

A HISTORY OF THE WEST VIRGINIA BOARD OF REGENTS
AS THE GOVERNING BOARD FOR HIGHER EDUCATION, 1969-1989

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ABSTRACT

This study examined the history of the West Virginia Board of Regents from its inception in 1969 until its termination in 1989. The history was developed around a social systems theory concept and the identification of internal factors and forces that had an impact as the Board attempted to deal with the higher education issues that came before it. The specific purpose of this study was to identify, chronicle, and interpret the key issues faced by the Board of Regents, and the related perceptions of the key personnel.

Data for the study came from minutes of the meetings of the Board of Regents, its annual and other periodic reports, planning documents, policy and procedures documents, and special reports; West Virginia statutes pertaining to the governance of higher education and changes thereto; reports by study groups, consultants, legislative bodies, and executive agencies; and, interviews with key personnel who had occupied positions of influence on the Board staff, at an institution, or in state government.

In addition to an examination of the major issues, during each five-year period a snap-shot was taken of six factors related to the delivery of educational programs: access; accreditation; appropriations; enrollment and degrees awarded; faculty; and,

institutional missions. Board activity in each of these six areas was noted and the presence of internal or external factors and forces influencing them was reported.

Based upon the examination of the records, documents, reports, and personal interviews, a list of twenty-four lessons learned that may assist future administrators in the governance or coordination of higher education was developed.

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Chapter I

Overview

Introduction

The governance and coordination of public higher education must be performed in the external environment which is subject to existing social, economic, and political factors and forces. The growth and development in higher education after World War II brought about some nationwide changes in the organization, mission, and function of agencies responsible for governance and coordination. According to Machesney (1971), by 1969 most states had adopted some form of statewide governance, coordination, or control of higher education.

McGuinness (1985) observed:

The year 1972 marked the culmination of more than a decade of development of state higher education agencies formed to coordinate the massive expansion of higher education in the late '50s and '60s. By that year, 47 states had established either consolidated governing boards responsible for all senior institutions (and in some cases, community and junior colleges, also) or coordinating boards responsible for statewide planning and coordination of two or more governing boards. (p. 74)

The period from the end of World War II to the early 1970s was one of substantial growth and development, in higher education as well as many other

aspects of American society. Student enrollment in higher education increased from 1.2 million in 1944 to over eight million in 1970 (Kerr, 1972, p. 16). Significant advancements were made in computer technology, nuclear energy, space exploration, and new medical procedures. Federal and state governments increased the investment of resources in higher education. (Kerr, 1972). The baby boom promised to keep a steady flow of students entering the doors of the colleges and universities. Enthusiasm for the development of research and programs in the new technology fields, and the expansion of existing programs to meet the increased demand for teachers and other traditional occupations produced optimism in most sectors of American society. (Kerr, 1972, 1986).

Higher education experienced substantial change during the 1950's and 60's. (Kerr, 1972). Many of those changes evolved into forces which the new governing and coordinating boards had to learn to detect, make adjustments for, and accommodate with positive results. The four major areas of change most often discussed in the literature as being those with the greatest impact on higher education were economic, labor, government, and demographic. (Corson, 1972; Keller, 1983; Kerr, 1972; Morrison, 1986). A brief discussion of each of these should assist in understanding the history of the development of some problems in higher education that may have been caused by them.

The resources available for education increase and decline as economic changes occur. During the recent decades, there have been many economic shifts

that resulted in declines in the resources available. The high rates of inflation during the 1970s compounded the effects of these declines. The United States lost much of its prestige and was no longer the world's economic leader. (Anderson, 1988; Keller, 1984). The negative balance of payments, the federal budget deficit, and federal tax reforms have reduced federal resources available for education. In West Virginia, the federal grants to colleges and universities declined from \$39.3 million during 1978-79 to \$6.4 million during 1987-88 (Research League Statistical Handbook, 1989, p. 12).

Changes in the labor market were experienced nationwide. Jobs declined in manufacturing and other heavy industries (e.g., mining) as companies moved to foreign countries where an inexpensive labor force was more readily available. Also, technologically advanced countries like Japan began exporting manufactured goods to the United States further reducing the need for workers in manufacturing. The labor market in the United States was shifting to jobs in the service industries where lower pay and a reduced need for education may exist. (Keller, 1983). In West Virginia, employment in manufacturing declined from 126,100 jobs in 1979 to 87,000 jobs in 1988 while mining jobs declined from 68,000 to 34,400 during the same period. (Research League Statistical Handbook, 1989, p. 7). As more plants and mines announced closings, there appeared to be further declines in this sector. (Nyden, 1989). Lower paying service and government jobs are making up many of the losses, however persons so employed usually have less disposable

income and pay less taxes. Both did have a negative impact on the availability of resources for higher education. (Anderson, 1988).

Changes in government spending priorities have become necessary because more persons are living at or below the poverty level. Poverty became an important issue and appears to continue as such into the 1990s. Food, shelter, health care, and basic support services are demanding and getting more of the resources. The net result was fewer resources available for education and increased demand for job skills training as opposed to college-level education. (Frances, 1985). Compounding the problem may be an increasing demand for access to education for low income and minority segments of the population who have the least economic resources and require the most services by higher education to be successful.

Exacerbating the effects of all of the other changes was a demographic transition in the United States population. The age distribution of the citizens was shifting. Declining birth rates coupled with increased life expectancy produced an emerging geriatric society with needs more important to them than education. (Keller, 1983). West Virginia was experiencing decline in its total population, its birth rate, and the number of live births. The decline in the population base is reflected in the decline of the work force, an indication that those leaving the State are doing so in search of jobs. (Steelhammer, 1989). Going with them are the potential students of the future. The elderly, who needed food, shelter,

meaningful relationships, and security, were placing more demands on government and the private sector for resources to meet those needs. (Keller, 1983).

Another demographic change that has had a negative impact on the resources available for education is the emergence of the single-parent family. (Hodgkinson, 1985). Disposable income, tax revenues, and savings for education tend to decline while the desire or need for education may increase. Again, access to education for a selected group may put additional pressure on institutions and governing boards.

A shrinking traditional college-age population combined with recent declines in Federal revenue sharing programs have created more competition for resources in all sectors of society. (Kerr, 1985). The higher education sector may be more vulnerable to the external factors and forces imposed by changes in the economy, the population, the labor market, and the priorities of government than other sectors such as secondary education, housing, and social programs. The higher education governance structure in West Virginia, like other states, had to cope with these environmental forces.

Separate boards of regents governed each of the state's higher education institutions at the beginning of the twentieth century. After nearly a decade, this arrangement was changed and all the institutions were placed under a single West Virginia Board of Regents. (Jackameit, 1973). However, that Board was responsible for the management of educational policies only; fiscal management

was the responsibility of another agency of state government, the Board of Control. This absence of fiscal control limited the influence the Board of Regents exerted over the institutions. (Machesney, 1971). Subsequently, the governance and coordination functions were divided between a Board of Governors for West Virginia University and the State Board of Education for the other institutions. (Machesney, 1971). These divided systems served the State through the period of significant change experienced in higher education after World War II. However, like many other states, West Virginia appeared to be moving toward more centralized control of its higher education resources.

In West Virginia, the response to demands for statewide governance of higher education occurred on March 3, 1969, when the West Virginia Board of Regents for Higher Education was established by House Bill No. 783. Governor Arch A. Moore, Jr., signed the bill to become effective July 1, 1969. Prior to 1969, multiple boards and agencies were responsible for the governance and coordination of higher education. This new governance structure was evolving from the public education sector. (Machesney, 1971). The ability to respond to public needs by officials responsible for the prudent use and management of public resources became a relevant issue in higher education. In 1985, McGuinness observed, "Throughout the past 15 years, the issues motivating changes in coordinating and governing structures have, in part, been related to the social and economic pressures facing higher education and state government as a whole: stabilizing or

declining enrollments, severe economic constraints, and other conditions associated with retrenchment." (p. 75). As was the case in many states, competition for available public resources in West Virginia was steadily increasing in all sectors of governmental services, not just in education.

Some twenty years later, the West Virginia Board of Regents would cease to be the governing body for higher education in the State. A West Virginia Government Reorganization Bill (Senate Bill No. 2) was passed by the Legislature on February 1, 1989, during a Special Legislative Session. As a follow-up, on April 8, 1989, during the regular session the Legislature enacted Senate Bill Number 420 which was subsequently signed into law by Governor W. Gaston Caperton, III. This legislation dissolved the Board of Regents and implemented multiple boards to govern higher education under the coordination of the new Secretary of Education and the Arts.

Senate Bill Number 420 created two governing boards: A Board of Trustees to govern the University of West Virginia System; and, a State College System Board of Directors to govern the two-year and four-year colleges. The seventeen-member Board of Trustees (12 members appointed by the governor, one voting member from each of three advisory councils - faculty, students, and classified staff - and, two non-voting members, the state superintendent of free schools, and the chancellor of the Board of Directors) is responsible for the University System consisting of Marshall University, the University of West Virginia College of

Graduate Studies, the West Virginia School of Osteopathic Medicine, and West Virginia University (including the branch campuses at Potomac State College of West Virginia University in Keyser and West Virginia University at Parkersburg). The Board of Directors also has seventeen members, composed in a manner similar to the Trustees, and is responsible for eight four-year colleges (Bluefield State, Concord, Fairmont State, Glenville State, Shepherd, West Liberty State, West Virginia Institute of Technology, and West Virginia State) and two free-standing community colleges (Southern West Virginia Community College and West Virginia Northern Community College). This legislation also provided for several studies including a comprehensive study of the State's community college network with a view toward formulation of a more coordinated and comprehensive vocational education system capable of responding to the needs of the citizens and employers of West Virginia.

Types of Governance

Near the beginning of the modern Board of Regents era in West Virginia, Millett (1975) defined three different kinds of state government arrangements for public higher education:

- (1) a statewide governing board for all public institutions of higher education (except possibly the public community colleges);
- (2) state coordinating boards of higher education; and
- (3) single governing boards for multicampus universities. (p. 62)

Berdahl (1971) and Millett (1975, 1984) went to some length to explain and categorize the different types of boards. Although there may be some differences between the coordinating board types in terms of the authority and power, and the ability and willingness to use it, for the purposes of this study Millett's observations should provide adequate distinction between the two major types of boards, coordinating and governing.

Millett (1975) defined a state coordinating board of higher education as, "...an agency of state government. Although the board's authority is usually set forth in terms of planning, coordinating, and budgeting for state institutions of higher education, the state board is primarily an advising body which recommends desirable state government policies in the field of higher education." (p. 62). Governing boards usually had been given a broad range of powers to govern and manage the public's higher education institutions. In discussing the authority possessed by a governing board, Millett (1975) noted:

Yet a considerable range of authority is vested in a governing board that is not disturbed by the creation of a state board of higher education: (1) to select a president; (2) to establish and operate a personnel system for the institution, limited only by such provisions of the state civil service law as are applicable to state universities and colleges; (3) to establish an internal organization structure; (4) to establish degree requirements and program curricula; (5) to

establish necessary support programs; (6) to establish an internal budget system and to accept such external (not from the state government) financial support as the institution can obtain; (7) to associate such groups as the governing board may wish in the exercise of its governing authority: a faculty senate, a student senate, a university council, an administrative council, an alumni council, and so on; (8) to make appropriate rules and regulations governing faculty rights and responsibilities, student rights and responsibilities, and administration rights and responsibilities; and (9) to maintain law and order on each campus. (p. 64)

The authority of state boards of higher education in 1983 was as shown in Table 1. (McGuinness, 1985).

There are several significant differences between governing and coordinating boards. Berdahl (1971), Millett (1975), Glenny (1985), and McGuinness (1991) point to differences in reviewing issues, formulating budgets, and selecting chief executive officers.

McGuinness (1991), in summarizing the literature regarding the role and scope of authority of the two basic forms of boards noted the contrast as follows:

Consolidated Governing Boards

+Carry out coordinating roles in addition to their responsibilities of governing specific public institutions.

Table 1
 Authority of State Boards of Higher Education, 1983

Consolidated Governing Boards	Board for All Senior Inst. With Separate Agency for Community Colleges	Coordinating Boards				Planning Agencies		
		With Program Approval Authority		With Program Review and Recommendation Authority Only				
Georgia Hawaii Idaho (a) Mass. Montana (a) Nevada North Dakota South Dakota Rhode Island Utah W. Virginia Wisconsin Alaska Maine	Arizona Iowa Kansas Miss. North Carolina Florida (a) Oregon Wyoming	Alabama Connecticut Illinois New Jersey Ohio Oklahoma South Carolina Maryland	Colorado Indiana Kentucky Louisiana Missouri (a) New Mexico Tennessee Texas Pennsylv. (a) Virginia	New York	Arkansas	Alaska Oregon (b) Calif. Minnesota Washington Michigan	New Hamp. Nebraska	Delaware Vermont
Board for All Public Institutions		Consoli- dated or Aggregated Budget	Budget Review and Recommen- dation	No Statutory Budget Role	Consoli- dated or Aggregated Budget	Budget Review Recommen- dation	No Statutory Budget Role or Program Approval	

Notes: (a) States with agency responsible for all levels of education.
 (b) Separate statutory coordinating agency.

Source: Education Commission of the States (1983)

+Have authority both to develop and implement policy.

+Advocate institutional interests to the governor and legislature.

+Plan primarily for the system of institutions under their control and not for the broader system including private and other public institutions.

+Appoint, set compensation for, and evaluate system and institutional chief executives.

+Set faculty personnel policies and usually approve tenure.

+Have authority to allocate and reallocate resources between and among institutions within their jurisdiction.

Coordinating Boards

+Do not have governing responsibilities for institutions.

+Except in specifically defined areas, have authority only to develop and recommend policy to the governor and legislature or to institutional governing boards. Regulatory boards often have authority to develop policies on system wide issues such as student transfer or implementation of requirements for performance indicators or assessment of student learning.

+Focus on state interests and not on advocacy of institutional interests. While coordinating boards may argue for the

needs of the higher education system as a whole, they serve more as the intermediaries between the interests and priorities of the states on one hand and the institutions on the other.

+Plan primarily for the system as a whole. In most states with coordinating boards, this planning recognizes all institutions in the state, both public and private.

+Appoint, set compensation for and evaluate only the executive officer and staff of the board and not institutional chief executives.

+Do not set faculty personnel policies.

+Review and make recommendations on budgets to the governor and legislature. Some boards oversee the budget development process and recommend a consolidated budget for all public higher education. Other boards develop the formulae on which budgets are developed. In most cases, however, coordinating boards do not allocate funds to institutions once they have been appropriated. Except for special incentive or competitive funds administered by the board, most funds in these states are allocated directly to institutional governing boards. (pp. 5-6)

The authority of state boards of higher education in 1990 was as shown in Table 2. (McGuinness, 1991). According to McGuinness (1991), Table 2 "...does not reflect the variety of governing board arrangements within states...in which all institutions are under two or more consolidated governing boards, ..." (p. 8). The West Virginia arrangement, after passage of Senate Bill No. 420, met this "exception".

The background and interest of a board's chief executive officer usually depends upon the type of board hiring him or her. Coordinating boards tend to be more closely aligned to state government and thus the executive officer is more attuned to the political issues involving the governor and the legislature. On the other hand, governing boards are usually more closely aligned with the institutions and thereby select an executive officer with more of an academic background and educational leaning resulting in more loyalty toward the institutions. (Millett, 1975; Glenny, 1985).

A question often asked is what type of governance (coordinating board vs governing board) is preferred. Berdahl (1971) noted, "As a general model, the coordinating board has certain obvious advantages. In contrast to the consolidated governing board, it allows existing institutional boards to continue operation, thus satisfying the institutions and circumventing difficult political and constitutional issues which might otherwise trouble the legislators." (p. 32). Berdahl (1971), Millett (1975) and Glenny (1985) point to a coordinating board's existence

Table 2
 Authority of State Boards of Higher Education, 1990

Consolidated Governing Boards	Board for All Senior Inst. With Separate Agency for Community Colleges	Coordinating Boards				Planning Agencies	
		With Program Approval Authority	With Program Review and Recommendation Authority Only	With Program Authority	With Program Recommendation Authority Only		
Alaska Georgia Hawaii Idaho(a) Maine(c) Mass. Montana(a) Nevada North Dakota Rhode Island South Dakota Utah Puerto Rico	Arizona Florida(a) Iowa Kansas Miss. New Hamp.(b) North Carolina Oregon Wisconsin(e) Wyoming	Alabama Arkansas Connecticut Illinois Maryland New Jersey Ohio Oklahoma South Carolina	Colorado(f) Indiana(a,b) Kentucky Louisiana Missouri Pennsylv.(a) Tennessee Texas(f) Virginia Washington	New York(g)	Florida(a,b)	Alaska(b) Calif. Minnesota New Mexico(g) Oregon(b)	New Hamp(b) Delaware Michigan(a) Nebraska Vermont Dist of Columb. West Va. (h)
Board for All Public Institutions				No Statutory Budget Role	Consolidated or Aggregated Budget(d)	Budget Review and Recommendation	No Statutory Budget Role or Program Approval

Notes:

- (a) States with agency responsible for all levels of education.
- (b) Separate statutory coordinating agency.
- (c) Maine Maritime Academy and Vocational-Technical institutes are under other boards.
- (d) Separate institutional budgets may be included in consolidated or aggregated budgets.
- (e) State Board of Vocational, Technical and Adult Education is separate from Board of Regents.
- (f) Boards develop the formula on the basis of which allocations are made to institutions.
- (g) Statutory authority related to programs provides only for approval of new graduate programs.
- (h) West Virginia Secretary of Education and the Arts has authority to coordinate rule-making by the state's two multi-campus boards.

Source: Education Commission of the States (1991)

between government and the institutions as a serious problem in that the board could be subject to criticism from both sides. McGuinness (1985) wrote that there is no perfect, preferred system by noting:

State coordination of higher education is perhaps the most complex balancing act in state government. Conflicting interests are the reality. State interests are not the same as institutional interests, and despite assertions to the contrary, state interests are not simply the sum of the interests of all the institutions in the state. An effective structure is one that draws these conflicting interests together in a way that differences and tensions are resolved before they erupt into major political controversies. (p. 78)

The West Virginia Board of Regents meets the definition of a governing board.

Purpose of the Study

The purpose of this dissertation was to conduct an analysis of the internal and external factors and forces that had an influence on the Board of Regents' statutory activities during its period of governance in West Virginia and to identify the lessons that can be learned for higher education administration as a guide for future actions taken by administrators. Given the foregoing, the specific purpose of this study was to identify, chronicle, and interpret the key issues faced by the Board of Regents, and the related perceptions of the key personnel during the period of its governance of higher education in West Virginia from 1969 to 1989.

Justification

With the reorganization of higher education mandated in Senate Bill Number 420 in 1990, a new era of higher education governance was introduced in West Virginia. Therefore, a historical review of the governance of higher education in West Virginia under the Board of Regents was appropriate at this time. To facilitate this review, the author identified statutory changes in the Board's functions or composition during its life. An examination of the impact of factors and forces inside the organization and in the organization's environment is included in the study. The author identified procedural changes implemented by the Board of Regents which had an impact on how the statutory functions were performed. The external environment was defined as the demographic, economic, and socio-political forces which existed during the Board of Regent's twenty-year history.

Layzell and Lyddon (1988) attempted to identify the impact of environmental factors on state appropriations to higher education. The results of the studies, one looking at all fifty states and the other looking at a three-state group (Florida, Illinois, and Virginia) confirmed that the same environmental factor could have varying effects in different states. This result led to the conclusion that environments may best be studied on a state-by-state basis and, that determination of the real impact of environmental factors may require an examination of events

some years prior to a resultant outcome. Layzell and Lyddon (1988) concluded the report by stating:

Further, these results imply a need to also study the more abstract, and less quantifiable, aspects of state political systems as they relate to policy/appropriation outcomes for public higher education, such as the political culture and traditions of a state, as well as the roles played by the various parties involved in the process (e.g., governor, legislature, governing board, etc.). To this end, a research agenda employing a wider range of more qualitative kinds of research methods is suggested as a way of attacking the multitude of questions that remain to be answered. Only through such an agenda will researchers in this field be able to develop a more complete picture of the various aspects of state political systems as they relate to policy/appropriation outcomes for public higher education. (pp. 25-26).

During the twenty years of its existence, the Board of Regents undoubtedly engaged in activities which were innovative, dynamic, and controversial in nature. Most organizations of any substance would be called upon to make decisions and initiate actions which resulted in such outcomes. Through the use of historical research, this researcher describes the methods and procedures used by the Board of Regents to deal with the external and internal factors and forces identified.

Through this type of an endeavor can one, with a reasonable assurance of accuracy, identify and recognize areas where the influence was positive; identify mistakes that may have been made and thereby be able to formulate courses of action which might preclude recurrence; identify, analyze, and formally record the lessons learned; and, identify and formalize areas that may warrant further study.

Layzell and Lyddon (1988) attempted to identify environmental factors which were most and least important in determining annual appropriations. Total state population, college age (18-24) population, public university enrollment, population density, and the number of four-year institutions were identified. Economic factors were per capita income, unemployment rate, state revenue levels, state spending on public welfare, federal aid to states, and state spending on K-12 education. Socio-political factors were such elements as median level of education, participation rate in public higher education, voter participation rate, and degree of political party competition. Some implications of the results obtained by Layzell and Lyddon (1988) were explained as follows:

It is evident that the environment as a whole plays a role in determining the appropriations outcome for public universities, however, the extent of the environment's importance in the formation of this outcome varies from state to state. Further, the significance of the specific variables comprising the environmental models and the relative importance of each variable within the

model in explaining the appropriations outcome vary from state to state as well. There are some similarities between states, however by and large, states tend to remain unique units of analysis. In short, although we have seen evidence of a relationship between the environment and state appropriations for public higher education, the importance and composition of this relationship varies across state lines. (p. 22)

Hoy and Miskel (1987) and Boyd and Crowson (1981) demonstrated a need to examine and understand the factors and forces existing in the external environment in order to understand how they influence and interact with those which are internal to the organization. Hoy and Miskel (1987) state, "In other words, environment is important because it affects the internal structures and processes of organizations; hence one is forced to look both inside and outside the organization to explain organizational behavior." (p. 86)

Systems theory was used as the general framework for this historical examination of the West Virginia Board of Regents. Through the adaptation of an open-systems model, the life of the Board of Regents was reviewed as the organization functioned in its environment. Hoy and Miskel (1987) describe an open system as follows:

The open-system perspective was a reaction to the unrealistic assumption that organizational behavior could be isolated from

external forces. Competition, resources, and political pressures of the environment affect the internal workings of organizations. The open-systems model views organizations as not only influenced by environments but also dependent on them. At a general level, organizations are easily pictured as open systems. Organizations take inputs from the environment, transform them, and produce outputs. (p. 20).

Limitations

During this study, the researcher did not attempt to evaluate the performance of, or pass judgment on, the Board of Regents. By its nature, this historical analysis was conducted using subjective rather than objective techniques.

The researcher became a member of the Board of Regents staff in 1983. However, the researcher's office was not located in the Board's central office and the researcher's primary duties involved all institutions, public and private. This limited presence as a participant observer and only occasional contact with the Board should minimize biases or other negative influences. On the contrary, this limited participation may enhance the researcher's ability to interpret or evaluate events of interest.

Definition of Terms

Key issues are defined as:

1. Statutory changes in Board of Regents functions.
2. Statutory changes in the composition of the Board of Regents.
3. Changes in the governance structure, such as the introduction of institutional boards of advisors.
4. Changes in Board of Regents methods or procedures for performing statutory functions, such as the introduction of a resource allocation model.

Key personnel are defined as governors, legislators who chair the Senate and House Education Committees, Board presidents, chancellors, institutional presidents, and other senior administrators at the Board or institutional level who played a pivotal role in the issues being examined.

Theoretical Framework

This study of the internal and external factors and forces that influenced the Board of Regents' statutory activities during its performance as the higher education governing board used general systems theory as the basis for review. Systems theory was selected because of its acceptance as a technique for analyzing large or complex organizations. (Kast & Rosenzweig, 1972; Vickers, 1967; Young, 1969).

Kast and Rosenzweig (1972) enumerated twelve key concepts of general systems theory. These concepts will be adapted to this study as a means of

explaining the Board of Regents as it operated in the environment as a governing board for higher education. According to Andes (1975), "The concepts in social systems theory can enable administrators to have a comprehensive perspective of the institution and the interrelationships that exist. This perspective is valuable in analysis, understanding and decision making." (p. 1).

The key concepts (Kast & Rosenzweig, 1972) are:

- +Every system is composed of two or more interconnected elements, usually called subsystems.

- +The system itself can only be explained as a totality; the whole is not simply a sum of the parts.

- +Open systems exchange information, energy or material with the environment.

- +Open systems receive inputs and transform them into outputs in a dynamic relationship with the environment.

- +Open systems have permeable boundaries between itself and the larger system of which it is a part. These boundaries are sometimes difficult to define in open social systems such as organizations.

- +Open systems can import resources from its environment which might arrest entropy (negentropy) and thus prolong the life of the organization.

- +Open systems may attain dynamic equilibrium when given a continuous inflow of materials, energy, and information.

+Open systems use feedback from the process or from outputs as inputs that may transform the process or future outputs.

+Open systems are part of a hierarchy, having subsystems of a lower order and being part of a suprasystem.

+Open systems tend to move toward increased differentiation and a higher level of organization.

+Open systems that are social organizations have individuals with varying values and objectives who seek multiple goals.

+Open systems may use a conversion process whereby objectives may be accomplished using diverse inputs and varying internal activities.

Parsons' typology of subsystems describes basic subsystems based on function, responsibility, and level. (Andes, 1975). These three basic subsystems are institutional, managerial, and technical. Institutional subsystems make the system legitimate by creating agencies of control. For the Board of Regents, the institutional subsystem consisted of the Board's officers and the other voting members. Managerial subsystems control and service the system. For the Board of Regents, the managerial subsystem consisted of the chancellor and the vice chancellors. Technical subsystems (the technical core) perform the functions of the system. For the Board of Regents, the technical subsystem consisted of Board of Regents principal staff members for academic affairs, student services, fiscal management, facilities management and legal activities. "The system with its

subsystems lives in a social setting called societal system or environment." (Andes, 1975, p. 3).

Six variables were used to provide a focus for the Board of Regents' activities as a living social system during the period of the study. These six variables are listed in Table 3. A snapshot of each of these six variables was taken at the beginning of each chapter. By comparing each to its former status, the activities of the Board of Regents in each area were analyzed using the concepts of general systems theory and how they relate to or explain Board of Regents' activity. In order to evaluate the system as a living social system, the persons listed in Table 3 were observed for values, objectives, and individual goals.

The external environment was defined as the demographic, economic, and socio-political factors listed in Table 4.

Methodology

The issues related to the variables measuring activity to be examined, chronicled, and interpreted were identified by conducting document searches and personal interviews. The documents searched were the minutes of the Board's monthly meetings; reports prepared at the direction of the Board, the Governor, or the Legislature and submitted for their use; records of legislative action involving

Table 3

Factors Making Up Internal Interaction

Variables to Measure Activity

Access to Delivery Sites and Modes
Accreditation of Institutions and Programs
Revenue Appropriations
Student Enrollment and Degrees Awarded
Full- and Part-Time Faculty
Institutional Missions

Persons to Be Observed

Governors
Legislators
Executive Department Heads
Board Members
Chancellors
Institutional Presidents
Board Principal Staff
Institutional Principal Staff

Table 4

Factors Making Up the External Environment

Demographic Factors

Total state population

Population trends

College-age (18-24) population

Public higher education enrollment

Number of public higher education institutions

Economic Factors

Per capita income

Rate of inflation

Unemployment rate

State revenue levels

State spending levels

Types of jobs

Socio-Political Factors

Median level of education

College-going rate

Degree of political party competition

Composition of governing board

higher education during the period of the study; official transcripts of State of the State speeches and other public documents that record speeches made by the Governor and other high government officials; newspaper accounts; and, other original records kept to document important events. According to Brooks (1969), "Thus, while the objective of the researcher may be to produce a history of a government, or an institution, or a biography, the more background information he has about his subject from books, personal accounts, or whatever, the better use he can make of the documents." (p. 12). The value of official records is certainly important and may indicate reasons why certain events occurred. However, official records may be sanitized thereby enhancing the potential value of personal letters, memos, and similar items. Brooks (1969) also stated, "...the human story of how the thoughts and wishes of individuals brought forth certain actions may have been told in more personal, less formal writings." (p. 9).

In addition to the use of documents there are, according to Richardson (1965, p. 9), two other basic methods of gathering information: Observation; and, interviewing. Because the researcher was employed as a staff member during part of the period being studied, the observation method may provide some information. However, the amount of time the researcher was able to be physically present as a participant observer was limited. Being a participant observer would have some influence on the researcher, however, the limited presence would minimize the negative influence. With regard to interviews,

Richardson (1965) states, "An investigator intending to use the interview as a primary method, for example, may have to rely heavily on documents in the selection of his respondents." (p. 9).

Personal interviews were conducted with willing persons who played pivotal roles in the key issues identified. These interviews provided ideas and assisted in the critical interpretation and evaluation of the issues. Barzun (1977) stated, "Without the experiencing mind, the searcher after truth cannot bridge the gap between the lived occurrence and the dusty record." (p. 42). Barzun (1977) also observed that without ideas, facts could be unimportant and uninteresting. One must be adept at handling ideas - they must be correct and critical. With regard to managing ideas, Barzun (1977) noted:

In other words, the management of ideas is the part of historiography in which the virtue of self-awareness must be acute, vigilant, and sustained. Perceptiveness about ideas is the duty of every moment, to exactly the same degree that in factual verification a sharp eye for dates, page numbers, and other minutiae is essential to success. (p. 115).

The above procedures were limited to searches and interviews using primary sources as much as possible. According to Kerlinger (1987), "A primary source is the original repository of an historical datum, like an original record kept of an important occasion, an eyewitness description of an event, a photograph, minutes

of organization meetings, and so on." (p. 621). Kerlinger (1987) noted that secondary sources may be considered provided they are weighed for validity; However, secondary sources should be used only when primary sources are not available. Kerlinger (1987) defines a secondary source as, "...an account or record of an historical event or circumstance one or more steps removed from an original repository." (p. 621). The historical importance and validity of information obtained from any source is always a problem for the researcher. Shiflett (1984) observed:

A central difficulty with determining the usefulness of historical research is one of understanding the way in which it convinces the reader of its essential truth. In history, little beyond the purely factual can be proven or disproved absolutely - and that only as far as the records are complete and accessible. Historians can only describe and arrive at general conclusions about their data. (p. 390).

According to Shiflett (1984), through imagination and talent the historian must convince the reader by "going beyond the fact and speculate(ing) on its meaning through rhetoric." (p. 392).

By examining documents and conducting personal interviews, the researcher developed the information needed to chronical, interpret, and evaluate the key

issues faced by the Board of Regents during this period. Specifically, answers to the following questions were sought:

1. What external (environmental) factors and forces influenced the Board Regents' statutory activities?
2. What internal factors and forces influenced the Board of Regents' statutory activities?
3. What impact did the environmental and the internal factors and forces identified have on the six variables used to measure activity?
4. What lessons can be learned that administrators may use as a guide in future governance or coordination activities in higher education.

The preliminary identification of the key issues and key personnel, both internal and external, came from the document searches. The key personnel were the persons the researcher determined who had played a pivotal role in each of the key issues examined.

The researcher then developed a series of personal interviews of persons who played pivotal roles in the key issues identified. The interviews were semi-structured and consisted of open-ended questions designed to focus on the issue or issues being examined.

Payne (1951) discussed four types of free-answer or open questions. Those types were identified as opener, follow-up, reason-why, and argument type questions. Opener questions are used to introduce the topic or issue and according

to Payne (1951), "...tend to be of the most general free-answer type. They serve to lead into the subject, to elicit non-directed, unstructured replies, and to provide the background for interpreting the more detailed and specific questions..." (p. 34). Follow-up questions may be necessary to clarify or insure understanding of the answers to opener questions. The reason-why question, according to Payne (1951), is used to determine the position being taken and, "is probably the most common type of free-answer questions." (p. 39). Argument type questions are similar to the reason-why, but "in the argument question we solicit ideas from all respondents regardless of which side they take on the issue. That is, arguments both for and against a given stand are asked of the same respondent rather than requesting only his reasons for his own particular stand." (p. 39).

Payne (1951) lists 1,000 words frequently used to formulate questions used in interviews. He further identifies on the list those words that have been noted by researchers as problem words either because the word has ten or more meanings or has somehow "distinguished itself as a problem word." (pp. 150-51). Payne further points out that derivatives of the 1,000 words should be considered as being in the same category. Payne's list was used as a guide when interview questions were formulated. (pp. 150-57).

In reporting the interview results, rules for plain talk discussed by Flesch (1946) was used. In his book, The Art of Plain Talk, Flesch (1946) uses the Chinese language as an example of simplified style by "keeping its two main

principles firmly in mind: first, get rid of empty words and syllables and, second, stick to the subject-predicate-object order. All the rest follows: simple sentences, concreteness, the human touch." (p. 18). However, with regard to the elimination of empty words or filler, Flesch (1946) had this to say:

For, strange as it may seem to you at this point, people talk plainly as long as they don't think about it. In conversation, without rehearsal or preparation, they somehow manage to express themselves so clearly that nobody asks for an explanation. How do they do it?

The solution to this puzzle is easy: they use big words, and a fast pace, and the ordinary rules of grammar, but they give the other fellow time to understand. They pause between sentences; they repeat themselves; they use filler words between the big important ones; they space their ideas. The secret of plain talk is in-between space.

That sounds simple; in fact, it is simple. Everyone does it every day. But when it comes to writing, or to formal speaking, we forget about the in-between space. It doesn't seem right to fill pages with filler words or repetition and that sort of thing doesn't go with oratory. So we compress and condense; we make one word out of three, and leave out ten more that seem irrelevant. They are

irrelevant; but without them, your reader or listener has no time to understand the relevant words. You have to use small talk in between if you want your big talk to go over. (p. 24).

This writer did, where possible, include the respondent's complete answers to questions regarding an issue being examined. A subsequent interpretation may have been made by this writer, however, the reader will be able to make his/her own evaluation of the respondent's remarks. Additional rules for plain talk according to Flesch (1946) are to not use rhythm, periodic sentences, rhetorical questions, metaphors without an explanation, contrasts without an explanation, or irony.

Subject to the consent of the person being interviewed, all personal interviews were recorded on an audiotape recorder. According to Lane and Molyneaux (1982), "When it comes to analyzing in detail the dynamics of the interview or our personal performance in it, it is preferable to rely on a more objective, extensive method of recording." (p. 86)

Using a semi-structured format can assist the interviewer by creating a relaxed environment for the interview, by getting the interview to the main issues at the appropriate time, by indicating the direction to be taken, and by alleviating fears of the unknown (Lane and Molyneaux, 1982). By seeking the respondent's views and recollection of specific issues or events, the purpose of the interviews has been defined as gathering information. In preparing for this type of interview,

the interviewer must have a clear understanding of the information sought. Lane and Molyneaux (1982) note that, "Often, achievement of the interviewing goal is expedited by the interviewer sharing with the respondent reasons why he or she is after certain information." (p. 121). When given this information, respondents may feel more comfortable in giving information in sufficient detail that it is more useful to the researcher.

Time is a critical factor in this historical project, particularly with regard to the key personnel who were present during the early years of governance under the Board of Regents. The first two chancellors are deceased, as are others who could have breathed life into this research project. Where possible, the key persons identified were asked to provide input as respondents. Surviving assistants or other senior administrators who worked with key persons who are no longer available were asked to contribute. The Board of Regents story unfolds from the dusty records and the living minds available to the researcher.

Chapter II

The First Five Years, 1969 - 1974**Pre-1969, Looking Back Before the New Beginning**

The governance and coordination of higher education in West Virginia began in 1863 when West Virginia became a separate state during the Civil War. A vital resource, higher education in West Virginia was influenced by political, economic, and social forces for more than 100 years before one single governing board would become responsible for the management of both the educational and the fiscal policies and procedures affecting all of the state's public colleges and universities.

During the development of the state's normal schools in the early 1900s, separate Boards of Regents were appointed to govern them. In 1909, the six separate Boards of Regents governing higher education in West Virginia were dissolved and replaced by a single Board of Regents (Jackameit, 1973). However, this Board of Regents was responsible only for the management of educational policies. The management of fiscal activity was placed under a Board of Control whose membership consisted of three members appointed by the Governor, and confirmed by the Senate, for periods of six years (Machesney, 1971). Because of the power associated with the control of financial resources, the Board of Control

exerted considerable influence over the educational institutions and many educational policies (Machesney, 1971).

In 1919, the Board of Regents was dissolved and the governance and coordination functions for educational matters were divided between a Board of Governors for the West Virginia University and the State Board of Education for all the other public institutions of higher education. The governance of fiscal matters remained with the Board of Control. Criticism of its influence over educational policies and activities led to removal of Board of Control jurisdiction over higher education in 1947. This change resulted from a recommendation made by George D. Strayer in a 1945 report titled, "A Report of a Survey of Public Education in the State of West Virginia" (Machesney, 1971).

Strayer, a consultant from Columbia University, was hired by an interim committee of the Legislature pursuant to Senate Concurrent Resolution No. 6, adopted on February 26, 1945 (Machesney, 1971). In addition to the recommendation to remove fiscal jurisdiction from the Board of Control, Strayer was also critical of the State's policies, or lack thereof, with regard to effective control and coordination of the State's higher education resources. According to Machesney (1971):

As a solution to the problem of coordination, Strayer recommended the enactment of legislation creating a West Virginia State Council of Higher Education. The proposed Council, which was a

coordinating council, was to be composed of the president of West Virginia University, the chairman of the Board of Governors, the presidents of the state colleges, and the chairman of the State Board of Education (pp. 79-80).

Strayer also recommended that the number of board members be increased from seven to nine and that the members be protected from removal by the Governor unless just cause through impeachment proceedings could be shown. This recommendation was made to preclude massive reorganization of the governing boards such as had been done by Governors Kump, in 1934, and Neely in 1944. The 1947 session of the Legislature adopted both of these recommendations (Machesney, 1971).

West Virginia was no exception to the rapid growth in higher education after World War II. At the direction of the Legislature, a study, "Public Higher Education in West Virginia," was completed under the direction of John E. Brewton in 1956. According to Machesney (1971), "Brewton discussed at length the influence of noneducational agencies over the educational matters of the state." (p. 83). Brewton was especially critical of the influence being exerted by the Board of Public Works (members were the Governor, Secretary of State, Auditor, Superintendent of Free Schools, Treasurer, Attorney General, and Commissioner of Agriculture), the Director of the Budget, and the State Auditor (Machesney, 1971).

Although Brewton praised the West Virginia University Board of Governors, his report was very critical of the Board of Education's inability to set broad policies flowing from statewide considerations rather than the more limited institutional considerations being used. (Machesney, 1971). The Brewton report, "Recommended the establishment of a State Board of Higher Education ... absorb(ing) the higher education responsibilities of the Board of Education and the Board of Governors... (and) that the new Board of Higher Education be released from the controls of noneducational agencies." (Machesney, 1971, pp. 88-89). In response, a bill was introduced in the 1957 Legislative Session calling for the creation of a board of higher education. It was not passed; However, according to Machesney (1971):

It marked the first time in modern history that this concept was brought to the attention of the lawmakers and indicated that the structure of higher education would continue to be under the close scrutiny of the Legislature as well as educators. (p. 90)

The failure of legislation creating a board of higher education may have resulted from actions taken by a Joint Committee of the Board of Governors and the Board of Education. The initial joint meeting was requested in 1956 by two legislative groups "for the purpose of outlining a policy of higher education for the state and all of its colleges and the university in order that this committee and the legislature have the benefit of your thinking before the 1957 session of the

Legislature." (Machesney, 1971, pp. 90-91). For the next several years, a period described by Machesney (1971) as one of voluntary coordination,..."the Joint Committee became a vehicle to preserve the status quo and was used to ward off the threat of statutory control through some type of statewide governing board." (p. 92).

Pursuant to a 1961 resolution of the Legislature, Governor W.W. Barron appointed a committee to study what changes, if any, needed to be made to maximize the benefits received from the State's higher education resources. The committee recommended the appointment of a coordinating commission to address three areas: (1) study the higher education program and recommend coordination; (2) the sole agency to review and make budget requests; and, (3) prepare priority lists for new construction. (Machesney, 1971). Legislation was introduced in 1962 creating a coordinating council for higher education, but it remained in the committees. During March, 1965, the Legislature "requested Governor Hulett C. Smith establish a committee for the purpose of studying allocation of functions and fields of graduate study among state-supported institutions of higher education." (Machesney, 1971, p. 100). The final report of this committee (known as the West Virginia Committee on Higher Education), submitted when the 1967 Legislature convened, recommended the establishment of a Board of Regents as a coordinating board responsible for the study of higher education in the state, the allocation of function, the submission of budget requests for the institutions, and

the duties of the Commission on Higher Education which had been created in 1964 to handle certain federal and state programs applicable to both public and private institutions. The committee also recommended establishment of a Board of Governors of the state colleges, a Board of Governors for Marshall University, and coordination of the Board of Governors of West Virginia University. (Machesney, 1971). Bills to implement the Committee's recommendations were unsuccessful in the 1967 Legislative Session.

Governor Smith, legislative leaders, and some key educational administrators appeared to continue to recognize a need for reorganizing the governance and coordination of higher education. Machesney (1971) wrote:

A different approach for restructuring higher education was attempted in the 1968 Legislature. For the first time since 1956, a bill calling for the creation of a state board of higher education was introduced in both the House and Senate. Senate Bill No. 102 and House Bill No. 313 abolished the Board of Governors of West Virginia University and transferred its functions along with the higher education responsibilities of the Board of Education to a Board of Regents. These bills, even though they were killed in the finance committees of each House, illustrated that coordination could be achieved without a proliferation of governing boards. (p. 108).

On February 3, 1969, Delegates Si Galperin (D-Kanawha) and Dr. John M. Bobbitt (D-Cabell) introduced House Bill 783 that would establish a single governing board. On February 4, 1969, five persons associated with education appeared before a joint session of the Finance and Education Committees of the House of Delegates and Senate: (1) the President of the West Virginia Board of Education; (2) the President of the Board of Governors of West Virginia University; (3) the President of West Virginia University; (4) the President of Concord College; and, (5) the Executive Director of the West Virginia Commission on Higher Education (Machesney, 1971).

During his testimony, the President of West Virginia University, Dr. James G. Harlow, made three suggestions: (1) The Joint Committee of the Board of Governors and Board of Education should make whatever changes the Legislature felt necessary; (2) the Legislature should establish a new board to assume the Board of Education's responsibility in higher education; and, (3) a single board of regents should be created to govern all institutions of higher education. (Machesney, 1971).

Thereafter, passage was swift. The House Education and Finance Committees recommended passage on February 12 and 14, respectively, and the bill passed the House on February 18, 1969. After some minor revisions in the Senate, the bill passed both houses on March 3, 1969, and the Board of Regents for Higher Education was born. (Machesney, 1971).

Mr. J. Douglas Machesney, one of the five persons who testified before the joint committees on February 4, 1969, later wrote (1971):

It is the opinion of this writer that the single most important element in the course of events leading to the eventual passage of legislation creating a single governing Board of Regents in West Virginia was contained in the comments of President James G. Harlow. (p. 113).

According to Machesney (1971), "President Harlow effectively killed the possibility of passage of the multiple governing board - coordinating board concept for West Virginia...It appears that the opposition of West Virginia University supporters that had previously blocked all attempts to reorganize higher education became fragmented and ineffective after the statements by President Harlow." (p. 113).

The Delivery of Educational Programs

House Bill No. 783 (Chapter 130, Acts of the Legislature of West Virginia, Regular Session 1969) placed responsibility on the newly created Board of Regents for: (1) general determination, control, supervision, and management of the financial, business, and educational policies and affairs of all state colleges and universities; (2) making studies and recommendations regarding higher education in West Virginia; (3) allocating functions; (4) submitting budget requests for the state colleges and universities; and, (5) appointing citizens advisory boards

to the presidents of the colleges and universities (pp. 1144-1145). In a 1971 report to the Governor and the Legislature titled, A Plan for Comprehensive Community College Education in West Virginia, the Board of Regents identified three major problems confronting higher education in West Virginia that required legislative attention: (1) An inadequate access to higher education; (2) an insufficient opportunity for career education; and, (3) the existence of two postsecondary systems of occupational education (area vocational schools under the State Board of Education and institutions of higher education under the Board of Regents).

During each five-year period, a snapshot was taken of six factors (see Table 3 on page 26) related to the delivery of educational programs to the citizens of West Virginia. Those factors were:

1. Access to delivery sites and modes
2. Accreditation of institutions and programs
3. Budget comparisons
4. Part-time and full-time faculty
5. Institutional missions
6. Student enrollments and degrees

The factors were used as a barometer for the extent to which the Board of Regents carried out its duties and responsibilities. A discussion of the factors appears at the beginning of each five-year period.

Access to delivery sites and modes.

The public colleges and universities in West Virginia in the fall of 1969 were located as shown on Map 1. Some institutions had a limited number of branch facilities which are also indicated on Map 1. Citizens of the state who desired to pursue programs in higher education generally had to travel to one of the locations identified on Map 1. There were relatively few branch locations and minimal effort to export programs off the campus. Inattention to the development of extension facilities or alternative delivery modes, and the nature of the terrain and a relatively poor network of highways in West Virginia limited access. As will be seen later in this chapter, improving access was an important role for the Board of Regents.

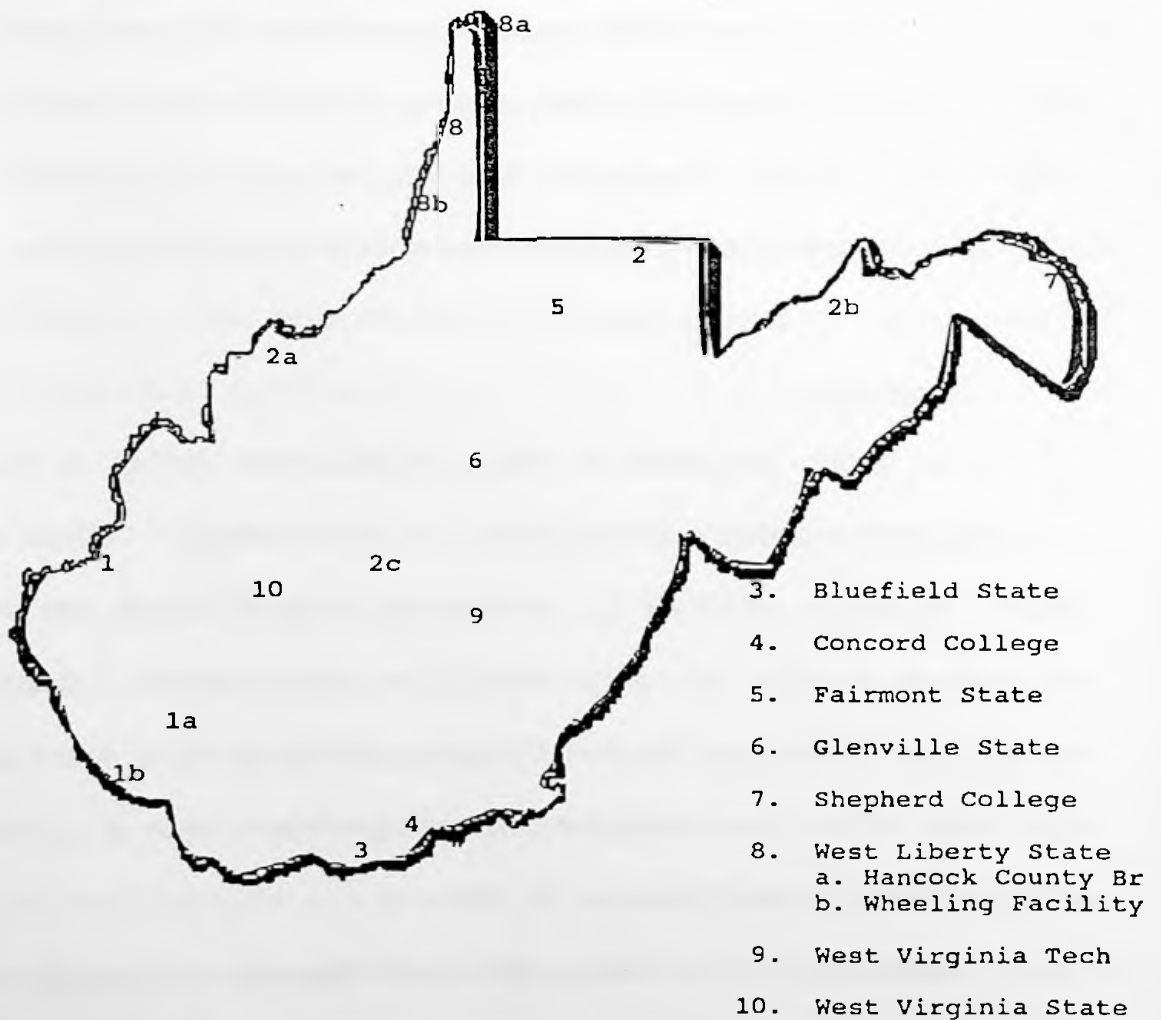
Accreditation.

Some public institutions in West Virginia were having problems maintaining their accreditation with the North Central Association of Colleges and Schools. As early as September 10, 1969, the new Board of Regents was faced with questions regarding why North Central had placed Marshall University, Fairmont State College, and Shepherd College on private probation following a regular examination at those institutions. According to the minutes of the Board of Regents Meeting held on September 10, 1969:

ORDERED that the meeting (Board of Regents, institutional presidents, and representatives of North Central Association)

Map 1
Location of Public Higher Education Institutions - 1969

1. Marshall University
 - a. Logan Branch
 - b. Williamson Branch
2. West Virginia University
 - a. Parkersburg Center
 - b. Potomac State College
 - c. Kanawha Valley Graduate Center



Source: West Virginia Commission on Higher Education

suggested by Dr. Harlow (WVU) be deferred at this time and that Dr. Russell (BOR consultant) be asked to further explore and attempt to determine in more detail the reasons why North Central Association recently advised schools examined that they had been placed on private probation insofar as accreditation is concerned, with report to the Board at an early date. (p.3)

In a brochure published for School Year 1970-1971 titled, "West Virginia Colleges and Universities: They're Real Mind Expanders," the West Virginia Commission on Higher Education noted, "All twenty-one West Virginia institutions of higher education are fully accredited." (p. 2). Although the public four-year institutions were regionally accredited and all but one (Bluefield State College) were accredited by the National Council for the Accreditation of Teacher Education (NCATE), five were on North Central probation for shortages in library resources and the number of faculty with doctoral degrees. Allocations to the institutions for library improvements for 1971-72 were supplemented with an additional allocation of \$500,000.00 on March 7, 1972. (Minutes, Board of Regents, March 7, 1972). By March 25, 1972, all of the institutions on North Central probation were removed from probation except Marshall University. (The Charleston Gazette, March 25, 1972). The West Virginia Higher Education Commission's brochure indicated the accreditation status at the public colleges and universities was as shown in Table 5.

Table 5
Institutional Accreditation/Approvals at West Virginia
 Public Institutions of Higher Education: Fall 1970

<u>Institution</u>	<u>Accreditation/Approval Agencies*</u>
Marshall University	1(p), 2, 7
West Virginia University	1, 2, 3, 4, 5, 6, 7, 8, 9
Bluefield State College	1(p)
Concord College	1, 2
Fairmont State College	1(p), 2
Glenville State College	1(p), 2
Shepherd College	1(p), 2
West Liberty State College	1, 2, 5
West Virginia Inst. Tech.	1, 2, 7
West Virginia State College	1, 2

*List of Accreditation/Approval Agencies:

1. North Central Association of Colleges and Schools
(p) Probation for deficiencies in library holdings
and faculty with doctoral degrees.
2. National Council for Accreditation of Teacher
Education
3. American Association of Collegiate Schools of
Business
4. Association of American Law Schools
5. Council on Dental Education
6. Council on Medical Education and Hospitals of the
American Medical Association
7. Engineers Council for Professional Development
8. National Association of Schools of Music
9. National League for Nursing

Source: West Virginia Commission on Higher Education

The Board of Regents was concerned with this issue because the Board's obligation to approve degree-granting institutions of higher education was part of the enabling legislation. Board of Regents Policy Bulletin No. 15 regarding procedures to accredit degree-granting institutions, public and private, was adopted on October 8, 1971, and revised on May 9, 1972. (Minutes, Board of Regents, May 9, 1972).

Revenue appropriations.

Funds appropriated by the Legislature for allocation to the public institutions of higher education in 1969-70 and in 1970-71 were as shown in Table 6. The appropriation for 1969-70 was made by the Legislature prior to the appointment of the new governing board. The first budget submitted by the Board of Regents and funded by the Legislature was for the 1970-71 fiscal year. Changes in the methods used by the Board of Regents to determine budget allocations to the institutions will be discussed as they occur, and at the beginning of each chapter.

The Legislature appropriated about \$300.3 million to the General Revenue Fund for all agencies for Fiscal Year 1970-71. (Digest of Enrolled Budget Bill, 1970 Regular Session, Legislature of West Virginia). The net appropriation to the Board of Regents for distribution to the institutions (about \$58.4 million - see Table 6) was about 19.4 percent of the total appropriation.

Table 6

State Tax-Fund Appropriations for Operating Expenses of
Higher Education in West Virginia: 1969-70 and 1970-71

<u>Institution</u>	Allocations (1) in Thousands	
	<u>FY 1969-70</u>	<u>FY 1970-71</u>
West Virginia University (2)	\$30,354	\$32,222
Marshall University (2)	7,589	8,345
Bluefield State College	1,415	1,514
Concord College	2,212	2,368
Fairmont State College	2,938	3,200
Glenville State College	1,680	1,791
Shepherd College	1,574	1,684
West Liberty State College (2)	2,889	3,148
West Virginia Institute of Tech.	2,728	2,906
West Virginia State College	<u>3,068</u>	<u>3,296</u>
Gross Total Institutions	\$56,447	\$60,474
Less Fees to General Fund (3)	<u>2,000</u>	<u>2,100</u>
Net Total Institutions	\$54,447	\$58,374
State Board of Regents	<u>558</u>	<u>345</u>
Total Appropriation	\$55,005	\$58,719

- (1) - Institutional funds allocated in FY70-71 from gross appropriation. FY69-70 allocation was pre-BOR.
 (2) - Includes branches and WVU Medical Center.
 (3) - Tuition fees at WVU and Marshall are retained. State colleges return them to the State General Fund. Thus subtract them to arrive at net tax-fund appropriation.

Part-time and full-time faculty.

The number of full-time and part-time faculty employed by each of the public institutions of higher education in the fall of 1972 was as shown in Table 7. A relationship between the number of full-time students and the number of full-time faculty (student-teacher ratio) was announced by the Board of Regents for institutions to use in projecting faculty needs when enrollment growth was anticipated. Those ratios, published in Selected Data Regarding West Virginia Board of Regents and the State System of Higher Education, 1971, were:

Undergraduate level-----20 to 1

Graduate level

Marshall University-----15 to 1

West Virginia University---12 to 1

These guidelines will be observed as changes in the enrollments occur.

Institutional missions.

The two public universities were distinctly different. Marshall University was a regional institution offering a wide array of associate and baccalaureate programs and a limited number of graduate programs. West Virginia University, on the other hand, was the state's comprehensive, land-grant, research university which offered a wide variety of undergraduate, graduate, and professional degree programs. Its headcount enrollment was about double the enrollment at Marshall.

Table 7

Full-Time and Part-Time Faculty at West Virginia Public
Institutions of Higher Education, Fall 1972

<u>Institution</u>	<u>Full-Time Num. (%)</u>	<u>Part-Time Num. (%)</u>	<u>Total Number</u>
Marshall University	383 (87.0)	57 (13.0)	440
West Virginia Univ.	699 (66.5)	352 (33.5)	1051
College of Grad. Studies	26 (31.7)	56 (68.3)	82
Bluefield State College	66 (94.3)	4 (5.7)	70
Concord College	105 (97.2)	3 (2.8)	108
Fairmont State College	180 (91.8)	16 (8.2)	196
Glenville State College	91 (96.8)	3 (3.2)	94
Shepherd College	97 (90.7)	10 (9.3)	107
West Liberty State Coll.	149 (88.7)	19 (11.3)	168
West Virginia Inst Tech	148 (91.9)	13 (8.1)	161
West Virginia State Coll	151 (89.3)	18 (10.7)	169
Parkersburg Comm Coll	56 (44.8)	69 (55.2)	125
Southern WV Comm Coll	32 (61.5)	20 (38.5)	52
WV Northern Comm Coll	28 (42.4)	38 (57.6)	66
Potomac State Coll - WVU	<u>42 (100)</u>	<u>0</u>	<u>42</u>
SYSTEM TOTALS	2253 (76.9)	678 (23.1)	2931

Source: West Virginia Board of Regents, March 1973

The eight state colleges were very similar in terms of the overall missions. Each provided access to four-year degree programs in a variety of fields and most provided terminal programs at the associate degree level. Teacher education programs to train West Virginia's public school teachers were offered at each college and in many this program was the primary focus. Most of the colleges had been renamed in 1943 when the word "Teachers" was dropped from the institution's name (West Virginia Blue Book, 1969). Some of the colleges had areas of emphasis that would lend a distinctive character to the institution (A Plan for Progress, 1972). For example, West Virginia Institute of Technology's primary mission was to provide programs in engineering and technological fields. Programs in teacher education and the business fields were secondary to the technological mission. West Virginia State College, which had been a land-grant college until 1957 became a multipurpose college on July 1, 1957. (West Virginia Blue Book, 1969). Since then, the college has continued to offer a wide variety of undergraduate degree and pre-professional programs.

In "A Plan For Progress: West Virginia Higher Education in the Seventies," the Regents reported , "The major thrust of the four-year colleges over the years has been teacher education. Over 60 per cent of the bachelor's degrees awarded by the eight college in recent years have been in teacher education, ranging from over 90 per cent at Glenville State College to about 33 per cent at West Virginia

Institute of Technology." (p. 24). The institutional missions, in terms of the type and level of programs offered in 1969 are shown in Table 8.

Student enrollments and degrees awarded.

The headcount enrollment for fall 1970, at the end of the first year under the Board of Regents system, is shown in Table 9. The number of degrees of all types awarded during the first year of the Board of Regent's era was as shown in Table 10. At the time, enrollment reports submitted by the institutions reported head-count enrollment. Subsequent reports would also include the use of full-time equivalent figures which were used to forecast faculty needs and to make other budgetary considerations.

Summary of the Delivery Factors

Thus, the foregoing factors present the general disposition of public higher education in West Virginia near the beginning of the modern Board of Regents era. The expectations of those associated with higher education appeared to be positive at the time. With the passage of House Bill 783, executive, legislative, and educational leaders in West Virginia were poised to move forward with the business of maximizing the State's return on its higher education dollar. The Governor, Arch A. Moore, Jr., was ready to appoint the first Board of Regents pursuant to House Bill 783.

Table 8

Institutional Missions at West Virginia Public
Institutions of Higher Education, 1969

<u>Institution</u>	<u>Degrees Offered</u>					<u>Areas of Emphasis</u>
	<u>Assoc.</u>	<u>Bach.</u>	<u>Mast.</u>	<u>Doc.</u>	<u>Prof.</u>	
Marshall Univ	X	X	X			Multi- Purpose
W. Virginia Univ		X	X	X	X	Comp. Doctoral Research
Bluefield State	X	X				Teacher Educ. & EngrTech
Concord Coll	X					Teacher Educ.
Fairmont State	X	X				Teacher Educ.
Glenville State	X	X				Teacher Educ.
Shepherd Coll	X	X				Teacher Educ.
W Liberty State	X	X				Teacher Educ.
W Virginia Tech	X	X	X			Tech. & Multiple
W Virginia St.	X	X				Multiple Programs
Potomac St-WVU	X					Junior College

Source: West Virginia Blue Book, 1969.

Table 9

Head-Count Enrollment, West Virginia Public Institutions
of Higher Education, First Semester 1970-71

	<u>Undergraduate</u>	<u>Graduate</u>	<u>Total</u>
Two-Year Institutions:			
Logan Branch (MU)	521	--	521
Williamson Branch (MU)	312	--	312
Hancock Branch (WLSC)	413	--	413
Parkersburg Br (WVU)	1,482	--	1,482
Potomac St Coll. (WVU)	745	--	745
Four-Year Institutions:			
Marshall University	7,860	1,085	8,945
West Virginia Univ	11,950	3,177	15,127
Bluefield State Coll	1,267	--	1,267
Concord College	1,969	--	1,969
Fairmont State Coll	3,551	--	3,551
Glenville State Coll	1,572	--	1,572
Shepherd College	1,876	--	1,876
W Liberty State Coll	3,554	--	3,554
W Virginia Inst Tech	2,444	--	2,444
W Virginia State Coll	3,663	--	3,663
Kanawha Valley Ctr.	<u>---</u>	<u>1,116</u>	<u>1,116</u>
TOTALS:	43,179	5,378	48,557

Source: Student Enrollment Report, WV Board of Regents, December 1970.

Table 10

Summary of Degrees Awarded, West Virginia Public Institutions of Higher Education, July 1969 through June 1970

<u>DEGREES</u>	<u>NUMBER AWARDED</u>
Associate	518
Bachelor's	6,232
Master's	1,179
First Professional	158
Doctor's	<u>96</u>
TOTAL DEGREES AWARDED:	8,183

Source: WV Board of Regents, Inventory of Degrees Awarded, West Virginia Public Institutions of Higher Education, 1969-1970, January 1971.

West Virginia Board of Regents

Chapter 130 (House Bill No. 783), Acts of the Legislature of West Virginia, Regular Session 1969, mandated the composition of the Board of Regents and the terms and qualifications of members as follows:

The board shall consist of ten members, of whom one shall be the state superintendent of schools, ex officio, who shall not be entitled to vote. The other nine members shall be citizens of the state, appointed by the governor, by and with the advice and consent of the Senate, for overlapping terms of six years, except that three of the original appointments shall be for terms of two years, three of the original appointments shall be for terms of four years, and three of the original appointments shall be for terms of six years.

Each of the members appointed to the board shall be especially qualified in the field of higher education by virtue of his knowledge, learning, experience or interest in the field.

No person shall be eligible for appointment to membership on the board who is an officer, employee or member of an advisory board of any state college or university, or an officer or member of any political party executive committee, or the holder of any other public office or public employment under the federal government or under the government of this state or any of its political subdivisions, or an appointee or employee of the board. Of the nine members appointed by the governor from the public at large, not more than five thereof shall belong to the same political party.

At least one member of the board shall be appointed from each congressional district. (p. 1146)

The members of the Board of Regents make the living social system legitimate and thus constitute the institutional subsystem.

Membership.

House Bill No. 783 also specified that the terms of all original members appointed by the governor, with the advice and consent of the Senate, would commence on July 1, 1969; the governor could, with the advice and consent of the Senate, appoint a member to fill any vacancy among the nine members; that members would be eligible for reappointment; and, that no member could be removed by the governor "except for official misconduct, incompetence, neglect of duty, or gross immorality and then only in the manner prescribed by law for the removal by the governor of the state elective officers." (p. 1147).

Pursuant to the enabling legislation, Governor Arch A. Moore, Jr., appointed the following persons to the Board of Regents for terms beginning on July 1, 1969, and ending in either two, four, or six years (West Virginia Blue Book, 1969):

1. For terms of two years ending June 30, 1971:
 - a. DAVID B. DALZELL, Republican, Moundsville.
 - b. ELIZABETH H. GILMORE, Republican, Charleston.
 - c. OKEY L. PATTESON, Democrat, Mount Hope.

2. For terms of four years ending June 30, 1973:
 - a. JOHN E. AMOS, Democrat, Charleston.
 - b. EARLE T. ANDREWS, Republican, Berkeley Springs.
 - c. AMOS A. BOLEN, Democrat, Huntington.
3. For terms of six years ending June 30, 1975:
 - a. FORREST LLOYD BLAIR, Republican, Walker.
 - b. EDWARD H. GREENE, Democrat, Huntington.
 - c. ALBERT M. MORGAN, Republican, Morgantown.

The terms of six of the original nine Board of Regents appointees were scheduled to expire during this first five-year period in the Board's history. All three of the members appointed for four-year terms (1969-1973) were reappointed by Governor Moore for additional six-year terms beginning in 1973 and ending June 30, 1979. Those three were John E. Amos, Earle T. Andrews, and Amos A. Bolen. Two of the three members appointed for two-year terms (1969-1971) were also reappointed by Governor Moore. Okey L. Patteson and Elizabeth H. Gilmore were reappointed for terms beginning in 1971 and ending June 30, 1977.

Regent David B. Dalzell, a Republican from Moundsville was replaced when his original term expired on June 30, 1971. Mr. Dalzell was replaced by FREDERICK P. STAMP, JR., Republican, Wheeling. Mr. Stamp was appointed to the Board of Regents on October 20, 1971 for a term ending June 30, 1977.

The nine original voting members appointed to the Board of Regents by Governor Arch Moore were from throughout the state as mandated by the enabling legislation. Four were practicing attorneys, two were presidents of private companies, and the remaining three were a realtor, a mortician, and a medical doctor. All nine were protestants; four Methodists, three Presbyterians, and two Episcopalians. Eight were white males and there was one black female. Five were Republicans and four were Democrats. The average age was 60, with the youngest member being 52 (Dalzell) and the oldest 70 (Patteson). Governor Moore was criticized for appointing members who were perceived to be "too old" and "too political," (The Charleston Gazette, October, 1969) and therefore not in touch with the educational needs of the state's younger adults.

Five reappointments of the six members whose original terms expired during the first five-year period assured virtually the same Board composition for several years. A detailed listing and biographical information for each member of the Board of Regents are contained in Appendix B.

Powers and duties.

During this initial five-year period, there were relatively few changes in the powers and duties granted to the Board of Regents. The changes will be discussed when the key issues are identified and discussed later in this chapter. The enabling legislation, as it appeared in House Bill No. 783 is at Appendix A.

The Board of Regents had been given authority to specify, control and manage all the educational, financial and business affairs of the public colleges and universities. Not only did the Board have the authority to prescribe specific functions, but it also had the discretionary authority to submit a system-wide budget to the Governor and the Legislature. The Board could then allocate the appropriations made by the Legislature for the higher education system to each institution. The board did exercise this discretionary authority.

The powers and duties given to the Regents were supposed to provide an opportunity for the Board to meet the higher education needs of the state while avoiding unnecessary duplication of facilities and programs. Rules and regulations were promulgated by the Board to implement and carry out these functions. The Board of Regents was also empowered to make studies and recommendations relative to the state's higher education needs and resources.

The Board's authority was tested many times, both in the political arena and in the courts. From time to time, even constituents of the higher education community challenged the powers and duties vested in the Board of Regents. These instances will be discussed with the issues, as appropriate.

Goals and objectives.

During January 1971, the Board of Regents prepared a report for the Subcommittee on Higher Education of the Joint Committee on Government and Finance. In that report, entitled "Selected Data Regarding West Virginia's Board

of Regents and the State System of Higher Education," the Board of Regents stated three goals:

1. To promote the establishment and operation of a sound, vigorous, progressive and coordinated state system of higher education.
2. To seek excellence in all elements of higher education.
3. To secure continuous support necessary to develop and maintain maximum efficiency and productivity throughout the state system of higher education (p. 4)

In the same report, the Board of Regents listed three priority objectives:

I. DEVELOPMENT OF A COMPREHENSIVE
MANAGEMENT INFORMATION SYSTEM

Accurate, adequate, comparable data relative to students, faculty, programs, facilities, finance (revenues and expenditures) programmed to be of maximum assistance in policy development and system-wide management.

II. DEVELOPMENT OF PROGRAM-FORMULA BUDGETING
FOR THE STATE SYSTEM OF HIGHER EDUCATION

A system for classifying and allocating revenues and expenditures and predicting future costs by

defined program areas. Will permit comparisons between institutions and other state systems and enable policy decisions to be made on basis of cost-benefit analyses.

III. DEVELOPMENT OF A STATEWIDE PLAN FOR HIGHER EDUCATION IN WEST VIRGINIA

A realistic guide for the orderly development of appropriate post-secondary educational opportunities for West Virginia in the decade ahead. (p. 5)

The extent to which the Board of Regents was able to address each of the stated goals and objectives will be discussed as elements of the key issues faced during the period.

Key Issues Identified

During the first five-year period, the Board of Regents was involved in five key issues that met the criteria of being either a result of major statutory changes or major changes in Board of Regents methods or procedures. The key issues identified were:

1. The opportunity for community college education in West Virginia.
2. Transfer of the functions of the West Virginia Commission on Higher Education to the Board of Regents.

3. Elimination of unnecessary duplication of programs and facilities through consolidation.
4. The opportunity for graduate education in West Virginia.
5. The Southern Regional Education Board (SREB) Compact and the expansion of educational opportunity through contract tuition programs.

The following discussion of these key issues developed as members of the living social system and members of the suprasystem were identified and studied. The environmental forces impacting on the system evolved from the examination of relevant documents and personal interviews with key personnel involved in the issues. The model at Figure 1 (see Page 110) depicts the key issues as they entered the processor of the living social system (Board of Regents), and the resultant configuration of them after passing through the processor and being subjected to the environmental forces that had an impact on the system.

The opportunity for community college education in West Virginia.

At its meeting on September 15, 1970, the Board of Regents received a report from a consultant team established by the Southern Region Educational Board (SREB). The report, "Assessment of Two-Year College Needs in West Virginia" was accepted for study and action at a later date. "The Chancellor was instructed to have copies of the report prepared for broad distribution to interested parties within the State." (Minutes, Board of Regents, September 15, 1970, p. 6).

During its regular meeting on November 10, 1970, the Board of Regents discussed the SREB report in detail and reviewed reactions from a wide audience. According to the minutes of the November 10, 1970, meeting, the Board of Regents adopted the following resolution:

RESOLVED THAT

Believing that more diversified post high school educational opportunities in West Virginia are needed to meet the educational needs of the citizens of the state and that such offerings will contribute to the economic, cultural and social development of West Virginia, the Board of Regents endorses the concept of establishing comprehensive community college programs as part of the higher educational system of the State and hereby orders the Board staff to have developed enabling legislation which will enable the Board of Regents to establish, maintain and supervise such programs. (p. 3)

On March 9, 1971, the Legislature passed Senate Bill No. 255 which added a new section to article twenty-six, chapter eighteen of the West Virginia Code. Senate Bill 255 gave the Board of Regents the authority to continue to operate and maintain branch and off-campus locations of state colleges and universities, and authority to designate and operate any of them as community colleges. The bill, published in Chapter 165, Acts of the Legislature, 1971, stated in part:

(b) Notwithstanding any other provisions of this code to the contrary, the board of regents may designate any one, several or all of the existing branches or off-campus locations of the state universities and colleges (including Potomac State College of West Virginia University, the Parkersburg branch of West Virginia University, the Logan and Williamson branches of Marshall University, and the Hancock county branch and the Wheeling campus of West Liberty State College) to be established as community colleges responsible directly to and subject to the governance of the board of regents. The board of regents shall determine programs to be offered in each community college, provided such programs are of two years or less duration, fix enrollments, designate a name for each community college, employ a president and such staff and faculty as determined appropriate, appoint an advisory board for each institution consistent with section nine of the article...(pp. 862-3).

Senate Bill No. 255 also gave the Board of Regents the authority to set tuition and other fees to be charged by the branches or community colleges. Authority to allocate state appropriations to these facilities for operation and capital improvements was also given.

At the next Board of Regents meeting, the Chancellor reported on developments since the enactment of Senate Bill 255. Consultations had been held with administrators, advisory boards, faculty, students, and citizens regarding the possible conversion of branch colleges at Parkersburg, Williamson, Logan, and Keyser into community colleges. According to the Minutes of the Meeting, April 6, 1971, "He (Dr. Woodard, the Chancellor) reviewed the Parkersburg situation in detail and recommended that the Board act to establish the first community college in West Virginia at Parkersburg by converting the existing Branch into a community college." (p. 4). After discussion, Regent Dr. Forrest Blair offered the following resolution which was unanimously passed by the Board of Regents:

WHEREAS, The West Virginia Board of Regents recognizes the dire need for expansion of higher education opportunity at less than the baccalaureate level; and

WHEREAS, Comprehensive community colleges have been found to be a most effective means for providing post high school academic, occupational and general educational programs of two years' or less duration for high school graduates and adults; and

WHEREAS, The administration, faculty, and advisory committee of the Parkersburg Branch of West Virginia University and interested citizens of Parkersburg have enthusiastically endorsed the conversion of the Branch to a comprehensive community college;

THEREFORE BE IT RESOLVED, That the West Virginia Board of Regents approves effective July 1, 1971 the conversion of the Parkersburg Branch College of West Virginia University into a comprehensive community college to operate under the direct governance of the Board of Regents provided, however, that such conversion be contingent upon the Wood County Court conveying to the Board of Regents land contiguous to the present branch college site whereby the total site for the community college will be in excess of 100 acres. (p. 4).

The Board of Regents adopted a similar resolution approving the conversion of the Logan and Williamson Branches of Marshall University to a comprehensive community college effective July 1, 1971. (Minutes, Board of Regents, May 11, 1971). The following resolution was passed by the Board of Regents during its meeting on August 24, 1971:

RESOLVED, That the community college established in the Logan-Williamson area effective July 1, 1971 by Board of Regents' Resolution of May 11, 1971, is hereby officially named the Southern West Virginia Community College. (p. 3).

Conversion of the Wheeling Campus and the Hancock County Branch of West Liberty State College into a comprehensive community college was passed

by a Board of Regents resolution on May 9, 1972. (Minutes of the Meeting, May 9, 1972, p. 3). The following resolution was passed by the Board of Regents during its meeting on June 20, 1972:

RESOLVED, That the community college established effective July 1, 1972 in the Wheeling-Weirton area by the Board of Regents' resolution of May 9, 1972 is hereby officially named the West Virginia Northern Community College. (p. 4).

Three days after Senate Bill No. 255 had been passed, the West Virginia Legislature adopted House Concurrent Resolution No. 16 on March 12, 1971. That resolution directed the Board of Regents, "...to formulate and recommend to the Governor and the Legislature not later than November 1, 1971, a state plan for the establishment, operation and maintenance of a state system of comprehensive community colleges..." (Acts of the Sixtieth Legislature of West Virginia, p. 1015).

In a letter to the Governor and the Legislature, dated November 1, 1971, the Board of Regents recommended a State plan for the establishment and operation of a comprehensive community college program. The Board of Regents engaged the services of "three nationally recognized leaders in technical-occupational and community college education...to recommend a plan...". The team members were: Dr. Louis W. Bender, Professor of Higher Education, Florida State University, Dr. Norman C. Harris, Professor of Higher Education,

Center for Higher Education, University of Michigan; and, Dr. James L. Wattenbarger, Director, Institute of Higher Education, University of Florida, Chairman of the Team. In his letter, Board of Regents President Amos A. Bolen stated, "The Board endorses the study team's proposal and presents it as the Board of Regents' State Plan for Comprehensive Community College Education with the recommendation that it be promptly implemented." (BOR Letter to The Honorable Arch A. Moore, Jr. and Members of the Legislature, November 1, 1971, p. 2).

The study team's report, "A Plan for Comprehensive Community College Education in West Virginia," proposed recommendations which could resolve three critical problems identified by the team: (1) Inadequate access to higher education in West Virginia; (2) insufficient opportunity for career education; and, (3) the development of two postsecondary systems of occupational education. The study team's recommendations were separated into two groups, recommendations to the Governor and Legislature and recommendations to the Board of Regents.

The report recommended the Governor and Legislature: assign, by statute, all responsibility for postsecondary education to the Board of Regents; and, create, by legislative enactment, a new State Board of Occupational Education to replace the State Board of Vocational Education. The new Board of Occupational Education would be composed of four members of the State Board of Education and four members of the Board of Regents with the State Superintendent of Free

Schools as the Executive Officer and the Chancellor of the Board of Regents as an ex-officio member. The new Board of Occupational Education would assign responsibility for all postsecondary programs conducted in area vocational-technical centers and schools to a newly created community college education system operated by the Board of Regents. (pp. v-vi).

The report recommended that the Board of Regents implement policies, procedures, and budgetary allocations necessary to establish a separate administrative structure for comprehensive community college education, with its own budget, utilizing ten community college education service regions. The ten regions would encompass the entire state and each region would have its own administrative structure including a regional director and advisory board. The ten regions would be formed by either converting an existing branch or center into a community college or by using the facilities and structure of an existing State college or university.

The plan recommended the establishment of community colleges as discrete elements of West Virginia State College, Marshall University, Fairmont State College, Glenville State College, West Virginia Institute of Technology, and Bluefield State College. The remaining four regions would be served by the recently created community colleges, Parkersburg Community College and Southern West Virginia Community College, and by creating new community colleges by converting the Wheeling Campus and Hancock County Branches of

West Liberty State College and Potomac State College of West Virginia University to new community colleges. (pp. vii-viii). The plan suggested initial implementation before academic year 1972-73, completion of the community college education system by academic year 1973-74, and system-wide evaluation and review by academic year 1974-75. (p. xiii).

The "Plan for Comprehensive Community College Education in West Virginia" recommended by the study team was only partially implemented. Governor Moore believed that 60 to 70 percent of the study was implemented. (Lilly, 1989). Once subjected to the environmental forces, some parts of the plan were ignored or defeated. When the Legislature adjourned in March, 1972, a bill to establish a community college system died in committee. Dr. Woodard's reaction was, "I don't think the Regents will ever give up the community college idea. We already have two community colleges (Parkersburg and Southern West Virginia) which are the most rapid growing colleges in the state...But we are accepting without question the will of the legislature not to have a community college system." (Earle, 1972, March, p. 3A).

Chancellor Woodard was the primary force behind the implementation, however, he departed three years later and his successor was not as dedicated to it. (Lilly, 1989). Also, the State Superintendent of Schools, Dr. Daniel Taylor, an ex-officio member of the Regents, resisted the integration of postsecondary vocational education into a community college system. (Lilly, 1989).

Transfer of the functions of the West Virginia Commission on Higher Education to the Board of Regents.

On March 4, 1971, the Legislature of West Virginia passed House Bill No. 729 introduced by the Speaker of the House, Ivor Boiarsky (D-Kanawha). Approved by the Governor and effective July 1, 1971, House Bill No. 729 abolished the State Commission on Higher Education and transferred the "powers, duties and authorities with respect to the academic facilities program, the state scholarship program and the guaranteed student loan program ... to the board of regents." (Chapter 163, Acts of the Legislature, 1971, p. 851).

Elimination of unnecessary duplication of programs and facilities by consolidation.

Beginning the 1971 Fall Semester and continuing during January of 1972, members of the higher education community met to discuss the merger of Bluefield State and Concord Colleges. The Board of Regents and its staff, institutional presidents and their staffs, institutional advisory boards, faculty, students, and other interested parties from the local communities met during the period to study this issue. As a result of these discussions, the Chancellor was instructed to develop a resolution regarding the formation of a "coordinate-college relationship" between Bluefield State and Concord. A resolution was presented to the Board of Regents and passed by them on February 8, 1972. (Minutes, Board of Regents, February 8, 1972). Following passage of the resolution, the

Chancellor read into the record a Board of Regents' position statement prepared in the form of a news release. The position statement read, in part:

In an action designed to promote quality higher education and concurrently to provide economies for the State, the Board of Regents today announced the establishment of a "coordinate-college relationship" between Bluefield State College and Concord College.

The "coordinate-college" relationship as described by the Board will be one in which the two colleges remain separate baccalaureate degree granting institutions with a strong dependence on the mutual sharing of many resources.

In reviewing the background of the present situation, the Board noted that the two colleges are located about eighteen miles apart in the same county. Neither has sufficient enrollment to justify a broad range of offerings without incurring high costs, each has a per student operating expenditure above the State average for the four-year colleges, each has a student-faculty ratio below the State average, each has library deficiencies and each has a surplus of certain types of instructional space combined with a shortage of certain specialized facilities.

The close proximity of the two colleges, the Board explained, provides a unique opportunity for them, operating in a "coordinate-

college relationship," to initiate imaginative joint instructional, administrative and service activities which build upon the individual strengths of each college and in turn provide for the common good. Such a coordinate endeavor would enhance services to students and to the entire State. It will also help to maintain costs within a reasonable range...

In its announcement the Board emphasized that the new relationship between the two colleges would be reflected immediately in certain phases of their operation...

At present Concord has dormitory vacancies while Bluefield State has no usable dormitories. One immediate outcome of the new relationship is that Bluefield students seeking living accommodations may reside in Concord dormitories if they so desire...

The "coordinate-college relationship" will have its most meaningful and significant impact in several aspects of the instructional program. It is anticipated that faculty members in certain fields will hold joint appointments at the two institutions and teach courses at both colleges. To maximize use of existing specialized facilities and provide students with the best learning resources and laboratories, plans will be developed whereby certain upper level courses requiring specialized facilities will be taught at

the college with quality facilities. Future possibilities include the scheduling of selected advanced science classes in the new Science Building at Bluefield State and the offering of advanced classes in the fine arts in the Alexander Fine Arts Center at Concord.

The Board has determined that no faculty vacancy at either institution will be filled except to meet clearly identified needs of both colleges...to achieve designated faculty-student ratios.

All future proposals for ...a new degree program will be developed jointly by ...both schools.

The Board of Regents described its decision to establish the "coordinate-college relationship" between Bluefield State and Concord Colleges as a "significant step toward the realization of a more productive state system of higher education designed to serve the educational needs of the State through the best use of State funds." (pp. 2-4).

During the next few months, the Board of Regents observed the functioning of the "coordinate-college relationship." The Regents also engaged an out-of-state consultant team to study the relationship and submit recommendations regarding disposition of the relationship.

In A Plan for Progress: West Virginia Higher Education in the Seventies, Initial Phase December 1972, the Board of Regents presented its "developmental

plan for West Virginia higher education during the period 1972-1980." (p. 5). In the section of the plan dealing with Bluefield State and Concord Colleges, the following Board of Regents decision was announced:

Following a detailed review of the status and operation of Bluefield State and Concord Colleges as of November, 1972, nine months after the Regents designated the institutions to function in a "coordinate-college relationship"; a study of population, enrollment, programs and costs; and careful consideration of the consultants' findings and recommendations, the Board of Regents has determined that the merger of Bluefield State and Concord Colleges into a single institution with two campuses effective July 1, 1973, is essential to the continuation and expansion of quality higher education in southeastern West Virginia at reasonable costs to the State. (p. 28).

The mission of the new institution created by the merger would include: the continuation of existing bachelor's degree programs, subject to a critical review; students currently enrolled would be permitted to complete their programs and graduate from either Bluefield State or Concord College; the campus at Athens would continue to have student residence halls while the one at Bluefield would not; there would be a distinct community college component at the new institution; the new institution would have a single administrative structure, but

student service functions such as counseling, guidance, and libraries would be maintained on both campuses; and, faculty would be engaged to teach in the college, not on a specific campus. (A Plan for Progress: West Virginia Higher Education in the Seventies, Initial Phase December 1972).

Reaction to the announced merger was immediate. Chancellor Woodard met with the Bluefield State College faculty, at their request, during December 1972. He received a similar request for data and for a meeting with the Concord faculty and planned to meet with them as soon as possible during January 1973. (Minutes, Board of Regents, January 9, 1973).

During a May 1973 Board of Regents meeting (Minutes, Board of Regents, May 1, 1973, reconvened May 3, 1973), the following resolution was offered, seconded and passed:

RESOLVED, That in order to effect a more efficient use of resources, to reduce administrative costs and to promote higher educational developments in Southeastern West Virginia, one professional educator shall be appointed by the West Virginia Board of Regents to serve as president of Bluefield State College and as president of Concord College, effective July 1, 1973. (p. 13).

According to the minutes of the May meeting, "The effect of the resolution which had been passed was to have one chief administrator serve the two institutions, Bluefield State College and Concord College. Each institution would

continue to operate as a separate four-year degree-granting institution with its own budget." (p. 14). Dr. Clyde Campbell was appointed president of the two colleges, effective July 1, 1973. The current president of Bluefield State College, Dr. Wendell E. Hardway, had just been appointed president of Fairmont State College and Dr. Joseph F. Marsh, current president of Concord College had been offered another position. (Minutes, Board of Regents, May 3, 1973).

A bill authorizing the merger of the two colleges had been introduced in the 1973 Regular Legislative Session. The bill was essentially killed when the Senate Education Committee voted to table it. (Welling, 1973, April). Shortly thereafter, the Regents decided to proceed with an administrative merger of the two institutions; an action that the Board believed was within its power and authority to implement. The reassignment of Dr. Wendell Hardway (a supporter of the consolidation effort) to the presidency at Fairmont State College and the dismissal of Dr. Joseph Marsh (an opponent of consolidation) as president of Concord College added to the controversy. This announcement, which came a few days after the close of the legislative session, infuriated Senator Robert Nelson (D-Cabell), Chairman of the Senate Education Committee. Senator Nelson was one of two persons who had introduced the consolidation bill. ("Senate group is irritated over merger," 1973, May).

In early June, 1973, a retired superintendent of Mercer County schools, W.R. Cook and eight other persons affiliated with Concord College filed suit

against the Board of Regents in the State Supreme Court. According to Mr. Cook, the Board of Regents "to circumvent the failure of the legislature to approve the merger or consolidation...also defied the state legislature and the general public by his attempt to merge these two colleges against the will of the people." ("High court...", 1973, June, p. 12A). On July 3, 1973, by a vote of 4-1 the State Supreme Court refused to interfere with the Board's action to put both institutions under one president. ("College merger...", 1973, July).

Dr. Clyde D. Campbell subsequently withdrew his name from consideration for appointment as president of Bluefield State College and Concord College. Dr. Billy L. Coffindaffer was then appointed to the position by the Board, effective July 1, 1973. (Minutes, Board of Regents, July 19, 1973).

Dr. Coffindaffer was confident that the "coordinate college" relationship would prove successful. In an interview with The Charleston Gazette Business/Labor Editor, Edward Peeks, Coffindaffer said, "There is no merger...The appropriate description for the relationship is 'coordinate.' This means working to enhance the quality of education and student life and to more efficiently use available tax dollars." (Peeks, 1974, January, p. 7A). The single president concept for the two colleges remained in place during the remainder of this period in the Board's history.

The opportunity for graduate education in West Virginia

During 1971, the Board of Regents began to examine the availability of graduate education and how it met the needs of the citizens of West Virginia. The Board had received letters from persons in the southeastern portions of the state, specifically from Oak Hill (Fayette County) and the Mercer County (Princeton, Bluefield) areas, expressing interest in having access to graduate education in that region. (Minutes, Board of Regents, October 8, 1971). The Board of Regents had already engaged a three-member consultant team to study graduate education needs and facilities in the Kanawha Valley area and the southern region of the State.

The consultants delivered their report, "A Study of Graduate Education in the Huntington-Charleston-Montgomery Area of West Virginia" to the Regents prior to the December 1971 Board meeting. The consultant team made an oral presentation during the December 14, 1971, Board of Regents meeting. The major proposal of the team was to establish a new graduate college, and after analysis and discussion the following resolution was passed:

WHEREAS, The Board of Regents has had under intensive study the question of how best to provide graduate study opportunities in the years ahead for the citizens in the Kanawha Valley area, and

WHEREAS, The Board has received, analyzed and in general concurs in the report of the three-member consulting team engaged

to recommend to the Board a plan whereby the graduate education needs of the area may be met,

THEREFORE BE IT RESOLVED, That the West Virginia Board of Regents recommends the creation of a new graduate college designed to serve primarily part-time commuting students effective July 1, 1972.

BE IT FURTHER RESOLVED:

(a) That the new college will absorb the Kanawha Valley Graduate Center and will be empowered and fully accredited to award graduate degrees;

(b) That the chief administrator of the graduate college will be a president appointed by the Board of Regents, and the administrative headquarters of the college will be located in an existing facility on the campus of West Virginia State College;

(c) That the faculty of the graduate college will be composed of:

1. Personnel on the staffs of other higher educational institutions in the area and the State.
2. Persons employed in business, industry and the professions in the area.
3. A limited full-time graduate college faculty.

(d) That classes and other instructional services of the graduate college will be conducted in facilities of participating institutions or in such other facilities as may be determined appropriate;

(e) That consistent with its mission to serve a commuting population, the graduate college will develop and schedule programs uniquely attuned to the needs of the area and its people.

BE IT FURTHER RESOLVED, That the Board of Regents recommends that legislation be enacted during the 1972 session of the West Virginia Legislature to establish the new graduate college and directs the Chancellor to have drafted such legislation as may be required to implement this recommendation and to take such actions as may be appropriate to acquaint the Governor and Legislature of the Board's position on this matter. (pp. 2-3).

Support for the new graduate college proposal mounted. The Chancellor reported communications of support were being received in the Board office. (Minutes, Board of Regents, January 11, 1972).

House Bill No. 618, passed by the Legislature on March 10, 1972 and approved by the Governor, gave the Board of Regents the authority to establish a new graduate college. House Bill No. 618 added a new section to the Code of West Virginia which stated, in part:

The board of regents is hereby authorized and empowered to establish, effective July one, one thousand nine hundred seventy-two, name, maintain, and operate a graduate college whose major administrative offices shall be located in Kanawha County. The board of regents shall employ a president ..., appoint an advisory board ...and shall exercise general determination, control, supervision and management...of the graduate college... .

Effective with the establishment of the graduate college, all programs, activities, operations, accounts, and resources of the Kanawha Valley Graduate Center of West Virginia University shall transfer to the graduate college. (Chapter 115, Acts of the Legislature, 1972, p. 628).

During the Board of Regents meeting of April 11, 1972, the following resolution was adopted:

WHEREAS, Pursuant to Section 13c, Article 26, Chapter 18 of the Code of West Virginia (enacted by the Legislature of West Virginia on March 10, 1972 and approved by the Governor), the West Virginia Board of Regents is authorized and empowered to establish a new graduate college;

THEREFORE BE IT RESOLVED, That the West Virginia Board of Regents establishes effective July 1, 1972 the establishment and

operation of a new graduate college whose major administrative offices shall be located in Kanawha County on the campus of West Virginia State College, and

BE IT FURTHER RESOLVED, That the Chancellor is hereby designated the administrative head and acting president of the new graduate college until such time as a president is appointed by the Board of Regents. The Chancellor is directed to take such administrative actions as may be appropriate to insure that the new graduate college is operative as of July 1, 1972, including the coordinated transfer of the operations of the Kanawha Valley Graduate Center of West Virginia University to the new graduate college and he is further directed to present recommendations to the Board on all policy matters associated with the establishment and operation of the new graduate college. (p. 2).

On June 20, 1972 the Board of Regents received a report on the status of the new graduate college and received a recommendation from the Advisory Board offering three names for consideration: Institute of Advanced Study for West Virginia; West Virginia College of Graduate Studies; and, College of Graduate Study. Following discussion, the Board of Regents adopted a resolution officially naming the new college the West Virginia College of Graduate Studies. The Chancellor reported that the search for a president was progressing and that the

regional accreditation of the Kanawha Valley Graduate Center had been transferred to the new College of Graduate Studies by the North Central Association of Colleges and Schools, thereby assuring accreditation for the new college from its initial date of operation. (Minutes, Board of Regents, June 20, 1972). During the regular Board of Regents meeting on September 12, 1972 the Board announced the appointment of Dr. Roy E. McTarnaghan as the first president of the West Virginia College of Graduate Studies, effective November 15, 1972.

The West Virginia College of Graduate Studies, Bluefield State College, and Concord College entered into a Memorandum of Agreement which would offer Master's Degree Programs beginning in September 1973 in Southern West Virginia. The initial degrees to be offered were in Elementary Education, Educational Administration, and Special Education. The Regents approved a motion to implement the plan and praised the agreement's participants during a regular Board meeting on July 10, 1973.

The Southern Regional Education Board (SREB) compact and expansion of educational opportunity through contract tuition programs.

One of the priorities for organizational development proposed by the Board of Regents in A Plan for Progress: West Virginia Higher Education in the Seventies, Initial Phase December 1972, was "Legislation authorizing the Regents

to contract with private institutions for programs, services and facilities, and to enter into interstate and regional consortia." (p. 47).

During March 1973, the Chancellor recommended that the Board approve participation in a contract tuition program administered by the SREB for students of optometry. Chancellor Woodard reported that a contractual arrangement would assure dedicated seats to residents of West Virginia in this highly competitive field. A program in Optometric Medicine was not offered in West Virginia. The Board of Regents approved a motion authorizing participation for five first-year student places each year beginning in 1973, contingent upon funding. The Chancellor was directed to seek funding for the program from the Governor and the Legislative Finance Committees. (Minutes, Board of Regents, March 6, 1973).

On April 11, 1973 the Legislature passed Senate Bill No. 167 authorizing the Board of Regents to "enter into a contract with an educational institution or institutions outside the state that offer training in optometry, by the terms of which the board of regents may obligate itself to pay such institution within the limits of any appropriation made for the purpose, a stated amount per year for each West Virginia student the institution will accept for training in optometry." (Chapter 126, Acts of the Legislature, 1973, p. 522). This legislation was very similar to a contract program for the study of veterinary medicine, adopted under the former Board of Governors of West Virginia University, with one notable exception:

Graduates of the optometry program were required to return to West Virginia and practice optometry for two years whereas the veterinary medicine students did not incur an obligation to serve.

During the regular Board meeting on August 14, 1973 the Chancellor reported to the Board a proposal developed by the Commission on Regional Cooperation of the Southern Regional Education Board to establish a common market of academic programs. If five or more member states agreed to the proposal, selected doctoral programs would be placed in a market inventory and made available to residents from the other participating states at cheaper in-state tuition rates. The Board of Regents instructed the Chancellor to review the proposal with the institutions offering doctoral programs and to report back at the next meeting. (Minutes, Board of Regents, August 14, 1973).

At the next meeting, the concept of an academic common market was discussed. The proposal was consistent with the objective to promote regional cooperation. However, it was noted that legislation may be needed to authorize the waiver of out-of-state tuition. After further discussion, the following resolution was adopted:

RESOLVED, That the West Virginia Board of Regents endorses the SREB proposed academic common market for the fourteen-state region as a means of sharing academic programs through an exchange of students across state borders thereby eliminating the

necessity of high cost, under-enrolled duplicating programs in the states throughout the region. The Board believes that the common market will provide greatly increased availability and access to programs needed to meet the educational needs of the citizens in the State and the region.

BE IT FURTHER RESOLVED, That the Board of Regents affirms its desire and intent to endorse the SREB Memorandum of Agreement for an academic common market immediately upon obtaining appropriate authorization in this regard. (Minutes, Board of Regents, October 2, 1973, p. 2).

On March 1, 1974 House Bill No. 941 was passed which authorized the Board of Regents to participate in the Southern Regional Education Board Academic Common Market and to waive the nonresident tuition and fee charges for students from other states enrolled in programs that were part of a regional or interstate agreement. (Chapter 126, Acts of the Legislature of West Virginia, 1974, pp. 709-10.).

Educational Administrators

The educational administrators (chancellor, vice chancellors, and their principal staff members) make up the managerial and technical subsystems of the living social system known as the West Virginia Board of Regents. The chancellor and vice chancellors (managerial subsystem) control and service the

system; the principal board staff members perform the technical functions assigned to the system (technical subsystem). Key institutional administrators (presidents and principal staff members) at the institutions governed by the Board of Regents are potential sources of factors and forces that impact on the living social system as it operates in its environment.

Chancellor.

At its first meeting on July 8, 1969, the Board of Regents elected officers to serve until June 30, 1970. Those officers were President (Mr. John E. Amos), Vice President (Mr. Earle T. Andrews), and Secretary (Mr. Amos A. Bolen). After the officers were elected, the president appointed a committee "to compile information on and to search for available persons qualified for the job of chancellor..." (Minutes, West Virginia Board of Regents, 1969, First Annual Meeting, p. 2). Appointed to the committee were Earle T. Andrews (Chairman), David B. Dalzell, Albert M. Morgan, and Okey L. Patteson.

At the next meeting, August 5, 1969, Mr. Andrews reported on the activities of the search committee. According to the minutes of the meeting:

...after considerable discussion of the problems and potentials it was upon motion, unanimously agreed that the committee continue its work and together with the president do all things necessary or desirable in securing the services of a consultant to assist in hiring an appropriate chancellor and otherwise help the committee and this

Board, on an interim basis, in the problems of organization and establishment of essential policies. (p. 2).

On November 4, 1969, during a regular meeting of the Board of Regents in Charleston the Board adopted a resolution to hire Dr. Prince B. Woodard of Richmond, Virginia as Chancellor commencing full time on February 1, 1970 (Minutes, Board of Regents, November 4, 1969, p. 1).

Dr. Woodard, born in 1921 in Courtland, Virginia, received a Bachelor of Arts Degree in history from Virginia Military Institute in 1943. He also completed master's and doctoral degrees in educational administration from the University of Virginia. Dr. Woodard served in a wide variety of positions in education, at both the secondary and postsecondary levels, prior to his selection as the first Chancellor of the West Virginia Board of Regents. He had been a high school teacher and had served in faculty positions at the University of Alabama and at Temple University. For the six years prior to his appointment as Chancellor, Dr. Woodard served as the Director of the State Council of Higher Education for Virginia. (Virginia Senate Joint Resolution No. 46, 1983 Session, General Assembly of Virginia).

Dr. Prince B. Woodard was Chancellor from February 1970 until his resignation in June 1974 when he accepted an offer to become president of Mary Washington College in Fredericksburg, Virginia. Dr. Woodard remained

president of that institution until his death on December 21, 1982 at age sixty-one. (Charleston Daily Mail, December 22, 1982).

In an address to the Charleston Rotary Club, Dr. Woodard gave his assessment of the condition of higher education in West Virginia and stated the overall goal of the Board of Regents. "Anyway you want to put the question, West Virginia citizens are undereducated in terms of their potential and productivity....The goal of the Board of Regents is to develop and maintain a sound, vigorous and progressive system for West Virginia." ("Weakness of...", 1970, April, p. 12).

According to Lilly (1989), Chancellor Woodard came to West Virginia determined to develop and implement a comprehensive community college system not unlike the one that existed in his native Virginia. The statutory separation of vocational-technical education and higher education in West Virginia proved to become an obstacle that Dr. Woodard could not overcome.

In October 1970, the West Virginia Board of Education took exception to the recommendation made by the Southern Regional Education Board study group that the Board of Regents be given control of vocational-technical education at all postsecondary levels. W. Robert Abbot, a Board of Education member from Fayetteville was quoted as saying, "A 39-member 'Blue Ribbon Committee' recommended five years ago that community colleges shouldn't be developed in

the state. About the only thing that's changed during the past five years is that the population has decreased." ("Regents, school board..., 1970, October, p. 1A).

Institutional presidents and key administrators.

The chief executive officers at each college and university during the modern Board of Regents era from 1969 until its dissolution in 1989 are listed at Appendix D. The first president of new institutions created by the Board of Regents will list a beginning date after July 1969. The presidents who were in office when the Board was created will be so noted.

The degree of stability in the chief executive officer positions varied considerably over the life of the Board of Regents. The presidential positions at the newly created institutions or at the institutions most involved in the key issues the Board of Regents dealt with during the period exhibited the most turnover.

The involvement of the chief executive officers and the key administrators is included in the discussion of the specific key issues addressed by the Board of Regents as a system. Efforts to develop and implement a new community college system during this initial five-year period in the Board's history may have contributed to the frequency with which leadership changed at the new community colleges. Especially at Parkersburg Community College and at Southern West Virginia Community College where there were two or more changes during the 1969-1974 time frame.

Each of the two universities and eight state colleges were authorized an advisory board of seven members "to serve as advisors and consultants" (Section 9, Article 26, Chapter 18 of the West Virginia Code) to the institutional president. The Board of Regents appointed persons nominated by the presidents to serve as members of the advisory boards. The Board of Regents further defined the advisory boards' role. According to the minutes of the Board of Regents meeting of April 15, 1970 the Regents issued the following directive:

ORDERED that the Chancellor inform the presidents that this Board expects them to discuss with, seek and report the position of their advisory boards on all policy matters and major recommendations submitted by them;

FURTHER ORDERED that each president utilize appropriate opportunities to familiarize his advisory board of the status of his institution; and,

ALSO ORDERED that periodically the Board of Regents provide opportunities for all advisory board members to be apprised of our plans and developments. (pp. 2-3).

This role defined by the Board of Regents gave the advisory boards more opportunity to interact with the issues being addressed system-wide.

Key Board staff and advisory boards.

At its meeting of April 15, 1970 the Board of Regents, upon Chancellor Woodard's recommendation made the following staff appointments:

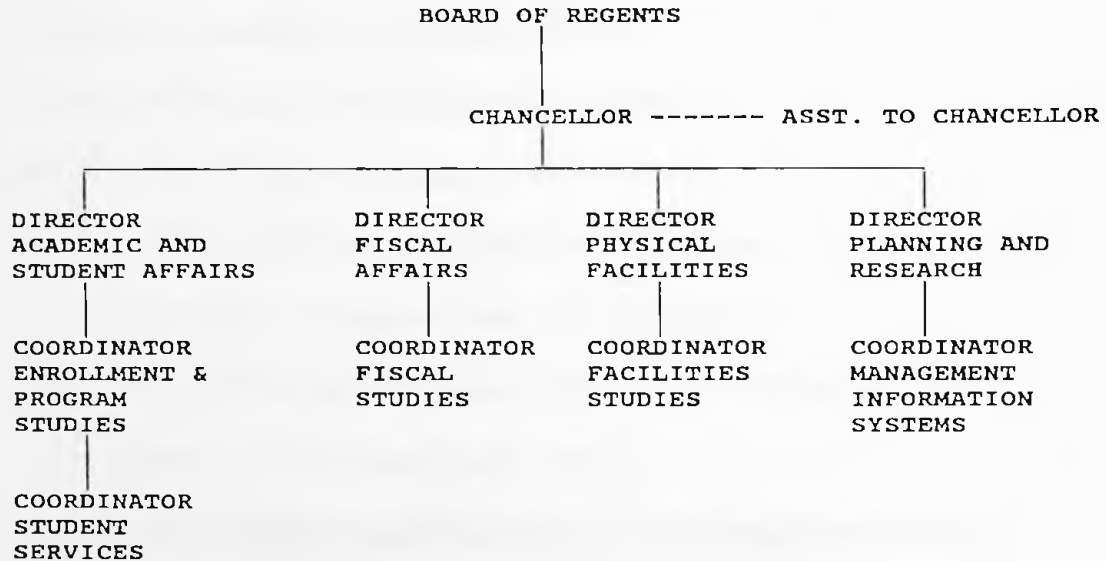
<u>NAME</u>	<u>POSITION</u>
William F. Turner	Director of Academic Affairs and Student Personnel Services
J. Douglas Machesney	Director of Planning and Research
Jerry L. Beasley	Assistant to the Chancellor
Mary Jane Hoffman	Coordinator Program Studies

(Minutes, Board of Regents, April 15, 1970, p 1).

By January 1971, the Board of Regents staff organization had developed to the extent shown in Table 11.

The Chancellor proposed that the Board of Regents adopt a standing advisory committee system "to provide communications with various segments of the higher educational operation and to serve as resource personnel to the staff of

Table 11

Staff Organization, Board of Regents, January 1971

Source: West Virginia Board of Regents, 1971.

the Board." The Board of Regents approved a motion to adopt an advisory committee system consisting of:

Joint Advisory Council of Public and Private College Presidents, an Advisory Council of Faculty, an Advisory Council of Private College Presidents, an Advisory Council of Public College Presidents, an Advisory Council of Students, and Advisory Committees on Academic Affairs, Business Affairs, Library

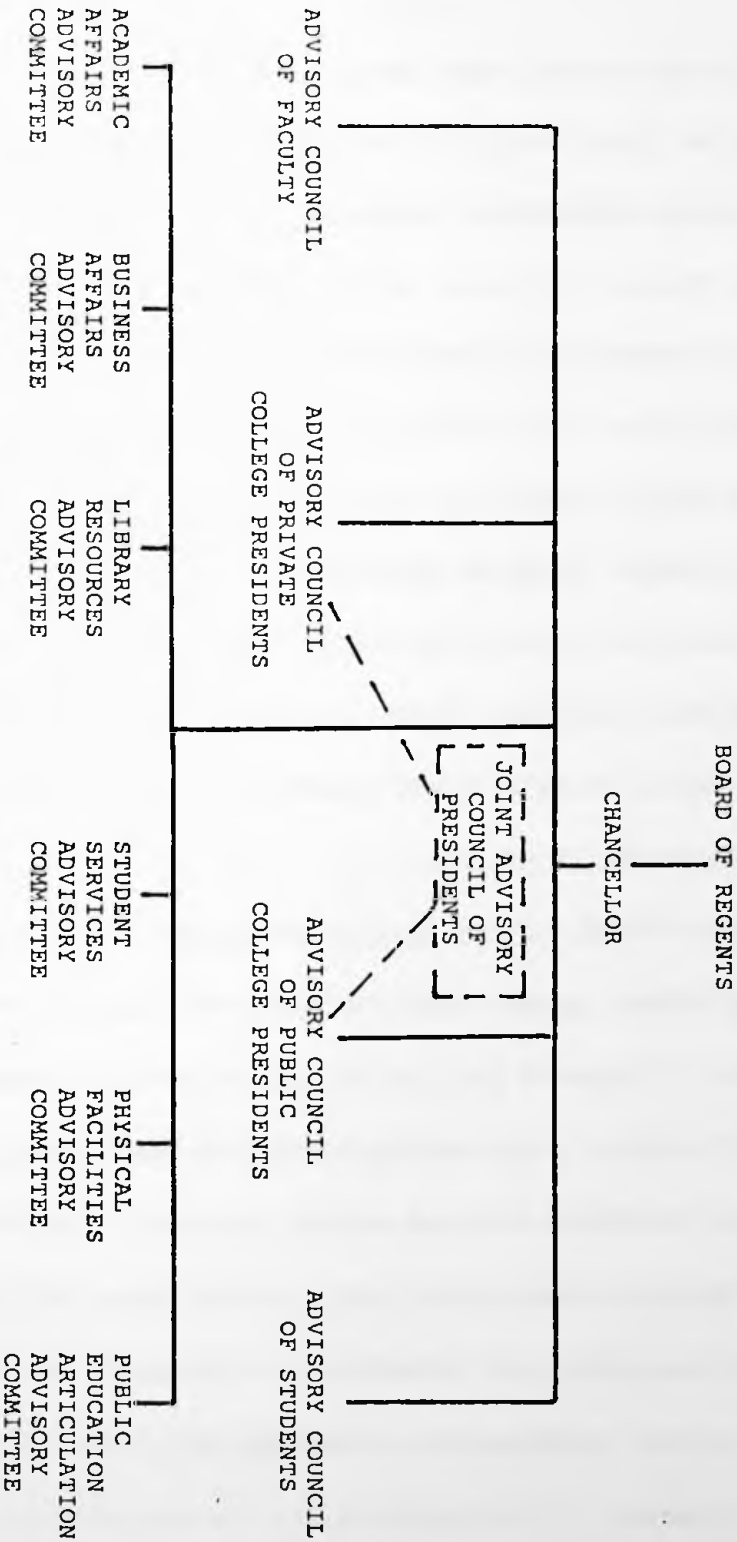
Resources, Student Services, Physical Facilities, and Public Education Articulation. (Minutes, Board of Regents, November 10, 1970).

The organization chart for the standing advisory committee system was included in the report, "Selected Data Regarding West Virginia Board of Regents and the State System of Higher Education" prepared for the Subcommittee on Higher Education of the Joint Committee on Government and Finance on January 12, 1971. A copy of the organization chart is shown in Table 12.

The Advisory Committee System was criticized by some members of the higher education community. Several faculty members from various campuses were especially critical of the Board of Regents' first master plan for higher education, "A Plan For Progress: West Virginia Higher Education in the Seventies." In a letter to the Charleston Gazette in response to the release of the plan, Dr. William E. Coffey of Marshall University, president of the West Virginia Conference of the American Association of University Professors (AAUP) stated, "Our Board of Regents and its Chancellor are in no way accountable to the faculty and students at state colleges and universities. Their policies simply descend from the top of an authoritarian hierarchy." ("Regents' master plan ...", 1972, December, p. 5C).

Table 12

West Virginia Board of Regents Standing Advisory Committee System



Source: West Virginia Board of Regents, Selected Data Regarding, 1971.

Dr. Coffey was expressing the frustrations of faculty at Marshall and other schools with regard to the release of the plan without first having the plan reviewed by those most affected by it. He concluded his letter by stating:

The West Virginia Conference of the American Association of University Professors has a few remedial suggestions. (1) The proceedings of the Board of Regents and its various advisory councils should be made fully public; members of the faculty advisory committee should be specifically elected to their position by the faculties of the institutions they represent. (2) ..., a voting faculty member and student should be included on the Board of Regents. (3)..., faculty members should have the legal right to bargain collectively...." (p. 5C).

In an article written for the Charleston Gazette, West Virginia State College Professor Robert Allison called the "plan for progress" a "plan for regress." He wrote, "I believe it is a 'plan for regress' for two essential reasons. First, there seems to be a tragic misunderstanding of the difference between technical education and liberal arts and sciences education. Second, although offered forth on the grounds of increased efficiency and practicality, the 'master plan' is ultimately impractical and self-defeating." ("Regents' plan criticized," 1972, December, p. 9b). Professor Allison was especially critical of the plan to eliminate a major program. "If a department is no longer permitted to offer a

major, the student will soon come to believe that the discipline is not worthy of study. The ultimate effect of this 'plan for progress'...will be a brain drain of qualified professors and West Virginia's most gifted youth out of the state," he wrote. (p. 9b).

Dr. Prince Woodard responded to the faculty criticisms in an article in the December 21, 1972 Charleston Gazette. He noted that, "every piece of information" in the Regents' plan for higher education came from the individual colleges and universities. Chancellor Woodard reminded that the plan was formulated over a two-year period and included staff visits to every campus. Faculty and administrators were invited to participate in these visits. In addition, Dr. Woodard indicated that Board meetings had been held at different schools. At those meetings, according to the Gazette article, faculty and students had been given an opportunity to meet with the Board. Dr. Woodard noted, "I'm quite confident that individual faculty members have no idea of the extent of the involvement that has gone on." (Earle, 1972, December, p. 6A).

In another decision announced in the master plan, the merger of Bluefield State College and Concord College, the Board of Regents was again criticized for not consulting with interest groups before making decisions that affected them. The Concord College Board of Advisors was quoted in an article in the February 13, 1973 issue of The Charleston Gazette. The Advisors noted they were a

statutory body "but were absolutely ignored" by Chancellor Prince Woodard and the Regents:

Instead of being consulted, we merely were notified by Regents of their arbitrary decision to recommend a merger. Similarly, other groups also were ignored and we share the deep concern of the Concord College student body, the faculty, the administration, the alumni and the general public that this proposal would be harmful to the future of the College and to Concord's commitment to the concept of quality education. ("Advisors rake...", 1973, p. 1B).

Just the previous week, the Regents had presented the plan to legislators from Mercer, Raleigh, Monroe, Summers, McDowell, and Wyoming counties. The plan was estimated to result in a savings of over \$400,000 annually by consolidating administrations, student services, instructional departments, and other activities. ("\$411,000 yearly...", 1973, February).

In lieu of consolidation, the Board of Advisors of Concord College recommended an educational needs study be conducted for the region. If feasible, a realignment of functions between the two schools could be arranged. ("Advisors rake...", 1973, February).

Executive Branch Influence

Governor.

The Honorable Arch A. Moore, Jr., Republican from Moundsville, was in the first year of his initial term as Governor when he signed the Board of Regents legislation. Mr. Moore, a 1951 graduate of the West Virginia University School of Law, had served in the Legislature of West Virginia and the United States House of Representatives as Congressman from the First Congressional District of West Virginia prior to his election as Governor. A more detailed biographical description is at Appendix E.

Socio-political forces were active in the Board of Regent's environment soon after the passage of House Bill No. 783 creating the Board. The author of the Board of Regents legislation, former State Senator Paul J. Kaufman, wrote a letter criticizing the appointments made to the Board by Governor Moore. In the letter, the basis of an article in The Charleston Gazette of October 17, 1969, Kaufman wrote, "Without casting any reflections on the merit of individual members, the Board of Regents appointments, from start to finish, were politically inspired, of questionable legality and a rank miscarriage of much needed, sound legislation." ("Governor's appointments...", 1969, October, p. 21).

Mr. Kaufman was particularly critical of Governor Moore's appointment of John D. Hoblitzel, Jr., a 21-year old student at West Virginia University, as one of the nine original voting members. Mr. Hoblitzel was from a family with a

strong Republican background, and the State Senate refused to confirm his appointment. That led to Edward Greene's appointment in September. Mr. Kaufman, in his letter, indicated that the Governor had had an opportunity to appoint one or more eligible students as voting members of the Board instead of "five older Republicans and three much older Democrats." ("Governor's appointments...", 1969, October, p. 21). Competition between a Republican Governor and a Democratic Legislature was active in the Board's environment from its outset.

During his 1972 State of the State address to the Legislature, Governor Moore announced that he was directing the Board of Regents to examine the feasibility of having a medical school at Marshall University. He stated, "This directive would require the board to seek immediately maximum participation in the new federal legislation for the state of West Virginia and to place these medical school funds at Marshall University." ("Moore's order...", 1972, January, p. 1B).

In this same Gazette article, Mr. Moore was criticized for recommending something contrary to the recommendations made at the conclusion of the graduate study for the Charleston-Huntington-Montgomery areas that resulted in the creation of the West Virginia College of Graduate Studies. That study team had concluded, "It is not believed economically feasible for advanced training to be offered in the area at this time in fields such as medicine, dentistry, and law. The

limited resources of the state should be reserved for higher priority needs of the area." ("Moore's order...", 1972, January, p. 1B).

Key administrative personnel.

Other senior administrators in the executive branch were involved in the routine duties normally associated with state government. The Board of Regents' interaction with Finance and Administration for budget processing and related financial support (such as purchasing, contracting, etc.) and with the Auditor's and Treasurer's offices for payroll and payments for other services, materials and facilities did not appear to create significant problems for the Board. Governor Moore was the person who stayed in the forefront of the issues and exerted influence on behalf of the executive branch. The key administrators in the executive branch are listed in Appendix E.

Legislative Branch Influence

The first consolidated budget request submitted by the Regents and funded by the Legislature was subjected to a six percent cut by the Governor almost immediately upon its implementation. The appropriation for 1970-71 was subjected to a reduction by an Executive Order whereby a "reserve" of 6 per cent had to be established. (Minutes, Board of Regents, August 4, 1970).

The budget process for 1970-71 funding had already been a period of turmoil for the new governing board. In an article titled, "Regents Can't Figure How They Figured Budget," Charleston Gazette staff writer Don Marsh reported

on a February 2, 1970, meeting between representatives of the Board and members of the House Finance Committee. The meeting mainly involved legislators' learning the justification for the higher education consolidated budget request for 1970-71. Board President John E. Amos, Vice President and Finance Chairman Earle T. Andrews, and newly hired Chancellor Prince Woodard were in attendance. It was reported that Mr. Andrews could not readily explain how the consolidated budget figures had been determined, except to say that it was not merely a summation of the institutional president's budget requests and that it was "bare bones" by taking into account "financial conditions." Delegate Albert Sommerville, D-Webster, was quoted as saying, "In effect, I regard your budget as a request for a \$55 million contingency fund." Finance Chairman Lewis McManus, D-Raleigh, was reported to have expressed the same fear by saying, "...the board's approach was analogous to the Governor asking the legislature for a total budget of \$308 million and not saying what he wanted to spend it for." Chancellor Woodard, according to the article, indicated that he was new and did not know enough about the budget request to comment on it. But, he stated that in the future he would be in a position to give the legislature "a comprehensive explanation." (Marsh, 1970, February, pp. 1-2).

A subsequent supplemental appropriation was requested by the Regents and approved by the Legislature for fiscal year 1970-71. An additional amount of \$592,710 was allocated to the institutions for current expenses. (Minutes, Board

of Regents, May 11, 1971). At the previous meeting, the Board of Regents had adopted a resolution freezing bachelor and graduate degree programs at current levels because the allocation for 1971-72 was below expectations. It did not keep pace with expected enrollment growth or inflation, nor did it provide sufficient funds to continue pursuit of a community college system while at the same time accommodating growth in bachelor and graduate programs. (Minutes, Board of Regents, April 6, 1971). Adequate funding was a continuing problem for the Board of Regents.

Legislative pressure developed early as implementation of the community college plan progressed. The Board of Regents considered a letter submitted by members of the West Virginia Legislature from counties in the Eastern Panhandle regarding the separation of Potomac State College from West Virginia University. According to the minutes of the meeting of February 8, 1972, "A motion was offered, seconded and passed instructing the Chancellor to respond to the letter stating that the Board of Regents had no plans to change the present status of Potomac State College as a branch of West Virginia University." (p. 4). In a December 7, 1972 article in The Charleston Gazette, Delegate Robert Harman, R-Mineral, accused the Board of Regents of "neglecting" Potomac State College because the community had "bucked" plans to sever the school from West Virginia University and make it a community college. Chancellor Woodard reportedly denied the accusation. ("Regents' plan...", 1972, December).

The proposal to merge Bluefield State College and Concord College may have initiated the first mention of action to abolish the Board of Regents. In an article in The Charleston Gazette on January 27, 1973, State Senator J.C. Dillon, Jr., D-Summers, was reported to be developing a bill to place some restraints on the Board of Regents and possibly to abolish the Board. A member of the Senate Education Committee, Dillon was quoted as saying, "I want to introduce a bill that will return the higher education system to the people." ("Restraint on ..., " 1973, January, p. 3B). According to the article, Senator Dillon was particularly upset with the merger plans and the use of a consolidated appropriation that was then distributed to the institutions by the Regents. "I think a return to individual budgets is required to make the institutions responsive to the public in the areas they serve. As long as we delegate this to someone else, we lose our influence" Dillon was quoted as saying. (p. 3b).

During the latter part of this five-year period, legislators became more involved in two issues that were beginning to develop. One issue was the possibility of a medical school at Marshall University to be developed in conjunction with and partially funded by the Veterans Administration. Governor Moore had directed the Board of Regents to examine sources of funding for the project in his 1972 State of the State address to the Legislature. The second issue gaining attention was a perceived need for more effective coordination between the

Board of Regents and the interest groups it primarily served, namely students and faculty.

Senator Robert Nelson, D-Cabell, who became Chairman of the Senate Education Committee in 1973, was active in both issues early in his political career. As a Delegate, Mr. Nelson had expressed interest in a medical school at Marshall University. ("Regents asked...", 1970, September). During the 1973 Legislative Session, Senator Nelson introduced the idea of having faculty and student representatives as voting members of the Board of Regents. ("Restraint on...", 1973, January).

The leaders in the West Virginia Legislature, President of the Senate and Speaker of the House of Representatives, and the chairpersons and vice chairpersons of the Education Committees of both chambers were as shown at Appendix F.

Summary of the First Five Years, July 1969-June 1974

The key issues identified may be summarized in three general areas: (1) The initiation of a community college system; (2) The consolidation of Bluefield State College and Concord College; and, (3) The expansion of graduate education. The Board of Regents' efforts to deal with these issues were dynamic and were typical of a living social system. The Board of Regents system did adjust to the factors and forces impacting on the issues in order to achieve a state of equilibrium and preserve its existence as an organization. (See Figure 1).

WEST VIRGINIA AND STATE GOVERNMENT AS
THE ENVIRONMENT

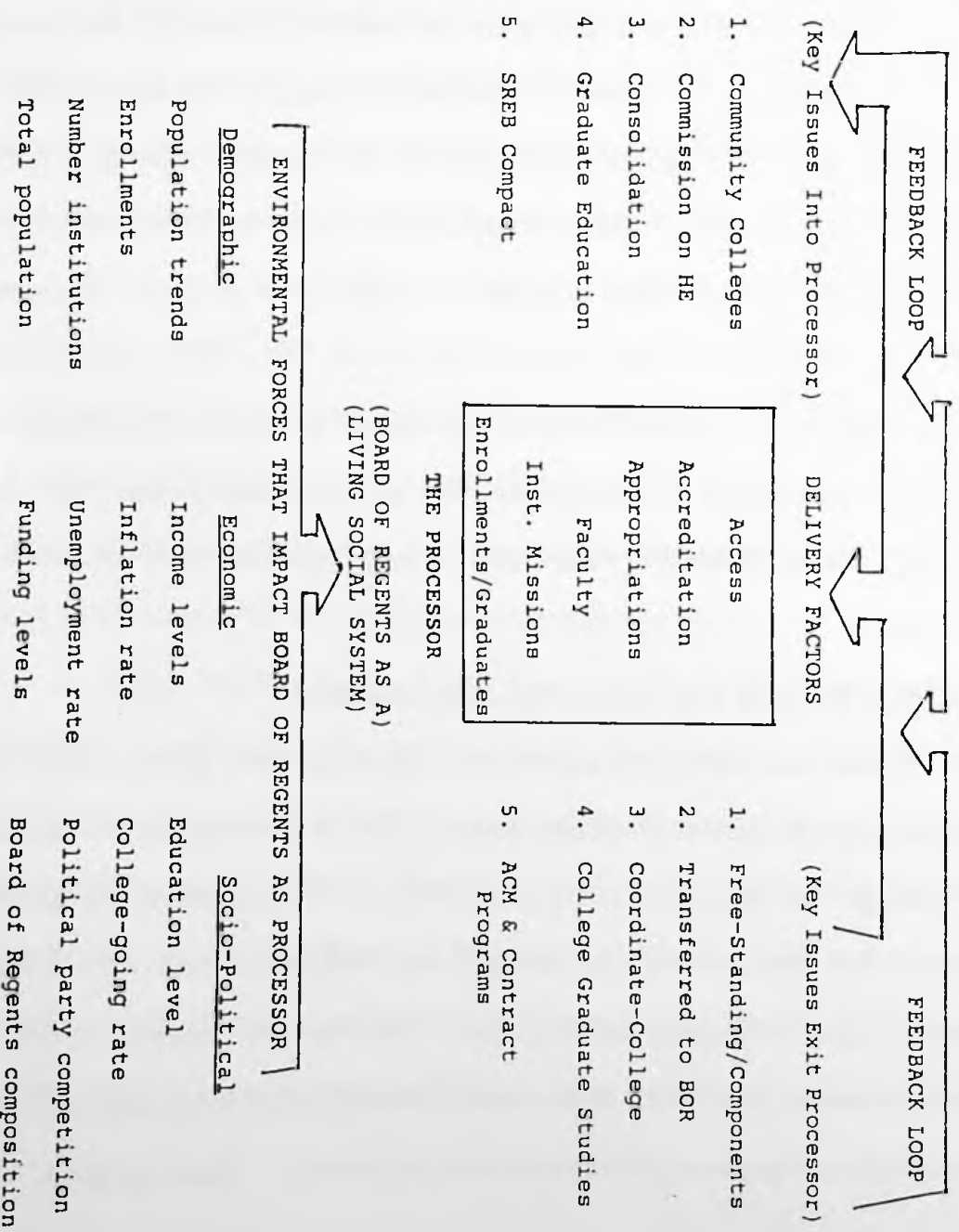


Figure 1
Key Issues Involving the Board of Regents System, 1969 - 1974

The external and internal factors and forces were identified by researching available documents, reports and news articles. The identification process was further refined by personal interviews with three persons who had an opportunity to interact with the issues as participants from different perspectives. Namely, one occupied an internal position, one an external institutional position, and one an external political position. For the 1969-1974 period, the persons interviewed were: (1) Dr. J. Douglas Machesney, a key member of the initial Board of Regents staff and later a member of the Department of Education staff, giving insight from the Board of Regents living social system perspective; (2) Dr. Clyde Campbell, the initial selection to become president of the Bluefield State/Concord Coordinate-College, giving insight from the institutional perspective; and, (3) Mr. Lewis McManus, Chairman of the House Finance Committee in 1969 and Speaker of the West Virginia House of Delegates from 1971 through 1976, giving insight from the governmental perspective.

The external factors and forces.

The external (environmental) factors and forces having an impact were identified as the key issues were developed and discussed. Those were categorized as either demographic, economic, or socio-political.

The socio-political factors identified were many. For the first time in several years, West Virginia had a Republican governor. This created a situation where political party competition was present in the environment as a Republican-

led executive branch had to deal with a predominantly Democratic legislature. Beginning with the initial appointments to the Board of Regents, there were charges of political cronyism between the executive and legislative branches. Although minimal, there was some change in the Board of Regents membership during the period. This area was, however, one of significant interest and debate as members of the higher education and legislative communities complained about the adequacy of representation of those most affected by Board of Regents' policies and activities. Eventually, the representation issue would become one of major magnitude.

With regard to each of the major issues, socio-political factors and forces came to bear on each of the three. The Legislature resisted the development of a free-standing community college system because sixteen public colleges were believed to be enough. (McManus, 1991). Additionally, media pressure against the construction or development of more campuses was being directed toward the Legislature. The Legislature's answer to these pressures and to the turf battles between the Board of Education and the Board of Regents was to urge cooperation between those two agencies. (McManus, 1991).

While the Board of Regents was successful in creating a free-standing community college in Wheeling, it failed in its efforts to establish one at Keyser. The Wheeling effort succeeded despite attempts by a former president of West Liberty State College, Dr. Paul Elbin, to prevent it. The pivotal factor was Dr.

Elbin's retirement as president in 1970. His replacement, Dr. James Chapman, was able to overcome Dr. Elbin's resistance. (Campbell, 1991). At Keyser, however, the Board of Regents was unable to overcome the political power of West Virginia University to separate Potomac State College from the University and make it a free-standing community college. (Machesney, 1991).

The merger issue at Bluefield State and Concord Colleges met strong social and political resistance. Both communities, Athens and Bluefield, had strong ties in the Legislature which were able to derail the consolidation effort. (McManus, 1991). Other factors included the varying constituents of the two institutions, especially the fact that Bluefield State was a historically black college, and that there was a question regarding the Board's statutory authority to order a merger. Both were believed to have contributed to the merger's failure and a renewed emphasis by the Legislature for the elimination or avoidance of unnecessary duplication of programs system-wide. (McManus, 1991).

There was a perception in many sectors that opportunities for graduate education were lacking, especially in the southern parts of West Virginia. (Machesney, 1991). The Speaker of the House, Mr. Ivor Boirasky of Kanawha County, introduced the College of Graduate Studies legislation because he was reportedly dissatisfied with the limited graduate education programs being offered by West Virginia University in the Kanawha Valley. (McManus, 1991).

The economic factors identified were the levels of funding and how the funds were allocated to the institutions. This included appropriations that were less than amounts requested by the Board of Regents at presumably "bare bones" levels, restrictions imposed by the Governor in the form of a requirement to establish "reserve" funds, and criticism from legislators that their influence on higher education had been lost when lump-sum appropriations were made to the Regents. This may have hurt some colleges since their local legislators could not assure a given level of funding to their institution. (Machesney, 1991). While the primary justification for the Bluefield State - Concord merger was economic (Campbell, 1991; McManus, 1991), studies by the Legislature indicated that the monetary savings were not enough to justify the social implications of merging the two institutions. (McManus, 1991).

With regard to the community college movement, it was not economically prudent to establish West Virginia Northern Community College since West Liberty State College was already serving that area using branch campuses with minimal funding for them. (Campbell, 1991). The exportation of programs to Wheeling, New Martinsville, and Weirton was a product of initiatives by Dr. Elbin, and, except for community service, was providing for the area's needs without the added expense of another college administration in Wheeling. (Campbell, 1991). While capital improvement funds were scarce and a major reason for legislative resistance to the expanding community college movement,

the Legislature was willing to allocate additional funding to help remove schools from North Central probation and thus improve the quality of the education programs available to the citizens of the state. (McManus, 1991). Another economic factor identified was the inability of appropriation levels to keep pace with an accelerating rate of inflation being experienced in higher education.

The demographic factors identified were increases in both the number of institutions and in total student enrollment. The formation of free-standing community colleges in the Parkersburg, Wheeling-Weirton-New Martinsville, and Logan-Williamson areas resulted in significant enrollment growth in these service areas. It should be noted, however, that enrollment at West Liberty State College declined sharply. Also, during the period a trend of out-migration of the State's population appeared to be reversed. West Virginia's total population increased during the period from 1970 to 1980 by over 200,000 persons, or about 12 percent. (1980 Census of Population). However, in the Northern Panhandle area an out-migration of population had begun which was compounded by the fact that there were eight colleges or universities within a 25-mile radius of West Liberty competing for students. (Campbell, 1991).

Personnel changes in several key higher education administrative positions also occurred during the period. Presidents of many of the public institutions changed or were appointed to newly created positions, some more than once. The institutions affected were Marshall University, the College of Graduate

Studies, Fairmont State College, the "Coordinate-College" of Bluefield State and Concord Colleges, Parkersburg Community College, Southern West Virginia Community College, and West Virginia Northern Community College.

The internal factors and forces.

The most significant internal force was Chancellor Prince Woodard. (Campbell, 1991; Machesney, 1991; McManus, 1991). Woodard was an advocate of community colleges (McManus, 1991), and he was determined to develop a system in West Virginia not unlike the one in his native Virginia. (Machesney, 1991). The community college effort became an issue of concern for the Board of Education because of the potential loss of Federal funding for vocational education programs and the loss of many first-class facilities. (McManus, 1991). Woodard's efforts to seize vocational education aroused an equally strong effort to keep it under the Board of Education (McManus, 1991).

In the consolidation issue, Dr. Woodard was also seen as the driving force, and the one who convinced the Board to go along with it. (Campbell, 1991). The Board was relatively new and looked to Woodard for guidance and direction and for ways to test its powers and activities. (McManus, 1991). Some believed that a desire to get rid of the Concord College President may have been a hidden agenda. (Campbell, 1991). A major benefit of the consolidation effort was a Board desire to focus activities at each institution so as to maximize the return on the state's higher education investment. (McManus, 1991).

The most notable change for the Board of Regents system was the resignation of Chancellor Woodard during 1974. His replacement, Dr. Ben Morton, was not as determined to develop a community college system. (Campbell, 1991). Dr. Morton would lead the Board of Regents through the next five-year period of its history.

Chapter III

The Second Five Years, July 1974 - June 1979The Delivery of Educational Programs

Implementation of the community college plan, the formation of the West Virginia College of Graduate Studies, and adoption of the Academic Common Market concept and tuition contract programs were some highlights of the first five-year period. These activities set the tone for an expansion of citizen access to higher education in West Virginia. While the controversy between the Board of Regents and the Board of Education regarding the governance and supervision of postsecondary occupational programs continued, it did not appear to hamper the expansion of higher education facilities and programs at the associate degree and higher levels.

At its meeting on March 7, 1978, the Board of Regents approved a resolution adopting a position statement regarding unnecessary duplication of vocational education programs. A document, "Joint Statement on Vocational and Career-Technical Education by the West Virginia Board of Education and the West Virginia Board of Regents," dated February 27, 1978 noted:

WHEREAS, The Liaison Committee of the West Virginia Board of Education and the West Virginia Board of Regents has held two initial meetings with major discussion focusing on coordination of

educational programs beyond high school of a vocational or career-technical nature; and

WHEREAS, Since such vocational and career-technical programs have been developed rapidly in recent years by both educational systems in response to obvious and critical State needs, there may have been on occasion instances of improper duplication as has been suggested from time to time; and

WHEREAS, Both Boards are deeply interested in seeing to it that any such improper duplication be avoided and that needed vocational and career-technical educational programs and courses be made available to the fullest extent possible,

THEREFORE, NOW BE IT RESOLVED, That as an initial step in joint and cooperative activity, the two Boards commit or recommit themselves to the following specifics:

1. A review of existing vocational and career-technical education programs will be undertaken to determine where undesirable duplication exists at the local level.
2. To avoid future undesirable duplication and to help eliminate any that may be found to exist, each community college/community college component and each county board of education shall be required to file with its respective board an

annual, inclusive plan for vocational and/or career-technical education. Annual plans are to be developed initially at the local level in close consultation between the college(s) and county board(s) and each plan shall be accompanied by a written statement from the other local party(ies) setting forth comments of agreement and disagreement; all plans and comments will be fully shared between the two Boards and their staffs.

3. Both Boards hereby reiterate existing policy that all hobby and leisure-time classes such as belly dancing, cake decorating, basket weaving and wine tasting must be financially self-sufficient and that no public funds will be used to support these classes. However, recognizing there is considerable public interest at times in such offerings, the Boards encourage their respective institutions to respond to such interest on a cost-recovery basis with charges to participants or outside sponsors covering the entire cost of the classes.

BE IT FURTHER RESOLVED, That the two Boards recognize the need to define more precisely and to differentiate more clearly the respective roles and responsibilities of the two educational systems for vocational and career-technical education and that the two Boards anticipate the issuance of a joint, broader policy

statement in the future. (Minutes, Board of Regents, March 3, 1978, pp. 2-3).

A more comprehensive joint policy statement was drafted and later adopted and approved by the two boards. It generally provided for the two systems to follow the statutory responsibilities held by each; that is, instruction for high school graduates would be under the purview of the institutions of higher education, and instruction for students at the high school level would be under the public schools or area vocational institutions. Both systems could respond to adult vocational education activities for older students on a local or area basis, with the funding source of the vocational program designating the institution or facility to provide the training. As general policies, the educational institutions in the area would coordinate on joint use of facilities and faculty and through articulation the colleges would give college credit for vocational programs completed at area vocational schools. (Minutes, Board of Regents, August 8, 1978).

During October, 1978, it was announced that a Vocational Education State Plan was being prepared by the State Vocational Board (State Board of Education). Representatives from the Board of Regents were invited to participate in its development. Dr. M. Douglas Call was designated the Board of Regents representative and Dr. John W. Saunders (a Regent) was designated the West Virginia Postsecondary Education Commission representative. (Minutes, Board of Regents, October 17, 1978). The draft policy statement prepared during August,

1978, was formally adopted by the two boards during November. (Minutes, Board of Regents, November 14, 1978).

Six factors were previously identified as vehicles to indicate the degree to which higher education programs were delivered to residents of West Virginia under the direction of the Board of Regents. These factors were listed in Table 3 and are discussed below.

Access to delivery sites and modes.

At the beginning of this period, the public colleges and universities were located as shown on Map 2. During the 1974-79 time frame, the Board of Regents engaged in several actions to broaden the scope of accessibility to higher education programs by residents of the State. Among these actions were:

-Affiliating West Virginia University's Lewisburg Center with the Bluefield State-Concord Coordinate College and renaming it the "Greenbrier Valley College Center." (Minutes, Board of Regents, January 7, 1975). Later that year, it was renamed the Greenbrier Community College Center of Bluefield State College. (Minutes, Board of Regents, August 4, 1975).

-Approval and adoption of the Regents Bachelor of Arts (Regents BA) Degree program, a non-traditional general studies program that helped older former students attain their educational objectives by considering work and other life-experiences in awarding additional college credit. (Minutes, Board of Regents, February 4, 1975). This program was very successful and by the end of

Map 2

Location of Public Higher Education Institutions - 1974

Universities:

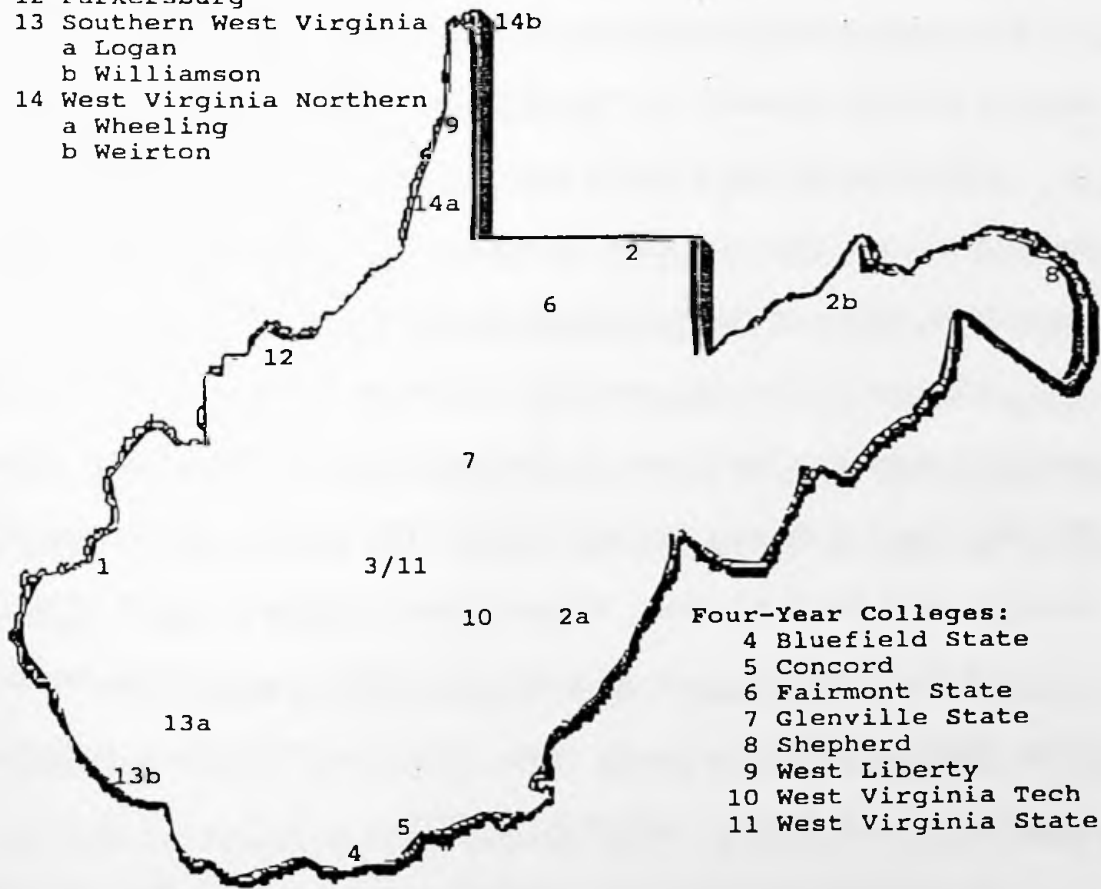
- 1 Marshall
- 2 West Virginia
 - a Lewisburg Center
 - b Potomac State College

Graduate College:

- 3 WV College Graduate Studies

Community Colleges:

- 12 Parkersburg
- 13 Southern West Virginia
 - a Logan
 - b Williamson
- 14 West Virginia Northern
 - a Wheeling
 - b Weirton



- Four-Year Colleges:**
- 4 Bluefield State
 - 5 Concord
 - 6 Fairmont State
 - 7 Glenville State
 - 8 Shepherd
 - 9 West Liberty
 - 10 West Virginia Tech
 - 11 West Virginia State

Source: West Virginia Board of Regents

1975 over 2,000 students had enrolled and 185 had received their degrees. (Charleston Daily Mail, December 31, 1975).

-A new community college component was approved at West Virginia State College to serve the community college needs in the Kanawha-Putnam County areas. (Minutes, Board of Regents, September 14, 1976).

-A policy was adopted (West Virginia Board of Regents Policy Bulletin No. 48) regarding the implementation and use of television teaching. (Minutes, Board of Regents, September 4, 1976 and January 4, 1977).

-Consideration was given to expanding the State's participation in the Southern Regional Education Board Academic Common Market to the bachelor's degree level. (Minutes, Board of Regents, October 5, 1976).

-Concord College was authorized to offer the last two years of selected bachelor's degrees on the campus of Beckley College, a private junior college. (Minutes, Board of Regents, January 4, 1977). This program was later expanded to include more degree programs. (Minutes, Board of Regents, May 8, 1979).

-Authorization was given for recipients of West Virginia Higher Education Grant Program awards to export those awards to Pennsylvania institutions. (Minutes, Board of Regents, September 13, 1977).

-West Virginia Institute of Technology was authorized to offer an Associate in Science degree program in Fayetteville. (Minutes, Board of Regents, April 13, 1979).

-West Virginia Northern Community College was authorized to expand to leased facilities in New Martinsville. (Minutes, Board of Regents, July 10, 1979).

Accreditation.

The Board of Regents had assisted several public institutions in restoring their North Central accreditation from a probationary status to full accreditation. The enabling legislation had charged the Board with responsibility for assuring quality programs were being offered to residents of West Virginia by the private institutions as well as the public institutions.

The Board of Regents took this charge seriously and adopted policies (Policy Bulletins Number 15 and 41) to augment the accreditation process for review of private institutions offering degree programs in the State that were not regionally accredited. Two small private schools, Ohio Valley College in Parkersburg and Appalachian Bible Institute (later renamed Appalachian Bible College) in Bradley were both extended accreditation by the Board of Regents. (Minutes, Board of Regents, June 8, 1976).

The business and trade/technical schools accredited by the Association of Independent Colleges and Schools (AICS) and the National Association of Trade and Technical Schools (NATTS) were the subject of some additional scrutiny by the Board of Regents. Those schools initially were authorized by the Board to award "Specialized Associate in Business" or "Specialized Associate in Technology" degrees. These "specialized" names were used so students and other

interested persons could distinguish them from traditional associate in art or science programs that were offered by regionally accredited institutions and contained more of a general education core.

As a result of consumer complaints and poor performance by some of the business schools on audits conducted by the Veterans Administration under G.I. Bill legislation, the Board of Regents revised its Policy Bulletin No. 41, Policy Regarding the Approval of Independent Proprietary Institutions To Award Degrees, whereby proprietary business schools would lose their authority to award the "Specialized Associate Degrees" unless the school gained AICS accreditation as a Junior College. (Minutes, Board of Regents, February 20, 1979).

One school, the Huntington College of Business, responded promptly. The others were not as cooperative. On June 5, 1979, a motion was passed whereby, "The Chancellor was directed to reply to the Career Colleges advising them that the Board requires copies of the junior college accreditation applications, along with exhibits, and be promptly informed of all developments, and the initial application materials to be filed no later than the first of September 1979." (Minutes, Board of Regents, June 5, 1979, p. 2). This action came shortly after the owner of the Career Colleges had threatened to sue the Board of Regents and Delegate Clyde Richey, D-Monongalia, had asked the Board of Regents to discharge the Chancellor. (Minutes, Board of Regents, April 3, 1979).

Revenue appropriations.

The state tax funds appropriated by the Legislature to support higher education for fiscal year 1974-75 were as shown in Table 13. For comparison purposes, the appropriations for fiscal year 1970-71 (see Table 6, page 50) are also shown in Table 13. The total state tax-fund appropriation for higher education increased by more than 50 percent (from about \$58.7 million to about \$89.0 million).

While the appropriation reflects a positive trend for higher education, another comparison could make one question the state's willingness or ability to support the expansion of higher education under the Board of Regents. During fiscal year 1970-71, the total amount appropriated from the general revenue fund by the Legislature to all state agencies was about \$300.3 million. (Legislative Auditor's Office, Digest of Enrolled Budget Bill, 1970 Regular Session, Legislature of West Virginia). Of that total, about 19.5 percent (\$58.7 million) went to higher education. During fiscal year 1974-75, the total amount appropriated from the general revenue fund by the Legislature to all state agencies was about \$602.8 million. (Legislative Auditor's Office, Digest of Enrolled Budget Bill, 1974 Regular Session, Legislature of West Virginia). Of that total, about 14.8 percent (\$89.0 million) went to higher education. Thus, higher education's share of the general revenue funds available in West Virginia shrank from 19.5 to 14.8 percent.

Table 13

State Tax-Fund Appropriations for Operating Expenses of Higher Education in West Virginia: 1970-71 and 1974-75

<u>Institution</u>	<u>Allocations (1) in Thousands</u>	
	<u>FY 1970-71</u>	<u>FY 1974-75</u>
West Virginia University (2)	\$32,222	\$42,436
Marshall University	8,345	11,627
WV College of Graduate Studies		2,160
Bluefield State College	1,514	1,776
Concord College	2,368	2,853
Fairmont State College	3,200	4,585
Glenville State College	1,791	2,295
Shepherd College	1,684	2,749
West Liberty State College	3,148	3,797
West Virginia Institute of Tech.	2,906	3,716
West Virginia State College	3,296	4,131
Parkersburg Community College		1,386
Southern WV Community College		932
WV Northern Community College		920
Potomac State College of WVU		1,307
Gross Total Institutions	\$60,474	\$86,669
Less Fees to General Fund (3)	<u>(2,100)</u>	<u>(2,000)</u>
Net Total Institutions	\$58,374	\$84,670
State Board of Regents	<u>345</u>	512
Research, contracts, etc.		<u>3,851</u>
Total Appropriation	\$58,719	\$89,033

(1) Institutional funds allocated by BOR in FY70-71 and in FY74-75 from gross appropriation.

(2) Includes WVU Medical Center.

(3) Tuition fees at WVU and Marshall are retained. State colleges return them to the State General Fund. Thus subtract them to arrive at net tax-fund appropriation.

Source: Letters, WV Board of Regents, May 25, 1970 and August 13, 1974.

Part-time and full-time faculty.

A comparison of full-time and part-time faculty at each institution in the fall of 1974 is shown at Table 14. The total number of faculty, systemwide, had increased by about 300 since the fall of 1972 (see Table 7, page 52). The majority of the increase (270 faculty members) was in part-time faculty. Most of these increases were in the new community colleges where a higher ratio of part-time faculty is expected. Faculty downsizing did occur at some institutions where branches became free-standing community colleges (e.g., Marshall University and West Liberty State College) and at others when four-year programs were discontinued after Board of Regents program reviews. The fall 1974 ratio was about 70 percent full-time and 30 percent part-time faculty.

Institutional missions.

The development of three free-standing community colleges, community-college components on the campus of some of the four-year institutions, and the formation of the West Virginia College of Graduate Studies had the most impact on institutional missions during the first five years under the Board of Regents. West Virginia University continued to be the state's only comprehensive research university (A Plan For Progress: West Virginia Higher Education in the Seventies). Most of the four-year colleges continued to emphasize teacher education programs, however, implementation of the community college plan through the formation of community college components on the campuses became

Table 14

Full-Time and Part-Time Faculty at West Virginia Public Institutions of Higher Education, Fall 1974

<u>Institution</u>	<u>Full-Time Num. (%)</u>	<u>Part-Time Num. (%)</u>	<u>Total Number</u>
Marshall University	354 (91.2)	34 (8.8)	388
West Virginia University	723 (66.3)	367 (33.7)	1090
College of Grad. Studies	51 (49.0)	53 (51.0)	104
Bluefield State College	55 (72.4)	21 (27.6)	76
Concord College	94 (94.0)	6 (6.0)	100
Fairmont State College	178 (86.0)	29 (14.0)	207
Glenville State College	85 (95.5)	4 (4.5)	89
Shepherd College	100 (87.7)	14 (12.3)	114
West Liberty State College	141 (87.6)	20 (12.4)	161
West Virginia Inst of Tech	142 (88.2)	19 (11.8)	161
West Virginia State College	140 (81.4)	32 (18.6)	172
Parkersburg Community Coll	80 (38.8)	126 (61.2)	206
Southern WV Community Coll	40 (30.8)	90 (69.2)	130
WV Northern Community Coll	41 (24.0)	130 (76.0)	171
Potomac State Coll of WVU	<u>44 (93.6)</u>	<u>3 (6.4)</u>	<u>47</u>
SYSTEM TOTALS	2268 (70.5)	948 (29.5)	3216

Source: West Virginia Board of Regents, March 1975

a significant part of the mission at Fairmont State, Bluefield State/Concord and Shepherd Colleges. West Liberty State College would transfer all of its associate degree programs except one to West Virginia Northern Community College. Marshall University and the West Virginia Institute of Technology continued their special missions as a regional university and an engineering or technological institute, however, both would also develop distinct community college components on their respective campuses. West Virginia State College would continue to operate a wide variety of programs to meet the needs of students in the Charleston metropolitan area. (A Plan For Progress: West Virginia Higher Education in the Seventies).

The new institutions, West Virginia College of Graduate Studies, Parkersburg Community College, Southern West Virginia Community College, and West Virginia Northern Community College were assigned missions by the Board of Regents consistent with the legislation that created them. The West Virginia College of Graduate Studies was instructed to expand its offerings in its southern West Virginia area of responsibility and to introduce new programs as needs for them were identified. (A Plan For Progress: West Virginia Higher Education in the Seventies).

Student enrollments and degrees awarded.

Credit head-count enrollment in the fall of 1974 was as shown in Table 15. Total enrollment had grown from 48,557 to 61,660 students, an increase of about

Table 15

Credit Head-Count Enrollment, West Virginia Public Institutions of Higher Education, First Semester 1974-75

	<u>Undergraduate</u>	<u>Graduate</u>	<u>Total</u>
Universities:			
Marshall	7,400	2,275	9,675
West Virginia	14,109	6,031	20,140
College Graduate Studies		2,440	2,440
Four-Year Colleges:			
Bluefield State	1,232	--	1,232
Concord	1,705	--	1,705
Fairmont State	3,657	--	3,657
Glenville State	1,519	--	1,519
Shepherd	2,248	--	2,248
West Liberty State	2,708	--	2,708
W. Virginia Inst. Tech	2,712	--	2,712
West Virginia State	3,518	--	3,518
Community Colleges:			
Parkersburg	3,856	--	3,856
Southern West Virginia	2,532	--	2,532
West Virginia Northern	2,883	--	2,883
Two-Year Branch:			
Potomac State College	835	--	835
TOTALS:	50,914	10,746	61,660
Full-Time:	37,106	2,478	39,584
Part-Time:	13,808	8,268	22,076
TOTALS:	50,914	10,746	61,660

Source: Student Enrollment Report, WV Board of Regents, October 1974, pp. 16-17.

27 percent since 1970. The most notable gain was experienced in graduate programs, where enrollment about doubled from 5,378 in 1970 to 10,746 in 1974. Undergraduate enrollment increased at most schools, except where branches were converted to free-standing community colleges (Marshall University and West Liberty State College). Overall, undergraduate enrollment increased about 18 percent systemwide during the 1970-1974 period from 43,179 to 50,914. The 1974 undergraduate student enrollment was about 73 percent full-time, while the graduate student enrollment was about 77 percent part-time. The Board's emphasis on the development of community colleges and graduate program opportunities appear to be reflected in the enrollment figures.

This same emphasis on associate and graduate programs appears to be reflected in changes in the number of degrees conferred during 1974-75 as shown in Table 16. When compared to the number conferred during 1969-70 (see Table 10, page 57), the number of Associate degrees awarded more than doubled (from 518 to 1,354) and the number of Master's degrees awarded increased by more than 50 percent. Increases were recorded at every degree level with an increase in the number of degrees awarded from 8,183 in 1969-70 to 10,351 in 1974-75, or an increase of about 26.5 percent.

The factors indicative of the delivery of educational programs to the residents of West Virginia under the Board of Regents system appeared to be generally favorable and consistent with the stated goals and objectives of the

Table 16

Summary of Degrees Awarded, West Virginia Public Institutions of Higher Education, July 1974 through June 1975

<u>DEGREES</u>	<u>NUMBER AWARDED</u>
Associate	1,354
Bachelor's	6,693
Master's	1,968
First Professional	226
Doctor's	<u>110</u>
TOTAL DEGREES AWARDED:	10,351

Source: West Virginia Board of Regents, Degrees Conferred by West Virginia Institutions of Higher Education, 1974-75.

Board during the first five years. As the Board of Regents system entered its second five-year period, internal and external factors and forces would continue to impact upon and influence the system as it reacted to and coped with each of them.

Board of Regents

During the 1974-1979 time-frame, there were two amendments to the composition of the Board of Regents specified in Section 4, Article 26, Chapter 18 of the Code of West Virginia. Senate Bill 173, passed on March 13, 1976, and effective July 1, 1976, increased the Board from 10 members to 12 members. The nine voting members appointed by the Governor and confirmed by the Senate continued as the only voting members. In addition to the State Superintendent of Schools, two new ex-officio non-voting members were added: the Chairman of the Advisory Council of Students and the Chairman of the Advisory Council of Faculty. (Chapter 133, Acts of the Legislature of West Virginia, Regular Session 1976).

The same legislation added Sections 9a and 9b to Article 26 of Chapter 18. These new sections established the Advisory Council of Faculty and the Advisory Council of Students, respectively. Each college and university was authorized to elect one faculty representative to the Advisory Council of Faculty. The Council would elect a chairman who would then become an ex-officio member of the Regents. The elected student head of the student government organization at each college and university would constitute the Advisory Council of Students. The student elected chairman of this council would be an ex-officio member of the Board of Regents.

One final significant change in the advisory structure contained in Senate

Bill 173 involved the appointment of the institutional advisory boards. Whereas under the original legislation the Board of Regents appointed the members of the institutional advisory boards upon the recommendation of the institutional president, Senate Bill 173 authorized institutional presidents to appoint an advisory board thus removing some Board control over the presidents.

The next year, the faculty and student representatives to the Board of Regents were changed from ex officio non-voting to ex officio voting members. House Bill 1156, passed on March 14, 1977, and effective ninety days after passage, retained the twelve-member Board, but only the State Superintendent of Schools continued as a non-voting member. (Chapter 91, Acts of the Legislature of West Virginia, Regular Session, 1977).

Membership.

Governor Arch Moore reappointed all three of his original six-year appointees to a second six-year term. The original terms of Regents Forrest Blair, Edward Greene, and Albert Morgan expired on June 30, 1975. With the reappointment, their new terms would keep them on the Board until June 30, 1981.

At about this same time, Governor Moore appointed MR. ANDREW L. CLARK, a Democrat from Princeton, to fill the unexpired term of Regent John Amos. Mr. Clark was appointed in July 1975, for the term ending June 30, 1979. He was later reappointed by Governor John D. Rockefeller for a six-year term

ending June 30, 1985.

The terms of Regents Gilmore, Patteson, and Stamp were expiring on June 30, 1977. Mr. Gilmore and Governor Patteson were two of the nine original Board members. All three of these persons were replaced by Governor John D. Rockefeller, IV, when their terms expired. Mr. Rockefeller, a Democrat, had been elected Governor and replaced Republican Arch Moore during January 1977.

Governor Rockefeller's new appointees, for terms that would expire June 30, 1983, were: (1) SUE SEIBERT FARNSWORTH, Republican, Wheeling; (2) PAUL J. GILMER, Institute; and, (3) RUSSELL L. ISSACS, Democrat, Charleston. These appointments continued the same general characteristics in the Board membership in terms of sex, race, religion and occupation. There appeared to be a change in the political party composition, although the party affiliation of Reverend Paul Gilmer was not published. The most significant change was in the ages of the members. The average age of the new members was 45, which was significantly less than the average age of the outgoing Regents.

An unexpected change in the Board's membership occurred on June 22, 1978, when Regent Amos A. Bolen resigned. Mr. Bolen submitted his resignation June 19th because he was dissatisfied with the performance of Dr. Ben L. Morton, the new Chancellor hired by the Board to replace Chancellor Prince Woodard. (Minutes, Board of Regents, July 11, 1978). In an article about his resignation, Mr. Bolen stated:

During the past four years since he (Chancellor Morton) has been there, I have never agreed with his philosophy of management or his theory about running the board, ... He brings all the decisions wrapped up with a Ben Morton ribbon tied around them.

(Hallanan, 1978, June 21, p. 8A).

Although Mr. Bolen expressed dissatisfaction with Chancellor Morton, other Board members supported the Chancellor and believed he was "doing a good job." (Hallanan, 1978, June 28,).

Governor Rockefeller then appointed DR. JOHN SAUNDERS, the President of Beckley College (a private, Junior college) since 1968, to replace Amos Bolen. Dr. Saunders, whose term would expire June 30, 1985, was 60 years old and had served in public and higher education in Raleigh County for several years.

The remaining changes in the Board's voting membership during this period occurred after passage of House Bill 1156, effective July 1, 1977. At the next Board of Regents meeting, Mr. PERRY F. WATSON III, and DR. I. D. PETERS were introduced as the first student and the first faculty voting members of the Board. Mr. Watson was the Student Body President at West Virginia University and was Chairman of the Advisory Council of Students. Dr. Peters was a Professor and Chairman of the Mathematics Department at West Virginia University and was Chairman of the Advisory Council of Faculty. The terms for

both Mr. Watson and Dr. Peters were for one year. A complete listing of the student and faculty members of the Board of Regents is included in Appendix B.

Powers and duties.

The Board of Regents' authority contained in Section 8, Article 26, Chapter 18 of the Code of West Virginia, enacted in 1969, was diluted by the Legislature on two separate occasions during the 1974-79 period. These changes involved the Board's authority to submit a single budget for all of higher education and, its authority to promulgate and adopt rules and regulations.

The first major change was in Senate Bill 173 passed on March 13, 1976, effective July 1, 1976. The Board of Regents continued to have authority to submit a single budget and allocate among the colleges and universities appropriations made by the Legislature. However, the following language was added to one paragraph in Section 8, "but, if a single budget is submitted, it shall be accompanied by a tentative schedule of proposed allocations of funds to the separate colleges and universities." (Chapter 133, Acts of the Legislature of West Virginia, Regular Session 1976, p. 620).

The second change was in House Bill 1393, passed on April 9, 1977, effective ninety days after passage. The Board had been "authorized and empowered... to promulgate such rules and regulations... to insure the full implementation of its powers and duties." House Bill 1393 added a new section, Section 8b, to Article 26 of Chapter 18 which stated:

Board rules to be filed with Legislature.

The board of regents shall file a copy of any rule that it proposes to promulgate, adopt, amend or repeal and the authority of this article with the legislative rule-making review committee created pursuant to section eleven, article three, chapter twenty-nine-a.

"Rule," as used herein, means a regulation, standard, statement of policy, or interpretation of general application and future effect.

(Chapter 86, Acts of the Legislature of West Virginia, Regular Session 1977, p. 226).

This implementation of "legislative oversight" will be examined in more detail when legislative branch influence on the Board of Regents System is discussed later in this chapter.

Goals and objectives.

A Plan For Progress: West Virginia Higher Education in the Seventies, published in December 1972, was intended to provide the goals and objectives for higher education during the decade. By 1976, upon the recommendation of the Academic Affairs Advisory Committee, work began to update the "Plan For Progress." After several drafts, committee studies, staff recommendations, and work by a Board of Regents Long Range Plan Committee a new Profile of Progress: Higher Education in West Virginia was adopted and published by the Board of Regents in October 1979. That new plan would provide the goals and

objectives for higher education from 1978 to 1985.

The original "Plan For Progress" provided most of the priorities for higher education during the 1974-79 period. The priorities contained therein provided most of the focus for Board of Regents activities during the period currently under review. Those priorities were assigned to five major categories: (1) Organizational developments; (2) Programs; (3) Personnel; (4) Facilities; and, (5) Finances. The goals and objectives in each of these areas were stated as follows:

1. ORGANIZATIONAL DEVELOPMENTS

+Legislation authorizing the merger of Bluefield State and Concord Colleges into a dual-campus four-year undergraduate institution

+Completion of the formation of community college components at Marshall University, Fairmont State College, Shepherd College, West Virginia Institute of Technology and the dual-campus college established through the merger of Bluefield State and Concord Colleges

+Legislation authorizing the Regents to contract with private institutions for programs, services and facilities, and to enter into interstate and regional consortia

2. PROGRAMS

+ Continued adjustment of programs in terms of productivity and cost

+ Additional and expanded one and two-year career technical programs

+ A three-year baccalaureate program in one or more institutions

+ A full semester summer session in one or more institutions

3. PERSONNEL

+ Complete the staffing of institutions consistent with established ratios and guidelines

+ Joint appointments of faculty between public institutions and between public and private institutions

+ Increase in percentage of the faculty holding the doctoral or terminal degree

4. FACILITIES

+ Completion and implementation of long-range campus physical facilities plans

+ Establishment of a system-wide preventative maintenance program

+ Conversion of unneeded dormitories to other
uses

5. FINANCES

+ Appropriations for higher education sufficient to
support an adequate staff at salaries equal to national
and regional norms

+ Increased support for graduate education and
research

+ Increased resources for student financial aid

+ Funds to achieve and maintain national norms for
library resources

The key issues faced by the Board of Regents System would likely flow from the Board's pursuit of the stated goals and objectives. Such would appear to be the case in the key issues identified during the 1974-79 period.

Key Issues Identified

During this period, four key issues were identified that met the criteria of being either a result of major statutory changes or major changes in Board of Regents methods or procedures. Some were a continuation of those issues identified during the initial five-year period. The key issues were:

1. The opportunity for community college education in West Virginia.

2. The elimination of unnecessary duplication of programs and facilities through consolidation.
3. The opportunity for graduate education in West Virginia.
4. The expansion of the Board's voting membership with the addition of student and faculty representation.

The following discussion of these key issues developed as members of the living social system and members of the suprasystem were identified and studied. The model at Figure 2 (see Page 183) depicts the key issues as they entered the processor of the living social system (Board of Regents), and the resultant configuration of them after passing through the processor and being subjected to the environmental forces impacting on the system. The environmental forces impacting on the system were determined by an examination of relevant documents and personal interviews with key personnel involved in the issues. These forces are identified in the summary at the end of this chapter.

The opportunity for community college education in West Virginia.

Although the Legislature had failed to act on a bill in 1972 to create a community college system, the Board of Regents continued to implement its community college plan where possible. By late 1974, community college components had been established on many campuses designated in the "Plan For Progress: West Virginia Higher Education in the Seventies."

One notable exception was the absence of a community college to serve the

Kanawha Valley area. During the spring of 1974, the Board of Regents received a communication from Governor Moore asking for Board recommendations regarding the integration of Morris Harvey College into the State's public college system.

During April, 1974, Dr. Marshall Buckalew, President of Morris Harvey College, appeared before a special meeting of the Board of Regents. Dr. Buckalew discussed the College's student body, employees, educational programs, facilities and other areas of interest to the Board. He further discussed the Morris Harvey Board of Trustees' willingness to convey title to all college property to the State of West Virginia. Following discussion, the Board adopted the following resolution:

NOW THEREFORE BE IT RESOLVED, That the West Virginia Board of Regents recommends acceptance by the State of West Virginia of the offer of the Board of Trustees of Morris Harvey College, effective July 1, 1974, provided the future higher educational role and mission, academic program offerings and the financial and business affairs of the College shall be under the general determination, control and supervision of the Board of Regents in the same manner as prescribed by statute for the other State institutions of higher education and provided further that the state system of higher education general fund operating budget

request for 1974-75 (Account Number 279) as previously submitted by the Board of Regents be increased in the amount of \$2,000,000 as a special line item designated "Morris Harvey College."

(Minutes, Board of Regents, April 25, 1974, p. 3).

Regent Edward H. Greene voted against the resolution because he was concerned that the Board of Regents had not adequately considered the impact Morris Harvey College at reduced state-supported tuition rates would have on the West Virginia Institute of Technology and on West Virginia State College. He also was concerned because the presidents of those institutions had not been asked to attend the meeting or to comment on the proposal. (Minutes, Board of Regents, April 25, 1974).

In early October, 1974, the Morris Harvey College Board of Trustees withdrew its offer to donate the College to the State. The Board of Regents and Governor Moore had supported the integration into the state higher education system; however, a bill in the Legislature authorizing and funding the move was bogged down in the Senate Finance Committee. In an article in The Charleston Gazette, Mr. Deal Tompkins, Chairman of the Morris Harvey Board of Trustees, indicated that the Trustees favored the college being in the state system but, "The uncertainty was hurting the college in fund raising...We think we'll do better in fund raising if the public knows where we stand." (Earle, 1974, October, p. 1A).

Following withdrawal of the Morris Harvey College offer, the new

Chancellor of the Board of Regents (Dr. Ben Morton) asked the Board for permission to seek legislative approval during the January 1975 session for the establishment of a community college for the Kanawha Valley area. The Board of Regents passed a motion authorizing the Chancellor's initiative. (Minutes, Board of Regents, October 15, 1974).

On January 9, 1975, Chancellor Morton presented the Board's 1975-76 operating budget request to the House Finance Committee. Included was a request for \$154,00 for a planning staff for the Kanawha Area Community College. In an article in the Charleston Daily Mail, Chancellor Morton noted, "We have a desperate need for a community college program in this area...That's not big money...Its peanuts compared to what medical schools cost." (Withrow, 1975, p. 1A).

Governor Moore, in his State of the State address at the beginning of the 1975 Legislative Session had recommended funding of a medical school at Marshall University. However, he had also recommended reductions in other parts of the Regents' budget request. (Withrow, 1975).

As noted at the beginning of this chapter, the Board of Regents approved an action affiliating the Greenbrier Valley Extension Center (West Virginia University) in Lewisburg with Bluefield State and Concord Colleges and renaming it the Greenbrier Valley College Center, effective July 1, 1975. It was later renamed the Greenbrier County Community College Center and placed under the

jurisdiction of Bluefield State College. This occurred in conjunction with Board of Regents action to dissolve the Bluefield State-Concord "Coordinate College" relationship. (Minutes, Board of Regents, August 4, 1975). The dissolution will be discussed further when the consolidation issue is discussed.

The desire and perceived need for a community college in the Kanawha Valley area continued to be an issue. At the Board meeting on June 8, 1976, Chancellor Morton presented a request from the President of West Virginia State College to establish a community college component at Institute. "A motion was offered, seconded and passed that the Board go on record as inviting and soliciting comments and opinions from the Charleston area on the proposition of a community college component at West Virginia State College." (Minutes, Board of Regents, June 8, 1976, p. 4). The Board of Regents later approved the concept of a community college component at the College and approved funding for developmental costs. (Minutes, Board of Regents, September 14, 1976).

Thus, after about seven years, the Board of Regents had implemented about 70 percent of the community college plan recommended in "A Plan for Comprehensive Community College Education in West Virginia." The Board had established three free-standing community colleges and had authorized or directed the development of distinct community college components on the campuses of Marshall University, Bluefield State College, Fairmont State College, Shepherd College, West Virginia Institute of Technology, and West Virginia State College.

The desire for a comprehensive community college system and governance of all postsecondary career/technical education programs throughout West Virginia continued to elude the Board of Regents.

Elimination of unnecessary duplication of programs and facilities by consolidation.

The issue of consolidation of Bluefield State and Concord Colleges continued to require the attention of the Board of Regents. The Board's policy of having a single president for both institutions was still an unacceptable effort to "coordinate" the activities of the two institutions. During the 1975 Regular Legislative Session, a bill was introduced in the Senate (Senate Bill 360) to require separate presidents of Bluefield State College and Concord College.

At a regular meeting of the Regents on March 4, 1975, the Advisory Council of Students representative presented the following resolution for Board approval:

BE IT RESOLVED THAT, The Advisory Council of Students requests the West Virginia Board of Regents to support Senate Bill 360 which calls for separate presidents of Bluefield State College and Concord College. (pp. 2-3).

The Board refused to adopt the resolution and decided it would not take any action. (Minutes, Board of Regents, March 4, 1975).

Even though Senate Bill 360 did not pass, a decision to pursue separate

presidents for Bluefield State and Concord Colleges was made by the Board of Regents during a special meeting of the Board on August 4, 1975. On July 10, 1975, Dr. B.L. Coffindaffer, the president of both institutions wrote a letter to the Board of Regents which noted in part:

I request the West Virginia Board of Regents grant me a two-year leave of absence, without pay, effective September 1, 1975.

I feel that the task of establishing a "Coordinate Relationship" for Bluefield State and Concord Colleges as requested of me by the Board of Regents has been completed and is now working effectively. (Minutes, Board of Regents, August 4, 1975, p. 2).

The Board of Regents approved Dr. Coffindaffer's request and authorized the Chancellor to respond to him in writing. The Chancellor's response included the statement, "It is our further understanding that you are not interested in maintaining a claim on your present position and, that in granting your request, the Board is free to make a permanent appointment(s) to the position(s) you now hold." (Minutes, Board of Regents, August 4, 1975, p. 2). Immediately thereafter, the Board of Regents passed a resolution designating Dr. James Walton Rowley as Acting President of Bluefield State College and Concord College. The resolution further directed the Chancellor, "to undertake search and screening processes for separate presidents of Bluefield State College and Concord College; and ..." (Minutes, Board of Regents, August 4, 1975, p. 3).

At the same special meeting of the Board, the Chancellor presented a draft policy statement on the Organization and Administration of Higher Education in Southeastern West Virginia. The Board of Regents passed a motion adopting the policy statement presented by Chancellor Morton. Some of the essential elements of the policy statement adopted by the Board were as follows:

During 1971 the Board ... concluded that if the future higher education needs of the area were to be adequately served at reasonable costs, Bluefield State College and Concord College would have to jointly plan their academic offerings.

At its meeting on February 8, 1972, the Board formally established a "coordinate-college relationship" between Bluefield State College and Concord College ... subsequently ... the Board concluded, "that the merger of Bluefield State and Concord Colleges into a single institution with two campuses effective July 1, 1973, was essential to the continuation and expansion of quality higher education in Southeastern West Virginia at reasonable cost to the State." The ensuing request for legislative approval to merge the two institutions was not enacted.

In mid-1973 the Board appointed one president for the two institutions in order to effectuate as much in the way of coordinate relationships as could be appropriately implemented between

separate institutions ... The intent was to both improve services and to at least hold the line on costs. Particular reference was given to nonacademic service operations in such areas as financial administration, libraries, physical plant maintenance and the like ...

More than two years later the facts indicate that some progress has been made toward the cited objectives. However, it must be stated that the progress falls far short of that anticipated. The reasons for this shortfall of reality over expectations are not objectively measurable, so no purpose would be served in citing the possibilities here. Suffice to say that they appear to be primarily related to on-going individual and group relationships or lack thereof.

The logic and rationality of the original Board finding that the coordinate relationship should be of great value still exists. The fact still remains that two very small State colleges operate within approximately twenty-five miles of each other with relatively high unit costs.

From a programmatic point of view there has developed a trend toward divergence of the two institutions. Also, the addition of the Greenbrier Community College Center to the responsibilities of the two institutions changes the 1973 circumstance.

Bluefield State College has evolved through programmatic modification into an institution largely geared to serve its immediate considerable population on a commuting mode base on both a four-year and two-year basis...

Concord College has largely remained in its traditional role of a regional type institution with considerable, if not major, emphasis on a residential type setting and programmatic priorities commensurate with such a situation.

The Greenbrier Center has historically been a small and traditional general education program of a four-year college preparatory nature. It has considerable promise of expanding into at least a somewhat comprehensive community college serving a variety of higher educational needs of its immediate area.

Conditions do still exist that make it imperative that coordinate relationships be maintained ... However, it is time to encourage and assist the development of the increasingly divergent roles in the interest of serving all reasonable needs of the region... As a matter of general policy the West Virginia Board of Regents hereby sets forth basic administrative structural guidelines and direction for Bluefield State College, Concord College and the Greenbrier County Community College Center.

1. Bluefield State College will continue to develop programmatically as a commuting institution serving the specific educational needs of its immediate considerable population area. Particular emphasis will be given to further development of terminal, career-oriented one-, two- and four-year programs and adult education activities.
2. Greenbrier County Community College Center will develop two-year and less programs under the auspices of Bluefield State College as additional area educational needs are determined.
3. Concord College will continue to serve its regional role as a four-year college with heavy emphasis on a residential character. In addition to its current major stress on teacher education and four-year programs in the field of business, it will be encouraged to further develop new social service type programs for its region such as the recently instituted bachelor's degree program in Social Work.
4. ...,separate presidents for each institution will be sought and secured according to normal Board procedures as soon as possible...
5. The presidential appointments will be made with the clear understanding and expectation that the two leaders will work

closely together through appropriate coordinate relationships ...

6. The West Virginia Board of Regents will require and insist upon continued progress toward reduction of the relatively high unit costs, both academically and administratively at both institutions. It is even more critical that continued program development consistent with the respective missions of the institutions be carried forward with the greatest possible dispatch in order to provide more fully for educational needs. (Minutes, Board of Regents, August 4, 1975, pp. 5-8).

Thus the consolidation issue, at least as it pertained to facilities in Southeastern West Virginia, became dormant for the remainder of this period. However, another consolidation effort in this region would become an issue a few years later.

The opportunity for graduate education in West Virginia.

The relatively new West Virginia College of Graduate Studies continued to expand the number of programs and the number of delivery sites being made available to the citizens of West Virginia in the central and southeastern regions of the State. West Virginia University and Marshall University were also exporting more graduate programs to external sites in their assigned service areas. These activities were in keeping with the expansion of graduate educational opportunities recommended in the consultant's report, "A Study of Graduate Education in the

Huntington-Charleston-Montgomery Area of West Virginia" presented to the Board during December 1971. An element of that same report discouraged the expansion of costly professional programs (such as law, medicine, dentistry) in the region.

Notwithstanding the recommendation to the contrary, the expansion of medical education in the southern part of the State became an issue of major proportions to the Board of Regents because the Regents apparently believed that expansion would not be cost-effective and could result in serious drain on the higher education resources available to them. (Minutes, Board of Regents, May 13, 1975). A medical school at Marshall University was being developed in conjunction with a new medical program implemented by the Veterans Administration. The new medical school was partially funded by a Veterans Administration grant, and was supported by the Governor and many legislative leaders. After some initial resistance, the Board of Regents adopted a resolution supporting the establishment of the Marshall University-Veterans Administration Medical School. (Minutes, Board of Regents, August 13, 1974).

At this same meeting of the Board of Regents, representatives from the Greenbrier College of Osteopathic Medicine presented a proposed contract between the Board and the private College which would provide funded spaces for West Virginia residents admitted to the College. The proposed contract was similar to ones the Board administered to provide educational opportunities in

veterinary medicine, podiatry, and optometry at out-of-state institutions. These three professional programs were not available at a public institution in West Virginia. Funding of \$425,000.00 was inserted in the Board of Regents' budget request for 1974-75 by the Legislature without the knowledge or consent of the Regents. Based upon an Attorney General's opinion that the proposed contract with the Greenbrier College of Osteopathic Medicine would be an unconstitutional subsidy of a private venture, the Board of Regents passed a motion not to accept the contract. (Minutes, Board of Regents, August 13, 1974).

The Board hired a consultant to assist in its review of the status of medical education in West Virginia. The consultant, George T. Smith, Dean of the School of Medicine at the University of Nevada, submitted his report to the Regents during February 1975. Portions of the report were detailed in an article in The Charleston Gazette on February 22, 1975. The consultant noted, "Additional funds are needed for the school (West Virginia University School of Medicine) to carry out its present assigned mission. This is to conduct the present teaching program and to develop centers in Charleston and Wheeling ... If it can be shown that such a need exists for osteopathic medicine, then the idea of contracting the clinical years to other osteopathic schools in the United States seems to be a wise choice." (Michael, 1975, p. 2A). The Gazette article (Michael, 1975) listed the following items as Smith's recommendations to the Board of Regents:

+ Give prompt attention to the restoration of West Virginia

University's School of Medicine budget during this legislative session.

+ Give high priority to projected development of adequate financing for the university's medical school.

+ Add to the Regents' staff a physician-educator capable of developing adequate future projections for medical education.

+ Add to the Regents' staff individuals who can coordinate and develop a state plan for nursing and allied health education.

+ Hire consultants at Marshall to help develop necessary cost projections for Marshall programs.

+ Separate health care from health education in the state budget.

A special meeting was called by the Board of Regents on May 13, 1975, to address the medical education issue. The Board President, Regent Elizabeth H. Gilmore, read a draft statement prepared by members of the Board with the assistance of the Board staff. The draft statement, unanimously adopted by the Board at the end of the meeting, contained the following key points:

During the recent general session of the 62nd West Virginia Legislature, a bill was enacted into law which, in effect, inserted the name "West Virginia School of Osteopathic Medicine" into the list of state colleges which come within the jurisdiction of the Board of Regents. West Virginia Code, Chapter 18, Article 26, Section

2. This bill becomes effective May 26, 1975, ninety days from passage. In addition, a financial appropriation was made to the 1975-76 Board of Regents' budget, in the amount of \$1,290,000.00, for the "West Virginia College of Osteopathic Medicine."... There is no existing educational institution known as the "West Virginia School of Osteopathic Medicine,"...

With this background, the members of the Board of Regents, on April 3, 1975, asked the Attorney General of West Virginia for advice and direction concerning the Board's responsibilities under this new legislation. Specifically, ... whether such legislation required the establishment of a West Virginia School of Osteopathic Medicine ... or whether the legislation was discretionary ... The Attorney General ... replied to the Board of Regents on May 1 ... "did not impose a mandatory duty on the West Virginia Board of Regents to establish a West Virginia School of Osteopathic Medicine, but merely authorized ... in the exercise of its judgment and discretion deemed such action to be desirable in the performance of its duties as the governing agency for higher education." (Attorney General's Opinion pp. 10-11).

...the members of the Board of Regents believe that the statutes relating to the duties of the Board of Regents clearly instruct us to

make our decisions based primarily upon educational factors, and by law we are not permitted to make such decisions on any other basis.

Accordingly, the members of the West Virginia Board of Regents believe ... the addition of a third state-owned and subsidized institution of medical education ... would be an unnecessary and costly duplication....

The Board is well aware of statistical and anecdotal evidence indicating a shortage of physicians in some areas of West Virginia ... such problems are not solved simply by providing for the training of more physicians It should also be noted that the State of West Virginia has been actively promoting medical education ... in three separate parts of the State ... West Virginia University ... at Charleston Area Medical Center ... West Virginia University in Wheeling ... Third, ...at Marshall University a medical school....

However, ... the Board of Regents ... proposes to use a portion of the funds granted by the Legislature to initiate contract programs with established schools of osteopathic medicine in the United States. The Greenbrier College of Osteopathic Medicine ... could qualify ... under the contract

It is, therefore, the belief of the Board of Regents that a West Virginia College of Osteopathic Medicine should not be established as part of the state system of higher education at this time and the Board respectfully recommends that the land and facilities of the Greenbrier College of Osteopathic Medicine not be acquired by the Public Land Corporation for an osteopathic college. The Board of Regents proposes to establish a contract program in the field of osteopathic medicine.

The above decision is made today on the basis of the Attorney General's direction that the Board make a prompt decision based upon "the exercise of its judgment and discretion." In the absence of a clear legislative mandate, the Board of Regents has the duty and responsibility to make findings based upon such judgment after reviewing facts. Whenever the Legislature by enacting specific statutory language directs the Board of Regents to act, then the Board of Regents, notwithstanding any of its own concerns or reservations, will respond without hesitation, to carry out the wishes of the Legislature, limited only by available resources. (pp. 1-6).

In an article entitled, "Governor's Criticism of Regents Recorded," (1975, May) a news release made by Governor Arch Moore was printed in The Charleston Gazette in its entirety. Excerpts from the Governor's prepared

statement leave little doubt as to his reaction to the osteopathic school decision made by the Regents:

The Board of Regents, this morning, by their action in rejecting the Greenbrier Osteopathic School of Medicine and the establishment of a West Virginia School of Osteopathic Medicine, has shown, in my judgment, that they are incapable of handling the delegation of authority given them by statutes and the laws of the State of West Virginia.

Obviously, the board, under its present administrative leadership, has a complete lack of understanding of its responsibilities and duties. The mission of the Board of Regents in the State of West Virginia as it relates to higher education, is not to dictate policy, but rather to administratively execute the policy given to them by the executive and legislative branches of government. It is the responsibility of the Board of Regents to administer the programs of higher education in our State of West Virginia, and to encourage the development of those programs that are in the best interest of all West Virginians...

Therefore, this very day, I have removed from the Board of Regents any delegated authority, express or implied, heretofore granted to the Board of Regents by me as Governor under the

authority given to me in the Constitution under the Modern Budget Amendment.

Simply, this action is necessary because the Regents and their chancellor have shown they have an incapacity to handle their administrative responsibilities, whether that administrative responsibility is expressed or whether it is implied.

I have directed the Department of Finance and Administration to undertake a review of all contracts in being or contemplated, and to examine all personnel actions of the Board of Regents and its chancellor. In addition, those sums of money in any of their accounts, contemplated to be expended are hereby frozen, and expenditure and all contracts henceforth will be approved only after proper justification and when that justification has been made to the Department of Finance and Administration and by me as Governor.
(p. 1B).

In a subsequent article, Chancellor Morton responded by stating:

I think the main thrust behind the Governor's move is to make sure that we don't spend that \$425,000 somewhere else ...

(it) was the intent of the legislature in establishing the Board of Regents to allow the board the use of its own discretion in administering money. I don't think the Governor's action is going

to make any real difference in how we conduct our business.

... the board will fulfill its necessary function of administering higher education in the state with the knowledge that the Governor's finance commission will review all expenditures except for salaries.

("Freeze play by governor rattles Morton," 1975, May, p. 1B).

Senate Bill 64 passed on November 5, 1975, in effect upon passage, provided the "specific direction" the Board of Regents had indicated that it needed. The bill added a new section thirteen-d to article twenty-six, chapter eighteen of the code of West Virginia providing for the establishment and operation of a state college of osteopathic medicine. The new section 13d stated in part, "... the board is authorized and is hereby directed to acquire all the real property and all facilities and equipment of the existing Greenbrier College of Osteopathic Medicine, located at Lewisburg, Greenbrier county, West Virginia." (Chapter 10, Acts of the Legislature of West Virginia Extraordinary Session 1975, p. 719). West Virginia now had three state-supported medical schools, either in operation or in some stage of development.

After being in operation for several months, a legislative subcommittee began to consider the possibility of consolidating the three medical schools. Senator Mario J. Palumbo, D-Kanawha, chairman of the subcommittee, appeared to be in favor of a consolidation. ("Consolidation of med schools recommended," 1978, December). Charleston philanthropist William J. Maier, Jr., proposed the

creation of a University of West Virginia Medical Center with campuses in Charleston, Huntington, and Morgantown. His proposal was based upon a nine-year research project funded by the Maier Foundation. (Wells, 1979, February). Neither of these proposals were ever adopted by the Legislature and the state continued to support three separate medical schools.

The expansion of the Board's voting membership with the addition of student and faculty representation.

The Advisory Council of Students adopted a resolution on October 28, 1974, calling for substantial revisions in the duties and the manner of selection of the student representative to the Board of Regents and appointed by the Governor. On December 4, 1974, the students' resolution was presented to the Board of Regents for its consideration and support. The Regents passed a motion not to endorse the proposal presented by the Advisory Council of Students. In rejecting the proposal, the Regents cited four reasons: (1) The process called for their interference in the Governor's business of appointing a student representative; (2) It could create an impractical situation where a full-time student would be called upon to do a full-time job; (3) It had the potential to create conflict or be at cross purposes with the Advisory Council of Students; and, (4) It suggested the Board become involved in, "a political action process which is contrary to the spirit of a board of regents operating on a plane of being above special interests representation." (Minutes, Board of Regents, December 4, 1974, p. 8). The

fourth reason given by the Board would become the foundation for future arguments against voting representation by "special interests."

During the 1975 Legislative Session, a bill was introduced which would give the student representative to the Board of Regents the right to vote. The Advisory Council of Students called upon the Board of Regents to support this legislation; however, the Board passed a motion to deny its support of the bill. (Minutes, Board of Regents, March 4, 1975). Articles in both Charleston newspapers reported on the Board's rejection. According to an Associated Press story in The Charleston Gazette ("Vote for student regent is rejected," 1975, March), Regent Amos Bolen asked the Board's student representative during the debate on the issue, "Would you support voting rights for other special interest groups like the AFL-CIO or the Taxpayers Association?" (p. 5B). The Charleston Daily Mail article noted Chancellor Morton's remark giving voting rights to a student, "Would be contrary to the philosophy of a lay governing board, which is what the Board of Regents is supposed to be." (Kelly, 1975, March, p. 1C).

In the fall of 1975, Senator Robert R. Nelson (D-Cabell), chairman of a legislative subcommittee on higher education, received statements from various statewide faculty groups and individuals regarding the manner in which the Board of Regents was running state colleges and universities. While there were some favorable comments, most persons appearing before the subcommittee made

negative assessments of the Board of Regents. The two overriding concerns expressed by those testifying were the absence of a voting member who was professionally trained in higher education and insufficient faculty input into decisions made by the Regents. (Little, 1975, December).

On March 13, 1976, the Legislature passed the bill which added student and faculty representatives, nonvoting, to the Board of Regents. (Chapter 133, Acts of the Legislature of West Virginia, 1976 Regular Session). Then, on March 14, 1977, House Bill 1156 was passed giving both the student and the faculty members voting rights on the Board. (Chapter 91, Acts of the Legislature of West Virginia, 1977 Regular Session). Both of these bills were discussed earlier in this chapter during review of the Board's membership. The first voting faculty and student members of the Board of Regents were introduced during the Board's initial meeting for Fiscal Year 1977-78. (Minutes, Board of Regents, July 19, 1977).

Educational Administrators

During this five-year period, there were significant changes in both the managerial and technical subsystems of the Board of Regents System. The managerial subsystem experienced changes in both personnel and structure. A new chancellor was hired and some new vice chancellor positions were created and filled. Changes in the technical subsystem were also substantial during the period. The Board's staff structure was refined and personnel changes were made

in several positions. Personnel changes and some policy and legislative changes at the institutional level continued to influence the functions and development of the managerial and technical subsystems.

Chancellor.

Dr. Ben L. Morton of Springfield, Illinois, became Chancellor of the West Virginia Board of Regents effective July 1, 1974. (Minutes, Board of Regents, July 2, 1974). He remained Chancellor throughout this five-year period.

Dr. Morton, age 46 at the time of his selection to become the Board's second Chancellor, came to West Virginia from Illinois where he had been executive officer of the Illinois Board of Governors of the State Colleges and Universities. The new Chancellor was not a stranger to the Charleston area, having been an instructor and public relations director at Morris Harvey College in the mid 1950s. Dr. Morton was a graduate of Ohio University and received his doctorate in higher education from the University of Michigan. Prior to his service in Illinois, he had held executive secretary and executive director in higher education positions in Missouri. In these jobs, he had worked with both public and private colleges and universities. (Earle, 1974, May).

Dr. Morton arrived at a time when higher education in West Virginia was moving in several different directions. The continued development of community colleges, expansion of graduate and medical education, consolidation, possible integration of private schools into the public sector, student and faculty unrest,

budget cuts by the Governor, and legislative intervention were among the most turbulent activities.

Dr. Morton was criticized several times during his tenure as Chancellor. The criticisms came from all sectors: the executive branch; the legislative branch; the institutional community; and the Regents themselves. After Regent Amos Bolen resigned because of his dissatisfaction with Dr. Morton, the other Board members came forward in support of the Chancellor. In an article in The Charleston Gazette titled, "Morton Doing Good Job, Regents Say," (Hallanan, 1974, June 28) several members of the Board gave a positive assessment of his performance. Dr. F.L. Blair, one of the original members of the Board, stated, "He (Morton) has probably not kept the board as well informed as he should have and we have sometimes have needed more information before a decision is made although the right decisions are ultimately made. I think this incident with Mr. Bolen may probably help the board into being a better one." (p. 4C). Regent Edward Greene, also an original member of the Board, noted, "It's his duty to formulate policy because he is the expert in the field. But he always presents both sides to an issue and I feel free to disagree." (p. 4C). In addition to these turbulent activities, this period in the Board's history was also marked with frequent turnover of personnel in several key institutional and board staff positions.

Institutional presidents and key administrators.

Changes in the chief executive officer positions occurred at both universities during this period. There were also frequent changes in leadership at the newer institutions, at the free-standing community colleges, and the institutions facing consolidation.

During November, 1974, Dr. Robert B. Hayes was named President of Marshall University. (Minutes, Board of Regents, November 4, 1974). Dr. Hayes was the third Marshall president to serve under the Board of Regents since its beginning on July 1, 1969.

Changes were also made at West Virginia University during this period. Dr. James G. Harlow, the University's president for ten years retired on June 30, 1977. He was replaced on July 1, 1977 by Dr. Gene A. Budig. (Minutes, Board of Regents, January 4, 1977). Dr. Harlow died less than one year after his retirement. (Connor, 1978, March).

The Board was very active during the 1974-1979 time period. In addition to new presidents at the universities, the Board installed new presidents at Southern West Virginia Community College (Minutes, Board of Regents, September 4, 1974), the newly acquired School of Osteopathic Medicine (Minutes, Board of Regents, December 2, 1975), Bluefield State College (Minutes, Board of Regents, January 6, 1976), Concord College (Minutes, Board of Regents, February 3, 1976), Glenville State College (Minutes, Board of Regents, December

7, 1976), and Parkersburg Community College. (Minutes, Board of Regents, August 8, 1978).

Two of these institutions changed presidents again before the end of this period. Bluefield State College changed leaders again on July 1, 1978 (Minutes, Board of Regents, June 13, 1978) and the West Virginia School of Osteopathic Medicine installed its second president on September 1, 1978. (Minutes, Board of Regents, May 23, 1978).

A listing of the institutional presidents and some of the key institutional administrators who served higher education in West Virginia under the Board of Regents is at Appendix D. The president's terms of office are also shown in Appendix D.

Key Board staff and advisory boards.

Shortly after his assumption of duties, Chancellor Morton revised the staff organization chart and changed the titles of some of the key staff positions. (Minutes, Board of Regents, August 13, 1974). The most notable change was the addition of a vice chancellor title. The Vice Chancellor and Director of Academic Affairs became the most senior staff position. Dr. John C. Wright, formerly Dean of the Colleges of Arts and Sciences at West Virginia University and Board of Regents Director of Academic Affairs since September 1, 1974, was appointed to the newly created Vice Chancellor position during December, 1974. (Minutes, Board of Regents, December 4, 1974). During this same meeting, Dr. M.

Douglas Call was appointed Director of Planning and Management Information Systems.

The controversy surrounding the formation or adoption of two new medical schools during 1974 and 1975 led to the creation of a position by the Legislature to oversee the development of medical education programs under the Board of Regents. The first Vice Chancellor for Health Education was Dr. Robert W. Coon who came to the Regents staff position from the University of Maine where he was assistant chancellor for health education. ("M.U. appoints Coon ...," 1975, December. During July of 1976, Dr. Coon became dean of the new Marshall University School of Medicine. He was instrumental in the early development and accreditation of the Marshall Medical School. (Michael, 1976, July).

The standing advisory committee system adopted during 1971 by then Chancellor Woodard remained relatively unchanged during the 1974-1979 period. The most notable changes were the integration of the Chairmen of the Advisory Council of Students and the Advisory Council of Faculty into the Board of Regents as non-voting and then the next year as voting members.

Since its creation, the Board's staff had occupied temporary and permanent quarters at different locations in the Charleston area. On February 1, 1977, the Board's central office operations moved to offices at 950 Kanawha Boulevard, East, Charleston. (Minutes, Board of Regents, January 4, 1977). The central

office remained at that location until the Board was dissolved on June 30, 1989.

Executive Branch Influence

As was the case during the first five-year period, the influence exerted on the Board of Regents by the executive branch came primarily from the Governor's office. Governor Moore was involved in most political issues in order to sustain his political base in a state government that was primarily Democratic. As a Republican, Mr. Moore could not go against deep-seated political movements to support or bolster projects viewed as necessary for the economic well-being of local communities.

Some important examples were the Governor's strong support for the integration of the College of Osteopathic Medicine and Morris Harvey College into West Virginia's higher education system. He also was a strong supporter of the development of a medical school at Marshall in conjunction with the Veterans Administration.

Mr. Moore's adamant support for Marshall's School of Medicine and the Osteopathic School in Lewisburg appeared to be instrumental in the formation of them. The Board of Regents initially rejected support for either new medical school, favoring instead a strengthening and diversification of the medical school at West Virginia University. In both medical school examples, the pressure from the legislature and the governor's office was too much for the Board to withstand. The Morris Harvey College issue died because the legislature did not exert the

same level of pressure and, in fact, allowed a bill to die in committee that would have allowed Morris Harvey's integration into the public college system.

Governor.

Governor Moore was frequently at odds with the Board of Regents. His power over the Board often took on an economic posture. Actions in favor were funded; those not in favor often met the budget axe. Examples were the addition of funds in the Board's budget, sometimes without the Regents' knowledge or consent, for expensive ventures. A School of Osteopathic Medicine in Lewisburg and a medical school at Marshall University were supported financially while funds in other areas were being cut. The Chancellor wanted additional funding to support the development of community and technical education program offerings, but these were not as visible throughout the state as was the delivery of medical services.

Chancellor Morton and Governor Moore were often at odds. The comments contained in the Governor's press release at the time the Board of Regents rejected the integration of the West Virginia School of Osteopathic Medicine into the public system provides insight into Governor Moore's assessment of higher education's leadership. In a nutshell, the governor didn't seem to be favorably impressed by or supportive of the Chancellor's managerial skills.

Governor Moore finished his second four-year term in January, 1977,

when he was replaced by Democrat John D. Rockefeller, IV. Governor Moore, who appointed the initial Board of Regents, had been with the regents through most of the first ten years.

Governor Rockefeller was elected while serving as President of West Virginia Wesleyan College in Buckhannon. Prior to his employment at Wesleyan, Mr. Rockefeller had served in an elected position as Secretary of State. Contrary to the views expressed by Governor Moore, the newly elected Governor Rockefeller was an advocate of the Board of Regents. He did express satisfaction with the Board's performance and disagreed with threats being made by some legislators to eliminate the Board. During an interview with a Charleston Gazette reporter after the election but before the inauguration, Mr. Rockefeller expressed his support and acknowledged the potential for problems when he stated:

Its like new industry and the environment. While you're doing something good, you have to make sure you're also humane and take individual community and institutional problems into account. That becomes harder when you're trying to rationalize 11 public institutions of higher education. ("Rockefeller advocate of regents," 1976, December, p. 1C).

A more detailed biographical description of Governor Rockefeller is at Appendix E. Appendix E also contains information relative to key administrators in the executive branch.

Key administrative personnel.

Staff directors appointed by Governor Moore did not appear to play an active role in the issues. As the key issues were examined, executive branch administrators were not mentioned in the documents examined, the newspaper accounts, or the official records of the Board of Regents. This may have been a result of the style of leadership exercised by Mr. Moore wherein he was at the forefront of the important issues. However, the auditor, treasurer, attorney general, and secretary of state were involved in some of the issues. These elected officials were usually members of the dominant Democratic party and were potential sources of political party competition.

As the administration under Governor Rockefeller develops, more involvement in the relative issues by key members of his cabinet may materialize.

Legislative Branch Influence

The Board of Regents' initial refusal to accept and incorporate the Greenbrier School of Osteopathic Medicine into the higher education system brought the second round of legislative threats to abolish the Board. The first threats were made during the legislature's involvement in the Bluefield State - Concord merger plans. State Senator Ralph Williams, D-Greenbrier, led the charge on the Osteopathic School issue. In an article in the Charleston Daily Mail, Mr. Williams promised to devote himself to the abolishment of the Board of Regents if the Regents didn't quit stalling and absorb the Greenbrier Osteopathic

School. Senator Williams reportedly said, "We created the Board, and we can uncreate it. I think the intent of the Legislature and Governor Moore was clear. The Board had better face up to its responsibility." (Kelly, 1975, April, p. 1C).

Senator Robert Nelson, D-Cabell, Chairman of the Senate Education Committee since 1973, seemed to be constantly at odds with the Board of Regents and particularly with Chancellor Morton. Mr. Nelson's home county was also the location of Marshall University, his alma mater. In 1970, as a member of the West Virginia House of Delegates, Mr. Nelson had introduced the idea of a medical school in Huntington at Marshall University. He was also keenly interested in actions or activities of the Board that involved Marshall University or its staff and faculty.

During the 1977 Legislative Session, Mr. Nelson planned to introduce legislation which would require the Board of Regents to consult with institutional presidents any time major decisions affecting the president's school were being made or discussed. In an article in The Charleston Gazette, Mr. Nelson expressed his displeasure with the Regents because he felt Marshall's president, Dr. Robert B. Hayes, had been ignored during discussions about a new sports facility being proposed at the University. Mr. Nelson was quoted as saying, "It's obvious the presidents have been told officially or unofficially not to be present nor to attend board meetings unless expressly authorized by the chancellor or the board itself." (Welling, 1976, November, p. 1B).

Chancellor Morton denied the allegations that presidents were being excluded. In a Charleston Gazette article the next day, Dr. Morton was quoted as saying:

It's never been an issue until this question came up about the arena.

The presidents could attend all meetings, but I frankly think it would be a terrible waste of time and money. Just as a matter of practicality, I probably wouldn't say a word about their showing up.

But in routine matters on which we've agreed in advance, I frankly would wonder if they trusted me anymore. (Michael, 1976,

November, p. 9A).

In addition to concern about including institutional presidents in the decision-making process, some legislators were concerned that the Board of Regents was not giving sufficient consideration to the impact on private institutions when decisions about the expansion of public higher education were being made. A bill to address this issue was being considered by the Legislature. Both Senator Nelson, Chairman of the Senate Education Committee, and Delegate Joseph Albright, D-Wood, Chairman of the House Education Committee, had expressed concern with this issue and appeared to support passage of the legislation. Senator Nelson, in a Charleston Gazette article was quoted as saying, "We (legislators) have tried to get the board and chancellor to interact with private colleges. We need a dual system of education." (Seiler, 1977, February, p. 12B).

Although bills requiring the Regents to consult with institutional presidents, public or private, were not passed during the 1977 Legislative Session, a bill was passed that required the Board of Regents "to deliver to a legislative rule-making review committee a copy of any proposed rule to be promulgated, adopted, amended or repealed." 'Rule' as used herein, means a regulation, standard, statement of policy, or interpretation of general application and future effect." (Chapter 86, Acts of the Legislature of West Virginia, 1977 Session, p. 226).

Shortly after passage of House Bill 1393, Senator Nelson and some other representatives from a reinstated Subcommittee on Higher Education (a subcommittee recreated by House Concurrent Resolution No. 3, first extraordinary session 1977) attended a Board of Regents meeting and invited the Board to a Subcommittee meeting the next day. (Minutes, Board of Regents, July 19, 1977). The meeting the next day appeared to be laced with tension between Senator Nelson and Chancellor Morton. According to a Charleston Gazette article, the meeting was poorly attended by the parties involved. Only three of ten legislators and eight of twelve Regents members attended the meeting. (Welling, 1977, July). According to the Gazette article, Senator Nelson and Chancellor Morton dominated the discussion. After the meeting, Dr. Morton said the primary value of the meeting was to give board members "some idea of what Senator Nelson worries about...the meeting seemed to be an attack on the role of my office." (Welling, 1977, July, p. 12A).

Although he was a proponent of the single governing board concept, Senator Nelson disagreed with actions taken by the Board of Regents on several occasions. In 1978, he and Delegate Albright (D-Wood), co-chairmen of the Subcommittee on Higher Education, proposed a study to review the internal operations of the Regents. Delegate Albright, in discussing the proposed study with the news media, stated, "It must be highly professional and well-guided...There's nothing in the record to indicate the Board of Regents ought to be abolished...I'm thinking more of the fact that we're ready for a second-generation Board of Regents." ("Internal view of regents eyed," 1978, April, p. 3A).

The next year, the Joint Committee on Higher Education "recommended a comprehensive consultant's study to examine the overall role of the Regents." (Greenfield, 1979, February, p. 1B). The Legislature passed a bill during the 1978 Legislative Session to put the Board of Regents under the jurisdiction of the Legislative Rule Making Committee, but it was vetoed by Governor Rockefeller. A similar bill was passed by the Senate during the 1979 Session as part of an "effort to increase legislative control of the board." In speaking out against the proposal, Chancellor Morton noted:

The (rule review) bill in effect makes the activity of the board a political process, and that's what we are supposed to guard against. We are supposed to be a buffer between public opinion and political

reaction. This bill erases that. Higher education is a tender process that needs protection from immediate political motivations.

(Greenfield, 1979, February, p. 1B).

In response, Senator Nelson stated, "There is little two-way communications between lawmakers and the board, to the point where higher education in this state seems to be operating in a vacuum. This bill tries to make them (Regents) more accountable." (Greenfield, 1979, February, p. 1B).

As shown in the discussion of the key issues and in this section, the Legislative Branch was a force in the Board's dealing with the issues in higher education. Politicians are usually most vocal when the issue being considered is one that has an impact on their constituents. It is only natural; for the supposed purpose is to represent the best interests of those being represented. Appendix F contains the names of legislators occupying key positions during the Board of Regents' tenure.

Summary of the Second Five Years, July 1974 - June 1979

The key issues identified were in four general areas: (1) The continued development of community colleges; (2) The consolidation of Bluefield State College and Concord College; (3) The expansion of graduate and medical education; and, (4) The size and composition of the Board of Regents. The Board's efforts to deal with these issues were dynamic and were typical of a living social system. The Board of Regents did adjust to the factors and forces

impacting on the issues in order to achieve a state of equilibrium and preserve its existence as an organization. The issues which comprised the input in each of the four periods were the result of the output from the previous period; changing political, economic, demographic, and social conditions in the state; as well as the Board and institutional development. (See Figure 2). Among the actions taken by the Board of Regents, several can be specifically identified with the key concepts of social system theory.

The Board of Regents staff organization became more differentiated as internal activities and responsibilities were further defined and a higher level of organization developed. The creation of vice chancellor positions and the separation of some functions from others were examples.

The Board of Regents meetings had been open to the public since 1970. Some internal policy changes, such as permitting attendees at Board meetings to use cameras and recording devices further enhanced the public's access to the Board. (Minutes, Board of Regents, October 4, 1977). These actions probably improved the System's ability to exchange information, energy or material with its environment, thus prolonging the life of the Regents System.

The external and internal factors and forces were identified by researching available documents, reports and news articles. The identification process was further refined by personal interviews with three persons who had an opportunity to interact with the issues as participants from different perspectives.

WEST VIRGINIA AND STATE GOVERNMENT AS
THE ENVIRONMENT

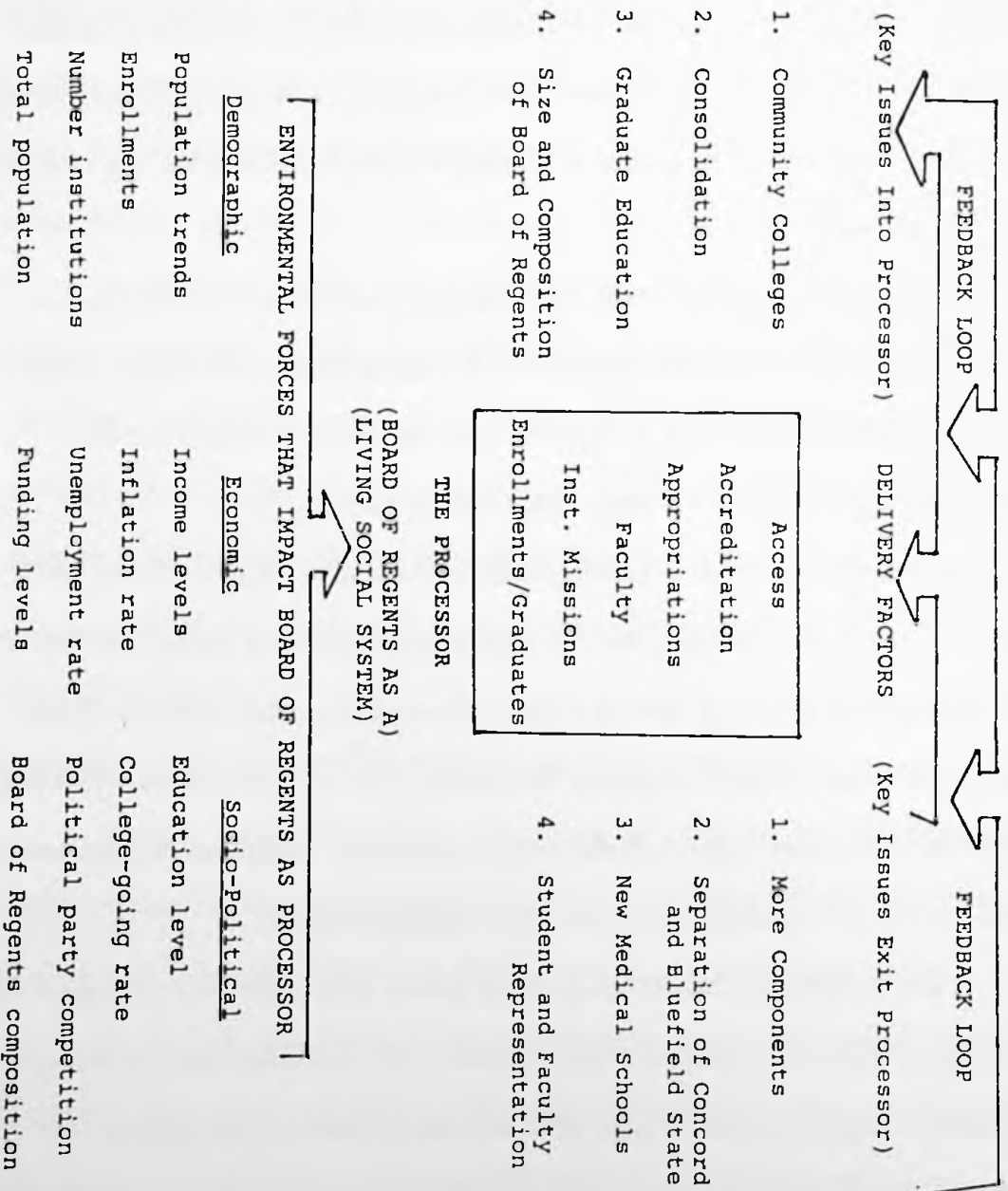


Figure 2
Key Issues Involving the Board of Regents System, 1974 - 1979

For the 1974-1979 period, the persons interviewed were: (1) Dr. M. Douglas Call, an Acting Chancellor and key member of the Board of Regents staff, giving insight from the Board of Regents living social system perspective; (2) Dr. Robert B. Hayes, president of Marshall University from 1974 to 1983, giving insight from the institutional perspective; and, (3) Justice William T. Brotherton, Jr., President of the West Virginia Senate from 1973 to 1981, giving insight from the governmental perspective.

The external factors and forces.

The external (environmental) factors and forces having an impact were identified as the key issues were developed and discussed. Those were categorized as either demographic, economic, or socio-political.

Increases in total student enrollment and numbers of graduates, together with an expansion of the types of higher education facilities and programs continued as the significant demographic factors affecting the Board of Regents system. Because higher education's share of the state appropriations were declining, even though the gross appropriations were higher, the growth in enrollment resulted in less money per capita for operating expenses at the institutions. (Hayes, 1991). Medical education was expanding in the southern part of the state because the state's major population centers, Charleston and Huntington, were there. (Hayes, 1991). The population of West Virginia, both in total population and in college-age population, supported this growth in higher

education from 1970 to 1980. During that period, the total state population increased about 12 percent and the college-age population increased about 24 percent. (1980 Census of Population).

Although no more free-standing community colleges were established and hope for a community college system was lost, the Board of Regents continued to promote and encourage the establishment of discrete community college components at many of the four-year institutions. West Virginia was late in realizing a need for community colleges; the state had many institutions, but they were not equipped to serve the needs of the communities. (Hayes, 1991). Also, stronger public school postsecondary programs, especially in Kanawha and Cabell Counties, hindered the development and support in those areas.

The economic factors having an impact on the Board of Regents system continued to revolve around the appropriation of general revenue funds to higher education by the West Virginia Legislature. Funding levels requested by the Board of Regents were often not met. There was a constant fight between higher education and public education for funds. (Brotherton, 1991). Higher education did not have the advocacy that public schools had. (Hayes, 1991). It was believed that some of the financial drain on the funds available resulted from increasing enrollments. (Brotherton, 1991; Hayes, 1991). Also, in the Legislature, there was a feeling that mediocrity prevailed in higher education because the state was trying to support too many institutions. (Brotherton, 1991).

Occasionally, programs were funded without the Board of Regents' knowledge or concurrence such as the addition of the School of Osteopathic Medicine. The resource drain was compounded by the fact that the Board was directed to take the medical school's faculty at then existing salary levels which were significantly higher than those at the public medical schools. (Call, 1991). Also, the declines in revenue appropriations per student came during a period of relatively high inflation in the United States economy. For many years, tuition increases in higher education lagged behind the rate of inflation and when combined with insufficient appropriation levels hindered an institution's ability to keep pace. These economic realities eventually led to a period of record increases in tuition and fees. During the 1974-1979 period, annual tuition and fees for full-time students at West Virginia University increased from \$372 in 1975 to \$459 in 1979 for residents of West Virginia. (Facts and Budget Request, 1986).

The inadequate funding levels contributed significantly to the failure to develop a free-standing community college system. As a result, emphasis was placed on the development of community college components on the campus of most four-year institutions. (Call, 1991). Even so, most of the resources needed to establish and operate a community college system had to come from within the institution; new funding was extremely scarce. (Hayes, 1991).

The socio-political factors identified during the 1974-1979 period were numerous. Political party competition between a Republican governor and a

Democratic legislature existed for about one-half of the period. This changed when a new governor took office in 1977. The elective offices in the Executive Branch (attorney general, auditor, secretary of state, and treasurer) were held by Democrats which contributed to the degree of political party competition. The composition of the Board of Regents changed significantly during this period as new Regents were appointed to replace long-standing members who could not be reappointed. New voting positions were added to the Board's membership from the faculty and student sectors. In addition to a new Chancellor, there were also substantial changes in the staff structure to include the addition of three vice-chancellor positions.

Legislative oversight became an issue and an inactive Subcommittee on Higher Education was re-instituted in 1977. "Rules" were subject to legislative review. Friction appeared to develop between Chancellor Morton and Governor Moore and between Chancellor Morton and State Senator Nelson, Chairman of the Senate Education Committee. A lack of harmony between the Board and other legislators was often identified as the Board of Regents system coped with the issues.

The development of the community colleges was believed to be supported and desired by the citizens of the state so they could either walk or easily drive to a facility; However, community colleges didn't develop in some areas as much as in other areas because some institutional officials didn't believe in community

colleges and refused to support the effort. (Hayes, 1991). The community college effort was never a high priority with the Legislature, mainly because the quality of the education was in question. (Brotherton, 1991). Besides, many legislators believed that the state had enough colleges even with the relatively poor highway network. (Brotherton, 1991). The integration of Morris Harvey College into the public sector, probably as a community college for the greater Kanawha Valley area, failed for several reasons. Enrollment at two existing state-supported institutions on either end of the Kanawha Valley, West Virginia State College and West Virginia Institute of Technology, would be affected. (Brotherton, 1991). Also, a very strong former president of Morris Harvey as well as many prominent alumni lobbied very hard against it. (Brotherton, 1991). The attempted integration was a secret deal between Governor Moore and the Morris Harvey College President and Board of Governors. They failed to get the Legislature and the institution's old guard (alumni, retired faculty, etc.) on board before announcing the plan to make Morris Harvey a public college. (Call, 1991).

The consolidation effort at Concord and Bluefield State Colleges finally succumbed to political pressure. Consolidation efforts usually end up being political as faculty, alumni, students, citizens in the local area, and so forth exert political pressure. Boards usually respond to those pressures. (Call, 1991). The fact that Bluefield State College was a historically black institution and may have feared not only the loss of its identity, but also the potential for becoming a

community college under Concord College, were factors. (Brotherton, 1991; Hayes, 1991). It was believed that the failure "chilled" the Board of Regents and became an obstacle for future consolidation efforts. (Brotherton, 1991).

The increase from one to three state-supported medical schools in West Virginia generated much political activity. The addition of the Marshall Medical School was believed by Governor Moore to be needed for improving the delivery of health care in rural areas of the state; that the Governor was not just "playing politics." (Hayes, 1991). Even though West Virginia University and a Kanawha Valley group constantly opposed the development of a medical school at Marshall, and Regent John Amos reportedly resigned in opposition to it (Hayes, 1991), there was a feeling in the Legislature that the medical school at West Virginia University was not positioned at the proper location. (Brotherton, 1991). Many legislators believed that Governor Moore saw the Marshall Medical School as an opportunity to get the Cabell County vote; and, the Greenbrier School of Osteopathic Medicine was a trade-off between legislators in the vicinity of both schools to support each other. (Brotherton, 1991). Both the Governor and the Legislature put the heat on the Board of Regents to accept the School of Osteopathic Medicine. The Board twice refused to accept the Osteopathic School but finally had to give in. (Call, 1991).

The addition of faculty and student representatives to the Board of Regents, first as non-voting and then as voting members, was in response to what was

happening in other areas of the country. (Hayes, 1991). Faculty and student representatives were constantly talking to legislators about being given more opportunity for input into higher education decisions. (Brotherton, 1991). According to Brotherton (1991), faculty and students may be better board members than appointed ones because they may have more knowledge about the decisions being made and with input from all areas better decisions may result. Some believed that as non-voting members, the faculty and student representatives may have had more meaningful input. The Board of Regents looked to them as advisors, but once they became voting members the student and faculty representatives were perceived as just another board member and often a member that was at odds with the appointed members. (Call, 1991).

Once again, turnover continued to be frequent in many institutional leadership positions. Changes in presidents at both universities and at several colleges occurred during the period.

The internal factors and forces.

Although Chancellor Prince Woodard was believed to have been the driving force behind the community college development and the consolidation issues (Campbell, 1991; Machesney, 1991; McManus, 1991), there was not enough strength at the Board of Regents to hold the consolidation decision. (Hayes, 1991). According to Hayes (1991), "Another style of leadership may have been able to bring it about." Hayes (1991) believed that the process for

selection of a Chancellor was weak and that the selection of the Board's second chancellor was the first one truly qualified for the position. "The first chancellor had little feel for the campuses, and he didn't understand or know how to work with the campuses." (Hayes, 1991). Internally, however, there were some who believed the first two chancellors were very strong and may have been the strongest in the Board's history. (Call, 1991).

Allowing itself to be badgered by the Governor and the Legislature and confusion as to its own internal mission were seen as significant shortcomings of the Board. (Hayes, 1991). The influence exerted by the Governor on the internal actions of the Board of Regents was viewed as a weakness and resulted in the Board floundering around a lot. (Brotherton, 1991; Hayes, 1991).

Appointments to the Board became more political near the end of the 1974-79 period. (Call, 1991; Hayes, 1991). The political party competition between a Republican governor and a Democratic legislature had changed with the election of Democrat Jay Rockefeller. However, many of his appointments to the Board were persons very close to him and thus may have made the Board more political after 1978. (Call, 1991). This situation may have contributed to some internal conflict between the Board and the Chancellor. (Hayes, 1991).

This conflict would soon bring about the end of the second chancellor's tour of service with the Board of Regents. The third chancellor, Dr. Robert R. Ramsey, would occupy the helm near the beginning of the next five-year period.

Chapter IV

The Third Five Years, July 1979 - June 1984The Delivery of Educational Programs

In the fall of 1979, after over three years of work and deliberations, the Board of Regents adopted a new plan for higher education through 1985. This new plan replaced the 1972 Plan For Progress. The document, Profile of Progress: Higher Education in West Virginia, became the roadmap of the future for higher education in the State. (Minutes, Board of Regents, September 11, 1979).

The new "Profile of Progress" contained a summary statement that gave the Board's overview of progress to date and prospects for the future. The "Progress and Prospects - A Summary Statement" noted in part:

West Virginia higher education has changed dramatically since the early 1970's. In fact, the basic objectives of the 1972 document have been exceeded, met or are well on their way ... Educational opportunities have been expanded geographically through carefully developed programs of taking education to people from the established campuses and through new and innovative means ... accreditations are fully secured ... great progress has been achieved in welding together a true system of higher education rather than a

conglomerate of institutions competing for individual advantage ... made with relatively declining resources ... The past ten years have been a decade of substantial growth and change ... The agenda for the future is believed to be one where the emphasis will be on cooperation, "fine tuning" and improvement rather than large scale and continuous expansion. (p. iii).

As noted in the previous chapter, six factors are being used as vehicles to indicate the degree to which higher education programs were delivered to residents of West Virginia under the direction of the Board of Regents. The following discussion provides a summary of these factors at the beginning of this period. The factors are listed in Table 3 (see page 26).

Access to delivery sites and modes.

At the beginning of this period, the public colleges and universities were located as shown on Map 3. During the 1979-84 time frame, the Board of Regents continued to promote and refine its activities to broaden the scope of accessibility to higher education programs by residents of the State. The actions expanding or enhancing access were:

-Authorizing West Virginia University and Marshall University to conduct the third- and fourth-year of Bachelor of Science in Nursing programs at Shepherd College, Parkersburg Community College, and in Beckley. (Minutes, Board of Regents, February 5, 1980). Also, West Virginia University was subsequently

Map 3

Location of Public Higher Education Institutions - 1979**Universities:**

- 1 Marshall
- 2 West Virginia
- a Potomac State College

Graduate College:

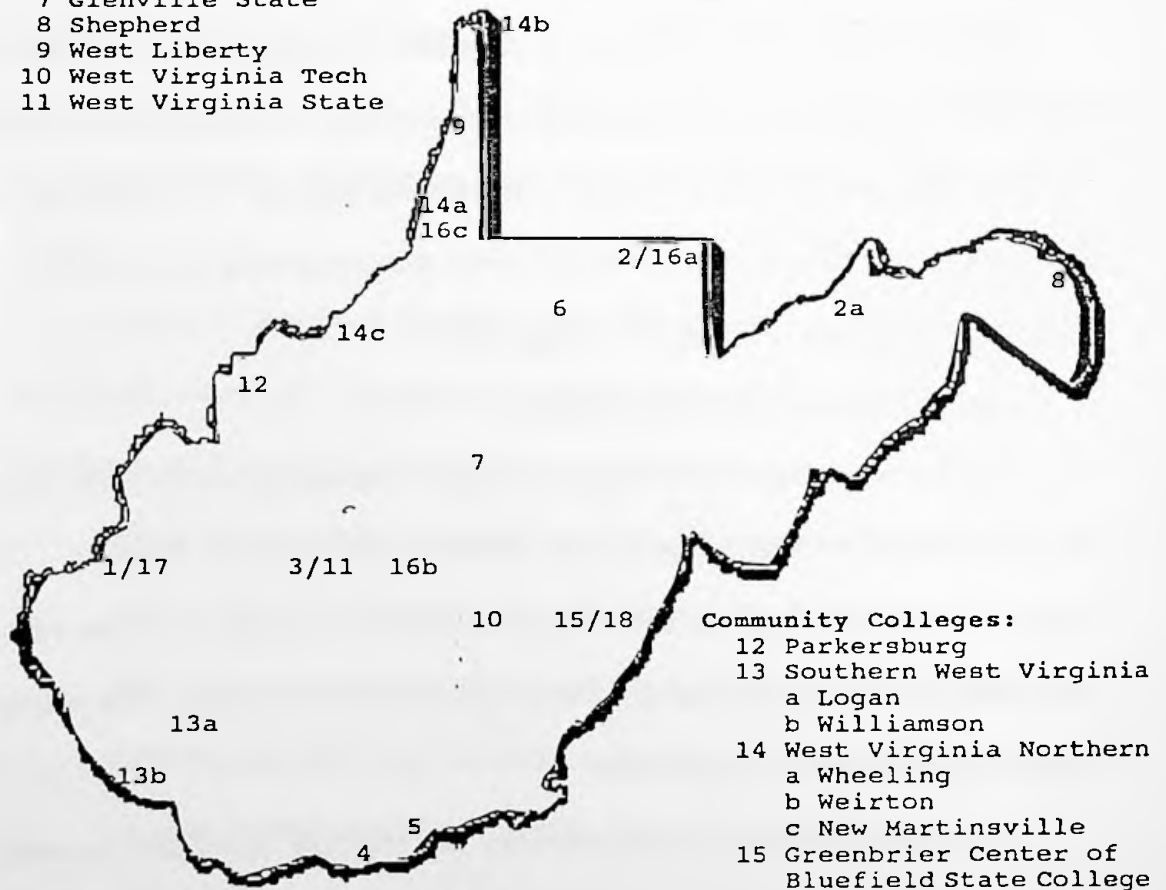
- 3 WV College Graduate Studies

Four-Year Colleges:

- 4 Bluefield State
- 5 Concord
- 6 Fairmont State
- 7 Glenville State
- 8 Shepherd
- 9 West Liberty
- 10 West Virginia Tech
- 11 West Virginia State

Medical Schools:

- 16 West Virginia U.
- a Morgantown
- b Charleston
- c Wheeling
- 17 Marshall University
- 18 WV School of Osteopathic Medicine

**Community Colleges:**

- 12 Parkersburg
- 13 Southern West Virginia
- a Logan
- b Williamson
- 14 West Virginia Northern
- a Wheeling
- b Weirton
- c New Martinsville
- 15 Greenbrier Center of Bluefield State College

Source: West Virginia Board of Regents

authorized to conduct its third and fourth years in Charleston. (Minutes, Board of Regents, June 10, 1980).

-Approval of a cooperative doctoral program in Education Administration in Charleston and Huntington by West Virginia University, Marshall University and the West Virginia College of Graduate Studies. (Minutes, Board of Regents, March 4, 1980).

-The Board's Academic Affairs Committee directed the Chancellor and his staff to work with the President of Shepherd College to implement a more complete and comprehensive community college component to serve the needs in the Eastern Panhandle. (Minutes, Board of Regents, January 6, 1981).

-The West Virginia College of Graduate Studies was authorized to contract with The Ohio State University for the training of West Virginia teachers of the visually impaired. (Minutes, Board of Regents, April 6, 1982).

-Approval was given for a reciprocity agreement between Southern West Virginia Community College and Ashland (KY) Community College. (Minutes, Board of Regents, April 6, 1982).

-Approval was given for an interstate agreement between Maryland and West Virginia which would improve access to two-year and four-year degree programs for residents of both states. (Minutes, Board of Regents, June 8, 1982).

-Marshall University was authorized to offer an Associate in Applied Science degree in Electronics Technology in cooperation with the Cabell County

Vocational-Technical Center. (Minutes, Board of Regents, June 12, 1984). This was representative of several similar cooperative arrangements between the higher education institutions and area vocational-technical centers.

Accreditation.

As one of its major and most profound accomplishments, the Board of Regents listed "improved academic quality standings as demonstrated by a viable system for accreditation of the institutions and programs." (Profile of Progress: Higher Education in West Virginia, 1979, p. 1). The Board consistently affirmed its statutory responsibility to the citizens of West Virginia to maintain acceptable standards of educational quality at all colleges, universities and other higher education facilities in the State. This awareness was evident in both the 1972 Plan For Progress and the 1979 Profile of Progress.

Inadequate or underfunded library facilities at many public institutions was a major obstacle for the Board when it was created in 1969. The library deficiencies were partly responsible for the North Central probationary status faced by several West Virginia colleges in the early 1970s. The Board's support for Senate Bill No. 579, passed on April 9, 1981, addressed the need for a dedicated source of funding for library facilities and supplies. Among other things, Senate Bill No. 579 adopted in statute the Higher Education Resource Fee and mandated that:

Eighty percent of the total fees collected at each institution pursuant to this section shall be deposited in a special fund in the state treasury for the institution at which the fees are collected and may be used by the institution for libraries and library supplies, including books, periodicals, subscriptions and audiovisual materials, instructional equipment and materials; and for the improvement in quality and scope of student services. (Digest of Enrolled Senate Bill No. 579, 1981, p. 4).

The Advisory Council of Students had adopted a position statement supporting the legislation and the Board adopted the student's position as a statement in principle. (Minutes, Board of Regents, December 5, 1980). After the Higher Education Resource Fee legislation had passed, the Board issued a letter of instructions to the colleges and universities relative to the expenditures authorized. The stated purpose of the letter was "to insure the intent of this legislation is observed." (Minutes, Board of Regents, September 10, 1982).

Revenue appropriations.

The state tax funds appropriated by the Legislature to support higher education for fiscal year 1979-80 were as shown in Table 17. For comparison purposes, the appropriations for fiscal year 1974-75 are also shown in Table 17. The annual state tax-fund appropriation for higher education had increased more

Table 17

State Tax-Fund Appropriations for Operating Expenses of Higher Education in
West Virginia: 1974-75 and 1979-80

<u>Institution</u>	<u>Allocations (1) in Thousands</u>	
	<u>FY 1974-75</u>	<u>FY 1979-80</u>
West Virginia University (2)	\$42,436	\$77,163
Marshall University (2)	11,627	19,049
WV College of Graduate Studies	2,160	3,520
WV School Osteopathic Medicine	-----	3,540
Bluefield State College	1,776	3,034
Concord College	2,853	3,956
Fairmont State College	4,585	6,491
Glenville State College	2,295	3,222
Shepherd College	2,749	4,060
West Liberty State College	3,797	5,194
West Virginia Institute of Tech.	3,716	5,764
West Virginia State College	4,131	5,685
Parkersburg Community College	1,386	3,072
Southern WV Community College	932	2,330
WV Northern Community College	920	2,390
Potomac State College of WVU	1,307	(4)
Gross Total Institutions	\$86,669	\$144,950
Less Fees to General Fund (3)	<u>(2,000)</u>	<u>(6,203)</u>
Net Total Institutions	\$84,670	\$138,747
State Board of Regents	512	699
Research, contracts, etc.	<u>3,851</u>	<u>3,453</u>
Total Appropriation	\$89,033	\$146,419*

* Does not include value of fringe benefits (\$11,700 est.)

- (1) Institutional funds allocated in FY74-75 and in FY79-80 from gross appropriation.
 (2) Includes WVU Medical Center or Marshall Medical School.
 (3) Tuition fees at WVU and Marshall are retained. State colleges return them to the State General Fund. Thus subtract them to arrive at net tax-fund appropriation.
 (4) Included in West Virginia University allocation.

Sources: Letter, WV Board of Regents, August 13, 1974, and
 Annual Report of Financial Data, 1979-80.

than 64 percent (from about \$89.0 million in 1974 to about \$146.4 million in 1979).

The appropriation continued to imply a positive trend for higher education. However, higher education's share of the total appropriations again failed to equal the percentage increase in the total appropriation. During fiscal year 1974-75, the total amount appropriated from the general revenue fund by the Legislature to all state agencies was about 602.8 million. (Legislative Auditor's Office, Digest of Enrolled Budget Bill, 1974 Regular Session, Legislature of West Virginia). Of that total, about 14.8 percent (\$89.0 million) went to higher education. During fiscal year 1979-84, the total amount appropriated from the general revenue fund by the Legislature to all state agencies was about \$1,028.7 million. (Legislative Auditor's Office, Digest of Enrolled Budget Bill, 1979 Regular Session, Legislature of West Virginia). Of that total, about 14.2 percent (\$146.4 million) went to higher education. Thus, higher education's share of the general revenue funds available in West Virginia declined from 14.8 to 14.2 percent. The shrinkage was less than the one observed during the previous period, but it was another decline nonetheless.

Part-time and full-time faculty.

A comparison of full-time and part-time faculty at each institution in the fall of 1979 is shown in Table 18. The total number of faculty, system-wide, had increased by about 600 since the fall of 1974 (see Table 14, page 130). The

Table 18

Full-Time and Part-Time Faculty at West Virginia Public Institutions of Higher Education, Fall 1979

<u>Institution</u>	<u>Full-Time</u> <u>Num. (%)</u>	<u>Part-Time</u> <u>Num. (%)</u>	<u>Total</u> <u>Number</u>
Marshall University	361 (70.2)	153 (29.8)	514
West Virginia University	953 (84.9)	170 (15.1)	1123
College of Grad. Studies	55 (36.2)	97 (63.8)	152
Bluefield State Coll.	82 (45.1)	100 (54.9)	182
Concord College	86 (76.1)	27 (23.9)	113
Fairmont State Coll.	180 (62.5)	108 (37.5)	288
Glenville State Coll.	82 (75.2)	27 (24.8)	109
Shepherd College	103 (71.5)	41 (28.5)	144
West Liberty State Coll.	136 (86.1)	22 (13.9)	158
West Virginia Inst Tech.	146 (76.8)	44 (23.2)	190
West Virginia State Coll.	136 (64.2)	76 (35.8)	212
Parkersburg Community Coll	84 (48.8)	88 (51.2)	172
Southern WV Community Coll	59 (41.8)	82 (58.2)	141
WV Northern Community Coll	66 (26.9)	179 (73.1)	245
Potomac State Coll of WVU	<u>44 (62.9)</u>	<u>26 (37.1)</u>	<u>70</u>
 SYSTEM TOTALS	 2573 (67.5)	 1240 (32.5)	 3813

Source: West Virginia Board of Regents, January 1980

increase was about evenly divided between full-time and part-time faculty. Many of the increases occurred at institutions where new community college components were being implemented and developed. Most increases at these schools were in part-time faculty, a usual expectation at community colleges. A major realignment in the ratio of full-time to part-time faculty at West Virginia University accounted for most of the gain in full-time faculty. The fall 1979 system-wide ratio was about 68 percent full-time and 32 percent part-time faculty, which was very close to the 1974 ratio.

Institutional missions.

A major portion of the 1979 Profile of Progress: Higher Education in West Virginia addressed the missions and plans of the public colleges and universities. To promote and demonstrate its support for a dual system of higher education, the Board invited the private institutions to submit their missions and plans for inclusion in the document.

In its overview of the missions and plans for the public institutions, the Board observed, "The dominant themes in all of these institutional mission statements are cooperation and coordination rather than expansion." (p. 21). As examples of the need for cooperation and coordination, the Board noted that the next five years would likely include enrollment stability, rather than growth, and a period of declining or limited resources.

West Virginia University, Marshall University, and the College of Graduate Studies developed cooperative programs between themselves and with other public and private colleges at locations around the State. Also, a new Board of Regents Policy Bulletin Number 17 regarding the system-wide transfer of credit between institutions was passed. This new policy was intended to assist in the transfer of students between institutions and promote the development of articulation agreements and two plus two programs. (1979, Profile of Progress).

Individual institutions continued the basic mission(s) already defined. However, most institutions were assigned some area(s) of emphasis to promote the coordination/cooperation theme. For example, the 1979 Profile of Progress: Higher Education in West Virginia stipulated for each institution some mutually agreed upon areas of emphasis:

-Marshall University continues as a regional university. "Among the greatest challenges ... 1979-84 will be the adaptation of its existing offerings for greater numbers of nontraditional adult students." (p. 23). Expansion of the Community College offerings. Cooperate with West Virginia University and West Virginia College of Graduate Studies in doctoral and masters degree offerings where needed and justified.

-West Virginia University continues as the State's comprehensive, doctoral, land-grant, research university. Continue off-campus programs in consonance

with the Board's 1974 off-campus Graduate Study Plan. Potomac State College continues as a branch of West Virginia University.

-West Virginia College of Graduate Studies will continue to make available graduate education programs to residents of the State by taking the programs to facilities of other institutions in the College's service region. Cooperation and coordination with West Virginia University and Marshall University must continue.

-West Virginia School of Osteopathic Medicine, which came into the Board of Regents system in 1976, will continue to educate and train osteopathic physicians.

-Bluefield State College will continue to be programmatically developed "as a commuting institution serving specific educational needs of its immediate considerable population area." (p. 27). The primary thrust for the future should be on career-technical two-year and four-year programs with planning and cooperation involving the Presidents of both Bluefield State and Concord Colleges.

-Concord College will continue its regional role as a four-year college with emphasis on its "residential character." Programmatic thrust will continue as in the past to meet the educational needs of Southeastern West Virginia. Concord's President must work closely with the President of Bluefield State College in the formulation of plans to meet the educational needs of the region.

-Fairmont State College will continue to provide one-year, two-year, and four-year programs for residents in its service area. Emphasis is on cooperation and coordination with other colleges in the State. Fairmont should give increased emphasis to providing courses and programs for adults and non-traditional learners in its nine-county service area.

-Glennville State College will continue as a basic four-year institution with emphasis on teacher education. Some two-year programs have been developed and will continue. Emphasis will be on keeping or exporting four-year degree programs at external sites, especially in Parkersburg and Summersville.

-Shepherd College will continue its mission of offering basic arts and sciences programs with emphasis on extending these programs to off-campus students. There should not be any new or additional programmatic thrusts during the present planning period.

-West Liberty State College should continue to support and provide baccalaureate programs for traditional full and part-time students. The college should not add any new programmatic thrusts during the present planning period.

-West Virginia Institute of Technology will continue its primary mission as an institute of technology. The school will also continue its regional mission offering programs in business and education. Emphasis will be given to programs for adult and nontraditional students at several off-campus locations in its service region.

-West Virginia State College will continue to focus on a strong general education component as well as career and professional preparation programs. The College will continue as a multipurpose undergraduate institution serving a diverse student body from a large commuting metropolitan area. Emphasis will be on development of alternative delivery media and off-campus offerings.

-Parkersburg, Southern West Virginia, and West Virginia Northern Community Colleges will continue their roles as the state's only free-standing community colleges. All will continue to offer one-year and two-year career programs and two-year transfer programs.

Student enrollments and degrees awarded.

Credit head-count enrollment in the fall of 1979 was as shown in Table 19. Total enrollment had grown from 61,660 to 70,604 students, an increase of about 14.5 percent since 1974. The most significant gains were experienced in undergraduate and first professional programs. Undergraduate enrollment increased at most schools. Overall, undergraduate enrollment increased from 50,914 to 57,764 or about 13.5 percent system-wide during the 1974-1979 period. The 1979 undergraduate student enrollment was about 65 percent full-time, while the graduate student enrollment was about 80 percent part-time. These figures reflect increases in part-time enrollment at both the undergraduate and graduate institutions. The integration of new medical schools into the Board of Regents

Table 19

Credit Head-Count Enrollment, West Virginia Public Institutions of Higher Education, First Semester 1979-80

	<u>Undergrad.</u>	<u>First Prof.</u>	<u>Graduate</u>	<u>Total</u>
Universities:				
Marshall	8,701		2,489	11,190
West Virginia	13,787	437	5,608	19,832
College Grad. Studies			3,227	3,227
Medical Colleges:				
Marshall University	247	84	9	340
Osteopathic School		219		219
West Virginia Univ.	692	595	170	1,457
Four-Year Colleges:				
Bluefield State	2,338			2,338
Concord	2,081			2,081
Fairmont State	4,848			4,848
Glenville State	1,845			1,845
Shepherd	2,862			2,862
West Liberty State	2,631			2,631
W. Vir. Inst. Tech	3,130		2	3,132
West Virginia State	3,905			3,905
Community Colleges:				
Parkersburg	3,288			3,288
Southern West Vir.	2,020			2,020
West Vir. Northern	3,897			3,897
Two-Year Branches:				
Greenbrier CC Ctr.	405			405
Pot. State College	1,087			1,087
TOTALS:	57,764	1,335	11,505	70,604
Full-Time:	37,421	1,300	2,301	41,022
Part-Time:	20,343	35	9,204	29,582
TOTALS:	57,764	1,335	11,505	70,604

Source: Student Enrollment Report, WV Board of Regents, March 1980, pp. 14-15.

system is reflected in the first-professional enrollment which was reported separately for the first time.

As shown in Table 20, a continued emphasis on associate degree programs appears to be reflected in changes in the number of Associate degrees conferred during 1979-80. When compared to the number conferred during 1974-75 (see Table 16, page 134), the number of Associate degrees awarded increased by about 28 percent (from 1,354 to 1,734). The number of master's degrees awarded increased in proportion to enrollment gains at that level, but a decline of about 10 percent in bachelor's degrees conferred was inconsistent with past trends. Significant increases were experienced at the professional and doctoral levels. Increases were recorded at most degree levels with an increase in total number of degrees conferred from 10,351 in 1974-75 to 10,402 in 1979-80, or an increase of about one-half of one percent.

The delivery of educational programs to the residents of West Virginia under the Board of Regents system appeared to remain generally favorable and consistent with the stated goals and objectives of the Board. Internal and external factors and forces would continue to impact upon and influence the system as it reacted to and coped with each of them during this period.

Table 20

Summary of Degrees Awarded, West Virginia Public Institutions of Higher Education, July 1979 through June 1980

<u>DEGREES</u>	<u>NUMBER AWARDED</u>
Associate	1,734
Bachelor's	6,036
Master's	2,136
First Professional	351
Doctor's	<u>145</u>
TOTAL DEGREES AWARDED:	10,402

Source: West Virginia Board of Regents, Degrees Conferred by West Virginia Institutions of Higher Education, 1979-80.

Board of Regents

During the 1979-1984 period, the composition of the Board of Regents was changed by adding the Chairman of the Advisory Council of Classified Employees as an ex officio, voting member of the Board. The Advisory Council of Classified Employees was created by the Legislature to "consult and advise the board of regents in matters of higher education in which the classified employees of this state's colleges and universities may have an interest." (Chapter 92, Acts of the Legislature of West Virginia, Regular Session, 1981, p. 359). The

legislation, Committee Substitute for House Bill 1230, passed April 10, 1981, defined classified employees as "those employees designated by the board of regents as classified and does not include faculty and certain executive and administrative personnel." (Chapter 92, 1981, p. 360). Initially, this group **only** advised the Board and submitted recommendations on behalf of the classified employees.

Committee Substitute for House Bill 1097, passed by the Legislature on March 4, 1983, amended the composition of the Board of Regents by adding the Chairman of the Advisory Council of Classified Employees as an ex officio, voting member. Thus, the Board of Regents now consisted of thirteen members: nine voting members appointed by the Governor; three ex officio voting members (chairpersons of the Faculty, Student, and Classified Staff Advisory Councils); and, the State Superintendent of Schools, ex officio non-voting. (Chapter 77, Acts of the Legislature of West Virginia, Regular Session, 1983).

Membership.

During the 1979-1984 period, several changes occurred in the Board's membership. On June 30, 1981, the terms of Regents Forrest Blair, Edward Greene, and Albert Morgan expired. All three had been members of the Board of Regents since its beginning in 1969.

Effective August 25, 1981, Governor Rockefeller appointed three new members to six-year terms to replace those whose terms expired during June:

(1) CLARK B. FRAME, Republican, Morgantown; (2) BETSY K. MCCREIGHT, Democrat, Huntington; and, (3) WILLIAM E. WATSON, Democrat, Wellsburg. A brief description of each new appointee is at Appendix B.

On June 30, 1983, the terms of Regents Paul Gilmer, Russell Isaacs, and Sue Farnsworth expired. Reverend Gilmer was reappointed for a second term by Governor Rockefeller. During July, KENNETH M. DUNN, Democrat, Charleston, was appointed to replace one of the departing members. The other replacement, LOUIS J. COSTANZO, Republican, Wheeling, was not administered the West Virginia Oath of Office until the following year (Minutes, Board of Regents, March 6, 1984).

During July 1983, Mr. CLIFTON T. NEAL, JR., Chairman, Advisory Council of Classified Employees and Manager of the Bluefield State College Bookstore, joined the Board as its most recent ex officio voting member. Authority for his position was created by House Bill 1093 passed during the 1983 Regular Session. (Minutes, Board of Regents, July 12, 1983). Mr. Neal's term was for one year, however, the enabling legislation authorized his occupying the position for subsequent terms if so authorized by the Advisory Council of Classified Employees. See Appendix B for a listing of those persons occupying this position.

Powers and duties.

Section 8, Article 26, Chapter 18 of the Code of West Virginia, which delineated the powers and duties of the Board of Regents, received its most sweeping amendment during this period of the Board's governance of higher education. Senate Bill 579, passed on April 9, 1981, was much more specific in listing the Board's powers and duties. The bill defined in more detail the expectations of the legislative and executive branches with regard to the Board's "planning, budgeting, submission of reports, review and evaluation of institutional programs and presidents and other areas." (Chapter 91, Acts of the Legislature of West Virginia, 1981 Regular Session, p. 347).

Among the Board's duties enumerated in the Senate Bill 579 revisions were: 1) Preparation of a master plan for public higher education for periods of five to ten years; 2) Consultation with the Executive and Legislative Branches when establishing funding parameters; 3) Publication of budget preparation guidelines for each institution; 4) Submission of an analysis of the higher education budget request to the House and Senate leadership at the beginning of each regular Legislative session; 5) Submission of approved operating budgets to the legislative auditor; 6) Establishment of an information and data management system; 7) Creation of a schedule to review all academic programs at least once every five years; 8) Utilization of faculty, students and classified staff in decision-making that affected them; 9) Administration of a uniform system of personnel

classification and compensation; 10) Establishment of a uniform personnel grievance system; 11) Evaluation of institutional presidents every fourth year; and, 12) Submission of an annual report to the Joint Committee on Government and Finance by December first of each year. (Chapter 91, Acts of the Legislature of West Virginia, 1981 Regular Session). Each itemized duty in Senate Bill 579 included specific language as to what the Board was required to do and with whom or for whom it was to be accomplished.

Another revision adopted in Senate Bill 579 was not in the powers and duties section of the Code, but it did have the potential for significant impact on them. Section 9, Article 26, Chapter 18 of the Code of West Virginia was amended, effective June 30, 1981. The changes to Section 9 included, "There shall be established at each ... institution ... an institutional board of advisors ... shall replace any advisory board in existence under the previous provisions of this section. " (Chapter 91, Acts of the Legislature of West Virginia, 1981 Regular Session, p. 355). This new institutional board would consist of eleven members (seven lay persons appointed by the Board of Regents, one faculty, one student, one classified staff and one administrative officer appointed by the institutional president). The authority and duties of the new board, as specified in Senate Bill 579, stipulated that the actions of the Board of Regents on all proposals submitted by the institutions would include a formal recognition of all comments or recommendations made by the advisors. This formal documentation would

become a matter of record and would be available for the review and/or scrutiny of the leadership in the executive or legislative branches.

The revisions contained in Senate Bill 579 meet the definition of a key issue. Thus, the implementation of Senate Bill 579 will be examined in more detail as a key issue later in this chapter.

Goals and objectives.

The Profile of Progress: Higher Education in West Virginia adopted by the Board of Regents on September 11, 1979, provided updated goals and objectives for state-wide development through 1985. These goals were developed over several years with input from and/or interaction with institutional presidents and membership of the various advisory councils and committees.

In the "Agenda For Progress" section of the Profile of Progress, four goals with specific dimensions were announced. Those were:

FIRST GOAL: Maintain and Enhance the Basic Academic Programs.

1. Continue programs of general education in the undergraduate curricula.
2. Preserve a core of basic undergraduate degree programs in the arts and sciences.
3. Continue full services for full-time students.
4. Maintain graduate and professional school opportunities.

5. Continue support for organized research.

SECOND GOAL: Continue to Expand Programs Leading to Career Opportunities.

1. Increase academic programming in career fields such as business, public service, technology, and allied health.
2. Achieve full implementation of the community college plan.
3. Encourage new programming in the baccalaureate institutions.
4. Coordinate programs with other postsecondary education.
5. Cooperate with other agencies involved in manpower training.

THIRD GOAL: Expand Credit Courses and Programs For Adult and Nontraditional Learners.

1. Increase the number of adult and part-time students.
2. Recognize the potential of the Regents Bachelor of Arts Degree Program.
3. Extend off-campus, evening, and weekend offerings.

4. Increase the scope of television, radio, and independent study courses.
5. Improve procedures for validating noncollegiate learning.

FOURTH GOAL: Expand Continuing Education, Community Interest, and Public Service Activities offered on a Noncredit Basis.

1. Formulate state-wide plans for continuing education, community interest and public service activities.
2. Expand continuing education for the professions.
3. Extend continuing education for career improvement.
4. Enlarge community service offerings.
5. Continue public service activities. (pp. 17-20).

These goals and objectives appear to be consistent with the Board's stated philosophy that the agenda for the future should be one of "fine tuning and improvement rather than large scale and continuous expansion." (1979, p. iii).

The key issues faced by the Board during this five-year period were examined with these goals in mind. One would expect the Board's activities with regard to the issues to be consistent with the goals and objectives stated in the plan.

Identification of the key issues and a discussion of each follows.

Key Issues Identified

During the 1979-84 period, three key issues were identified that met the criteria of being either a result of major statutory changes or major changes in the Board of Regents methods or procedures.

One of the issues, consolidation of facilities and/or programs, has been identified in each of the five-year periods examined thus far. The other two, statutory changes in the Board's powers and duties or its voting composition also occurred in one of the other five-year periods already studied. The three key issues being examined during this period are:

1. The management of higher education.
2. The expansion of the Board's voting membership with the addition of classified staff representation.
3. The elimination of unnecessary duplication of programs and facilities through consolidation.

The following discussion of these key issues was developed as members of the living social system and members of the suprasystem were identified and studied. The model at Figure 3 (see Page 259) depicts the key issues as they entered the Board of Regents' social system processor and their resultant configuration after passing through the processor and being subjected to the internal forces and the demographic, economic, and socio-political forces in the higher education environment.

The management of higher education.

During the latter half of the 1970s, the State's legislative and executive leadership began to express concern for the manner in which the Board of Regents was discharging its duties and responsibilities in the management of the higher education system. On several occasions, many already cited in this study, conflict and disagreement on management issues such as consolidation, expansion of programs and facilities, and personnel actions were prevalent in the Board's environment. Many leaders were convinced that a major study of the Board of Regents was necessary after ten years of governance of the State's higher education system. On January 8, 1979, the Legislature's Subcommittee on Higher Education, Joint Committee on Government and Finance, retained the Academy For Educational Development (AED), Washington, D.C. to conduct a study of the Board of Regents. (1979, Report of the Subcommittee on Higher Education).

The Subcommittee on Higher Education was composed of five representatives from each legislative body. The Co-chairmen were Senator Robert R. Nelson, D-Cabell, and Delegate Joseph P. Albright, D-Wood. In its 1979 report, the Subcommittee noted, "... the time had arrived for a comprehensive, objective and professional review of the system as it has functioned under the Board of Regents ..." (p. 17).

The Academy For Educational Development began its study in February 1979 and presented its report to the Subcommittee on Higher Education during

August 1979. The recommendations made by the AED were divided into two options: 1) a complete restructuring of the governance system, or 2) possible improvements of the existing Board of Regents structure. (1980, Report of the Subcommittee on Higher Education). In its report to the Legislature's Joint Committee on Government and Finance, the Subcommittee on Higher Education noted:

Although not formally rejecting the Option One recommendations, the Subcommittee is not convinced that a complete restructuring of the State's system of public higher education governance and management is in order at this time ... there is evidence of a desire on the part of the Legislature in general to maintain a highly centralized system of higher education management and control ... emphasis should be directed at this time to implementing ... recommendations for improvement within the existing Board of Regents framework. (p. 20).

To implement many of the Option Two recommendations, the Subcommittee on Higher Education proposed the Legislature adopt a Higher Education Management Bill drafted by the Subcommittee. In addition, the Board of Regents would be directed to implement the Option Two recommendations included in the Bill. In its response to the AED Report, December 4, 1979, the Board of Regents did not concur with any proposed changes in the governance

structure; However, the Board's review of thirty-two major recommendations for possible improvements in operational procedures noted "considerable merit in the proposals and will work to effect the necessary changes." (p. 3).

The President of the Board of Regents, Russell L. Issacs, had appointed a Committee "to make an objective assessment" of the AED Report. The Committee was composed of Dr. F. L. Blair as Chairman, Dr. Francis K. Aldred, and Dr. John W. Saunders. (Minutes, Board of Regents, October 2, 1979). The Committee's proposed response to the report was unanimously approved by the Board of Regents on December 4, 1979 and distributed to the Executive and Legislative leadership and other interested parties. (Minutes, Board of Regents, December 4, 1979).

The Higher Education Management Bill proposed by the Subcommittee on Higher Education in its 1980 Report to the Joint Committee on Government and Finance was introduced in the State Senate on January 26, 1980. ("Controversial Report To Renew Controversy", 1980, January). On March 5, 1980, the bill was passed and sent to the House of Delegates. The vote, 17-15, was extremely close and passage in the House was questionable. ("Board of Regents revamping bill squeaks past Senate," 1980, March). A major controversy in the bill was a provision to adopt an elected board (faculty, students, staff and alumni) at each college or university to review proposals of institutional presidents. According to the sponsor of the bill, Senator Robert Nelson, D-Cabell, "We're trying to restore

the historic concept of 'collegiality' - shared governance in which everybody has a responsibility for decision making." ("BOR revamping bill squeaks past senate," 1980, March, P. 5A). The Charleston Gazette article, quoting Senator Nelson, noted, "Tremendous ... opposition to the bill from college presidents, Board of Regents members and lawmakers." (p. 5A). An opponent of the bill, Senator Judith Herndon, R-Ohio, was quoted as saying the bill was, "A Chicken Little approach to getting rid of the Board of Regents. If you don't want to cut off their heads, you just bleed them to death." (p. 5A). The bill did not pass during the 1980 Legislative Session.

A new Higher Education Management bill was being prepared for introduction during the 1981 Regular Session. One of the primary objections continued to revolve around the composition and appointment of advisory boards at each institution. (Older, 1981). Senate Bill 579, also known as the Higher Education Management Bill, was passed by the Legislature on April 9, 1981, and became effective July 1981. (Chapter 91, Acts of the Legislature of West Virginia, Regular Session, 1981).

The 1981 amendments (Senate Bill 579) made changes in several sections of Article 26. Of somewhat lesser importance were changes in the number of meetings the Board of Regents was required to conduct each fiscal year (increased from six to ten per fiscal year) and changes in the staffing language to require the Board to have liaison with the different categories of institutions for mission and

program considerations. The major changes, however, were complete rewrites of Section 8, Powers and Duties, and Section 9, Advisory Boards, of Article 26, Chapter 18 of the West Virginia Code. These represented significant changes in the Board's responsibility for planning, reporting, and accountability to the legislative and executive branches. Changes in the composition and duties of the institutional advisory boards removed an element of power from both the institutional president and the Board.

The rewrite of Section 8 included the addition of the following elements to the Board's duties:

- Preparation of a master plan for higher education for a period of five to ten years.
- Establishment of funding parameters, priorities and goals in consultation with the executive and legislative branches.
- Preparation of a budget analysis for the Speaker of the House and the President of the Senate that includes an accounting for funds coming from outside the general revenue allocation.
- Preparation and submission to the legislative auditor copies of the approved institutional operating budgets.
- Establishment of a management information system.
- Review, every five years, all academic programs in relation to the master plan.

- Utilization of faculty, students and classified staff in planning and decision making.
- Administration of a uniform personnel classification system.
- Establishment of an employee grievance system.
- Evaluation of institutional presidents every fourth year.
- Preparation of an annual report of the system's performance during the previous year as compared to goals stated in the Master Plan. (Chapter 91, Acts of the Legislature of West Virginia, 1981, P.P. 352-5).

The complete revision of Section 9, Institutional Boards of Advisors, represented an extensive change. As previously noted, these changes were the source of some significant opposition. The power and authority vested in the Board of Regents and institutional presidents appeared to be affected by these changes.

The new institutional board of advisors was to consist of eleven members: seven lay citizens appointed by the Board of Regents to four-year terms (at least two alumni of the institution, not more than four from the same political party); one administrative officer appointed by the institutional president; one faculty representative elected by the faculty; one student representative elected by the student body; and, one classified staff representative elected by the classified staff. The revised language in Section 9, Article 26, Chapter 18 defined the authority and duty of the board of advisors as:

(c)...to review, prior to their submission by the president to the board of regents, all proposals of the institution in the areas of mission, academic programs budget, capital facilities and such other matters as requested by the president of the institution or the Board of Regents...shall comment on each proposal in writing...the board of regents shall include such comments and recommendations in its consideration of and action on the proposal...

(d)...to review, prior to their implementation by the president, all proposals regarding institution-wide personnel policies...

(e)...Upon the occurrence of a vacancy in the office of president of the institution,...shall serve as a search and screening committee for candidates to fill the vacancy...(Chapter 91, Acts of the Legislature of West Virginia, Regular Session 1981, p. 357).

Pursuant to the Higher Education Management legislation, the Board of Regents published its first annual report during November 1981. Entitled "Annual Report 1980-81," the report was rejected outright by the Legislature's Joint Committee on Government and Finance because the report failed to evaluate

higher education's performance as compared to stated goals in the "Profile of Progress." ("Regents given 'F' on report," 1981, December). The format for future annual reports was changed by the Board to insure those reporting elements contained in Senate Bill 579 were appropriately addressed. Annual reports submitted for the next four years were accepted by the legislative leadership.

The expansion of the board's voting membership with the addition of classified staff representation.

During the same Legislative Session when the Higher Education Management Bill was passed, a bill was introduced in the House of Delegates to give formal recognition and status to another segment of the higher education community - the classified staff. Committee Substitute for House Bill 1230, passed on April 10, 1981, established the Advisory Council for Classified Employees to consult and advise the Board on matters of interest to the classified employees. (Chapter 92, Acts of the Legislature of West Virginia, 1981 Regular Session). On March 4, 1983, Committee Substitute for House Bill 1097 was passed which made the Chairman of the Advisory Council of Classified Employees an ex officio, voting member of the Board of Regents. (Chapter 77, Acts of the Legislature of West Virginia, Regular Session 1983).

With this change, the voting membership on the Board had reached its peak. It would remain at twelve voting members and one non-voting member

(State Superintendent of Schools) for the duration of its tenure as the single governing board for higher education in West Virginia.

Unlike the earlier changes in the Board's voting membership (the addition of student and faculty representatives), the addition of the classified staff representative appeared to occur with little resistance. There was no record of any opposition to this change either in the Board's minutes or in local print media. The creation of the Advisory Council of Classified Employees as an advisory body two years prior to its chairman being added to the Board may have facilitated a more orderly transition for this change. The change did create a situation where there were an even number of voting members. Prior to this time, there had been an odd number of voting members (nine originally, and then eleven with the addition of student and faculty representation) which gave the Board's President the ability to vote as a "tie-breaker" when the Board was evenly divided on an issue.

Elimination of unnecessary duplication of programs and facilities by consolidation.

On January 11, 1983, the Board of Regents adopted a motion made by its Long-Range Planning Committee to complete a revised master plan by June 30, 1984. The plan would be developed in three phases: 1) Establishment, by September 1983, of the planning framework, needs projections and a statement of goals and objectives through 1990; 2) Refinement of institutional mission

statements and projections by December, 1983; and 3) Development of the plan for implementing statewide goals by the target date, in June 1984. (Minutes, Board of Regents, January 11, 1983). Immediately after adoption of the master plan motion, Dr. Saunders made the following motion which was also adopted:

The Long-Range Planning Committee of the West Virginia Board of Regents recognizes that the quality and cost of higher education must receive even greater attention in times of financial uncertainty.

Therefore, the committee recommends that the Board direct the Chancellor and staff to accelerate the review that was initiated several months ago, with serious consideration to the possibilities for consolidation, merger, and elimination throughout the system.

(Minutes, Board of Regents, January 11, 1983, pp. 5-6).

This consideration of consolidation as a method for cost savings actually began when Governor John D. Rockefeller IV delivered his state-of-the-state address to the Legislature on January 9, 1980. In his budget for 1980, Mr. Rockefeller proposed the consolidation of the West Virginia College of Graduate Studies with one of the universities and the reduction of the West Virginia School of Osteopathic Medicine to a two-year institution by contracting with other schools for the final two years of training. (Gadd, 1980). In Gadd's (1980) article, the President of the College of Graduate Studies, Dr. James W. Rowley, was quoted, as saying, "I like Jay Rockefeller a great deal, and I have a lot of respect for

him...But I suspect that at this time he really doesn't have all the facts with respect to the College of Graduate Studies...Ironically, College of Graduate Studies officials were informed only recently that the American Association of State Colleges and Universities had named the Institute-based school one of the 10 most effective innovative colleges and universities in America." (p. 1A). The President of the West Virginia School of Osteopathic Medicine, Dr. Francis Hennessey, was equally upset with the Governor's proposal. In the same Daily Mail article, he was quoted as saying, "We would lose our accreditation. The American Osteopathic Association does not approve two-year institutions...I just can't think there will be legislative agreement on this subject." (Gadd, 1980, p. 6A). The Chancellor, Ben Morton, denied that the Board had anything to do with Mr. Rockefeller's proposal. According to Gadd (1980), Dr. Morton stated, "Whether these are good things or not, I'm not prepared to say. It was the governor's decisions rather than the board's. We held our budget request down, but we didn't do anything like this." (p.6A).

Chancellor Morton appeared before a Senate Finance Committee hearing on January 16, 1980, to respond to inquiries about the Regent's budget request. The issue of consolidation came up during the hearing when Senator Judith Herndon, R-Ohio, asked Dr. Morton, "Aren't you going to tell us sooner or later that we have too many of these small colleges...It seems to me that you permit expansion and then come to us to ask for more money for expansion that might

not be needed in the first place." (Morris, 1980, p. 2D). According to Morris (1980), Dr. Morton noted that the enrollment in the state's small colleges had been growing "but acknowledged that consolidation might have to be considered during the 1980s when enrollment is expected to level off." (p. 2D).

The issue of excessive costs for medical education remained in the foreground and thus the consolidation or elimination of medical schools continued as the number one priority for budget savings. In a November 11, 1980, Charleston Daily Mail article (Grimes, 1980), it was noted that State Senate Judiciary Chairman Mario Palumbo, D-Kanawha, had requested that the Board study what should be done with the three medical schools. Mr. Palumbo reportedly stated, "We are subsidizing three medical schools and we can't find enough students to go to them. If we don't decide something, we're heading for a financial crisis next year." (p. 1A).

On February 17, 1982, a bill was introduced in the House of Delegates to eliminate the Osteopathic school by 1984 and consolidate the Marshall University and West Virginia University medical schools. The sponsor of the bill, Delegate Larry Schifano, D-Monongalia, was Chairman of the Health and Welfare Committee. (Seiler, 1982). According to Seiler (1982), Mr. Schifano was quoted as having said, "The schools were born politically and they'll have to die politically...the (Board of Regents) will not take the bull by the horns." (p. 1A). Less than one week later, the bill was overwhelmingly rejected by the House of

Delegates. The delivery of health care to rural areas by graduates of the Osteopathic School appeared to be the primary justification for the bill's defeat. (Seiler, 1982).

The consolidation activity during 1982 was primarily directed toward medical education. This all changed during January 1983 when the Board adopted the motion to consider consolidation in conjunction with the development of the master plan scheduled for completion at the end of June, 1984. The Board of Regents and the staff began to examine the feasibility and desirability of programmatic and institutional consolidation or closure options. Among the options considered were:

- Program Realignment at Concord College and Bluefield State College.
- Consolidation of Marshall University and College of Graduate Studies Programs.
- Consolidation of West Virginia Institute of Technology and College of Graduate Studies Engineering Programs.
- Program Realignment at West Virginia Institute of Technology and West Virginia State College.
- Reduction of Undergraduate Education at West Virginia University.
- Merger of Shepherd College and Potomac State College.
- Merger of West Liberty State College and West Virginia Northern Community College.

- Merger of Glenville State College and Parkersburg Community College.
- Reduction in Support of Medical Education (Working Papers, Consolidation of Programs and Administrative Services, November 11, 1983)

During 1983, the Board of Regents examined in detail options identified as having potential for cost savings or for maximizing West Virginia's return on the investment in higher education. The Board expressed a desire to include all segments of the higher education community, the executive and legislative branches and the general public in their efforts to discharge the Board's duty to develop a long-range plan by June 30, 1984. The elimination or avoidance of unnecessary duplication of programs and facilities was to be included as part of the long-range plan.

In October, 1982, the Board gave final approval for the retention of a consulting firm to analyze existing management techniques and the physical condition of facilities throughout the system. (Minutes, Board of Regents, October 5, 1982). The consulting firm, Facility Management Institute, Ann Arbor, Michigan, "is a research, teaching and consultant firm specializing in instituting comprehensive management procedures to optimize facilities utilization, quality, maintenance, operations and economy." (Minutes, Board of Regents, May 4, 1982, p. 3). The use of Facility Management Institute to study the management of the maintenance programs and the utilization of facilities later became a source of confusion for the Board. Facility Management Institute was

asked to recommend the types of programs the institutions could accommodate with existing facilities. The Board did not intend for the firm to review and make recommendations regarding consolidation or other academic decisions relative to the distribution of academic institutions and facilities.

On more than one occasion during 1983, legislative panels expressed their dissatisfaction with the Board for not including consolidation in the Facility Management Institute's study. (Seiler, 1983, June). The Legislature's Joint Committee on Government and Finance passed a similar motion calling for the Board to include consolidation in the consultant's study. (Seiler, 1983, October). On October 27, in an article in The Charleston Gazette entitled, "Regents again reject idea of colleges' consolidation," Vice Chancellor Edward Grose indicated that the Joint Committee's request to include consolidation in the consultant's study would not be honored. According to the article, Grose stated:

At this point, no. It would be like having a plumber in to fix your bathtub and asking him to rewire the house...It was never our intent to ask them about consolidation. It's not practical or feasible to have a firm telling us how to manage buildings - when you replace roofs, replace boilers, when you up-grade electric systems - to tell us how to consolidate academic programs. (p. 11A).

On November 16, 1983, Board of Regents President John Saunders appeared before a Senate and House finance subcommittee and assured the

committee that the Board would make its recommendations to the Legislature in January. (Seiler, 1983, November).

As President Saunders had promised, on January 10, 1984, the Board of Regents released a report concerning possibilities for consolidation, merger, and elimination throughout the system entitled, "Some Alternatives For Public Policy For 1990: Institutional Missions, Program Alignments, and Reduction of State Support For Medical Education." The Board formally received the report, approved some of the actions proposed, and identified three others for additional study and comment prior to their implementation. The actions approved for implementation were:

1. Selective enrollment reductions at West Virginia University;
2. Realignment of educational services and location of programs in the Wheeling-Weirton region;
3. Realignment of educational services and location of programs in the Parkersburg region;
4. Realignment of educational services and location of programs in the Charleston region;
5. Support of legislation to permit selected student fee increases to be used to meet operating costs at the State's medical schools;

6. Instruction to the staff to interact with the 1984 Interim Committee of the Legislature to develop legislative proposals to establish a loan program (with and without forgiveness provisions) in support of further increases of student fees at the State's medical schools;
7. Consistent with the above resolution to permit selected student fee increases to be used to meet operating costs, regionalization of the West Virginia School of Osteopathic Medicine to increase the proportion of students to be accepted upon contract from central and southern Appalachian states, to adjust class size to maximize economies of scale, and to increase student and contractual fees;

The three proposals for possible implementation after further study were:

1. Proposed missions changes for Bluefield State College and Concord College;
2. Proposed mission changes for West Virginia Institute of Technology and West Virginia State College; and
3. A proposal to reduce the enrollment at the West Virginia University School of Medicine by 24 (from 88 to 64 students), beginning in 1985-86.

(Minutes, Board of Regents, January 10, 1984, p. 2).

The resolution adopting the above report contained key language regarding the Board's guidance for use and implementation of information in the report.

That language was:

All of these Board actions constitute direction to the Board's Master Plan Advisory Committee, which should further examine these ten proposals and the other issues and objectives addressed in this planning document. Staff should work with the institutions in the development of a detailed plan and schedule for implementation of each proposal as elements of the long-range plan.

The Board instructs the staff to distribute this document to the presidents of the institutions, the Master Plan Advisory Committee, the statutory advisory councils to the Board of Regents, the institutional advisory boards involved, and such other advisory committees or bodies as may be appropriate.

The Board requests comment regarding these proposals and issues to be received in writing no later than February 2, 1984, so that subsequent decisions may be made by the Board at its meeting on February 7, 1984. (Motion Carried) (Minutes, Board of Regents, January 10, 1984, p. 2).

An "Executive Summary" was provided by the Board of Regents at the beginning of the January 10, 1984, report. Extracts from that summary can provide one with some of the rationale and basis that went into the report's development and the direction it ultimately took. Some of the issues and extracts from the summary are:

WEST VIRGINIA'S LOW RANKING WITH RESPECT TO

SUPPORT OF HIGHER EDUCATION - West Virginia is below the national average and the Southern Regional Education Board (14 southeastern states) average in important measures of support for higher education: percentage of college graduation among adults, percentage of high school graduates attending college, and financial support per student attending college. West Virginia spends about 60 percent of the SREB average E&G expenditure per full-time equivalent baccalaureate student (\$2,367 versus \$4,005).

HIGHER EDUCATION AS A INVESTMENT FOR WEST

VIRGINIA - West Virginia wishes to invest even more in its people and assist more of them to develop the skills, tools, and understanding they need to become the professionals, managers, and technicians of the future. Through such an investment in its people, West Virginia can quicken the pace of economic development, raise average per capita income, and increase the general prosperity,

health, and satisfaction of its citizens. College graduates earn enough more than high school graduates that they repay the State subsidy for their education in seven years and then repay that subsidy eight times over in State income taxes.

ENROLLMENT PROJECTIONS - NO DECREASE FOR 1990 -

West Virginia's enrollment in public institutions will not decline. There will be 10 percent fewer persons graduating from high school in 1990, but a dramatic 30 percent increase in the number of persons aged 25-44. Since this age group constitutes 38 percent of the 1983 enrollment at public colleges, no enrollment decline is foreseen.

NO OVERSUPPLY OF COLLEGES AND UNIVERSITIES IN

WEST VIRGINIA - West Virginia does not have too many colleges and universities. It ranks 21st among the states in the number of public institutions per capita (one for each 121,853 citizens), 30th when counting both public and private colleges, and 6th among the 14 SREB states. Its academic program resources are fully utilized. The consequence of closing a campus would be to shift students to other schools (with no savings) or reduce access and service in a region.

ADMINISTRATIVE CONSOLIDATION CANNOT SAVE

RESOURCES - West Virginia cannot save significant resources by consolidating the administrations of two or more schools. It spends less on administrative and support staff than the average of SREB states, and its education budget has been cut so deeply through budget reductions and freezes that savings cannot be made unless enrollment or service is cut. West Virginia operates at about two-thirds the SREB average for administrative cost per student.

(Executive Summary, Proposals Concerning Institutional Missions, Program Alignments, and Medical Education, page one of seven).

The report addresses each of the above issues in detail, particularly with regard to the environment in West Virginia. The benefit of this information, as it was perceived at the time the report was prepared, should not be overlooked when the issues are examined in the future.

The response to the January 16, 1984, report was immediate. Interested parties in most educational and political sectors accepted the Board's invitation to comment on the proposals for mission and program realignments.

On January 11, 1984, Governor Rockefeller endorsed the Board's plan to raise medical student fees and regionalize the School of Osteopathic Medicine. It was a reversal for the Governor; the previous year he had called for closure of the

Osteopathic School because the state could not afford to maintain three medical schools. (Byrd, 1984, January).

Opposition to the proposals for mission changes and program realignment began to be expressed by students on most campuses involved in the changes. According to Vandergrift (1984, January), student government leaders at West Virginia Tech and Bluefield State cited access as a key issue in their opposition to the plan. "As a group of concerned students, we feel that this change of missions for Tech would hurt more than help. It would be an inconvenience to students and would downgrade the quality and accessibility of education," according to David Bauer, a representative of Tech's Student Government Association. (Vandergrift, 1984, January, p. 1B). Similar concerns were expressed by Donald Ross, a student representative at Bluefield State College. Ross was also concerned that Bluefield State would eventually become a two-year institution. (Vandergrift, 1984).

The Acting President at Marshall University, Dr. Sam Clagg, issued a news release asking the Board to delay implementation of the proposed realignments. According to the news release published by UPI, Clagg stated the university had "overwhelming concern that Marshall's role in higher education in the state is being ignored...Our mission statement calls for us to provide greater services throughout Southern West Virginia...The regents' proposal limits Marshall's potential, not only in geographic service area, but also in the scope of

academic programs we could offer." (M. U. seeks postponement of regents' plan. The Charleston Gazette, February 3, 1984, p. 8B).

Reaction at Concord College was mixed. Student government leaders expressed support for the proposed changes. However, the Concord College Alumni Association expressed reservations about the plan. Reportedly, their concerns centered around access for commuting students and the fact that cutbacks in the system appeared mainly to involve schools in Southern West Virginia. (Vandergrift, 1984, February).

The Board of Regents received concurrent resolutions from the Senate and the House of Delegates regarding implementation of the mission and program changes. In regard to these resolutions, the Board adopted the following resolution:

WHEREAS, The Board of Regents has received Senate Concurrent Resolution No. 11 and House Concurrent Resolution No. 11, requesting the Board to delay action on certain changes in missions and programs at several institutions by 1990, to provide for additional comment and hearings; and

WHEREAS, The Advisory Council of Faculty has recommended that additional time be made available for consultation with the institutions and to allow, where appropriate, program reviews to be undertaken;

THEREFORE BE IT RESOLVED, That the Board reschedule consideration of several possible mission and program changes from its meeting of February 7 to its meeting of May 1, 1984.

BE IT ALSO FURTHER RESOLVED, That West Virginia Institute of Technology and Bluefield State College be invited to participate in special program reviews, if that is their wish, concerning those specific programs identified for possible realignment by 1990 on pages 12 through 15 of the planning paper entitled "Some Alternatives for Public Policy for 1990" (January 10, 1984). Any such special program review materials must be received no later than April 6, 1984, following the guidelines of Policy Bulletin No. 11 and associated appendices. We will request prompt comment upon these materials by those parties identified in Policy Bulletin No. 11, and all such comments should be made available to the Master Plan Advisory Committee by April 23, 1984. Development of a specific mission and prospectus of future programs for 1990 need not depend upon review of existing programs. Institutions may elect to proceed with special program review in some fields but not others, as their judgment dictates.

BE IT ALSO FURTHER RESOLVED, That all institutions are reminded that each is invited to present alternatives to those proposals suggested in the January 10 paper. Such alternative proposals should be received no later than March 1, 1984, and should be directed toward improving service, access, and quality while bringing programs and available resources into better balance. It is essential that we not further overextend the institutions, and concentrate resources into an array of programs we can afford. We must seek to serve as many persons as possible in cost-effective, quality programs. These alternatives should be presented to the Master Plan Advisory Committee on March 5.

BE IT ALSO FURTHER RESOLVED, That due to the delays in determining missions and programs for 1990, preparation of the initial draft of the "Master Plan for 1985-1990" be delayed from June to September 1984. (Motion Carried with Mr. Hays opposed). (Minutes, Board of Regents, February 7, 1984, pp. 1-2).

The Advisory Council of Faculty adopted a resolution recommending the Board withdraw proposals to change missions at most of the institution. The resolution, which was accepted by the Board of Regents, was as follows:

WHEREAS, The ACF has recommended that additional time be made available for consultation with the institutions affected by

proposed changes in mission and range of programs and to allow program reviews to be undertaken; and

WHEREAS, Evidence indicates that the impact of these proposed actions upon these institutions and their service areas would be substantial and adverse, and would decrease access for West Virginia students; and

WHEREAS, The information gathered from program review is essential for and prerequisite to sound planning;

NOW, THEREFORE BE IT RESOLVED That the ACF advises that procedures for mission and program review now in effect be carried through as regularly scheduled in the 5-year review cycle to obtain all information necessary for Master Planning; and

BE IT FURTHER RESOLVED That the ACF commends the BOR for its leadership in giving direction to Master Planning for 1985-1990 assuring institutional involvement, including but not limited to, faculty, staff, students, and concerned individuals in determining missions for each institution and service area.

Ms. McCreight made a motion to accept the resolutions. (Motion Carried). (Minutes, Board of Regents, April 3, 1984, pp. 1-2).

The next month, the Board's Academic Affairs Committee moved, and the motion carried, that the Board defer action until after December 15, 1984, when a

proposed reallocation of resources and program changes were due from officials at West Virginia Tech and Bluefield State. (Minutes, Board of Regents, May 1, 1984).

After several years of work by the Board, the staff, the legislative and executive branches, and other interested parties the consolidation issue continued without consensus or resolution.

Educational Administrators

The managerial and technical subsystems of the Board of Regents System continued to develop and change in response to factors and forces in the environment. Personnel changes occurred in many of the key positions during this period. Also, there was some refinement in the staff organization in response to external recommendations for staff orientation to be more concentrated along programmatic lines.

Chancellor.

The 1979-84 period was one of substantial turmoil in this critical position. After serving almost six years as the Board's second Chancellor, Ben L. Morton submitted his resignation effective June 20, 1980. (Minutes, Board of Regents, January 8, 1980). Dr. Morton had been Chancellor since July 1, 1974, and had led the Board through a somewhat stormy period in its history. The 1979 study by the Academy For Educational Development and the resulting recommendations to either reorganize the higher education governance structure or refine the

management and reporting requirements may have been a signal that the time for a leadership change had arrived. As already reported, Chancellor Morton had a strained relationship with one governor and several legislators, especially Senator Robert Nelson, D-Cabell. At the time of Dr. Morton's resignation, the Board appointed Dr. M. Douglas Call, Director of Planning and Management Information Systems, Acting Chancellor. (Minutes, Board of Regents, April 15, 1980).

Effective June 15, 1980, Dr. Robert R. Ramsey was selected from among 115 applicants to become the third Chancellor of the Board of Regents. (Minutes, Board of Regents, June 10, 1980). Dr. Ramsey, formerly a secretary of education in Virginia, had attended Yale and Harvard Universities and had served in staff positions at both institutions. He had also served in a faculty position at the College of William and Mary. Dr. Ramsey was familiar with the higher education structure in West Virginia because he had been a consultant to the Board during the 1970-1974 time-frame. (Ward, 1980, May).

Dr. Ramsey was Chancellor during a period when substantial issues and challenges faced the Board of Regents. The development, passage and implementation of the Higher Education Management Bill (Senate Bill 579) in 1981 and calls for downsizing and consolidation during a period of financial hardship in higher education were examples.

In September, 1983, Dr. Ramsey accepted an offer of an appointment with the Coordinating Board, Texas College and University System, effective November 15, 1983. (Minutes, Board of Regents, September 13, 1983). Chancellor Ramsey's resignation fueled speculation that the future of the Board of Regents was in jeopardy. At various times during his tenure, legislative leaders had discussed possible sunset legislation and there had been public calls for the Board to be abolished. In an article entitled, "Chancellor's resignation raises questions," Senator Sondra Moore Lucht, D-Berkeley, was quoted as saying, "Most anytime you have a structure and one of the mainstays changes, it's usually a vulnerable time. I'm generally not in favor of studies...but I certainly have heard enough that I think it would be an excellent time to take a good strong look at the regents." (Reich, 1983, September, p. 1A). In the same Gazette article, Regent Betsy McCreight observed, "I don't think it's in danger, no. There've been complaints about the Board of Regents before it was founded." McCreight went on to say, "Ramsey has accomplished a great deal during his three years of service. The 54-year-old Chancellor has created many advisory boards, an active legislative program, a pocket-sized fact book about the higher education system, and has hired a strong staff and systemized the care of buildings." (Reich, 1983, September, p. 8A).

Dr. William K. Simmons, President of Glenville State College, was appointed Acting Chancellor effective October 10, 1983. (Minutes, Board of

Regents, October 4, 1983). Dr. Simmons retained his position as Glenville's President during his tenure as Acting Chancellor. Effective June 1, 1984, Dr. Leon H. Ginsberg assumed duties as the fourth Chancellor of the Board of Regents.

Dr. Leon Ginsberg came to the Chancellor's position after serving as Commissioner of the West Virginia Department of Human Services for over seven years. Prior to the Human Services position, Dr. Ginsberg was a faculty member at the School of Social Work at West Virginia University for nine years as a professor and dean. He had also been a faculty member at the University of Oklahoma where he received his doctorate in political science. (Reich, 1984, April). Dr. Ginsberg was at the helm of the Board of Regents as it entered its final five-year period as West Virginia's higher education governing board.

Institutional presidents and key administrators.

As was the case during the previous five-year period, the 1979-1984 period included turnover in several institutional chief executive officer positions. Changes occurred at both universities again; one under favorable conditions and the other under some pressure from the Board. In all, seven of the fifteen presidents were replaced during this period. Of the seven, four had assumed their positions during the 1974-1979 time frame. Because it was supervising a fairly large number of institutions, the Board of Regents seemed to be in a continual presidential search process.

Two changes occurred during 1980. Dr. Francis J. Hennessey resigned as President of the West Virginia School of Osteopathic Medicine, a position he had held since September of 1978. Dr. Olen Jones, Provost at Marshall University was appointed Acting President until March, 1981, when Dr. Clyde B. Jensen became President of the School of Osteopathic Medicine. The other change occurred during September 1980 when Dr. James R. Randolph resigned at Southern West Virginia Community College. Dr. Gregory D. Adkins replaced Randolph on April 1, 1981. (Minutes, Board of Regents, February 3, 1981).

Three presidents resigned during 1981. Dr. Harold M. McNeill, West Virginia State College, effective June 30, 1981; Dr. Gene A. Budig, West Virginia University, effective July 1, 1981; and Dr. Byron N. McClenney, Parkersburg Community College also effective July 1, 1981. Dr. Eldon Miller was appointed President at Parkersburg Community College effective April 1, 1982. (Minutes, Board of Regents, February 2, 1982). Dr. Thomas W. Cole, Jr., became President of West Virginia State College effective March 1, 1982. (Minutes, Board of Regents, December 16, 1981).

At West Virginia University, Dr. E. Gordon Gee was selected to replace Dr. Budig. (Minutes, Board of Regents, November 3, 1981). The Acting President between the departure of Budig and the arrival of Gee was Dr. Harry B. Heflin, a senior administrator at the University for many years. During January 1982, the Board of Regents adopted a motion naming Dr. Heflin President

Emeritus of West Virginia University. (Minutes, Board of Regents, January 8, 1982).

The final resignations were the Presidents at Marshall University and West Liberty State College. Dr. James L. Chapman resigned at West Liberty during March, 1984. An Acting President, Dr. Lawrence Talley, was appointed at West Liberty and continued to serve through the end of this period. (Minutes, Board of Regents, July 10, 1984).

On May 11, 1983, Dr. Robert B. Hayes resigned as President of Marshall University (Minutes, Board of Regents, June 7, 1983). Dr. Sam E. Clagg was appointed Acting President on June 7, effective May 14, 1983. Dr. Hayes had been Marshall's President since November 1974 and was recognized as a stabilizing force at Marshall by some members of the educational community and residents of the Huntington area. (Reich, 1983, May, p. 1A). Reports in the news media alluded to long-standing disagreements between Dr. Hayes and some members of the Board, especially with regard to Dr. Hayes' desire for more autonomy than the Board was willing to grant. (Hill, 1983, May, p. 2C). The incident once again spurred Senator Robert Nelson, D-Cabell, State Senate Finance Chairman, to criticize the Board for wanting "to be the sole decision maker for all state institutions of higher education. This leads to tension between university leaders and board members." (Hill, 1983, May, p. 2C). Dr. Dale F.

Nitzschke was appointed to the Presidency of Marshall University, effective March 1, 1984. (Minutes, Board of Regents, February 7, 1984).

For a complete listing of the institutional presidents under the Board of Regents and the terms of office, see Appendix D.

Key Board staff and advisory boards.

The Board of Regents staff organization developed along functional lines under the Chancellor and three Vice Chancellors (Academic Affairs, Administrative Affairs, and Health Affairs). As already noted, a new chancellor was employed by the Board during 1980. In less than one year, there were newly appointed persons in each of three vice chancellor positions. Funding for the Vice Chancellor for Health Affairs, a position created by of the Higher Education Management bill, was approved during 1981. (Annual Report 1980-81, West Virginia Board of Regents). This position evolved from the Vice Chancellor for Health Education, a position that was created during 1975 by the Legislature to oversee the development of medical education programs during integration of the Marshall Medical School and the School of Osteopathic Medicine into the higher education system. The position had not been filled since 1976 when Dr. Robert W. Coon became dean of the Marshall Medical School.

During December 1979, Mr. Harold J. Shamberger, Executive Officer at West Virginia University, was appointed Vice Chancellor of the Board of Regents effective January 15, 1980. (Minutes, Board of Regents December 4, 1979).

Prior to occupying the position, Mr. Shamberger asked that his appointment be withdrawn. (Minutes, Board of Regents, January 8, 1980). It was during this same meeting that the resignation of Chancellor Ben L. Morton was accepted by the Board. Another Vice Chancellor, Mr. Elwin Bresette, resigned effective April 10, 1980. (Minutes, Board of Regents, May 16, 1980). Thus, there were three vice chancellor positions to be filled. Dr. Delbert E. Meyer was appointed to the position of Vice Chancellor for Academic Affairs, effective February 1, 1981. (Minutes, Board of Regents, January 6, 1981). Dr. Edward Grose was appointed to the position of Vice Chancellor for Administration and Planning, effective April 1, 1981. (Minutes, Board of Regents, March 5, 1981). "Planning" was dropped from the title during 1982 when a Director of Planning and Educational Research was hired and assigned to Academic Affairs. Dr. Wayne H. Phelps was appointed to the research position effective November 1, 1982. (Minutes, Board of Regents, October 5, 1982). The third vice chancellor position, Vice Chancellor for Health Affairs, was filled on April 1, 1982, when Dr. James J. Young was appointed to the position. (Minutes, Board of Regents, April 6, 1982).

Dr. Edward Grose and Dr. James Young were the last appointees to the Administrative Affairs and Health Affairs positions under the Board of Regents. However, another change occurred in the Academic Affairs position. Dr. Delbert E. Meyer departed about one year after being appointed to the position. He was replaced by Dr. David R. Powers, effective July 1, 1982. (Minutes, Board of

Regents, May 4, 1982). Dr. Powers was the last permanent Vice Chancellor for Academic Affairs under the Regents system. By January 1983, the staff organization had developed to the extent shown in Table 21.

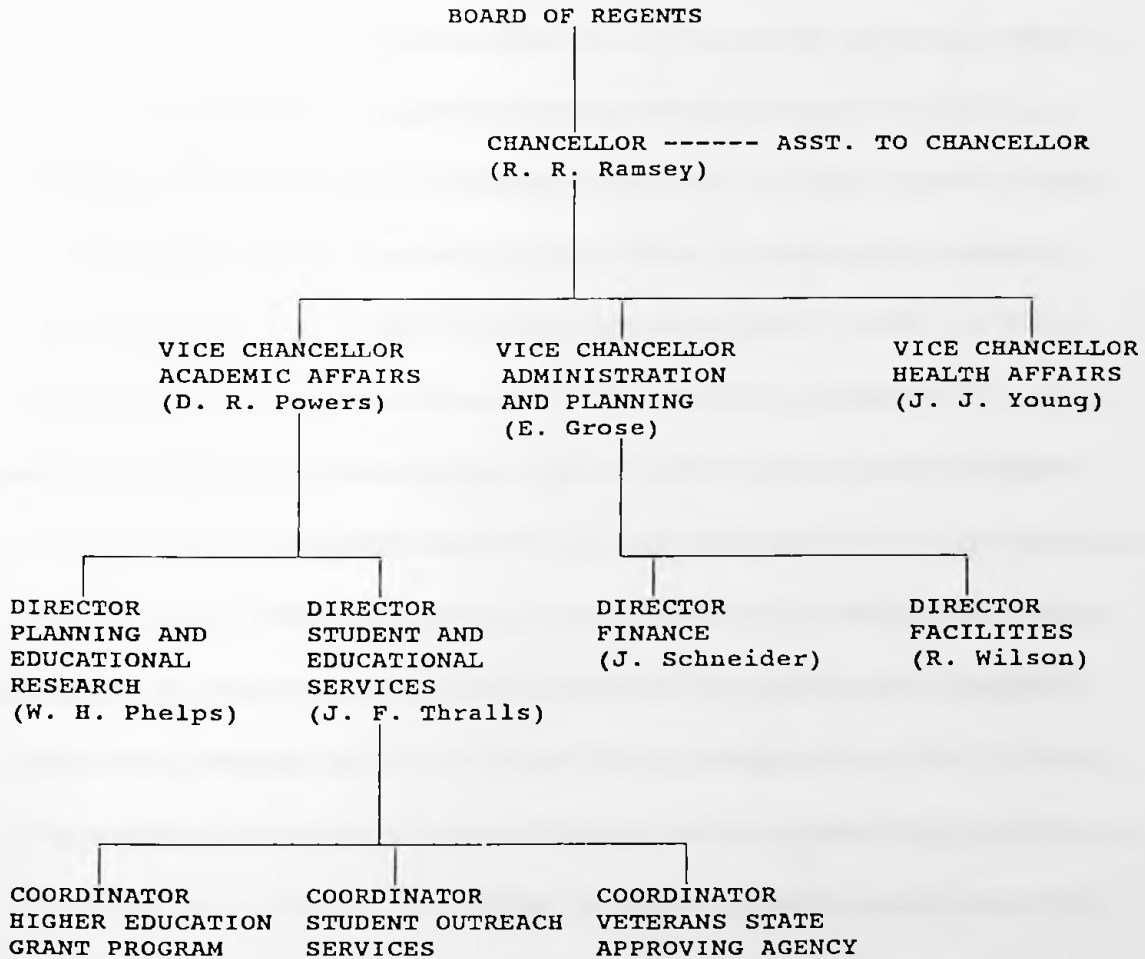
Executive Branch Influence

The overriding influence on the Board of Regents by the executive branch during this period resulted from a fiscal crisis in the State whereby revenue shortfalls led to across the board budget cuts for state agencies. As was discussed during examination of the consolidation issue, the Governor surprised many officials in higher education and the legislative branch by calling for the closure of the West Virginia School of Osteopathic Medicine and the consolidation of the College of Graduate Studies with one of the universities. This occurred in January, 1980, and was presented as a cost-cutting measure. At that time, the higher education management bill was being developed and there was a movement afoot to make the Board more accountable for its management of the State's higher education resources.

The next year the Higher Education Management bill was passed and the Legislature included most funding requested by the Regents in the appropriation for fiscal year 1981-82. Before that year was completed, another revenue shortfall was experienced and the executive branch ordered a 5% budget reduction. On March 2, 1982, the Board of Regents approved a one million dollar allocation to the institutions from its twenty percent share of the Higher

Table 21

Staff Organization, Board of Regents, January 1983



Source: West Virginia Board of Regents, 1983.

Education Resource Fee collections to help offset the loss of state funds that had been provided for general operating expenses. (Minutes, Board of Regents, March 2, 1982). Governor Rockefeller later restored one-half of one percent of the budget cut. This restoration was made to preclude layoffs of personnel in higher education. (Minutes, Board of Regents, May 4, 1982).

About one year later, the most severe budget cut during this five-year period was announced by Governor Rockefeller. A ten percent reduction was imposed on all agencies, including the higher education system, during the Governor's State-of-the-State address in January 1983.

After meetings of the Board's Executive Committee and input from the institutional presidents and constituencies, a plan to deal with the reductions was approved by the Board. The plan included the cancellation of up to five instructional days and employee layoffs after March 14, 1983, if necessary. (Minutes, Board of Regents, February 8, 1983). Implementation of the plan was averted when the Legislature passed House Bill 1787, as amended, and a \$6.3 million supplemental allocation was made to the institutions the next month. (Minutes, Board of Regents, April 12, 1983).

Governor.

In spite of the budget problems, Governor Rockefeller professed to be supportive of the Regents. He had announced his support soon after his election in late 1976, a time when some legislators were calling for the Board's

termination. He reaffirmed that support in late 1983 after the announced resignation of Chancellor Ramsey and discussion of possible abolishment of the Board intensified. Following a speech, Mr. Rockefeller was asked to comment on the status of the Board of Regents by a United Press International reporter. Mr. Rockefeller was quoted as saying, "I was in the Legislature at the time when we didn't have a Board of Regents. All colleges and universities presented their budget individually and there was no coordination. While the Board of Regents' system is not perfect, it's a lot better than we had before." ("Jay reiterates...", The Charleston Gazette, 1983, September, p. 10A).

But, the relationship between the Board and the governor's office was not always rosy or without controversy. The budgetary problems of the 1980s appeared to be the basis for many of the disagreements. In a meeting with student body presidents in 1981, Governor Rockefeller reportedly said there was "some parallel" between salary increases authorized by the Regents and a proposed reduction in summer school schedules due to a funding shortage. The governor also reportedly said there has been "traditional tension" between his office and the Board and that he became "very angry" with Chancellor Morton over the salary increase. Governor Rockefeller noted that the Board of Regents was a constitutional (sic) body that he could not always control. "I can scream and I can yell, but the Board of Regents has that authority." ("Money is going ...". Charleston Daily Mail, 1981, January, p. 11B).

Key administrative personnel.

During this period in the Board's history, three state fiscal officials were most involved in the issues affecting higher education. Governor Rockefeller's Finance Commissioner, Arnold Margolin, Auditor Glen B. Gainer, Jr., and Treasurer Larrie Bailey were key players in efforts to solve the State's revenue shortfalls and manage the distribution of funds appropriated by the Legislature to each state agency, higher education, and public secondary education.

The above officials, including Governor Rockefeller, were respondents in a suit filed by West Virginia University Law School Professor Thomas C. Cady. After ordering a 3% cut below spending levels approved by the Legislature for the 1983-84 Fiscal Year, Mr. Cady filed a Supreme Court petition claiming that the order was unconstitutional because it usurps legislative authority over appropriations. ("Professor claims ...", Charleston Daily Mail, August 2, 1983, p. 6A). The Supreme Court of Appeals heard arguments in the case and on September 21, 1983, the Court found that the petitioner was not entitled to a preemptory writ of mandamus and dismissed the proceeding. (1983, Unpublished Order Nr. 15962, West Virginia Supreme Court of Appeals).

For biographical sketches of the chief executives see Appendix E. Appendix E also identifies persons who occupied key positions during the Board's period of governance.

Legislative Branch Influence

The most significant activity involving legislators was discussed with the key issues regarding either the development, passage and implementation of the Higher Education Management bill (S.B. 579, 1981) or consolidation. The legislature's help in coping with a series of budget cuts by Governor Rockefeller has also been discussed. In addition to these influences, there were a few others that warrant disclosure especially those calling for termination of the Board of Regents.

Senator Robert Nelson, D-Cabell, Senate Finance Chairman and formerly chairman of the Senate Education Committee, advocated reconstitution of the Board of Regents as a coordinating board. Nelson wanted the institutions to have more autonomy and the day-to-day activity to be governed by an institutional board. (Seiler, 1983, December). During the 1983 Legislative Session, Senator Keith Burdette, D-Wood, proposed an amendment to place the Board of Regents under legislative review (sunset law). His proposed amendment was endorsed 21-11. (Baker, 1983, February, 6A). The sunset law regulations required performance and fiscal audits for the Legislature. The Board's reply, "Performance Audit Questionnaire: Response of the West Virginia Board of Regents," dated August 1984, will be a primary reference document for the review of the delivery factors at the beginning of the next chapter.

A bill to abolish the Board was introduced during the 1984 Regular Session of the Legislature by Delegates Lee Feinberg, D-Kanawha, and Kenneth Riffle, D-Harrison. The bill would transfer responsibility to the Board of Education and create an assistant superintendent position to supervise higher education. Several key educators and others opposed the bill. At a hearing, twenty-seven people signed up to speak against its passage. Some of those who appeared were: Dr. Roy Truby, State Superintendent of Schools; Angus Peyton, a member of the board of advisors of the College of Graduate Studies; Dr. William Simmons, Acting Chancellor (and President of Glenville State College); Dr. E. Gordon Gee, President of West Virginia University; Dr. Clyde Jensen, President of the West Virginia School of Osteopathic Medicine; and, Dr. William Wallace, President Emeritus of West Virginia State College. (Seiler, 1984, February, P. 3A). The bill did not pass.

During the 1979-84 period, the Legislature continued its pattern of mixed support for the Board of Regents. Major revisions were made in the Board's reporting and accountability to the legislative committees. On more than one occasion, however, the Board was helped to recover from a financial crisis by legislators. The presence of a body to govern and control the State's higher education resources appeared to be favored by most. The desired type and function of the governance structure seemed to be the overriding question; not whether the State should or should not have a centralized governance structure.

During an interview prior to assuming his new position, Chancellor-Designee Dr. Leon Ginsberg stated, "One of the main contributions of the regents is that they insulate higher education. They act as a buffer between higher education and other parts of the governmental decision-making process. They work with the government but they're really a very independent group." (Douthat, 1984, April, p. 4D).

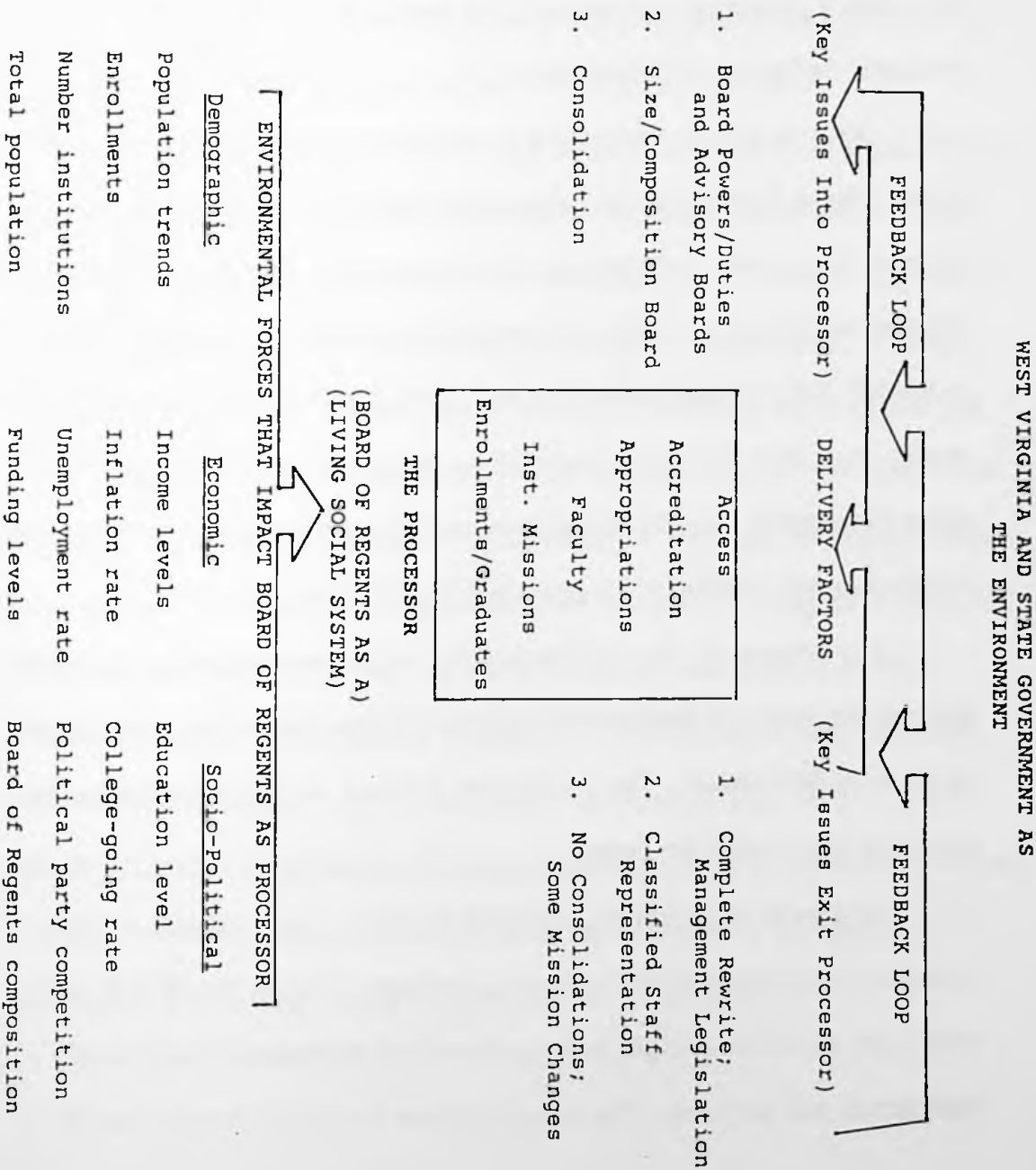
Summary of the Third Five Years, July 1979-June 1984

The issues which comprised the input in each period were the result of the output from the previous period; changing political, economic, demographic, and social conditions in the state; as well as the Board and institutional development. The key issues identified were in three general areas: (1) The powers and duties of the Board of Regents and the composition and duties of the institutional advisory boards; (2) The size and composition of the Board of Regents; and, (3) The consolidation of institutions and programs. Two of these issues, consolidation of programs or facilities and composition of the Board, were similar to or a continuation of previous issues. A complete revision of the West Virginia Code with regard to the Board of Regents' duties and responsibilities, and changes in the institutional boards of advisors were new. (See Figure 3).

As before, the consolidation issue was very volatile and produced many challenges for the system as it attempted to deal with the internal and external factors and forces. The powers and duties issue, together with major changes in

Figure 3

Key Issues Involving the Board of Regents System, 1979 - 1984



the constitution of institutional advisory boards ushered in a new era of accountability and reporting. While the Board of Regents was able to address these issues and accommodate the factors and forces acting on the system, it is this writer's opinion that its authority and security as an organization were weakened during the 1979-84 period.

One year (1983) was devoted to studying the consolidation issue before the report, "Some Alternatives for Public Policy for 1990: Institutional Missions, Program Alignments, and Reduction of State Support for Medical Education" was released on January 10, 1984. In developing its position in that report, the Board of Regents did exchange information and material with its environment, did receive input from as many elements of its environment as were available, did adjust to feedback, and did attempt to respond in such a manner that a dynamic equilibrium was attained which prolonged the life of the system.

The passage of more definitive higher education management legislation required the system to further refine its level of organization and move toward increased differentiation. The organization structure was further refined along functional lines during the period.

As a social organization, personnel turnover is expected and, at times, required to sustain the system's dynamic character. During the 1979-84 period, there were personnel changes in each of the three subsystems; institutional, managerial, and technical. The most significant changes in terms of having

potential for affecting the continuity and stability of the system occurred in the institutional subsystem (new Board members) and the managerial subsystem (new Chancellors and Vice Chancellors). The infusion of new personnel in these subsystems may have facilitated the system's ability to address the myriad of internal factors and environmental forces it faced during the period.

The external and internal factors and forces were identified by researching available documents, reports and news articles. The identification process was further refined by personal interviews with three persons who had an opportunity to interact with the issues as participants from different perspectives. Namely, one occupied an internal position, one an external institutional position, and one an external political position. For the 1979-1984 period, the persons interviewed were: (1) Dr. Robert R. Ramsey, Jr., Chancellor of the Board of Regents from June 1980 to October 1983, giving insight from the Board of Regents living social system perspective; (2) Dr. Harry B. Heflin, a senior administrator at West Virginia University during most of the Board of Regents era and now President Emeritus, giving insight from the institutional perspective; and, (3) Mr. Robert Nelson, Chairman of the Senate Education Committee and Chairman of the Senate Finance Committee during this period and currently mayor of the City of Huntington, giving insight from the governmental perspective.

The external factors and forces.

The external (environmental) factors and forces having an impact were identified as the key issues were developed and discussed. These were categorized as either demographic, economic, or socio-political.

Enrollment growth and increases in the number of graduates continued as positive demographic forces during this period. The enrollment of increasing numbers of nontraditional students was helping offset a decline in the traditional college-age population. The Board of Regents persisted in maximizing access. A concern was what could the Board do to improve the college-going rate and the participation of the populace in higher education. (Ramsey, 1991). A variety of external delivery sites, the selection of alternative delivery methods, and a refusal to close campuses or other desirable remote facilities were important in assuring an educational opportunity was available to older, place-bound students. The geography of the state didn't lend itself to much commuting. (Ramsey, 1991). Unlike previous periods, there was no growth in the number of institutions. By the same token, there was no decline in educational opportunity by either closure or consolidation of institutions. The Board did appoint a committee to evaluate programs for unnecessary duplication and ways to make them more efficient while at the same time guaranteeing appropriate access. (Ramsey, 1991).

The most critical economic factor in the system's environment during the 1979-84 period was the very difficult economic times in West Virginia. There

were many pressing social needs which led to steady declines in the portion of the state budget to higher education. While the Board felt that a strong cooperative relationship existed with the House Finance Committee, especially with its chairman, Delegate Farley (D-Wood), it recognized that there were many demands on state money. (Ramsey, 1991).

Federal aid to students and institutions was declining, while at the same time record increases were being made in tuition and fees as the high inflation levels of the late 1970s began to impact higher education. (Peeks, 1982, October, p. 6B). In West Virginia, the basic purpose of scholarship programs was being defeated by cuts in per student funding and replacing it with higher student fees. While tuition and fees were lower than in most states, one must also remember that incomes are also low in West Virginia. (Heflin, 1991). At West Virginia University, annual tuition and fees for residents of West Virginia increased from \$459 in 1979 to \$1,160 in 1984, an increase of over 152.7 percent. This compares with a 23.4 percent increase during the previous five-year period. (From \$372 in 1975 to \$459 in 1979). (Facts and Budget Request, 1985).

The laws, practices and procedures in West Virginia make it almost impossible to be efficient. (Heflin, 1991). Funding shortages were also compounded by the transfer of funding responsibility back on the institutions, such as for employee benefits, without a corresponding increase in funding. (Heflin, 1991). At the same time, however, institutions have not done all they can do to

hold down costs; students don't have to have every convenience. (Heflin, 1991). In the final analysis, the state's funding problems often transcended the consolidation issue. (Ramsey, 1991).

According to Nelson (1991), one of the motivations behind the Higher Education Management bill was the feeling that the Board was not efficiently using the funds appropriated to higher education. The perception that there was not enough money because there were too many institutions was a nagging thing with the Legislature. Every year money was pumped into higher education, but there wouldn't be much change. (Nelson, 1991).

Socio-political factors and forces were dominant considerations impacting each of the three key issues. The degree of political party competition between the Executive and Legislative Branches was minimal because Democrat Jay Rockefeller was Governor essentially all of the 1979-84 period. Also during the period, Governor Rockefeller appointed five new members to the Board.

The driving forces behind the Higher Education Management Bill, Senate Bill 579, were primarily socio-political ones. The new chancellor, Dr. Robert R. Ramsey, Jr., noted that one of his first priorities was improving the Board of Regents' relationship with the Legislature. (Ramsey, 1991). However, his task was a difficult one because often times legislators wanted to talk about individual institutions and the chancellor wanted to discuss issues from a system-wide perspective. (Heflin, 1991). The Legislature's Joint Sub-Committee on Higher

Education visited campuses and held meetings with students, faculty, classified staff, and other interested parties. The comments and recommendations from these meetings were eventually addressed in Senate Bill 579. (Nelson, 1991).

Many of the criticisms and complaints being expressed had to do with the amount of control the Board exercised over the institutions and their activities. According to Heflin (1991), the Board of Regents was established by the Legislature to get a body that could formulate a budget and make policy decisions for higher education; However, the main emphasis wound up being the management of campus affairs. Some major purposes of the Higher Education Management Bill were to provide for accountability, give some direction to higher education, and make the governance more democratic by reversing the highly centralized authority. (Nelson, 1991). Revisions in the search process for institutional presidents giving input to campus constituencies and the adoption of institutional boards with more authority were included in Senate Bill 579 to open up the system more and reverse some of the centralized authority. (Nelson, 1991; Ramsey, 1991).

The Board of Regents was in an isolated position since it didn't have a campus or a body of backup constituencies. Board members had to concentrate on the problems brought to them, and as a result were constantly fighting brush fires. (Heflin, 1991). Decisions that had to do with higher education often came into being because the governor or the legislature wanted something to happen.

(Heflin, 1991). According to Nelson (1991), the higher education reorganization brought about by Senate Bill 579 probably didn't go far enough, but many leaders in the Legislature and in higher education wanted to keep centralized control.

The forces that led to the addition of a classified staff representative to the Board's voting membership came from outside and from within. The Chancellor and the Board recognized that an important campus population was under-represented and agreed to draft the necessary legislation. (Ramsey, 1991). During campus visits, members of the Legislature were also pressured by classified staff and their various organizations. (Nelson, 1991).

Politically, the consolidation issue was virtually impossible. (Heflin, 1991; Ramsey, 1991). According to Nelson (1991), every time the Board was asked by the Legislature to look into consolidation it came back with a reply that stated, in essence, "Politically you just can't do it." The economic reality that many institutions were the lifeblood of the local community was usually the overriding consideration. (Nelson, 1991). The Board of Regents did recognize a need to bring the Vocational-Technical Centers and the Colleges closer together. In an effort to accomplish closer coordination and cooperation between those two postsecondary education sectors, the Board of Education and the Board of Regents conducted several joint meetings. Also, the Chancellor and the State Superintendent of Schools tried to attend separate meetings of the two boards as often as possible. (Ramsey, 1991).

The internal factors and forces

According to Nelson (1991), it was apparent that neither the Chancellor nor the Board were particularly pleased with the study completed by the Academy for Educational Development that recommended a new governance structure or major modifications to the Board of Regents. However, the Subcommittee on Education believed that in order to have a fair and impartial analysis of the Board it was necessary to engage an outside group. Internally, the Chancellor and the Board had no major concerns about Senate Bill 579 and saw it as making the internal expectations of the Board clearer. (Ramsey, 1991).

Changes in Board membership and changes in the Chancellor and Vice Chancellor positions were viewed as potentially disruptive internal factors. A big challenge facing Dr. Robert Ramsey when he became chancellor was locating and hiring three vice chancellors. According to Ramsey (1991), he searched for and hired a Vice Chancellor for Administrative Affairs from within the state so the person hired would be more familiar with higher education in West Virginia.

Some persons questioned the reasoning for going out-of-state to hire chancellors when the president of one of West Virginia's better institutions would be equally qualified. (Heflin, 1991). By the time the Legislature got to know a chancellor, he was on the way out thus disrupting the Board's working relationship with the Legislature. (Heflin, 1991).

As time went on, Board of Regents members seemed to be appointed for political purposes which made the Board more political. (Heflin, 1991).

However, according to Ramsey (1991), the Board was very supportive and usually all together on the issues. It worked well as a group and, for the most part, had the confidence of the Governor and the Legislature.

The longer persons were on the board, the better board members they became because the issues were more clearly understood by them. (Heflin, 1991). Many changes were made in the Board's voting membership shortly after the Board moved into its final five-year period. Also, a disruptive climate brought about by frequent changes in the chancellor's position would be magnified in the final period.

Chapter V

The Final Five Years, July 1984 - June 1989The Delivery of Educational Programs

During August 1984, the Board of Regents published its response to a performance audit questionnaire required from agencies operating under Sunset legislation. The Board was responding to ten questions relating to the performance of its duties and the desirability of its continuation as a State agency.

More specifically, the questions being answered by the Board of Regents were: 1) the nature of the Board's objectives and the extent to which the objectives were achieved or being addressed; 2) the extent to which the Board has acted in the public interest; 3) the extent to which the Board's jurisdiction duplicates that of other entities or programs; 4) the efficiency of the Board's operations; 5) the extent of statutory changes which benefit the public that have been recommended by the Board; 6) the extent of Board activities relative to potential conflict of interest by its employees; 7) the extent of Board compliance with State and Federal affirmative action requirements; 8) the extent of public participation in Board decisions; 9) the impact on Federal resources if the Board is abolished; and, 10) the extent of any burden the Board has caused the public or other governmental agencies by its activities. (Board of Regents, Performance Audit Questionnaire: Response of the West Virginia Board of Regents, August, 1984).

The information compiled and presented by the Board of Regents in its response provides an excellent "snapshot" of the higher education picture in West Virginia at the beginning of this final five-year period. Extracts from the "Performance Audit Questionnaire Response" are woven into the discussion of each of the following six delivery factors. The delivery factors are being used as vehicles to indicate the degree to which higher education programs were delivered to residents of the State under the direction of the Board of Regents. The factors are listed in Table 3 (see page 26).

Access to delivery sites and modes. In the "Performance Audit Questionnaire," the Board's response on the accessibility issue left little doubt as to the importance the Board placed on access:

Accessibility: With the establishment of the community college system and the College of Graduate Studies, previously discussed, and the establishment of numerous outreach centers and branches, higher education opportunities are now available to virtually every citizen throughout the State at some eighty locations. This was not the case in 1969 when access to higher education was severely limited in southern West Virginia, the Parkersburg area, and parts of the northern and eastern panhandles. The substantial growth in enrollment from 40,358 in 1969 to 72,054 in 1983 is a strong indicator of the Board's commitment to and success in providing

improved access to higher education. Such access is in the public's interest for many reasons, including the clear demand for a better educated population in the future. (p.p. 13-14)

Map 4 depicts the location of the public colleges and universities in the fall of 1984. While the map shows the distribution of the main facilities, it does not project the myriad of branch and satellite locations used to take programs of education to the citizens of West Virginia. The map also does not reflect the expansion into different delivery modes, such as the use of instructional television offerings via open-circuit television.

While the long-range plan called for a reduction in the rate of expansion of new facilities and programs, there was considerable interest being placed by the Board on "fine tuning" and maximizing benefits from the State's educational dollar. (Board of Regents, 1979, Profile of Progress: Higher Education in West Virginia). The implementation and refinement of reciprocity agreements between institutions on the border areas of West Virginia and surrounding states (Ohio, Kentucky, and Maryland) enhanced access for residents of West Virginia while saving the State millions of dollars. (Minutes, Board of Regents, May 7, 1985, September 13, 1988 and October 4, 1988). Throughout this five-year period, the Board continued to positively address the accessibility issue whenever possible. Some examples are:

Map 4
Location of Public Higher Education Institutions - 1984 to 1989

Universities:

- 1 Marshall
- 2 West Virginia
 - a Potomac State College

Graduate College:

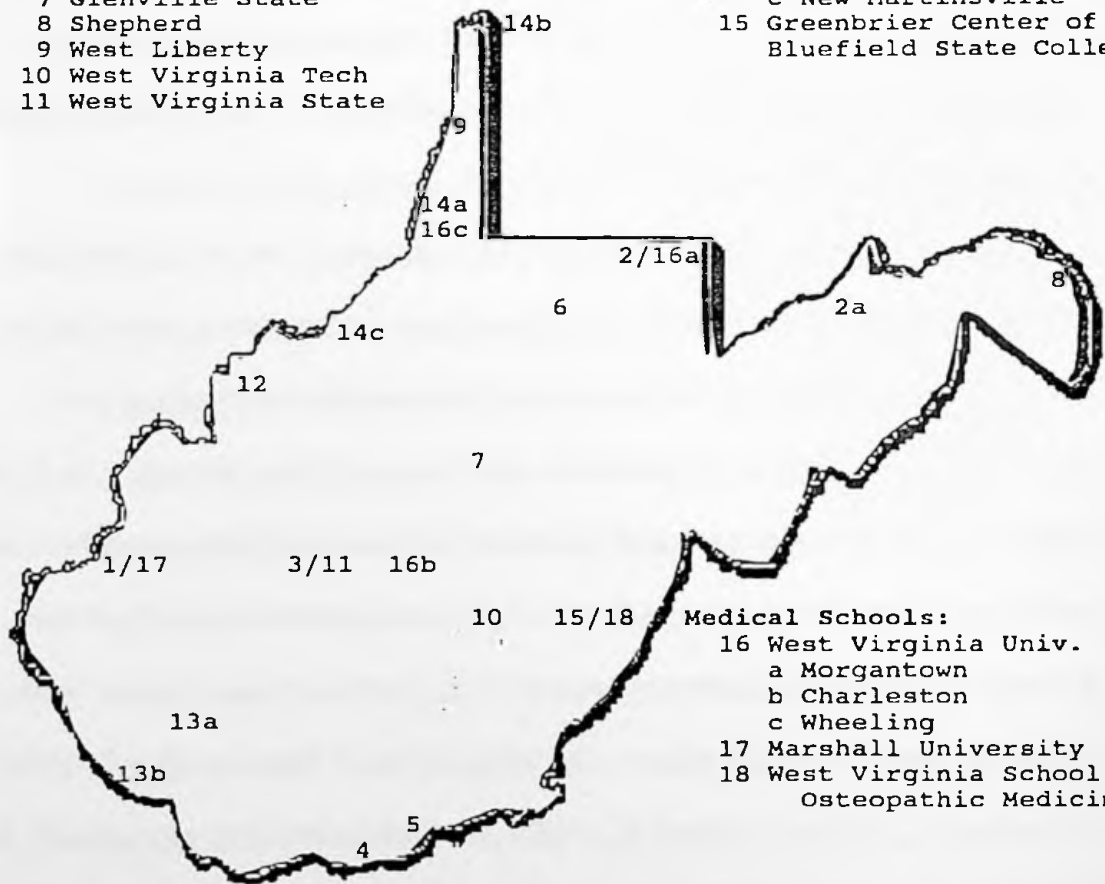
- 3 WV College Graduate Studies

Four-Year Colleges:

- 4 Bluefield State
- 5 Concord
- 6 Fairmont State
- 7 Glenville State
- 8 Shepherd
- 9 West Liberty
- 10 West Virginia Tech
- 11 West Virginia State

Community Colleges:

- 12 Parkersburg
- 13 Southern West Virginia
 - a Logan
 - b Williamson
- 14 West Virginia Northern
 - a Wheeling
 - b Weirton
 - c New Martinsville
- 15 Greenbrier Center of Bluefield State College



Medical Schools:

- 16 West Virginia Univ.
 - a Morgantown
 - b Charleston
 - c Wheeling
- 17 Marshall University
- 18 West Virginia School of Osteopathic Medicine

Source: West Virginia Board of Regents

- The adoption of a resolution calling for some proceeds of the new state lottery be dedicated "to the purposes of elementary, secondary, and postsecondary public education." (Minutes, Board of Regents, November 13, 1984, p. 8).

- The adoption of cooperative programs between West Virginia Institute of Technology and West Virginia State College. (Minutes, Board of Regents, February 12, 1985).

- Authorizing a new site for the Jackson County Center of Parkersburg Community College in Ripley. (Minutes, Board of Regents, January 6, 1987).

Access was important to the Board. The issue of the quality of educational programs appeared to be equally important and a responsibility the Board of Regents was serious about.

Accreditation.

In the 1984 response to the audit questions, the Board addressed quality as follows:

Quality: When the Board was created in 1969 several institutions were experiencing difficulty in maintaining their accredited status, primarily because of library deficiencies. In fact, five institutions were on probationary status with the North Central Association of Colleges and Secondary Schools. The Board moved to quickly alleviate these problems. It created a Library Resource Fee to augment library holdings. It provided a system of rewards to encourage institutions to recruit and retain faculty

with advanced degrees. Currently, all fifteen state colleges and universities are fully accredited. Hundreds of their programs are also individually accredited by regional or national professional standards associations. The Board of Regents has improved the overall quality of higher education in West Virginia. Such improvements are in the public interest. (P. 13)

During 1987, in consonance with its responsibility to assure quality, the Board revised its Policy Bulletin Number 15, " Policy Regarding the Accreditation and Approval of Degree-Granting Institutions", as it pertained to the recognition of programs offered at postsecondary institutions operated for profit. To retain Board recognition as accredited programs, for-profit institutions would be periodically inspected by a team from the Board of Regents in addition to the accreditation reviews conducted by the accrediting bodies of the Association of Independent Colleges and Schools and the National Association of Trade and Technical Schools. (Minutes, Board of Regents, June 2, 1987). During the next Regular Legislative Session, at the request of the for-profit schools, a bill was passed (House Bill 4580) removing jurisdiction over those schools from the Board of Regents and transferring it to the Board of Education. (Minutes, Board of Regents, July 8, 1988). This was an excellent example of political forces being stronger than the forces generated by the Board of Regents in carrying out its responsibility for the quality of degree programs being offered in the State. It

also came at a time when the Board may not have been well served by its involvement in controversial legislative issues such as this one.

Revenue appropriations.

The trend of appropriations for support of higher education in West Virginia continued downward. The snapshot taken at the beginning of each five-year period revealed a declining percentage of the gross appropriation being allocated to higher education. The appropriation for 1984-85 was consistent with the trend that had been developing since the Board's inception in 1969.

Table 22 compares the appropriation for 1979-80 with the appropriation for 1984-85. The total appropriation for FY 84-85, excluding the estimated value of employee fringe benefits that were not charged to the Board of Regents system, was about \$50 million higher than the FY 79-80 appropriation. This represented an increase of about 34 percent. The total appropriated to all state agencies increased from about \$1,028.7 million during FY 79-80 to about \$1,468.7 million during FY 84-85, or an increase of about 43 percent. (Digest of Enrolled Budget Bill, Regular Session, Legislature of West Virginia, 1984). Higher education's share of the gross appropriation declined from about 14.2 percent in FY 79-80 to about 13.4 percent in FY 84-85. (\$196,540,000 of \$1,468,730,000 appropriated).

At the same time higher education's share of the appropriations was declining, the cost to deliver educational programs was increasing by record amounts. Expanding costs for personnel, repair and maintenance of facilities,

Table 22

State Tax-Fund Appropriations for Operating Expenses of Higher Education in West Virginia: 1979-80 and 1984-85

<u>Institution</u>	<u>Allocations (1) in Thousands</u>	
	<u>FY 1979-80</u>	<u>FY 1984-85</u>
West Virginia University (2)	\$77,163	\$98,903
Marshall University (2)	19,049	27,229
WV College of Graduate Studies	3,520	4,233
WV School Osteopathic Medicine	3,540	4,105
Bluefield State College	3,034	3,912
Concord College	3,956	4,929
Fairmont State College	6,491	8,153
Glenville State College	3,222	4,187
Shepherd College	4,060	5,345
West Liberty State College	5,194	6,193
West Virginia Institute of Tech.	5,764	7,264
West Virginia State College	5,685	7,057
Parkersburg Community College	3,072	3,739
Southern WV Community College	2,330	2,854
WV Northern Community College	2,390	3,039
Potomac State College of WVU	(4)	(4)
Gross Total Institutions	\$144,950	\$191,142
Less Fees to General Fund (3)	<u>(6,203)</u>	<u>-----</u>
Net Total Institutions	\$138,747	\$191,142
State Board of Regents	699	1,188
Research, contracts, etc.	<u>3,453</u>	<u>4,210</u>
Total Appropriation	\$146,419*	\$196,540*

* Does not include estimated value of fringe benefits.

(1) Institutional funds allocated in FY79-80 and in FY84-85 from gross appropriation.

(2) Includes WVU Medical Center or Marshall Medical School.

(3) Tuition fees at WVU and Marshall are retained. State colleges return them to the State General Fund. Thus subtract them to arrive at net tax-fund appropriation.

(4) Included in West Virginia University allocation.

Sources: Statistical Profile of Higher Education in West Virginia, 1985 and Annual Report of Financial Data, 1979-80.

utilities, and student support services had to be met by some form of resources other than general revenue appropriations. Given the situation with declining Federal support to higher education, an ever increasing share of the cost of education had to be passed on to students.

The funding issue was one of the last major issues the Board of Regents was called upon to manage. This issue, including the development of a Resource Allocation Model by the Board, will be discussed in detail later in this chapter.

Part-time and full-time faculty.

A comparison of full-time and part-time faculty at each institution in the fall of 1985 is shown at Table 23. The ratio of full-time to part-time faculty was about 65 percent to 35 percent, respectively. This ratio was consistent with the ratio at the beginning of the two previous five-year periods.

There was a decline in the total number of faculty, but this decline appeared to be consistent with fluctuations in enrollment. The headcount enrollment at the beginning of the 1984-85 period was about 2,000 students less than at the beginning of 1979-80. There were about 200 less faculty in the fall of 1985 than there were in the fall of 1979. Faculty changes were generally consistent with enrollment changes; full-time faculty appeared to absorb most of the decline. This may have been the result of cost-cutting measures brought on by increased costs and declining fiscal resources.

Table 23

Full-Time and Part-Time Faculty at West Virginia Public Institutions of Higher Education, Fall 1985

<u>Institution</u>	<u>Full-Time Num. (%)</u>	<u>Part-Time Num. (%)</u>	<u>Total Number</u>
Marshall University	361 (68.2)	168 (31.8)	529
West Virginia University	807 (77.7)	231 (22.3)	1038
College of Grad. Studies	47 (32.0)	100 (68.0)	147
Bluefield State College	80 (57.6)	59 (42.4)	139
Concord College	85 (68.0)	40 (32.0)	125
Fairmont State College	173 (58.1)	125 (41.9)	298
Glenville State College	77 (64.7)	42 (35.3)	119
Shepherd College	107 (58.8)	75 (41.2)	182
West Liberty State College	129 (90.2)	14 (9.8)	143
West Virginia Inst of Tech	156 (79.6)	40 (20.4)	196
West Virginia State College	140 (69.7)	61 (30.3)	201
Parkersburg Community Coll	83 (48.0)	90 (52.0)	173
Southern WV Community Coll	52 (40.9)	75 (59.1)	127
WV Northern Community Coll	62 (41.3)	88 (58.7)	150
Potomac State Coll of WVU	40 (69.0)	18 (31.0)	58
SYSTEM TOTALS	2399 (66.2)	1226 (33.8)	3625

Source: Statistical Profile of Higher Education in West Virginia, 1985

Institutional missions.

"Some Alternatives For Public Policy For 1990: Institutional Missions, Program Alignments, and Reduction of State Support For Medical Education," dated January 10, 1984, was published by the Board in response to executive and legislative branch recommendations regarding consolidation or closure. That document identified potential mission changes, especially for Bluefield State College, Concord College, West Virginia Institute of Technology, and West Virginia State College. Also included were possible changes for educational services provided in the Wheeling-Weirton, Parkersburg, and Charleston regions particularly with regard to programs conducted by West Virginia University and all other public institutions serving those regions.

Proposals in the January 1984 document were being studied for implementation at the time the next five-year plan was being developed. During May, 1984, the Board's Academic Affairs Committee proposed that the Board defer action on the January 10, 1984 proposal on mission changes and program realignments at Bluefield State College and West Virginia Institute of Technology. Those institutions would complete an internal evaluation and submit recommendations for reallocation of resources and program changes to the Master Plan Advisory Committee by December 15, 1984. The Board of Regents approved this motion. (Minutes, Board of Regents, May 1, 1984).

The Master Plan Advisory Committee completed its work on a new plan to guide higher education up to 1990. The plan, Agenda For Action 1985-1990: A Master Plan of Goals and Service For Public Higher Education in West Virginia, was published in May, 1985. Revised, "Institutional mission statements for the period through 1990 were developed by an extensive planning process which involved campus groups, Board staff, and members of the Board of Regents." (p. 23).

There were no major realignments as a result of this review. Each institution retained the basic overall mission already discussed in the previous chapter. However, the Agenda For Action 1985-1990 did adopt many of the provisions of the Wheeling-Weirton, Parkersburg, and Charleston regional realignments proposed in January 1984. Mission statements were amended for schools serving each of these regions as noted below:

Wheeling-Weirton Region: West Liberty State College must ensure a range of four-year degree programs are available in Wheeling and Weirton. West Virginia University must offer appropriate master's degree programs in the Wheeling area.

Parkersburg Region: Glenville State College's mission was amended to ensure appropriate bachelor's degree programs and West Virginia University's mission was amended to include appropriate master's degree programs were offered in Parkersburg.

Charleston Region: Concentrations were assigned to West Virginia State College, West Virginia Institute of Technology, Marshall University, the College of Graduate Studies, and West Virginia University through cooperative arrangements between those institutions.

Student enrollments and degrees awarded.

The first decline in credit head-count enrollment occurred in the fall of 1984. Since the Board's inception in 1969, the credit head-count enrollment had grown every year. Table 24 reflects an enrollment of 68,553 students in the fall of 1984, a decline of about 3% from the fall 1979 enrollment of 70,604. Virtually all of the decline was in graduate enrollment where enrollment decreased from 11,505 in 1979 to 7,977 students in 1984, or about 31 percent. A slight decline was experienced in First Professional enrollment. A gain of about 1,500 students occurred at the undergraduate level but that small gain could not offset the large drop in graduate enrollment.

In terms of degrees conferred, Table 25 reflects a significant decline in the number of master's degrees conferred during 1984-85 as compared to the number conferred during 1979-80. The approximate 16 percent decline (from 2,136 to 1,791 - see Tables 20 and 25) is consistent with the decline noted in graduate enrollment. The total number of degrees conferred during 1984-85 was 702 more than the total number conferred during 1979-80.

Table 24

**Credit Head-Count Enrollment, West Virginia Public Institutions of
Higher Education, First Semester 1984-85**

	<u>Undergrad.</u>	<u>First Prof.</u>	<u>Graduate</u>	<u>Total</u>
Universities:				
Marshall	8,598		1,915	10,513
West Virginia	14,118	350	3,108	17,576
College Grad. Studies			2,715	2,715
Medical Colleges:				
Marshall University	611	182	12	805
Osteopathic School		236		236
West Virginia Univ.	748	548	199	1,495
Four-Year Colleges:				
Bluefield State	2,595			2,595
Concord	2,217			2,217
Fairmont State	5,004			5,004
Glenville State	1,914			1,914
Shepherd	3,534			3,534
West Liberty State	2,521			2,521
W. Vir. Inst. Tech	3,179		28	3,207
West Virginia State	4,315			4,315
Community Colleges:				
Parkersburg	2,954			2,954
Southern West Vir.	2,359			2,359
West Vir. Northern	3,531			3,531
Two-Year Branch:				
Pot. State College	1,062			1,062
TOTALS:	59,260	1,316	7,977	68,553
Full-Time:	39,508	1,309	1,926	42,743
Part-Time:	19,752	7	6,051	25,810
TOTALS:	59,260	1,316	7,977	68,553

Source: Statistical Profile of Higher Education in West Virginia, 1984.
West Virginia Board of Regents, 1985.

Table 25

Summary of Degrees Conferred, West Virginia Public Institutions of Higher Education, July 1984 through June 1985

<u>DEGREES</u>	<u>NUMBER AWARDED</u>
Associate	2,131
Bachelor's	6,704
Master's	1,791
First Professional	362
Doctor's	<u>116</u>
TOTAL DEGREES CONFERRED:	11,104

Source: West Virginia Board of Regents, Annual Report, 1984-85,
December 1985.

As the Board moved into this last five-year period of its operation, the effects of declining resources and other budgetary constraints were beginning to appear in the delivery factors. The internal and external factors and forces impacting on the Board of Regents system were intensifying in both magnitude and complexity. Turnover of personnel, conflicting political pressures, shifting budgetary priorities, public opinion, and many other sources of conflict were beginning to appear more frequently in the environment. The Board's reaction to and attempts to address these forces will unfold in this final five-year period.

Board of Regents

The statutory composition of the Board of Regents did not change during the final five years of its existence. The last change occurred during 1983 when a representative of the classified employees was added as an ex officio voting member. The thirteen-member Board of Regents (twelve voting and one non-voting) governed all public higher education in West Virginia until it was dissolved, effective June 30, 1989, by Senate Bill 420 passed on April 8, 1989.

Membership.

During the 1984-1989 period, there were numerous changes in the nine voting members appointed by the Governor. The terms of three appointed board members expired every two years according to the enabling legislation. Whereas during the early years the Governor often reappointed Regents when their term expired, there was only one reappointment during this final five-year period.

During the fall of 1985, Governor Arch A. Moore, Jr., who had been reelected to succeed John D. Rockefeller IV, was given the opportunity to appoint four new members to the Board of Regents. This situation developed due to the death of Regent Betsy K. McCreight during April, 1985. Her term was due to expire June 30, 1987. In addition, the terms of Dr. John W. Saunders, Mr. Verl W. Snyder, and Mr. Andrew L. Clark were expiring June 30, 1985.

Governor Moore appointed MR. THOMAS L. CRAIG, JR., of Huntington, to replace Ms. McCreight for the term ending June 30, 1987. At the

same time, Governor Moore appointed SISTER MARY JUDE JOCHUM of Wheeling, MR. WILLIAM T. MCLAUGHLIN II of Fairmont, and MR. JOHN C. SHOTT of Bluefield to six-year terms to replace the three members leaving on June 30, 1985. However, it was subsequently discovered that these appointments were in conflict with legislation creating the Board in that one congressional district was overrepresented and one underrepresented. ("Error forces Moore ...", 1985). Shortly thereafter, Mr. McLaughlin resigned and Governor Moore appointed MR. CHARLES F. PRINTZ of Shepherdstown, effective October 30, 1985, for a term expiring June 30, 1991.

The terms of three Regents were due to expire June 30, 1987, but once again Governor Moore was given an opportunity to fill four positions. In addition to the three whose terms were expiring in 1987 (Clark Frame, William Watson, and Thomas Craig), Regent John C. Shott of Bluefield resigned during June 1987 after serving only two years on the Board. Mr. Frame resigned during March 1986, about one year before completing his six-year term. Both of these resignations appeared to be related to the climate that existed between the Board and the Legislative or Executive Branches.

In the case of Mr. Clark Frame, a lawyer from Morgantown, his resignation may have resulted from a perceived lack of support of the Regents by the Governor and the Legislature. According to Mr. Frame, it was coincidental that his resignation came at about the same time the State's Supreme Court of

Appeals had ruled against him and his law firm in a conflict of interest matter. According to an article entitled, "Regent quits over lack of support," Mr. Frame's decision was reached earlier in the year when the Governor proposed the abolishment of the Board of Regents and the Legislature voted to extend the Board for only two years. (1986, March). In the U.P.I. article, Mr. Frame was quoted as having said:

All that manifested itself into a desire to find a better way of governing our higher education system, if possible. If that is true, if there is a (genuine) desire to abolish the regents, I felt it was time to let new eyes survey the scene and see if they can come up with something better. I feel the Board of Regents is the best means by far to govern our 16 colleges. They have done a marvelous job. (p.1B).

Mr. John C. Shott resigned his position during June 1987. He had been critical of the actions of Governor Moore and the chief executive's apparent lack of support of the Board of Regents. Mr. Shott's displeasure with the recent budget cuts in higher education was thought to be the reason, but that could not be confirmed. (Vandergrift, 1987, July).

Thus, as during 1985, the Governor had four Regents positions to fill. In one, Governor Moore reappointed Mr. Thomas Craig of Huntington to a six-year term expiring June 30, 1993. Mr. Craig had served the final two years of Betsy

McCreight's term. At this time, Governor Moore made amends for an earlier error by appointing MR. WILLIAM T. MCLAUGHLIN II of Fairmont to a six-year term beginning July 1987. The final two appointments went to MR. CHARLES K. CONNOR, JR. of Beckley, and MR. JAMES R. MCCARTNEY of Morgantown. Mr. Connor filled the remaining four years of Mr. Shott's term. The opportunity for the governor to appoint or reappoint eight members of the Board of Regents after being in office only about two years probably improved the governor's ability to exert influence over the Board. While the Board may have wanted to provide a buffer between the political forces and the educational issues, the opportunity to replace most of the appointed Board members had the potential to strengthen the governor's position.

The appointed composition of the Board would not change again prior to its dissolution on June 30, 1989. Some changes continued to be made in the student representative and faculty representative ex-officio voting positions as the Board drew to a close. On February 25, 1986, Mr. Michael Queen resigned as student representative on the Board. According to an article in The Charleston Gazette entitled, "Student regent member quits, citing governor's interference," Mr. Queen was upset over a freeze on the use of interest income and Mr. Moore's plan to replace the Board of Regents with a three-member Commission on Higher Education. (Baker, 1986). Both of these issues will be discussed in detail later in this chapter.

Brief descriptions of each member of the Board of Regents and their respective terms of service is at Appendix B .

Powers and duties.

The major revisions that had been made by the Legislature with the passage of Senate Bill 579 during April, 1981, were the last changes made in the Board's powers and duties. The powers and duties stipulated in Section 8, Article 26, Chapter 18 of the West Virginia Code were not revised again. The authority to continue its function as the State's governing board for higher education was granted to the Board of Regents on two occasions during this final five-year period.

House Bill 1306, passed on February 10, 1986, extended the Board's existence "until the first day of July, one thousand nine hundred eighty-eight." (Chapter 66, Acts of the Legislature of West Virginia, Regular Session 1986, p. 547). This extension was granted after completion of a performance audit pursuant to Section 9, Article 10, Chapter 4 of the West Virginia Code. (Chapter 66, Acts of the Legislature of West Virginia, 1986).

Similar legislation was passed in 1988 after another performance audit review, except this time the Board was given a one-year extension until the first day of July, 1989. (Chapter 6, Acts of the Legislature of West Virginia, Regular Session 1988). This legislation, Senate Bill 11, passed on June 18, 1988, also provided language in the "Legislative Purpose" section of the Code to require the

implementation of a funding formula for the distribution of State funds by the Board of Regents. This formula was to be "for the distribution of state funds on and after the first day of July, one thousand nine hundred eighty-eight, and shall annually review and revise such formula thereafter." (Chapter 6, Acts of the Legislature of West Virginia, Regular Session 1988, p. 1125). The formulation and adoption of a resource allocation model is discussed in more detail later in this chapter as the issues are examined and reviewed.

Goals and objectives.

The four academic goals and their specific dimensions (objectives) published by the Board of Regents in the 1979 "Profile of Progress" were essentially the same as the goals and objectives stated as "Academic Program Goals" in the May 1985, Agenda for Action 1985-1990: A Master Plan of Goals and Service For Public Higher Education in West Virginia. The four academic program goals stated in the May, 1985, Agenda for Action, were:

FIRST GOAL: Maintain and enhance the basic academic programs and expand access to such programs throughout the State

SECOND GOAL: Continue to expand programs leading to career opportunities

THIRD GOAL: Expand credit courses and programs for adult and nontraditional learners

FOURTH GOAL: Expand continuing education, community interest, and public service activities offered on a noncredit basis (p. 18)

Other than the addition of the "expanding access" phrase to the first goal, all four were stated exactly the same as those published in the 1979 "Profile of Progress." The objectives, or "specific dimensions" as they were called in 1979, were essentially the same with some consolidation or minor rewrite. Thus, the Board's annual report to the Legislature would continue to address the same four "academic program goals" established in 1979. However, in the 1985 "Agenda For Action," the Board of Regents also adopted goals regarding access and resources.

The May 1985, Agenda For Action 1985-1990: A Master Plan of Goals and Service For Public Higher Education in West Virginia stated the access goals as follows:

With regard to access as measured by percent of population enrolled, the following goals have been established (TABLE 5) by the Board of Regents:

1. That by the year 1990, the overall enrollment and access levels in West Virginia public higher education be equal to the average of Southern Regional Education Board states, and be generally distributed

according to the proposed January 1984 plan, as amended annually; and

2. That by the year 2000, the overall enrollment and access levels in West Virginia public higher education be equal to the national average, and be generally distributed according to the proposed January 1984 plan, as amended annually. (p. 35).

Similarly, the 1985 "Agenda for Action" listed the resource goals as follows:

With regard to the need for increased total Educational and General Expenditures, the following goals have been established:

1. That by the year 1990, the resources appropriated by the State to higher education equal the Southern Regional Education Board average of "Educational and General" expenditures per full-time equivalent students enrolled; and
2. That by the year 2000, the resources appropriated by the State to higher education equal the national average of "Educational and General" expenditures per full-time equivalent students enrolled. (p. 59).

On December 1, 1987, the Chancellor on behalf of the Board of Regents, submitted the "Annual Report 1986-87 and Planning Update of the Agenda for Action 1985-1990," to the Legislative leadership and the Joint Committee on Government and Finance. In this document, the Board reviewed all the initiatives pursued since 1985 to promote access and attain the goals established. The tone was generally favorable and the outlook continued to be optimistic. According to the report, "Enrollment increases at public colleges and universities indicate that statewide and institutional efforts were successful. Increases occurred even though student fees increased, the number of high school graduates declined, and the purchasing power of student financial assistance programs eroded." (p. 17).

The forecast for attaining the resources goals was not as optimistic. The Board noted a need for additional resources to support educational programs. "An annual increase of five percent over the next three years in 'Educational and General' expenditures per full-time equivalent student will be required to meet the Southern Regional Education Board average by 1990. Through this investment, the Board of Regents' quantitative goals for the people of the state can come to fruition." (p. 18).

The academic goals and objectives appear to be a continuation of the desire to "fine tune and improve" what is already in place. The access and resource goals added in 1985 did not call for expansion of the system. Rather, these were goals that could be accommodated using existing sites and programs offered.

Maximizing the use of existing facilities to improve the college going rate in West Virginia seemed to be a realistic goal. On the other hand, the state's economic climate and a Federal attitude to avoid funding for support of state-level programs were inconsistent with the goal to improve appropriations to higher education. Funding is an issue that will be discussed in more detail later in this chapter.

Key Issues Identified

During this final five-year period, there were two key issues identified that met the criteria of being either a result of major statutory changes or major changes in the Board of Regents methods or procedures. The key issues being examined during this period are:

1. The implementation of a resource allocation model to distribute declining general revenue appropriations to the institutions.
2. The continuation of sunset legislation which eventually led to the dissolution of the Board.

The following discussion of these key issues was developed as members of the living social system and members of the suprasystem were identified and studied. The model at Figure 4 (see p. 334) depicts the key issues as they entered the Board of Regents' social system processor and their resultant configuration after passing through the processor and being subjected to the internal forces and to the demographic, economic, and socio-political forces in the higher education environment.

The implementation of a resource allocation model.

A look at the appropriations to higher education from the general revenue funds has shown that higher education's share had been declining since the Board of Regents was created in 1969. As the level of funding declined and the higher education system continued to develop under the Board's guidance, more pressure to assure the equitable distribution of the available financial resources developed.

In the report of a 1984 Benedum Foundation study of West Virginia University, the Board of Regents was criticized for not having a systematic method for distributing money to the public institutions. Quoting from the report in an article entitled, "Regents called major hindrance to WVU becoming top institution," Marsh (1984) wrote:

Our most important conclusion and recommendation relates to the lack of logic, the almost irrational incremental way that state funds and positions have been allocated over the last seven years or more to public institutions of higher education in West Virginia. (p. 12A).

The Chancellor at the time, Dr. Leon Ginsberg, took exception with the Benedum report's implication that all institutions were funded equally on the basis of full-time equivalent enrollment. In an article, "Ginsberg questions some findings by Benedum study" (Repanshek, 1984), it was noted that different funding rates per student, by type of institution, were used by the Board. Dr.

Ginsberg was quoted as saying, "The 20,000-student university in Morgantown already receives 40 percent of the regents' annual budget. Less than 30 percent of the (state's college and university) students get more than 40 percent of the budget. They're funded that way because of their special mission." (p. 13A).

Chancellor Ginsberg wrote a letter that was published in The Charleston Gazette on May 29, 1985, which addressed the allocations to the institutions for Fiscal Year 1986. According to his letter, the Board had little latitude in making allocations because the level of funding was only enough to fund the institutions at current levels plus an amount to offset mandated salary increases.

During the 1985-86 School Year, the Board of Regents accepted a resolution from the Advisory Council of Faculty to "maintain its systemwide (funding) stance regarding higher education in West Virginia..." (Minutes, Board of Regents, December 13, 1985, p. 4). Higher education's financial posture would not get any better. In early 1985, Governor Moore issued an executive order that prohibited the use of interest earned on investments unless it was appropriated by the Legislature. The governor directed that interest earnings would go into the general revenue fund and become part of the annual appropriation. (Executive Order Number 285, Office of the Governor, February 12, 1985). Chancellor Ginsberg reported to the House Finance Committee on January 14, 1986, that the freeze on the use of interest income would equate to a \$35 million shortfall in higher education by June 30, 1987. At the time, the

budget submitted by Governor Moore was being reviewed. In his budget proposal, Governor Moore had authorized the Board of Regents to spend \$20 million of interest income from its investments, but he had reduced the state's support to higher education by an equal amount. (Michael, 1986, January). The West Virginia Supreme Court of Appeals later ruled that the Governor's action to freeze the interest income was illegal; However, the budget was still short by some \$20 million. (Paxton, 1986, February). The Legislature subsequently restored \$15 million to the Board's budget and allowed the transfer of \$5 million in interest money to general revenue use. (Ramsey, 1986, February).

During March, 1986, shortly after replacing Dr. Leon Ginsberg, Acting Chancellor Thomas Cole's report to the Board of Regents recognized a need for change. "And if the events of the past month tell us anything, it is that we cannot go back to business as usual ... while I am pleased that the budget is not as bad as it was, it, nevertheless, means that next year will be a very difficult year," Dr. Cole reported. (Minutes, Board of Regents, March 4, 1986, P. 9).

On April 3, 1987, the difficulty was compounded when Governor Moore ordered a five percent cut in the current budget. The cut was about \$10.5 million from the higher education budget and had to be applied to the final quarter in the fiscal year. ("Regents closing ...," 1987). At its regular meeting, the Board of Regents adopted the following resolution in response to the Governor's order:

RESOLVED BY THE WEST VIRGINIA BOARD OF REGENTS:

That in order to maintain the fiscal integrity of the system of higher education during this time of financial crisis the Board has determined that the following actions are necessary:

1. Eliminate all non-emergency travel and operating expenses;
2. Defer all non-emergency maintenance projects and equipment acquisitions;
3. Eliminate all summer school programs prior to June 30, 1987;
4. Temporary layoffs of all employees for a period of five (5) days. Such temporary layoffs shall be accomplished by shortening the Spring academic schedule by one week and by closing each institution during that week. (Minutes, Board of Regents, April 7, 1987, p. 8).

In an article about the layoffs and closings (Niiler, 1987, April 8), Board President William Watson stated, "This is a very dismal day for higher education." Mr. Jeff Handy, Regent Student Representative, reportedly said:

We hope the political leaders will recognize the importance of higher education and this won't happen again ... They've shown a

lack of foresight and an unwillingness to react to the revenue loss.

This should have happened 3 1/2 months ago. It would have been a hell of a lot easier than making cuts in three weeks. (p. 1A).

Shortly thereafter, Governor Moore issued an executive order telling the Board to rescind the plans for school closings and layoffs. The Governor directed the Regents to use interest money from special accounts to offset the budget cuts. Mr. Moore reportedly said, "The governor has the authority to direct the board to use accumulated interest funds from all its accounts to operate this fiscal year. This is a response to the overreaction by the regents in terms of cutting the school year short." (Farkas, 1987, p. 1A).

During the Legislative session, around 300 faculty and staff members converged on the Capitol to protest the continuing budgetary problems facing higher education. (Grimes, 1987, April). The Legislature was in session and working on two separate budget proposals for Fiscal Year 1987. The first proposal was based upon a revenue estimate by Governor Moore of \$1.56 billion and would have given higher education a budget cut of \$7.5 million for the fiscal year beginning July 1, 1987. That bill was passed by the Legislature but vetoed by Governor Moore. The House of Delegates overrode the veto. The Senate was working on a second proposal based upon a revised revenue estimate of \$1.46 billion. It would cut the higher education budget by \$24.5 million, and according

to Regents Finance Director Jim Schneider, "will be devastating." (Wilson, 1987, April, p. 6B).

During June, 1987, the Board approved the following resolution regarding educational impact statements:

WHEREAS, The West Virginia Legislature recently enacted, over the objections of the Governor, the State Budget for Fiscal Year 1987-88; and

WHEREAS, Such budget includes a reduction in State appropriations for higher education of \$8,220,840 below the current year's appropriations; and

WHEREAS, Such reduction marks the first time in modern history that higher education's appropriations at the beginning of a new fiscal year fall below the current year's appropriation; and

WHEREAS, Such reduction follows closely a \$10,454,000 mid-year spending reduction imposed by the Governor in the current year;

NOW, THEREFORE, BE IT RESOLVED, That pursuant to the Budget Bill enacted by the 1987 Legislature in extended session, and the allocation by the Board of reductions for higher education contained therein, each institution of higher education shall prepare

an educational impact statement summarizing both the short-term and long-term effects of the most recent budget reduction; and

BE IT FURTHER RESOLVED, That such impact statement shall specifically address the following areas of operations:

1. The reduction or elimination of summer school offerings during the 1987-88 fiscal year.
2. The reduction or elimination of off-campus course offerings, and the potential closing of off-campus centers.
3. The extent to which it will be necessary now, or in the future, to terminate full-time employees.
4. The elimination of all non-essential vacant positions, travel, and other operating expenses; and

BE IT FURTHER RESOLVED, That the Chancellor shall transmit such impact statements to the Governor, the Senate President, and the House Speaker in the next two weeks and shall instruct the college and university presidents to make no unilateral program or employee reductions until such time as the above parties have had at least two weeks to review these statements and comment or take appropriate action. Mr. Printz seconded the

motion. (Motion Carried). (Minutes, Board of Regents, June 2, 1987, pp. 3-4).

At the same meeting, Chancellor Thomas Cole reported that the Board staff would begin "working on a budget allocation model to be presented to the Board in April for use in making allocation decisions for 1988-89." (p. 8). Chancellor Cole also informed the Board that the public higher education system in West Virginia had absorbed almost a \$50 million reduction in state funding over the last six years.

According to the July 29, 1987, Board minutes, continuing budgetary problems were beginning to create personnel problems. Personnel turnover was high and morale was low. In spite of the budget problems in 1985-86 and 1986-87, the Board decided to provide a 5% salary increase for all full-time and regular part-time higher education employees. Since appropriated funds were not allocated for a salary increase, the Board had to identify other sources. Some funds were taken from the capital improvement budget, some came from discretionary institutional funds, and some were generated by the imposition of a one-time student fee surcharge of \$50 per full-time student (part-time was prorated) for the second semester of the 1987-88 academic year. (Minutes, Board of Regents, July 29, 1987). These sources were sufficient for the first year; However, funds to sustain the raises in subsequent years would have to be appropriated or an additional budget shortfall would be created.

About one month later, the Board adopted a statement on efficiency, "... to ensure that every effort is made to improve efficiency and the performance of our institutions and their programs, so that sufficient resources will be awarded to sustain quality, pay competitive salaries and provide for salary increases."

(Minutes, Board of Regents, September 1, 1987, p. 2). In carrying out the efficiency statement, presidents and the appropriate review committees were directed to: 1) Review all staffing plans and where possible consolidate or eliminate positions; 2) Review all expenditures for acceptability; 3) Review all academic programs and evidence of the necessity and viability of each; and, 4) Limit the expansion of new programs by holding them to an exhaustive review.

The next meeting, the Board of Regents drafted its budget request for FY 1988-89 and decided to submit it to Governor Moore "as is" without attempting to make initial cuts. Regent Thomas Craig recommended submission of the uncut version so the Board could work with the Governor and the Legislature in determining where cuts should be made. In an article "Regents want \$82 million budget increase," (Niiler, 1987, October), Mr. Craig was quoted as saying, "Our role is to defend the governor's program before the Legislature. We should defend it whatever it is. We have to march to the Statehouse together." (p. 1B). The Fiscal Year 1988-89 Operating Budget Request asked for about \$282 million, an increase of approximately 40 percent over the \$201 million appropriation for the current year. (Minutes, Board of Regents, October 6, 1987).

Work on the development of a resource allocation model was progressing on schedule. During his report at the March, 1988, Board meeting Chancellor William Simmons, who had replaced Thomas Cole during January, recognized the presidents and the faculty for their hard work and contributions in the formation of the model. (Minutes, Board of Regents, March 8, 1988). In an interview for an article entitled "Regents consider new model for allocating funds" (Niiler, 1988, March), Chancellor Simmons stated:

For the first time in all the years I've worked in higher education, we will have a rational system for allocating funds. The problem is where's the money coming from? It's going to take some attention from the Legislature to make the model meaningful. (p. 6B).

During the April 5, 1988, Board meeting, the Chairman of the Advisory Council of Public College and University Presidents, Dr. James Rowley, reported on the president's deliberations on the resource allocation model. The presidents' concerns were that the model focuses on certain principles such as recognition of institutional missions, accountability and efficiency, and improvement of quality while expanding access. These deliberations were instrumental in formation of the model's guidelines. (Minutes, Board of Regents, April 5, 1988). At a special meeting on April 22, 1988, the Board discussed the Resource Allocation Model extensively and decided to take formal action on the approval of a Model at its next meeting.

On May 3, 1988, the Board of Regents adopted one of the Resource Allocation Model drafts. To promote the Board's objectives published in the Agenda For Action 1985-1990, a set of Guidelines for Implementation were developed with the Model. The guidelines addressed expanding access, improving the college-going rate, and improving the quality of educational programs. The guidelines also listed principles to be observed during implementation: 1) West Virginia institutions should remain competitive in the Southern Regional Education Board states; 2) Fiscal year 1988-89 will be the first year using the model; 3) The 1988-89 funding level will not fall below 1987-88 levels; 4) Institutions are encouraged to increase enrollment thus expanding access and the going-rate; 5) Only 95 percent of available funds will be applied to the model. The remaining five percent will be used to address unique institutional funding requirements; and, 6) Capital Repairs and Alterations and Building and Campus Renewal funds will continue to be distributed based on the formula formerly developed by the consultant Facilities Management Institute.

The approved Resource Allocation Model used three major determinants for institutional funding: Student/Faculty Ratios, Average Faculty Salaries, and Relative Distribution of Effort (instruction, research, public service, academic support, student services, institutional support, and physical plant). Southern Regional Education Board and national averages, by type of institution, were used to develop "ideal" ratios, salaries, and percentages for the determinants. Full-time

equivalent enrollments, by type and level of education program, were used to calculate the number of faculty positions authorized by the model. Faculty salary funding, support staff funding, funding to support the other elements of effort, and physical plant funding were totalled to arrive at a "Total Indicated Funding." Student fees (educational and general) collected from students were subtracted from the total to arrive at an "Indicated Level of State Support." For FY 1987-88, the Model indicated that "State Support" should have been \$287,918,631 (not including the medical schools). The actual state fund allocation for FY 1987-88 for the institutions was \$156,992,886, or about 54.5 percent of the "indicated level." (Minutes, Board of Regents, May 3, 1988).

On June 18, 1988, Senate Bill 11 was passed and subsequently approved by the Governor. The bill amended the legislative purpose section of Article 26, Chapter 18 of the West Virginia Code by adding:

The Legislature further intends that, ... the board of regents implement a funding formula for the distribution of state funds on and after the first day of July, one thousand nine hundred eighty-eight, and shall annually review and revise such formula thereafter. (Chapter 6, Acts of the Legislature of West Virginia, 1988 Regular Session, p. 1125).

The new Resource Allocation Model was used by the Board on July 7, 1988. However, because the appropriation continued to have a significant funding

shortfall, the Model was used sparingly. Most of the appropriation was consumed by a continuation of funding at the 1987-88 levels in consonance with the Model's guidelines. (Minutes, Board of Regents, July 7, 1988).

Sunset legislation and discontinuance of the Board of Regents.

The Board of Regents had been operating under Sunset legislation that called for action by June 30, 1986. Otherwise, unless extended or removed from the sunset review legislation, the Board would be discontinued on that date.

Since its beginning in 1969, the Board had, from time to time, been subjected to calls for its dissolution. These threats had come from most sectors: the legislative and executive branches; the media; and the public at large. Those in higher education, as a general rule, had not called for a change in the type of governance. There had been some frustrations and concerns from the various constituent groups, but these led to changes in the Board structure rather than a change in the type of governance.

This situation began to change during 1985. After resigning to accept the presidency at the University of Colorado, West Virginia University President E. Gordon Gee spoke against having one governing board for all different types of institutions. "Quite frankly, I think it does a disservice to all of our education, and as a result, we have been leveled. I don't believe it has been helpful to any of the institutions the way that the structural approach is taken at this point," Gee reportedly said. ("Regents system flawed, Gee says," 1985, p. 13A).

Later that year, the Legislature's Subcommittee on Government Operations adopted a motion calling for a six-year continuation of the Board of Regents. The motion was adopted over the objections of Delegate John Hoblitzell, R-Kanawha, who proposed separate boards be established for West Virginia University and Marshall University. Mr. Hoblitzell, the first student representative to the Regents appointed by Governor Moore, was not successful in his effort to have two more governing boards. (Gallagher, 1985, September, p. 6B). In an interview the next day, the President of Marshall University said he was satisfied with the Board of Regents. Dr. Dale Nitzschke reportedly said, "In my judgment, the structure is sound. If there are individuals who are unhappy with the performance of the board, I think that needs to be separated from the governance structure." ("Marshall president ...," 1985, p. 8A).

The Joint Committee on Government Operations did not accept the subcommittee's recommendation for a six-year extension. Rather, the Committee adopted a proposal to recommend a two-year extension to provide more time to examine the Regents before authorizing a six-year renewal. (Knapp, 1986, January, p. 1A). The Chairman of the Education Committee, Delegate Lyle Sattes, D-Kanawha, wanted the Legislature's interim education committee to have input into any decision affecting the Board of Regents. "I don't want to start any internal fights but we have to have some way to discuss that issue. I think the members of this committee know better what's going on than the other

committee," Sattes reportedly stated. ("Education co-chairman wants input on regents," 1986, p. 8B).

During his State of the State address to the Legislature at the beginning of the 1986 Regular Session, Governor Arch Moore announced that he would propose to replace the Board of Regents with a Commission on Higher Education. At his request, House Bill 1484 was introduced on January 23, 1986, and referred to the Committee on Education. The bill provided for the establishment of a Commission on Higher Education to replace the Board of Regents. Also, a board of trustees would replace the board of advisors at each institution. The proposed Commission would have three commissioners appointed by the governor, not more than two of whom could be from the same political party. Commissioners would be appointed to six-year terms (except one of the initial appointees would be for two years and another one would be for four years) and could be reappointed by the governor. The board of trustees at each institution would have eleven members, seven appointed by the governor plus one representative each from the institution's administration, faculty, students, and classified staff. The powers and duties assigned to the proposed Commission would exclude the control, management, and supervision of the financial and business policies currently assigned to the Board of Regents. The new Commission would be primarily concerned with the control and supervision of educational policies, program review, and planning. This would decentralize control over the budgeting and

administrative affairs and policies of the institutions thus giving the institutions more flexibility in tailoring specific goals and missions. (House Bill 1484, Regular Session 1986, Legislature of West Virginia).

On February 4, 1986, The House Education Committee held a public hearing on the proposed legislation. Not one person appeared to speak on behalf of the bill, but several did speak in opposition to it. Among those who spoke in opposition was Dr. Leonard Nelson, President of the West Virginia Institute of Technology. The Chancellor at the time, Leon Ginsberg, wrote a memorandum to each president prior to the hearing cautioning each of them that they could not remain neutral. If they appeared, they would have to speak either for or against the governor's proposal. Only Dr. Nelson appeared, and he blamed higher education's problems on the lack of state support as opposed to the type of governance structure. (Michael, 1986, February 4). February 4, 1986, was also the day that Dr. Leon Ginsberg, at the request of the Board, resigned as Chancellor.

On February 10, 1986, House Bill 1306 was passed by the Legislature and subsequently approved by the Governor. The bill continued the West Virginia Board of Regents until July 1, 1988. (Chapter 66, Acts of the Legislature of West Virginia, 1986 Regular Session, p. 547). At his first meeting after replacing Leon Ginsberg, Acting Chancellor Thomas Cole reported to the Board of Regents his belief that the staff should begin to look for areas where responsibilities could

appropriately be delegated to institutional presidents and advisory boards without the need for statutory changes. This was viewed as an interim measure to decentralize some control in consonance with the Governor's wishes. More permanent changes or changes requiring legislative action would be identified by a Study Commission on Higher Education proposed by the House of Delegates. Chancellor Cole stated in his remarks, "The two year extension of the Board is not necessarily bad. It gives us time to identify ways to improve the system, and I think a move toward decentralization is needed and will help." (Minutes, Board of Regents, March 4, 1986, p. 10).

Near the end of the Board's two-year extension, the Legislative Committee on Government Organization would once again review the Board and recommend a disposition pursuant to the Sunset Legislation. During September, 1987, Chancellor Cole reported to the Board that preparations were under way for an appearance before the Committee. He seemed confident that the Board had been effective and would justify its continued existence as higher education's governance structure. Part of his report to the Board noted:

As I review the record over the past eighteen years, I am impressed that the Board of Regents has carried out its legislative mandates. In my view, the Board continues its ongoing commitment to assure quality education through its program review efforts, by which all programs in the state system are reviewed

every five years, operates one of the most efficient low-cost higher education systems in the nation, and meets regional accreditation standards for all its institutions and higher education programs that were unaccredited in the years preceding the Board's creation. We will be providing responses that document the Board's performance and we will address the issues that have been the source of persistent criticism, especially during these times of limited state financial resources. (Minutes, Board of Regents, September 1, 1987, p. 6).

Chancellor Cole resigned during December, 1987, and was replaced by Dr. William Simmons who had taken a leave of absence from Glenville State College. The new Chancellor was not as optimistic that the Board of Regents would be continued. In an interview (Niiler, 1988, January 6), Dr. Simmons reportedly said, "I never know what the Legislature is going to do. If it's the will of the Legislature that it [the regents] is changed, it will be changed." (p. 1D). In response to the Chancellor's leave of absence from Glenville, Senate Education Committee Chairman Keith Burdette, D-Wood, stated, "Under these conditions, where there is so much concern and skepticism about the future of the board and the governance of higher education, there needs to be a more dramatic statement made in the central office. Bill Simmons needs to be able to walk in and say 'I'm running the show.'" (Niiler, 1988, January 6, p. 1D).

The Board was getting mixed signals and varying levels of support in the Legislature. The House of Delegates agreed to a proposal that would extend the Board for six years. The Senate, on the other hand, approved a proposal to extend the Board until 1990. These measures would go to a joint committee to work out the differences. ("Senate Oks ...," 1988, March). A bill was introduced and passed by the Legislature to extend the Board for four years. (Minutes, Board of Regents, April 5, 1988).

The bill to extend the Board of Regents was not approved by the Governor. Rather, an initiative was beginning to develop that called for a study of the governance structure by a study team from the Carnegie Foundation for the Advancement of Teaching. Rather than extend the Board for four years, it was decided to extend the Board for one year so the Carnegie study could be completed and evaluated. This extension to July 1, 1989, was passed on June 18, 1988, as part of Senate Bill 11. (Chapter 6, Acts of the Legislature of West Virginia, First Extraordinary Session 1988, p. 1126).

Pursuant to recommendations made by the Carnegie Foundation Study Team, the governance structure for higher education in West Virginia was extensively revised. Senate Bill 420, as requested by the newly elected Governor Gaston Caperton, was passed on April 8, 1989, effective July 1, 1989. (Enrolled Committee Substitute for Committee Substitute for Senate Bill No. 420,

Legislature of West Virginia, Regular Session, 1989). A new era of higher education governance in West Virginia was about to begin.

Educational Administrators

The managerial subsystem of the Board of Regents system (chancellor and vice chancellors) was turbulent during these final five years in the life of the Board of Regents. While there was a degree of stability in the vice chancellor positions, volatility in the Chancellor's position created a situation wherein the Board's life as a system appeared to become more vulnerable to the factors and forces present in the environment.

The relatively large number of changes in the voting membership of the Board (the institutional subsystem) that occurred during the 1984-89 time frame has already been discussed. These changes, which were intensified by resignations and death, may have contributed to the instability in the managerial subsystem.

On the other hand, the principal staff responsible for academic affairs, student services, fiscal management, facilities management, and legal activities of the governing board (the technical subsystem) experienced very little change during the period. This subsystem may have provided the stabilizing force necessary to keep the system functional until 1989. Otherwise, the Board of Regents system may have met an earlier demise. Turbulence in the managerial subsystem at the chancellor level was noteworthy.

Chancellor.

The 1984-89 period was even more turbulent than the 1979-84 period in terms of changes made in this critical leadership position. Dr. Leon Ginsberg assumed the duties of Chancellor effective June 1, 1984, only one month prior to the beginning of this final five-year period.

Dr. Ginsberg was appointed to the Chancellor's position by the Board of Regents without the benefit of a search and screening process, which gave it the appearance of a political appointment. He had just completed seven years in the administration of Governor Rockefeller as Human Services Commissioner.

Shortly after Dr. Ginsberg assumed the duties of Chancellor, former Governor Arch Moore won his bid for reelection and would become the next Governor of West Virginia during January 1985. Mr. Moore, who had introduced legislation that created the Board during 1969 was being given the opportunity to influence the future life of it.

Dr. Ginsberg resigned during February, 1986, after twenty months in the position. (Minutes, Board of Regents, March 4, 1986). His tenure as chancellor was laced with incidents involving sensitive or controversial subjects that were potential sources of embarrassment for the Board of Regents, the institutional presidents, and even senior Board staff.

During the October, 1984, meeting of the Board, Dr. Ginsberg noted in his report that, " ... we must be looking to the future with a renewed emphasis in

liberal arts programs ... this trend away from vocational education/job training toward liberal arts should be an item of discussion for our public college and university presidents." (Minutes, Board of Regents, October 3, 1984, p. 10). This philosophy did not help the Board in its long-standing efforts to bridge the gap between higher education under the Board of Regents and vocational education under the State Board of Education. At a later meeting, Dr. Ginsberg explained that, "His comments were meant only to bring attention to the liberal arts, not to take issue with other courses of study." (Minutes, Board of Regents, November 13, 1984, p. 8).

During 1985, legislative committees were holding hearings pursuant to the sunset legislation and possible continuation of the Board. Action by the Legislature was required during the 1986 Legislative Session. In October 1985, a Legislative committee voted to recommend continuation of the Board unchanged for the next six years. According to a Charleston Gazette article, Chancellor Ginsberg made a statement that committee members took exception to and expressed concern that the remark misrepresented the position of the committee. In the article, Dr. Ginsberg was quoted as having said, "The only formal review of what the regents have done indicates that the regents are doing what they're supposed to do and ought to continue doing it." (Seiler, 1985, October, p. 14A). In the same article, a panel member was quoted as saying, "A representative of the regents told the committee the current board has a different philosophy than

before and would indeed be more sensitive to the concerns of the Legislature in meeting the various needs of the different institutions. As I understood our vote, it was to continue the regents not on the basis of the approval of the past performance but on the change of direction for the future." (p. 14A). According to the article, Chancellor Ginsberg later wrote a letter to the committee explaining his remarks. (Minutes, Board of Regents, November 5, 1984).

In the end, the overriding force that led to the resignation of Chancellor Ginsberg seemed to originate in the governor's office. In commenting on the Board's request for his resignation, Dr. Ginsberg was quoted as saying, "The programs I was pursuing were in conflict with the governor's programs. The governor and I have disagreed on certain things in the past few months [including] the interest freeze and the existence of the board." (Baker, 1986, February 5, p. 1A). According to this article, the regents called for Ginsberg's resignation at the urging of some of the institutional presidents. Presumably, it was believed by Ginsberg that Governor Moore had asked some institutional presidents to initiate the dismissal action. In an article in the Charleston Daily Mail that afternoon, Board President William Watson seemed to affirm Ginsberg's belief. Mr. Watson noted, "a feeling that the interests of higher education was being sacrificed because of an impasse between the head of the Board of Regents and the head of the executive branch. When that happens, no one is indispensable." (Deutsch, 1986, February, p. 1A).

Dr. Ginsberg was given a research assignment and continued to work for the Board of Regents until June when he accepted a position at the University of South Carolina. About one year later, during July 1987, The Charleston Gazette published a series of articles written by Dr. Ginsberg about the problems of higher education in West Virginia and his suggestions of ways to overcome them.

Dr. Thomas W. Cole, Jr., President of West Virginia State College, was appointed Acting Chancellor. (Minutes, Board of Regents, March 4, 1986). Dr. Cole was subsequently appointed Chancellor and resigned his position at West Virginia State. (Minutes, Board of Regents, September 9, 1986).

Dr. Cole, 45 years old at the time of his appointment, had been the President at State since March 1982. He was a native of Texas and held a doctorate in organic chemistry from the University of Chicago. His former experience included being research chemist for a company, a professor of chemistry and department chairman at Atlanta University, and a vice president for academic affairs/provost at Atlanta University. His appointment to the Chancellor's position was favorably indorsed by the presidents of both universities because his background as a president in the system gave him the proper "perspective." (McMahon, 1986, September, p. 7A).

After about two years as Acting Chancellor and Chancellor, Thomas Cole resigned on January 5, 1988, to accept a position as president of an institution in Atlanta, Georgia. Dr. William K. Simmons, the President at Glenville State

College was appointed Chancellor and immediately replaced Dr. Cole. (Minutes, Board of Regents, January 5, 1988).

Dr. William K. Simmons had been President at Glenville since 1977. All of his higher education experience was at Glenville State College beginning as an English instructor from 1964 to 1967. He became an Associate Professor in 1969, Professor of English in 1974 and finally Dean of Academic Affairs in 1975. Dr. Simmons received his Ph. D. in English Literature and Language at Ohio University in 1969. He was a native of Glenville.

Dr. Simmons was the Chairman of the Advisory Council of Public College and University Presidents at the time the presidents recommended to the Board of Regents that action be taken to resolve the conflict between Governor Moore and Chancellor Leon Ginsberg. That was the day Ginsberg resigned. (Vandergrift, 1986, February).

Institutional presidents and key administrators.

The Advisory Council of Public College and University Presidents was capable of exerting significant influence on the Board of Regents. According to Dr. Ginsberg, at the time he was Chancellor he proposed that the chairman of that council be added to the Regents structure as an ex-officio voting member.

Ginsberg noted that the idea was rejected by the presidents, but that the Board agreed to receive a report at each monthly meeting from the chairman of the president's council. (Ginsberg, 1987). The chairman of the President's Council

was an attendee at Board meetings beginning in early 1986. (Minutes, Board of Regents, April 8, 1986). As time passed, the Chairman's report to the Board of Regents seemed to progress in stature and formality. By 1988, the "Presidents' Report" to the Board had become a formal element in the minutes and its content was recorded in detail. (Minutes, Board of Regents, January 5, 1988).

There were more changes of institutional chief executive officers during this final five-year period than during any one of the other three periods. Ten of the fifteen presidents either resigned or retired during the 1984-89 time frame.

At the universities and graduate colleges, two of four institutions changed presidents. Dr. E. Gordon Gee resigned as President of West Virginia University effective August 31, 1985, and was replaced temporarily by Dr. Diane L. Reinhard, Acting President. (Minutes, Board of Regents, June 11, 1985). On January 7, 1986, Dr. Neil S. Bucklew was named President of West Virginia University. (Minutes, Board of Regents January 7, 1986).

At the time of his resignation, Dr. Gee was critical of the Board of Regents. He did not agree with the efforts of then Chancellor Leon Ginsberg to continue the governance of higher education in West Virginia under a single Board of Regents. In a U. P. I. article, Dr. Gee said:

When you have a system which governs community colleges, which governs four-year colleges and which govern universities, there is going to be a natural tension which tends to drive wedges between

those institutions ... Quite frankly, I think it does a disservice to all of our education, and as a result, we have been leveled. I don't believe it has been helpful to any of the institutions the way that the structural approach is taken at this point. ("Regents system flawed, Gee says," 1985, p. 13A).

Dr. Clyde Jensen, President of the West Virginia School of Osteopathic Medicine since 1981 resigned effective June 30, 1987. (Minutes, Board of Regents, September 9, 1986). He was replaced on July 1, 1987, by Dr. Olen E. Jones, Jr., an official at Marshall University. (Minutes, Board of Regents, May 5, 1987).

At the four-year colleges, six of eight presidents resigned or retired during this period. At another (West Liberty State College), an acting president was still serving so in reality there were seven new presidents appointed at the eight four-year colleges during this period. The only one without a permanent change was Glenville State College. Its president, William Simmons was appointed Acting Chancellor after the departure of Robert Ramsey and before the arrival of Leon Ginsberg and was later appointed Chancellor after the departure of Thomas Cole. During these times, Dr. Simmons took a leave of absence from Glenville State.

The changes were relatively dispersed throughout the 1984-89 time frame. In October, 1984, Dr. Clyde D. Campbell was appointed President of West Liberty State College replacing Acting President Lawrence H. Talley. During

1985, changes were made at Concord College when Dr. Jerry L. Beasley replaced Dr. Meredith N. Freeman, effective July 1 (Minutes, Board of Regents, June 11, 1984); and, at the West Virginia Institute of Technology where Dr. Leonard C. Nelson was replaced by Dr. Robert C. Gillespie. (Minutes, Board of Regents, July 11, 1986). Dr. Nelson had retired on June 30, 1985.

During 1986, Dr. Thomas Cole resigned as President at West Virginia State College to become Chancellor. He was replaced by Dr. Hazo W. Carter, Jr., on September 1, 1987. (Minutes, Board of Regents, July 10, 1987). The next year, the presidents at Bluefield State and Fairmont State both retired on June 30, 1987. Dr. Jerold O. Dugger was replaced by Dr. Gregory D. Adkins at Bluefield and Dr. Wendell G. Hardway was replaced by Dr. Robert Dillman at Fairmont. (Minutes, Board of Regents, July 7, 1988, and September 13, 1988). The last four-year college, Shepherd College, changed leadership when Dr. James A. Butcher resigned effective January 1, 1989, and an acting president was appointed. (Minutes, Board of Regents, December 6, 1988).

Changes occurred at two of the three free-standing community colleges. At West Virginia Northern Community College, Dr. Barbara Guthrie-Morse was selected to replace Dr. Daniel B. Crowder, effective July 1, 1985. Dr. Guthrie-Morse was the first female president of a public college in West Virginia. (Minutes, Board of Regents, June 11, 1985). The final Community College change occurred during 1988 when Dr. Gregory D. Adkins resigned from

Southern West Virginia Community College to become President of Bluefield State College. An acting president served at Southern for the duration of the Board of Regents era. (Minutes, Board of Regents, July 7, 1988).

For a complete listing of the institutional presidents under the Board of Regents and their terms of office, see Appendix D.

Key Board staff and advisory boards.

The principal staff members who directed the day to day activities for academic affairs, student services, fiscal management, facilities management, and legal activities (the technical subsystem) experienced minimal personnel turbulence during the final five-year period. Dr. Doug Call, Dr. John Thralls, Mr. Jim Schneider, and Mr. Robert Wilson had served as directors of these functions for many years. Most were still serving higher education when the Board of Regents was dissolved on June 30, 1989.

At the vice-chancellor level, there was also little turbulence in terms of personnel turnover. Those that departed during the final years were either not replaced or were replaced temporarily as the Board of Regents was phased out. Dr. James Young, Health Affairs, departed in the fall of 1987 and was not replaced. (Minutes, Board of Regents, September 1, 1987). Dr. David Powers, Academic Affairs, departed in the fall of 1988 and was replaced on an interim basis by Dr. Suzanne Snyder. Dr. Snyder was a faculty member at Fairmont State College and had formerly served as the faculty representative to the Board as

an ex-officio voting member. The Academic Affairs Vice Chancellor position was not filled again. In the third position, Administrative Affairs, Dr. Edward Grose served until that position was dissolved by Senate Bill 420, effective June 30, 1989.

Some minor adjustments were made in the staff structure that had been established by Chancellor Robert Ramsey in the early 1980s, but, the basic structure with three vice chancellors remained until the Board was dissolved. Chancellor Leon Ginsberg did not particularly like that structure because he believed the vice-chancellors added an unnecessary layer of bureaucracy. In an article entitled, "Ginsberg says his changes sparked revolt," Dr. Ginsberg reportedly stated, "The vice chancellors were a layer that doesn't seem to be needed in such a small organization. The vice chancellors were not terribly pleased with my leadership." (Baker, 1986, February, p. 8A). Dr. Ginsberg was reflecting on the events of two days prior when he resigned at the request of the Regents. During an executive session, according to Dr. Ginsberg, the three vice chancellors and several members of the Advisory Council of Public College and University Presidents had expressed concern about his leadership. (Baker, 1986, February)

Executive Branch Influence

The financial crisis in West Virginia continued as one of the dominant issues having an impact on higher education. The results of the 1984

gubernatorial election did not provide much hope for a solution to the weak financial picture.

After eight years under a Democratic executive, the voters reelected Republican Arch A. Moore, Jr., for an unprecedented third term. The return to political party competition of the 1970s appeared to create another obstacle to be overcome as the executive and legislative leadership tried to work together to guide the State through a difficult fiscal period.

Governor.

Governor Arch A. Moore, Jr., was reelected and returned to lead the Executive Branch in January 1985. Mr. Moore had appointed the Board of Regents during his first term in office. He was returning after John D. Rockefeller, IV, had completed two four-year terms as Governor. Thus, most of the Board's final five years would be under Arch Moore.

Governor Moore did not waste any time returning to his former tactic of using control over financial resources as a means to influence the action. On February 12, 1985, Mr. Moore issued Executive Order 285 which prohibited agencies from spending interest income earned on investments. All interest income would go into the general revenue fund where it could be appropriated by the Legislature. (Executive Order 285, Office of the Governor). According to Chancellor Ginsberg, Executive Order 285 could amount to about a \$14 million loss per year in higher education. (Michael, 1985).

At a news conference hailing a proclamation for a national week for higher education, Governor Moore invited the presidents and other officials in higher education to bring their budget problems directly to him (Grimes, 1985). According to a Charleston Daily Mail article, the Governor was not happy with the performance of the Regents and the higher education system in general. He reportedly said:

I'm terribly sensitive as to whether or not the regents as such are meeting what we consider to be their general mission ... We think of the governor's office as being the court of last resort for higher education even though the system is set up to essentially say to you 'This you shall not do. You carry your message to the regents.' But occasionally you've got to have the opportunity to expand upon your thinking. If you have not received what you consider to be a fair evaluation of your program for your institution. I don't see why, since you are part of the political process, you should not have that opportunity in a very confidential way. Open discussion is simply encouraged. (Grimes, 1985, p. 6A).

Nine students, led by the student representative on the Board, Mr. Michael L. Queen, filed suit against Governor Moore for illegally denying higher education access to the interest earned on funds placed with the Board of Investments. The West Virginia Supreme Court of Appeals agreed to hear the

case. ("High court to hear interest freeze case," 1985, p. 11C). The Supreme Court later ruled in favor of the students and ordered the Governor to lift his freeze on the higher education interest funds. ("Moore told to lift education freeze," 1986).

Chancellor Leon Ginsberg resigned, at the request of the Regents, on February 4, 1986. There was speculation that Governor Moore was the person who directed the events that led to Dr. Ginsberg's ouster. In his budget proposal for FY 1986-87, Governor Moore deleted about \$26 million from the higher education budget. This was seen by some as a tactic to put pressure on the Board, specifically the Chancellor. The continuing budgetary problems between the Governor's office and the Board was cited by the Board as justification for Ginsberg's dismissal. Dr. William Simmons, Chairman of the Advisory Council of Public College and University Presidents and President of Glenville State College, denied that the Governor and the presidents were operating together. Simmons reportedly said, "We are in the middle of political forces. It's exceedingly difficult as manager of our institutions to be placed in that position." (Wilson, 1986, February 9, p. 4A).

Three days after the resignation of Dr. Ginsberg, Governor Moore lifted the freeze on the higher education interest income. Some saw this willingness by Governor Moore to compromise on the budget problems as an indication that Ginsberg's ouster was the reason. During a press conference, Mr. Moore

reportedly said, "One thing that really bothers me is when you say I have a strong dislike of the chancellor. That is not the case and never has been the case ... Where ever you are, Leon, don't believe what they are writing." (Knapp, 1986, p. 14A). Shortly thereafter, Mr. Moore asked that legislation be introduced to replace the Board of Regents with a Commission on Higher Education.

Governor Moore did not hesitate to veto legislation not to his liking. During the 1986 Regular Session, he vetoed three of eight bills affecting higher education. (Minutes, Board of Regents, April 8, 1986). During a Special Legislative Session in June, 1986, three higher education bills were passed and signed by the Governor. The bills were important ones to higher education because they provided for a pay raise, authorized approval for line item transfers at the institutional level, and restored funding necessary for administering summer school programs in 1986. (Minutes, Board of Regents, June 3, 1986).

Governor Moore consistently looked to the interest income as a source of revenue to help offset his frequent budget cuts. When the Regents planned to lay off personnel and close schools during 1987, Mr. Moore issued an executive order rescinding the Regents' plan and ordering the use of interest income to cover the funding shortfall. (Grimes, 1987, April 9). Mr. Moore expected the Board of Regents to comply with his orders the same as any other agency of government. The view expressed by former Governor Rockefeller that he could not legally control the Board of Regents was not the same view as the one Mr. Moore held.

By the summer of 1987, Mr. Moore had appointed seven of the nine officio members of the Board. This may have enhanced his position and ability to influence the Regents.

Governor W. Gaston Caperton III assumed office during January 1989. At his request, the major recommendations made by the Carnegie Commission Study team were incorporated into a bill and introduced during the 1989 Regular Session of the West Virginia Legislature. Senate Bill No. 420 was passed and on June 30, 1989, the Board of Regents was dissolved. Governor Caperton had the ultimate impact.

Key administrative personnel.

The continuous shortfalls in funding for higher education, as well as shortfalls in the budgets of most state agencies, focused attention on the Commissioner of Finance and Administration, Mr. John McCuskey. As noted during the earlier Moore administrations, the Governor usually took the lead and stated the administration's position on the issues. During this term, other members of his administration took the lead in helping Mr. Moore pursue his agenda.

Mr. McCuskey's office received the budget requests from the agencies and formulated the Governor's Executive Budget proposals. Unlike former terms when revenue flow was more predictable and adequate, the current term was beset

with revenue shortfalls and periodic budget cuts. The level of activity between Finance and Administration and the Board staff was very high during the period.

In addition to repeated dealings with Finance and Administration, the Board of Regents also found itself at odds with the State Auditor during this period. During the 1987 Legislative Session, a bill was being studied that would give the Board of Regents authority to sign its own checks to pay vendors for services and supplies received in support of higher education. The argument for the authority to write checks centered around the timely issuance of checks so discounts for early payment could be received from vendors.

Auditor Glen Gainer argued, successfully, against the measure because in his opinion his constitutional duty was to oversee the payment of all funds from the State's treasury. He testified before the Senate Finance Committee that he would take the issue to court, if necessary. Given the revenue problems being experienced by the State, and the obligation to assure that sufficient funds were on hand prior to disbursement, the functions of the auditor and the Treasurer were found to be sufficient and the measure was not passed.

See Appendix E for information relative to persons occupying key administrative positions during this period.

Legislative Branch Influence

Most of the influence exerted on the Board by legislators in key positions was discussed during examination of the two major issues (finances and the resource allocation model; and, sunset legislation leading to dissolution). Also, during the discussion of the chief executive's influence and the review of activities impacting on the Board's subsystems, many legislative branch influences were identified.

There were a few other influences that should be mentioned during this period. The one topic that seems to be ever present in the minds of one or more legislators is the question of consolidation or closure of some schools. This period was no exception.

During early January 1987, at the time when one of the most serious financial situations was developing in West Virginia, Senator Mario Palumbo, D-Kanawha, suggested closure of the West Virginia School of Osteopathic Medicine, and consolidation of the College of Graduate Studies and West Virginia State College as ways to save money. In responding to the suggestion to consolidate at Institute, Board President William Watson noted that a similar proposal in 1982 was not carried out and stated, "It's probably something that could work if it was supported in the community. The feeling of the board at that time was that it was politically not feasible." ("Senator urges merging some state schools," 1985, p. 5B). With regard to the Osteopathic School, Mr. Watson noted that, "It was

imposed upon the Board of Regents. The Board has the obligation of operating it. Until they see fit to change that, the board will continue to fulfill its responsibility." (p. 5B). Later that month, Mr. Watson was testifying before the House Finance Committee when he was asked by Delegate William Artrip, D-Mason, about consolidation as a method to save money. Mr. Watson called the idea of consolidation a "very simplistic solution" that would not save much money. The controversy it would create could offset the value of the savings. (Seiler, 1987, January, p. 8B).

In accordance with its responsibility to authorize institutions to award degrees within West Virginia, the Board decided to review its policies with regard to giving degree-granting authority to for-profit schools. This action stemmed from the recent closing or bankruptcy of two such schools. This review imposed more stringent inspection standards on for-profit schools before degree-granting authority would be granted or extended. (Minutes, Board of Regents, (May 5 and June 2, 1987). The owners and operators of these schools were not pleased with the changes being contemplated and took their concerns to the Legislature.

On February 23, 1987, Senate Bill No. 709 was introduced by Senator Keith Burdette, D-Wood, which would transfer jurisdiction over the degree-granting for-profit schools from the Board of Regents to the Board of Education and would give the Board of Education authority to authorize the awarding of

specialized associate degrees. The bill was referred to the Education Committee where it remained.

The next year, House Bill 4580 was passed on March 10, 1988, and became effective ninety days later. The bill did accomplish the action proposed the previous year in Senate Bill 709 and jurisdiction over the for-profit degree-granting business and trade schools was transferred from the Board of Regents to the Board of Education. (Chapter 91, Acts of the Legislature of West Virginia, 1988 Extraordinary Session).

A final concern expressed by some key legislators had to do with legislative lobbying, or the perception of lobbying, by employees of the higher education institutions. In the fall of 1984, Senate Finance Chairman Robert Nelson, D-Cabell, asked Chancellor Leon Ginsberg to fire Lewis McManus who had been hired by West Virginia University. Senator Nelson thought Mr. McManus was a lobbyist hired by President Gordon Gee. Chancellor Ginsberg refused, and stated, "The board does not make individual personnel decisions with any college or university except for president ... Nobody could have a lobbyist in education. We just don't have such positions. Any work with the Legislature by anyone in higher education would be in coordination with the Board of Regents." ("Ginsberg: decision not board's, 1984, p. 8B).

This question surfaced again in 1988 when Senator Sondra Moore Lucht, D-Berkeley, questioned the activities of two representatives from West Virginia

University, Dr. Edwin Flowers and Mr. Lewis McManus. Senator Lucht implied they were professional lobbyists. In responding to the concerns, Chancellor William Simmons stated, "I don't know of any particular problem that has occurred as a result of either Dr. Flowers or Mr. McManus. I don't know that we have any lobbyists. Only the institution would be able to say what nature of work they do. We assume that they are not lobbyists." (Niiler, 1988, March, p. 12B).

After criticism from several legislators, the Board of Regents reviewed the situation regarding the efforts made by institutional employees during the 1988 Regular Session. During May, 1988, the Board adopted a new policy whereby institutions would designate a "legislative liaison." The legislative activities of that liaison would be coordinated through the Board's central office. (Niiler, 1988, May).

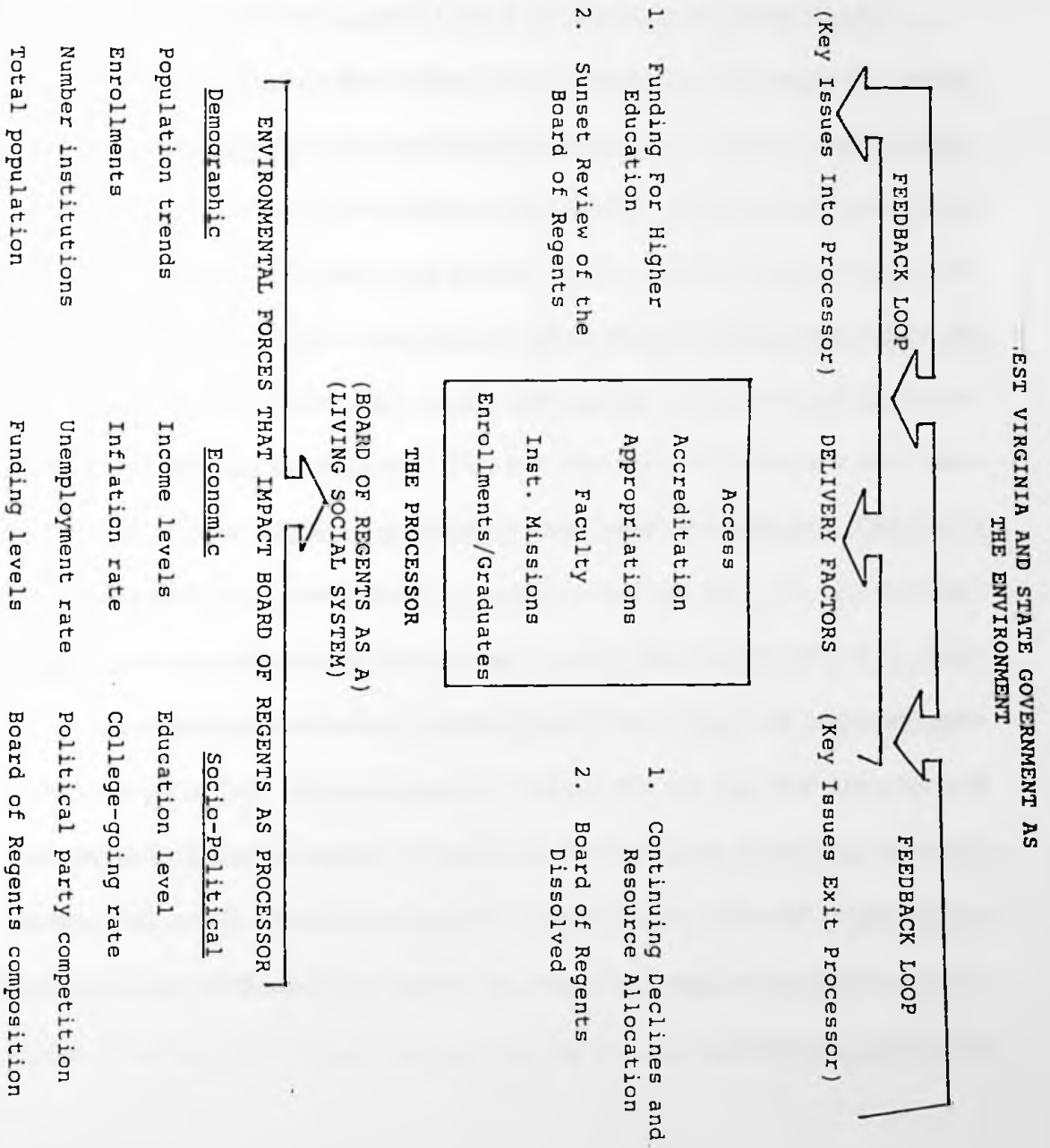
For information regarding persons in key legislative positions see Appendix F.

Summary of the Final Five Years

The key issues identified were: (1) the development and implementation of a resource allocation model, and (2) the review of the Board of Regents pursuant to sunset legislation which eventually led to the dissolution of the Board on June 30, 1989. (See Figure 4).

Figure 4

Key Issues Involving the Board of Regents System, 1984 - 1989



As noted previously, the issues which comprised the inputs were the result of outputs from the previous period; changing political, economic, demographic, and social conditions in the state; as well as Board and institutional development.

The allocation of appropriated funds to the institutions became more critical as the gap between the requested budget level and the funding appropriations widened. The competition between the institutions, most of which were already underfunded, for available funds increased the level of demands being exerted on the system. The Governor's imposition of budget cuts and other threats to funds available to the Board to operate the higher education structure magnified the demands for an equitable resource allocation model. Eventually, a model was adopted after some give and take between the institutional presidents, board staff, and other interested parties who were working on the project.

Unfortunately, the next appropriation was so low that the model had little, if any, effect on the institutional allocations. One agreed-upon condition among those who developed the model was that an institution would not receive an appropriation less than the one received the previous year. When the appropriation for the next year was essentially the same as the previous year's appropriation, there was no incremental increase to allocate. Thus, the level of frustration among the Board members and others who were there to implement the model was increased.

The sunset review process provided an opportunity for the legislative and the executive branches to give in-depth consideration to the desirability and feasibility of continuing the Board of Regents. The personnel turbulence within the system, particularly in the institutional subsystem (eight of nine appointed members were involved) and the managerial subsystem (three chancellors during the final five years) may have created enough instability to justify change. The level of the Board's internal organization had become excessive in the opinion of one chancellor and that too may have increased demands for change. The controversy surrounding the methods used to distribute resources and a perception that different types of institutions should be governed differently may have increased the climate for change.

The external and internal factors and forces were identified by researching available documents, reports and news articles. The identification process was further refined by personal interviews with three persons who had an opportunity to interact with the issues as participants from different perspectives. For the 1984-1989 period, the persons interviewed were: (1) Dr. John F. Thralls, Director of Student and Educational Services for the Board of Regents for several years, giving insight from the Board of Regents living social system perspective; (2) Dr. James W. Rowley, president of the West Virginia College of Graduate Studies since July 1976, giving insight from the institutional perspective; and, (3)

Mr. F. Lyle Sattes, Chairman of the House Education Committee from 1979 to 1989, giving insight from the governmental perspective.

The external factors and forces.

The external (environmental) factors and forces having an impact were identified as the key issues were developed and discussed. Those were categorized as either demographic, economic, or socio-political.

The demographic forces tended to revolve around the general state of affairs in West Virginia during the mid to late 1980s. (Rowley, 1991; Thralls, 1991). The state's population, which had shown some growth during the 1970s, was in another period of decline. The out-migration reduced the state's population to about the 1970 level. (1990 Census of Population). Institutional headcount enrollment at the beginning of this period was somewhat lower than the beginning of the previous period. However, emphasis being placed on improving the college-going rate and a perceived need for higher education to be the vehicle for self-improvement led to further enrollment increases. (Rowley, 1991; Thralls, 1991). For the first time there was essentially no growth in the number of facilities or locations served. But, emphasis was being placed on fine-tuning existing facilities. Older, place-bound students increased the need for a wide variety of institutions and delivery means. (Sattes, 1991; Thralls, 1991). The public was not necessarily concerned about running the Board of Regents; they just wanted it to be efficient and provide the needed services. Dissatisfaction with

the Board of Regents in the Legislature was an indication that the public was not satisfied. (Sattes, 1991).

The stagnation of the economy during this period led to difficult financial times in West Virginia. (Rowley, 1991; Sattes, 1991; Thralls, 1991). Shifts in Federal funding priorities put new drains on state funds. (Sattes, 1991). There was no new money for state government; in fact the demands on government were greater than the funds available and the Board of Regents found itself in intense competition with other agencies, especially with the State Department of Education. (Rowley, 1991; Thralls, 1991). Higher education's share of the state's general revenues continued to decline. Budget cuts occurred with more regularity, and often the effect was compounded by the lateness of the cuts. Governor Moore was usually optimistic that a bleak revenue posture would eventually get better so would wait until the last possible minute to announce cuts. (Sattes, 1991). These forces increased the need to pass more of the costs of higher education on to students and parents. By increasing student fees to offset budget reductions, attention was called to the fact that the Board of Regents could indeed get along with lower appropriations. (Thralls, 1991). This shifting of the costs to students by the Regents was done with the full understanding and agreement of the Legislature because it was believed by many legislators that our fees were too low. (Sattes, 1991). At West Virginia University, tuition and fees for a resident student increased over 221 percent from 1979 to 1989. In the fall

of 1979, undergraduate tuition and fees were \$459 and by the fall of 1989 had risen to \$1,475 for a resident. (Facts on Higher Education, 1989). The funding constraints became a source of frustration in most sectors. Minimum salary schedules for faculty and classified staff had recently been passed to eliminate inequities that existed between institutions. (Rowley, 1991). There was a growing perception that the Board of Regents was not using its revenue allocation efficiently. This perception and the funding constraints became sources of frustration because higher education could not meet all of its expectations. (Rowley, 1991; Thralls, 1991). The presence of the economic constraints tended to direct attention from programmatic issues to structural issues. (Thralls, 1991).

The socio-political forces were many and varied considerably. At the beginning of this final period a return to political party competition between a Republican chief executive and a Democratic legislature was even more volatile than before. The state's generally poor economic posture was, in this writer's opinion, the chief contributor to this competitive environment. Also, the political pressures probably increased as a Republican governor maneuvered to reestablish a political base for possible reelection to a subsequent term. Governor Moore's proposal to replace the Board of Regents with a three-member Commission on Higher Education demonstrated a lack of confidence in the Board by the Governor. Legislative proposals, which were also not adopted, called for the formation of multiple coordinating boards with each institution having more

autonomy. This was another possible "lack of confidence" vote. Finally, the Governor's willingness and ability to use economic sanctions to influence the Board, and the Legislature's concern, real or perceived, that individual institutions were lobbying resulted in more controversies for the Board.

The allocation of revenue appropriations to the institutions became an issue of grave concern to the Board of Regents. The feeling that inequities existed in the allocation process surfaced at every level: the people back home; their legislators; the executive branch; and, even among the institutional presidents and others on the campuses. (Rowley, 1991; Sattes, 1991; Thralls, 1991). The legislature, with pressure from individuals and the institutions, began to call for the development of an equitable resource allocation model. The Regents had to have the ability to explain how funds were allocated in a fashion that everyone could understand. (Sattes, 1991). The model developed had to meet the expectations of the governor and the legislature notwithstanding that the perception of what was or was not equitable varied from person to person. (Rowley, 1991). The legislature saw the resource allocation model as a way to shift responsibility for allocations further away from itself; with the participation of the Board's constituent representatives it was more likely to make allocation decisions for educational reasons rather than for political reasons. (Sattes, 1991). The model finally developed and implemented was viewed as a major step in a positive

direction, but a lot more funding was needed to get full benefit from it. (Rowley, 1991).

During the early 1980s, legislatures in several states were taking a much greater role in oversight generally. There was a national movement toward sunset legislation and other ways for legislatures to get involved in decision-making. (Sattes, 1991). According to Sattes (1991), it was a mistake to put the Board of Regents under sunset legislation because that inserted higher education into the political system more than it needed to be.

The primary force behind sunsetting the Board of Regents may have been a failure of the Board's leadership to gain acceptance by the Legislature when tough decisions were made. (Sattes, 1991). General feelings of frustration at many levels, especially with regard to funding decisions and the inequities thereof, began to be directed toward the Board of Regents structure. (Thralls, 1991). In addition, there was a growing perception that the Regents were top heavy in staffing, especially with three vice chancellors for a relatively small system. (Thralls, 1991).

There appeared to be an environment that was ready for change. States generally seemed to revamp their higher education structure every 15 or so years; one thought the time had probably come in West Virginia. (Sattes, 1991). There seemed to be a feeling among the chief executives, legislators, community leaders, and persons studying the system that change was needed. The state's leadership

began to question the ability of one system to continue to govern all the different types of institutions. (Thralls, 1991). Additionally, the Carnegie report came out in support of a major change. (Rowley, 1991).

The internal factors and forces.

Personnel changes in the voting members (institutional subsystem) and in the chancellor/vice chancellor positions (managerial subsystem) were significant factors during the final five-year period. (Rowley, 1991; Sattes, 1991; Thralls, 1991). These changes had an impact on both key issues facing the Board of Regents.

Taking on the development of a resource allocation model was a bold venture during a very difficult period. On the campuses, the faculty, students, and classified staff were very outspoken in favor of a fair and equitable resource allocation model. (Rowley, 1991). The Board staff was fortunate to have a Vice Chancellor for Administrative Affairs and a Director of Finance with knowledge and expertise in the finance area and, who were able to develop a model without going to an outside consultant. (Thralls, 1991). While Board members were increasingly interested in equity and accountability, their levels of interest varied considerably. (Rowley, 1991).

During its final five years, the Board made a visible effort to bring attention to higher education as a means to help West Virginians overcome the bleak economic times. (Thralls, 1991). Unfortunately, a series of controversial

decisions by the Board regarding the use of funds for capital projects coupled with state-wide concerns about medical education also drew attention to the Board and may have contributed to its demise. (Rowley, 1991). The quality of its presentations to the Governor, the Legislature, and the public, and possibly a failure by the Board in its decisions about what to delegate or not delegate to the institutions were some other internal factors that may have contributed to the decision to replace the Board. (Rowley, 1991). The final straw may have been the departure of Chancellor Thomas Cole, a person who had developed an excellent rapport with the Legislature and appeared to have won the confidence of both the executive and legislative branches. (Sattes, 1991).

A new governor had just been elected and had expressed a desire to reorganize state government. The study of higher education by the Carnegie Commission provided a general framework around which the higher education governance structure could become a part of the reorganization effort. Also, a change in the governance structure which included the dissolution of the Board of Regents would give the new governor an opportunity to have an immediate impact on higher education in West Virginia. Thus, Senate Bill 420 was introduced at the request of the governor and was passed during the 1989 Regular Session of the Legislature. The Board of Regents was replaced by two governing boards; one to govern a University System and one to govern a State College System.

Chapter VI

Summary, Lessons Learned, and Recommendations for Further Study

The purpose of this dissertation was to conduct an analysis of the internal and external factors and forces that had an influence on the Board of Regents' statutory activities and to identify the lessons that can be learned for higher education administration as a guide for future actions taken by administrators. The specific purpose of this study was to identify, chronicle, and interpret the key issues faced by the Board of Regents, and the related perceptions of the key personnel during the period of its governance of higher education in West Virginia from 1969 to 1989.

The internal and external factors and forces that had an impact on the Board of Regents as a living social system while it dealt with the issues were identified and discussed. The key issues were identified and studied by document searches and personal interviews. Some lessons learned that may assist higher education administrators in future governance or coordination activities were identified during the examination of the issues. Six variables were used to indicate the activity of the Board in the delivery of educational programs to the residents of West Virginia.

Review of the Delivery of Educational ProgramsAccess to delivery sites and modes.

Making higher education opportunities accessible to the citizens of West Virginia was a priority for the Board of Regents throughout its twenty-year history.

When major policy decisions were made, access was usually one of the important considerations included in the decision-making process.

Several environmental factors and forces had an impact on access: declines in the state's traditional college-age population; a below average college-going rate; a below average percent of the adult population with a college education; a belief among the state's leadership that higher education should be a part of economic recovery efforts; the public's desire to have higher education programs more readily available; and, the belief by some key political figures that the state had enough colleges and that expansion of the higher education system was not needed. Internally, emphasis was placed on the development of a community college network and the expansion of graduate education programs. The degree of concern for this development varied from period to period. The Board of Regents, after more than one attempt to prevent increases in the number of medical schools, was forced to accept and govern two additional medical schools.

In 1969, when the Board of Regents was created, there were two universities (with a total of five branch campuses) and eight state colleges (one had some off-campus facilities). At the time the Board was dissolved in 1989, the state's public higher education system consisted of two universities (each with a medical school, each with off campus centers, and one with a community college component), one graduate college with off campus centers, one osteopathic medical school, eight state colleges (six had community college components on the main campus and most had

one or more off-campus centers), three free-standing community colleges with multiple locations, and one branch college.

Enrollment in public higher education in West Virginia during the Board of Regents era was not representative of changes in the state's population. In 1970, the total West Virginia population was about 1.744 million. By 1980, the total population had grown to about 1.950 million. However, by 1990 the population had declined to about 1.793 million which was very near the 1970 level. (Census of Population, 1970, 1980, and 1990). Enrollment in public higher education during the period 1970 to 1980 grew from about 48,500 to about 70,600. Enrollment remained near 70,000 for the duration of the Board of Regents era even though the state's population was experiencing a significant decline. From these trends, it does appear that the Board was successful in making public higher education accessible to the citizens of West Virginia.

Accreditation.

The quality of the programs offered to the state's citizens was also an important concern of the Board of Regents. At the inception of the Board, five institutions were on probationary status with the North Central Association of Colleges and Secondary Schools. Removal of the probationary status and promotion of activities to assure the continued accreditation of institutions and programs received attention by the Board. When the Board of Regents was dissolved in 1989 all public institutions were regionally accredited, all four-year institutions except one

were accredited by the National Council for Accreditation of Teacher Education (NCATE), and most professional and technical fields had programmatic accreditation. Funding shortages hampered the system's ability to hire faculty with sufficient credentials and to meet other accreditation standards in some program areas.

Revenue appropriations.

State appropriations to higher education increased dramatically during the Board of Regents era. The appropriation increased from \$58.7 million for fiscal year 1970-71 to over \$224.9 million for fiscal year 1988-89, an increase in excess of 283 percent (see Table 26, next page). When adjusted for inflation during the same period, the \$58.7 million appropriated in 1970 was equivalent to about \$120.3 million in 1988 dollars. In terms of real growth, the appropriation for public higher education had increased about 87 percent from fiscal year 1970-71 to fiscal year 1988-89 (from about \$120.3 million to about \$224.9 million).

While the state's general fund was increasing each year, the demands for support of social programs was increasing as well. These growing demands, intensified by reductions in Federal revenue sharing, were increasing at a rate in excess of the general revenue growth rate. As a result, higher education's share of the gross appropriation reflected a decline at the beginning of each period. Figure 5 depicts the trend for a declining share of the state's total appropriation for allocation to higher education. At the same time, Figure 6 demonstrates the trend for a concurrent increase in student tuition and fees during the 20-year Board of Regents

Table 26

State Tax-Fund Appropriations for Operating Expenses of Higher Education in West Virginia: 1970-71 and 1988-89

<u>Institution</u>	<u>Allocations (1) in Thousands</u>	
	<u>FY 1970-71</u>	<u>FY 1988-89</u>
West Virginia University (2)	\$32,222	\$114,606
Marshall University (2)	8,345	32,089
WV College of Graduate Studies	-----	4,795
WV School Osteopathic Medicine	-----	4,441
Bluefield State College	1,514	4,379
Concord College	2,368	5,416
Fairmont State College	3,200	9,197
Glenville State College	1,791	4,555
Shepherd College	1,684	6,132
West Liberty State College	3,148	6,755
West Virginia Institute of Tech.	2,906	8,099
West Virginia State College	3,296	7,927
Parkersburg Community College	-----	4,069
Southern WV Community College	-----	3,090
WV Northern Community College	-----	3,379
Potomac State College of WVU	(4)	(4)
Gross Total Institutions	\$60,474	\$218,929
Less Fees to General Fund (3)	<u>(2,100)</u>	<u>-----</u>
Net Total Institutions	\$58,374	\$218,929
State Board of Regents	345	1,181
Research, contracts, etc.	<u>-----</u>	<u>4,815</u>
Total Appropriation	\$58,719*	\$224,925*

* Does not include estimated value of fringe benefits.

(1) Institutional funds allocated in FY70-71 and in FY88-89 from gross appropriation.

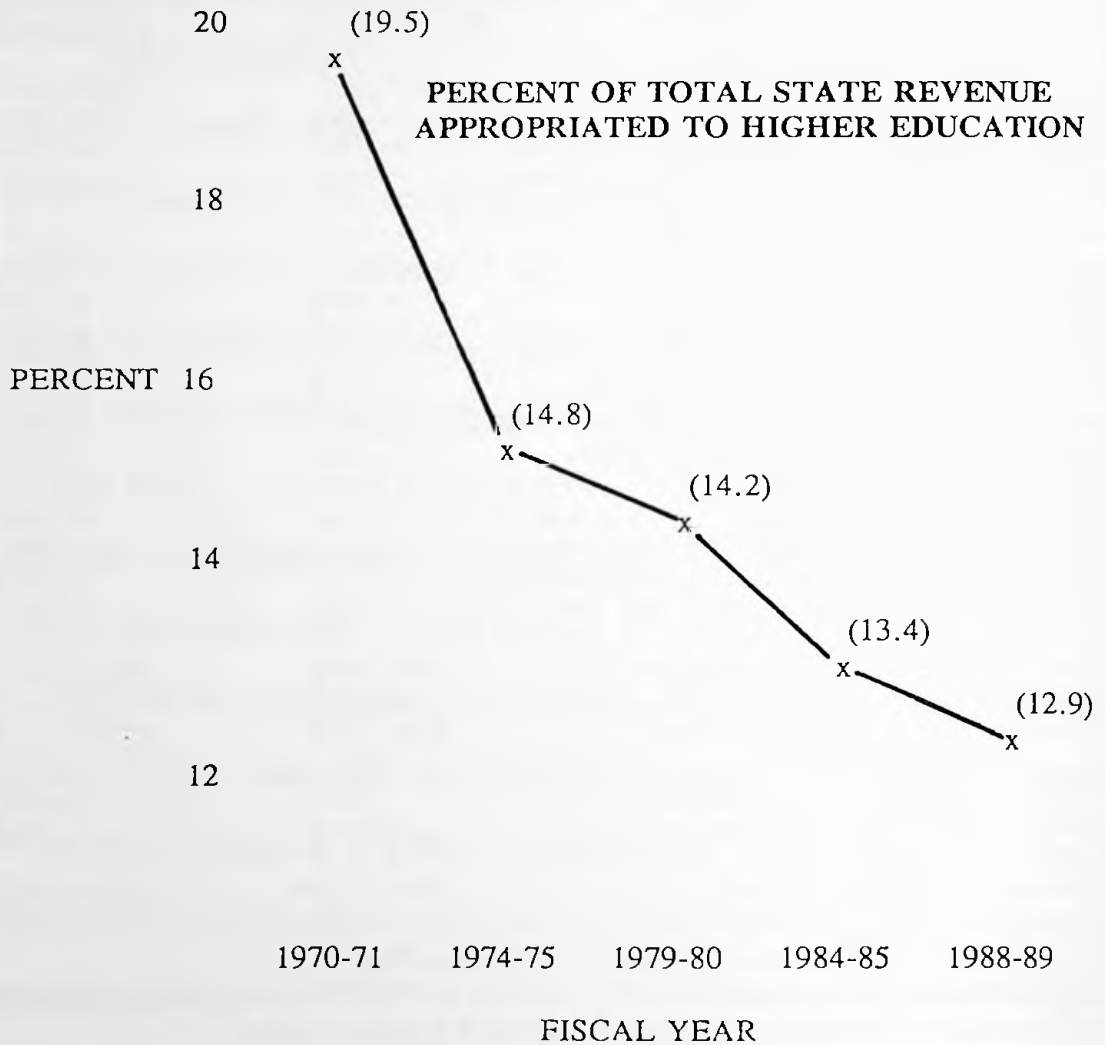
(2) Includes WVU Medical Center or Marshall Medical School.

(3) Tuition fees at WVU and Marshall are retained. State colleges return them to the State General Fund. Thus subtract them to arrive at net tax-fund appropriation.

(4) Included in West Virginia University allocation.

Sources: Statistical Profile of Higher Education in West Virginia, 1989-90 and Annual Report of Financial Data, 1970-71.

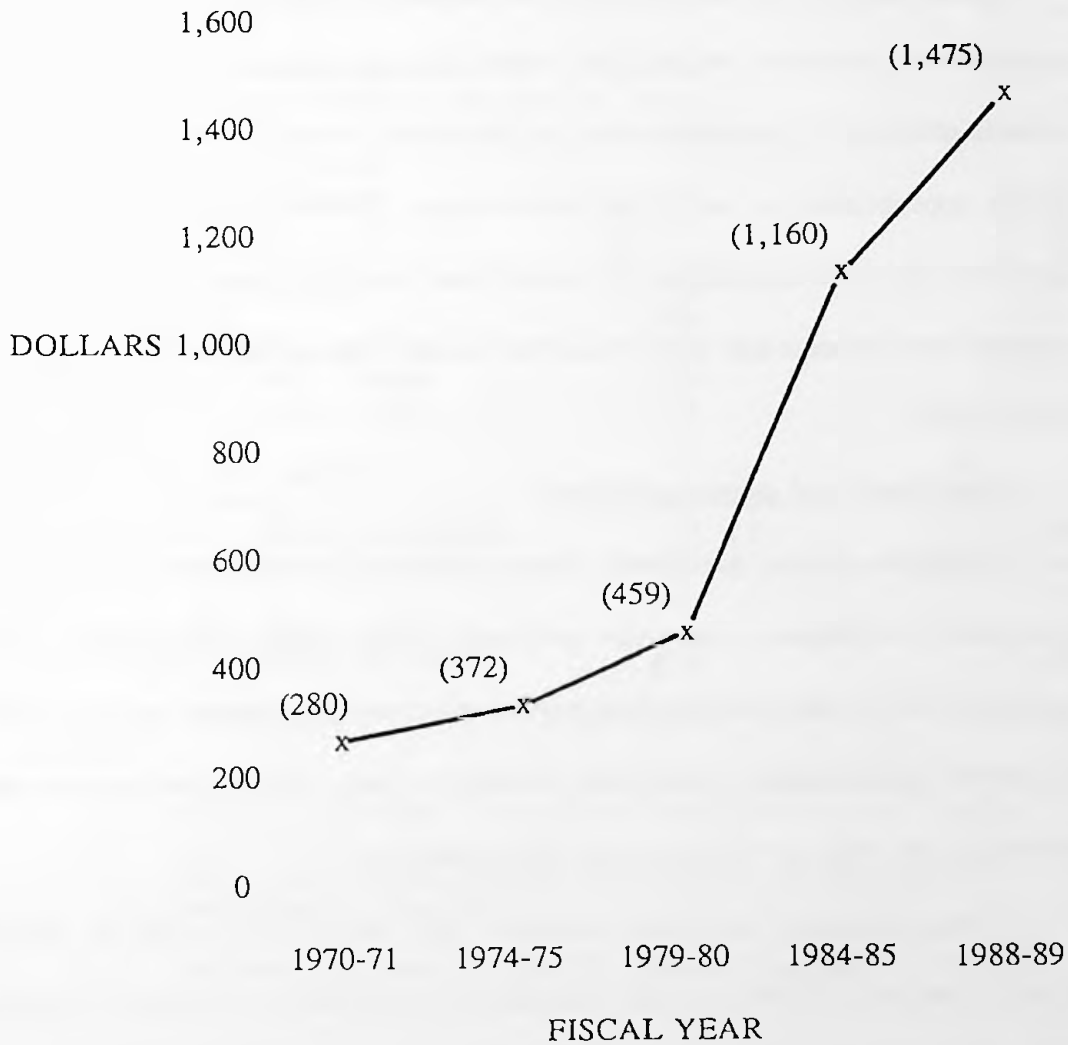
Figure 5

Trend of State Appropriation to Higher Education, 1970-71 to 1988-89.

Sources: Digest of Enrolled Budget Bill, Legislature of West Virginia, and Statistical Profile of Higher Education in West Virginia, West Virginia Board of Regents.

Figure 6

Trend of Annual Tuition and Fees at West Virginia University for Full-Time, Undergraduate, Residents of West Virginia, 1970-71 to 1988-89.



Sources: Facts and Budget Request and Higher Education Fact Book, Board of Regents. West Virginia University, 1970-71 Graduate Catalog, p. 45.

era. The increase in tuition in constant dollars went from \$574 per year in 1970 (adjusted to 1988 dollars) to \$1,475 per year. This increase of about 157 percent was significantly more than the 87 percent increase in the appropriation during the same period.

Many legislators were of the opinion that higher education had an unnecessary duplication of programs and facilities which then put excessive demands on the available revenues. A perception that the Board used a declining share of the gross revenue appropriation as an excuse for mediocre performance was a source of frustration for some legislators. It was believed that the appropriation to higher education was adequate and was the best that could be done with available revenues. (Sattes, 1991).

Enrollment and degrees conferred.

Credit headcount enrollment during the Board of Regents era increased dramatically. Attention to state-wide community college needs, concentration on the need for access for undergraduate and graduate place-bound students, and the Board's concern for the low college-going rate and the low participation rate probably were responsible for many of the enrollment gains observed.

Total headcount enrollment increased from 48,557 in the fall of 1970 to 70,383 in the fall of 1988, or about 45 percent (see Table 27). During this same period, the total number of degrees awarded increased from 8,183 for 1969-70 to

Table 27

**Credit Head-Count Enrollment, West Virginia Public Institutions of
Higher Education, First Semester 1970-71 and First Semester 1988-89**

	<u>Total 1970-71</u>	<u>Total 1988-89</u>
Universities:		
Marshall	8,945	12,350
West Virginia	15,127	18,746
College Graduate Studies	----	2,597
School of Osteopathic Medicine	----	232
Four-Year Colleges:		
Bluefield State	1,267	2,487
Concord	1,969	2,450
Fairmont State	3,551	5,758
Glenville State	1,572	2,205
Shepherd	1,876	4,010
West Liberty State	3,554	2,435
W. Vir. Inst. Tech	2,444	2,955
West Virginia State	3,663	4,509
Community Colleges:		
Parkersburg	1,482 (1)	3,219
Southern West Virginia	833 (2)	2,688
West Virginia Northern	413 (3)	2,661
Two-Year Branch:		
Potomac State College	<u>745</u>	<u>1,081</u>
TOTALS:	48,557	70,383

Notes:

- (1) Branch of West Virginia University in 1970.
- (2) Logan and Williamson Branches of Marshall University in 1970.
- (3) Branch of West Liberty State College in 1970.

Sources: Student Enrollment Report, Board of Regents, December 1970, and Statistical Profile of Higher Education in West Virginia, 1987-1988, West Virginia Board of Regents, 1989.

11,727 for 1987-88, or about 43 percent. (Statistical Profile of Higher Education in West Virginia 1987 and 1988).

Full-time and part-time faculty.

The increases in facilities, enrollment, and graduations did not result in corresponding increases in the number of faculty. The total number of faculty increased from 2,931 in the fall of 1972 to 3,782 in the fall of 1988, or about 29 percent (see Table 28). When one looks at the growth in full-time faculty, the increase is dramatically less. Full-time faculty increased from 2,253 to 2,427 during the same period, or about 8 percent. The most significant change was in part-time faculty which increased from 678 to 1,355, or about 100 percent. This dramatic increase probably resulted from the growth and development of community colleges, off-campus facilities, and non-traditional institutions which tend to have more part-time faculty. Also, declining resources available for the employment of faculty was a factor. Part-time faculty cost less.

Institutional missions.

When the Board of Regents was created in 1969, the public higher education system consisted of one comprehensive, land-grant, doctoral university, one regional university, and eight state colleges. The state colleges were primarily concerned with teacher education (about 60 percent of graduates were in teacher education). There was some emphasis on business and technical programs. Most of the four-year colleges had a limited number of two-year terminal degree programs. There were

Table 28

Full-Time and Part-Time Faculty at West Virginia Public Institutions of Higher Education, Fall 1972 and Fall 1988

<u>Institution</u>	Fall 1972 <u>Full/Part-time</u>	Fall 1988 <u>Full/Part-time</u>
Marshall University	383/ 57	379/ 162
West Virginia University	699/352	812/ 257
College of Graduate Studies	26/ 56	51/ 84
Bluefield State College	66/ 4	83/ 79
Concord College	105/ 3	89/ 52
Fairmont State College	180/ 16	171/ 157
Glenville State College	91/ 3	76/ 54
Shepherd College	97/ 10	114/ 93
West Liberty State College	149/ 19	122/ 13
West Virginia Inst of Tech	148/ 13	155/ 56
West Virginia State College	151/ 18	141/ 85
Parkersburg Community College	56/ 69	77/ 80
Southern WV Community College	32/ 20	57/ 87
WV Northern Community College	28/ 38	60/ 90
Potomac State College of WVU	<u>42/ 0</u>	<u>40/ 1</u>
FULL/PART-TIME TOTALS:	2,253/678	2,427/1,355
SYSTEM TOTALS:	2,931	3,782

Source: Statistical Profile of Higher Education in West Virginia 1987-1988, and Faculty Characteristics, WV Board of Regents, 1973.

no community colleges, as such, to provide community college services to local communities. By the time the Board was terminated in 1989, institutional missions had changed significantly. Both universities had medical schools and the state had a third separate medical school. Graduate education in all areas of the state had been expanded by the formation of a college specifically for graduate education and through the efforts of Marshall and West Virginia universities. Three free-standing community colleges and six community college components had been developed. Institutional growth had stopped; however, the Board continued to refine missions to "fine-tune" the system. Diversified delivery techniques including off-campus centers, educational television, and distance learning via satellite up/down link technology were employed.

Review of the Key Issues

Board of Regents composition.

When created in 1969, the Board of Regents had nine voting members appointed by the governor and one ex-officio non-voting member. During 1976 and 1977, faculty and student representatives were added to the Regents as ex-officio non-voting and then as voting members. In 1983, a classified staff representative was added as an ex-officio voting member. These changes were made to afford better representation and input into the Board when decisions were made. It also provided a degree of decentralization for the campus constituencies.

These changes were somewhat controversial, especially when one considered the potential for conflicts of interest. It also provided an opportunity for the Board to become more political in its decision-making role. Despite these disadvantages, the arguments for the changes in the composition prevailed thus faculty, students, and classified staff were added.

Consolidation.

The consolidation issue was a factor during most of the twenty-year period, either in terms of entire institutions or of programs and facilities. The Board's initial attempt to consolidate two institutions, Bluefield State College and Concord College, was overwhelmed by political forces and eventually failed. Had the Board been able to consummate that consolidation, then it may have been more successful in subsequent consolidation activity. (Hayes, 1991).

The primary justification for the Bluefield-Concord merger revolved around economic factors, however, the demonstrated economic savings did not justify the social consequences. (McManus, 1991). Some believed that the chancellor at the time, Prince Woodard, initiated the merger to dispose of the President at Concord College. (Campbell, 1991). The compromise solution, a single president for the "coordinate-college" relationship between Bluefield and Concord lasted only two years.

Thereafter, talk about mergers of institutions or studies regarding mergers ended as only talk. The Board, based upon its studies, concluded that the system

didn't have an excessive number of institutions after all. The Board then concentrated its efforts on program management, institutional focus on particular educational endeavors, and "fine tuning" commensurate with the resources available and the demands placed on the system.

Development of a community college system.

This was another area where the Board took some bumps, but the Regents were somewhat more successful than in their attempts at consolidation. Two major factors militated against the creation and development of a free-standing community college system: 1) a lack of sufficient funding; and, 2) the statutory assignment of the vocational-technical education network to the Board of Education. Attempts by the Regents to have vocational-technical education placed solely under the higher education system failed in the Legislature.

Within the higher education community itself, there was resistance against the community college concept. Some people in higher education simply did not believe in community colleges and refused to support it. (Hayes, 1991). In addition, many of the community college programs developed on a campus had to be funded from other campus resources. (Hayes, 1991).

Three free-standing community colleges were formed, but not without some trying times for the Regents. Parkersburg Community College evolved from the West Virginia University branch without much difficulty. Likewise, Southern West

Virginia Community College was formed from Marshall University's branches at Logan and Williamson without much resistance. West Virginia Northern Community College was another matter. Significant resistance came from a professor at West Liberty State College who had been West Liberty's President for more than thirty years. The resistance was based upon the fact that West Liberty State College had operated facilities in Wheeling, New Martinsville, and Weirton for many years. West Liberty would lose a substantial segment of its enrollment if the new community college was formed in Wheeling. (Campbell, 1991). The resistance was overcome and West Virginia Northern Community College was formed. An attempt to change Potomac State College into a community college at Keyser failed. Resistance to prevent severing Potomac State College from a long-standing relationship with West Virginia University could not be overcome.

In the end, six of the eight state colleges and Marshall University had developed community college components. Those, plus the three free-standing community colleges represented about 70 percent completion of the system recommended in a 1971 study regarding formation of a community college system.

Graduate and medical education.

During the Board of Regents era, opportunities for graduate education were expanded to meet most of the needs. The formation of the West Virginia College of Graduate studies using existing facilities throughout Southern West Virginia was recognized as a major accomplishment. Marshall University and West Virginia

University also expanded offerings in areas of the state not served by the College of Graduate Studies. Participation in the Southern Regional Education Board's Academic Common Market and development of a limited number of contract programs further enhanced the graduate education opportunity available to the residents of West Virginia.

Medical education was another matter. Despite more than one attempt to prevent the formation of more than one medical school, the Regents wound up with three. Justification for executive and legislative actions centered around a desire to promote health care in rural areas. The Marshall University Medical School and the West Virginia School of Osteopathic Medicine were viewed as primary providers of physicians to work in the underserved areas of West Virginia. For several other reasons, many of which were political, the medical school growth was shoved down the Regents' throats. Subsequent recommendations from different sectors of government to consolidate or combine some or all of them were never successful.

The management of higher education and resource allocation.

For about ten years, the Board of Regents operated in an environment wherein it was largely responsible to itself for the consequences of its activities. The Board was established to provide a buffer between higher education and the Legislature. Rather than becoming a proponent for higher education, the Board allowed itself to be badgered and manipulated by the political environment. (Hayes, 1991). As a result, the Board became overly concerned with the day-to-day activities on the

campuses thus removing most institutional autonomy. (Hayes, 1991). Consequently, the Board of Regents came under increasing scrutiny by legislators and other members of state government. Campus unrest and legislative desires to dampen the Board's dominant presence eventually led to the enactment of a Higher Education Management bill in 1981. (Nelson, 1991).

As resources declined, equitable allocation became an issue. After much give and take among the institutions and other participants, a model was finally developed and implemented. (Rowley, 1991). Unfortunately, a substandard funding posture precluded full implementation of the resource allocation model.

Disintegration of the Board of Regents System

In retrospect, the key concepts of general systems theory enumerated by Kas and Rosenzweig (1972) can be used to help understand the disintegration of the Board of Regents as a living social system. For twenty years, the system remained in a state of equilibrium by resisting tendencies to destroy it.

Open systems import resources from the environment to prolong the life of the system. As the Board of Regents neared the end, the system appeared to be incapable of importing sufficient resources to cope with the myriad of factors and forces putting pressure on it.

The permeable boundary may have become too permeable. That is, the system did not appear to be capable of closing the boundary when necessary so it

could deal with a manageable number of issues at any one given time. To understand this concept, one should look both inside and outside the system.

Internally, the managerial subsystem had become very unstable. There were frequent changes in the chancellor's position. Also, there had been incidents of mistrust between the chancellor and vice chancellors.

The Board (institutional subsystem boundary) had not protected a chancellor from an onslaught of political forces that culminated in his demise. Ironically, his appointment had appeared to be political rather than a competitive selection process. Ultimately, there was an absence of leadership. Nobody appeared to be willing to step in and take charge of the volatile situation that had materialized in the managerial subsystem.

The institutional subsystem was itself experiencing a period of adjustment. Near the end of the Board of Regents era, death and resignation of Regents members intensified the usual personnel turnover. Internally, the only subsystem with a degree of stability was the technical subsystem. However, the problems were too numerous and required policy decisions which the technical subsystem could not provide.

The external environment was generating a multitude of inputs into the system that, when coupled with the internal turbulence, were too numerous for the system to receive and transform into meaningful outputs. Severe economic times continued to plague state government. The Board of Regents encountered one controversy after another, including changes in the office of the governor and the legislative leadership,

increasing legislative control, and a study of higher education governance in West Virginia by the Carnegie Commission.

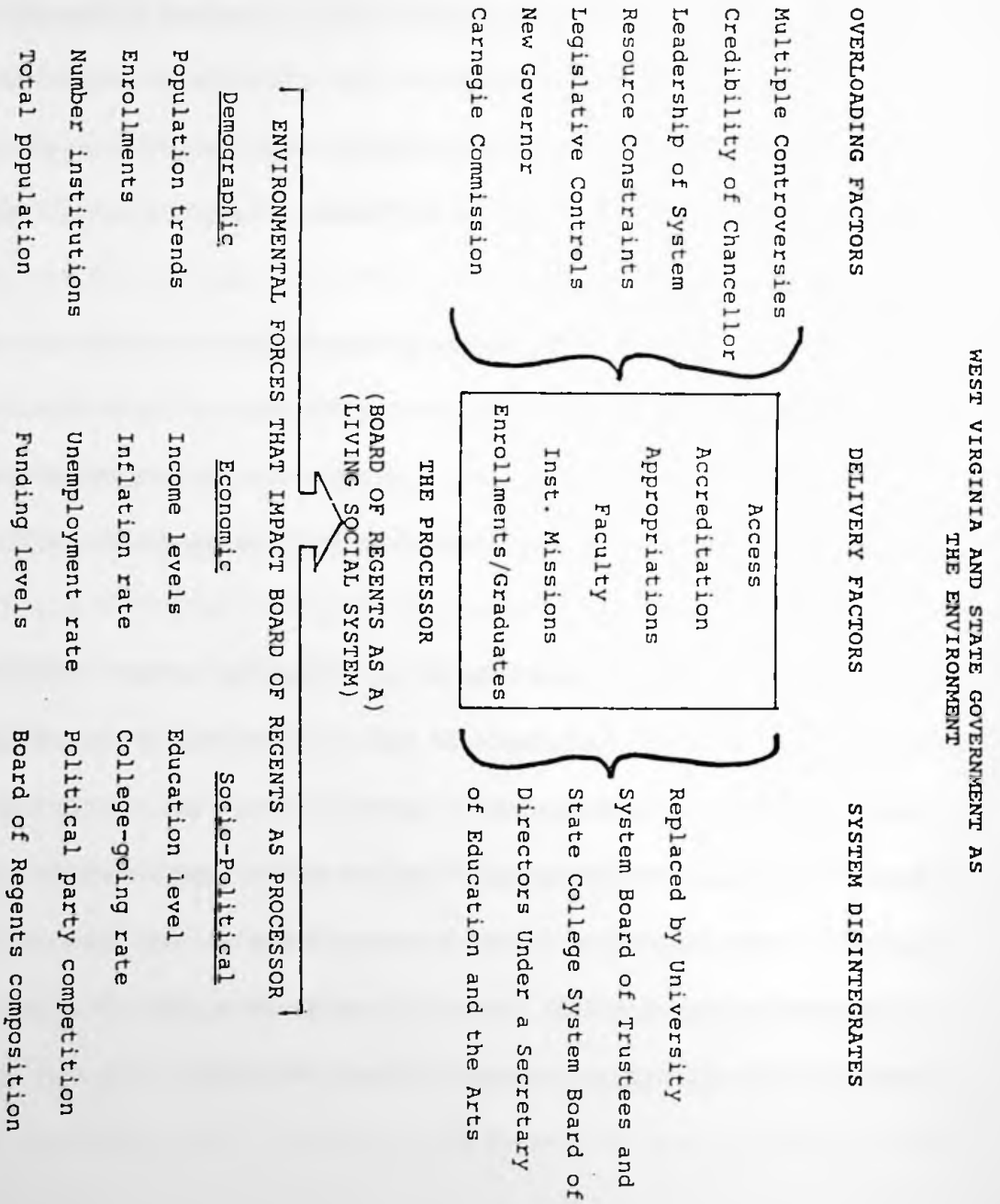
In the legislature, controversy for the Board was the order of the day. Some legislators expressed dissatisfaction with the Board's leadership situation. Others were unhappy about escalating tuition and fees. Still others were critical of the Board's rule changes regarding supervision of the proprietary business schools. The requirements imposed on the system by the Sunset legislation exacerbated all of these factors and forces.

In the executive branch, the newly elected governor was reorganizing state government. The opportunity to include the governance of higher education in the reorganization movement was apparent. It also gave the new governor an opportunity to appoint new members to the governance structure as opposed to keeping the old appointees to the Board of Regents.

The Carnegie Commission report was released in February 1989. While all of its recommendations were not adopted, the recommendation to have two governing boards (one for the universities and the graduate college, and one for the two- and four-year colleges) with one centralized support staff was implemented. Rather than retain the Board of Regents as the governing board for the two- and four-year colleges as recommended in the Carnegie report, the reorganization called for larger boards with newly appointed members and new chancellors.

Figure 7

Disintegration of the Board of Regents System, 1989



The Board of Regents was finished. In the end, the political, economic, demographic, and social factors and forces were overwhelming (See Figure 7, page 363). Disintegration did occur; however, the major components of the technical subsystem remained. It became the nucleus for the centralized staff of the new governing boards.

Lessons Learned

Based upon the review of the historical documents relating to the Board of Regents and interviews with twelve persons who occupied key governmental or educational positions during the Board era, the following lessons learned were identified. These lessons learned may help future board members or administrators in the performance of their governance or coordination duties in a higher education system.

1. The legislature and governor control the purse strings and therefore a board cannot be isolated from political forces. One must endeavor to minimize them.
2. True cooperation between a Board of Regents and the institutions will solve a lot of problems.
3. Consolidation of institutions in the West Virginia political climate is not practical.

4. Educational needs result from study and research and not from politics. Plan and move, don't react to what is politically expedient at the moment.
5. Lay boards may be better; professionals should be there to advise but not as voting members.
6. The governor, legislature, and governing board must set priorities for higher education. Agreement among the three will enhance educational access and quality.
7. Newly appointed governing board members should be required to attend a professional development seminar to prepare them for their board-related duties.
8. Extreme patience and tenacity are extremely important, especially in times of financial problems.
9. Credibility and integrity are essential for success in meeting higher education needs.
10. Governing board members can be effective lobbyists for higher education in their own right.
11. Advisory committees with institutional and community representatives can be extremely useful in identifying key issues and in facilitating their resolution.

12. Regardless of the type of higher education governance/coordination, an ongoing year-round effort on educating the citizenry on the value of higher education is critical. This is especially true when resources are scarce and legislative commitment of more resources to higher education is desired.
13. One should concentrate on making the best use of existing institutions. Boards should not be running anything; rather the board should find a qualified institution to run it.
14. One of the most important functions for a board is to select competent senior administrators for the institutions and the state system.
15. There is (was) a need to better define the role of the chancellor from the very beginning.
16. The governance system should be one that is more democratic and less autocratic. However, more institutional autonomy makes sense only with proper institutional leadership.
17. The governing board should be more sensitive to the needs of the users of higher education.
18. The legislators need to be educated and informed about the needs and achievements of higher education throughout the year. Don't wait until committee hearings or the regular legislative session because the pace is often too hectic to make rational judgments.

19. Long range planning is extremely important and is absolutely vital when economic constraints and other differing forces are affecting higher education. Long range plans will not be successful without appropriate long range fiscal support.
20. Assessment and accountability in higher education is very important and is one area where the Board of Regents may have been weak.
21. Institutional missions should contain state-wide considerations, not just the on-campus ones.
22. Pre-Board of Regents governance was inadequate and the state should not revert to those days.
23. Boards should be more sensitive to existing environmental factors and forces; the Regents tended to be introspective.
24. Somehow, governing boards have to strike a balance between insulation from the environment and dealing with the political forces. The external environment is the driving force in higher education today.

Recommendations for Further Study

The following topics are recommended as potential areas for further study:

1. The impact on board actions or policy of adding faculty, student, and classified staff representatives to the voting membership of the Board of Regents.

2. Leadership style of the chancellors appear to have a strong relationship to their success and the board's success. Therefore, research studies should be conducted on the leadership style and other chancellor characteristics while they were in office. There is a need to gather the data before the former chancellors die, become inaccessible, or their memories dim.
3. The impact of increasing or decreasing institutional autonomy or presidential autonomy.
4. The impact of the economic climate in West Virginia on the rise and fall of the Board of Regents.
5. An examination of other governing board studies to determine if a set of unifying principles exist across all governing boards.
6. Identification of the dominate Regents' personalities and the impact on policy, personnel, and programs.

Recommendations for Action

It is recommended that the following actions be pursued:

1. Develop methods of conducting ongoing relations between the governing board and the legislature or the governor.
2. Develop methods of training newly appointed governing board members and newly elected legislative leaders.

3. Preparation of an annual report from the chancellor or the board to the Governor or the Legislature that updates the previous year's report and summarizes actions of the board.
4. The governing board should define or accept a legislative-imposed mission and indicate the priority of each component.

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APPENDIX A

Chapter 18, Article 26 of the Code of West Virginia

From West Virginia House of Representatives Bill No. 783

West Virginia Board of Regents Created, Effective July 1, 1969

(Chapter 130, Acts of the Legislature of West Virginia, 1969 Regular Session,

PP. 1144-1153)

ARTICLE 26. WEST VIRGINIA BOARD OF REGENTS.

- 18-26-1. Legislative purpose.
- 18-26-2. Definitions
- 18-26-3. West Virginia board of regents created.
- 18-26-4. Composition of board; terms of members; qualifications of members.
- 18-26-5. Commencement of original term of members; vacancies; eligibility for reappointment; oath of office; removal from office.
- 18-26-6. Meetings; quorum; per diem and expenses of members.
- 18-26-7. Organization of board; staff; offices.
- 18-26-8. Powers and duties.
- 18-26-9. Advisory boards.
- 18-26-10. State agency for participation in federal and private grants to higher education.
- 18-26-11. Transfer of powers, duties, property, obligation, etc., of board of governors of West Virginia University to board of regents.
- 18-26-12. Transfer of powers, duties, property, obligations, etc., of state board of education with respect to state colleges and universities to board of regents.

18-26-1. Legislative purpose.

The purpose of the Legislature in the enactment of this article is to establish a state agency to be known as the West Virginia board of regents which will have the general determination, control, supervision and management of the financial, business, and educational policies and affairs of all state colleges and universities. The board's responsibilities shall include, without limitation, the making of studies and recommendations respecting higher education in West

Virginia; allocating among the state colleges and universities specific functions and responsibilities; and submitting budget requests for the state colleges and universities.

Except as otherwise provided in this article, the president of each state college and university shall exercise all the duties and powers conferred upon him by law in the government of the institution under his management and control.

18-26-2. Definitions.

Notwithstanding the provisions of section one, article one of this chapter, the following words when used in this article shall have the meaning hereafter ascribed to them unless the context clearly indicates a different meaning:

- (a) The term "board" shall mean the West Virginia board of regents.
- (b) The term "state colleges" shall mean Bluefield State College, Concord College, Fairmont State College, Glenville State College, Shepherd College, West Liberty State College, West Virginia Institute of Technology and West Virginia State College.
- (c) The term "state college" shall mean one of the state colleges.
- (d) The terms "state universities" and "universities" shall mean Marshall University and West Virginia University, including Potomac State College thereof.
- (e) The terms "state university" and "university" shall mean one of the state universities.
- (f) The term "institutions of higher education" shall have the meaning ascribed to it by the federal higher education facilities act of one thousand nine hundred sixty-three, as amended.

18-26-3. West Virginia board of regents created.

There is hereby created a state agency to be known as the West Virginia board of regents, which shall be a corporation and as such may contract and be contracted with, plead and be impleaded, sue and be sued, and have and use a common seal.

18-26-4. Composition of board; terms of members; qualifications of members.

The board shall consist of ten members, of whom one shall be the state superintendent of schools, ex officio, who shall not be entitled to vote. The other nine members shall be citizens of the state, appointed by the governor, by and with the advice and consent of the Senate, for overlapping terms of six years, except that three of the original appointments shall be for terms of two years, three of the original appointments shall be for terms of four years, and three of the original appointments shall be for terms of six years.

Each of the members appointed to the board shall be especially qualified in the field of higher education by virtue of his knowledge, learning, experience or interest in the field.

No person shall be eligible for appointment to membership on the board who is an officer, employee or member of an advisory board of any state college or university, or an officer or member of any political party executive committee, or the holder of any other public office or public employment under the federal government or under the government of this state or any of its political subdivisions, or an appointee or employee of the board. Of the nine members appointed by the governor from the public at large, not more than five thereof shall belong to the same political party. At least one member of the board shall be appointed from each congressional district.

18-26-5. Commencement of original term of members; vacancies; eligibility for reappointment; oath of office; removal from office.

The governor shall appoint the nine members of the board to be appointed by him as soon after the effective date of this article as is practicable, and the original terms of the nine members appointed by the governor and of the one member, who is such by virtue of being the state superintendent of schools, shall commence on July one, one thousand nine hundred sixty-nine.

The governor shall appoint a member to fill any vacancy among the nine members of the board appointed by the governor, by and with the advice and consent of the Senate, which member appointed to fill such vacancy shall serve for the unexpired term of the vacating member.

All members of the board appointed by the governor shall be eligible for reappointment. A person who has served as a member during all or any part of two consecutive terms shall be ineligible to serve as a member for a period of three years immediately following the second of the two consecutive terms.

Before exercising any authority or performing any duties as a member of the board, each member shall qualify as such by taking and subscribing to the oath

of office prescribed by section five, article four of the state constitution, the certificate whereof shall be filed with the secretary of state.

No member of the board appointed by the governor may be removed from office by the governor except for official misconduct, incompetence, neglect of duty, or gross immorality and then only in the manner prescribed by law for the removal by the governor of state elective officers.

18-26-6. Meetings; quorum; per diem and expenses of members.

The board shall hold at least six meetings in every fiscal year commencing July one and ending the following June thirty, one of which meetings, to be known as the annual meeting, shall be held in July, or as soon thereafter as practicable, in the year one thousand nine hundred sixty-nine and in June of each subsequent year. The first annual meeting of the board to be held in July, or as soon thereafter as practicable, in the year one thousand nine hundred sixty-nine, shall be called by the governor on such date and at such place as he may prescribe. Subsequent annual meetings, as well as the five additional required meetings in each fiscal year, shall be held on such dates and at such places as the board may prescribe, subject only to the requirement that the annual meeting shall be held in June. In addition to the statutorily required meetings, the board may meet at such other times as may be necessary, such meetings to be held upon its own resolution or at the call of the president of the board.

Of the nine appointed, five members of the board shall constitute a quorum, and a majority vote of the quorum shall be necessary to pass upon matters before the board.

The members of the board shall be paid fifty dollars per diem for actual time spent in the performance of duties under this article, and shall be reimbursed for actual and necessary expenses incident to the performance of their duties, upon presentation of an itemized sworn statement thereof. The foregoing per diem and reimbursement for actual and necessary expenses shall be paid from appropriations made by the Legislature to the board.

18-26-7. Organization of board; staff; offices.

At its first annual meeting in July, or as soon thereafter as practicable, in the year one thousand nine hundred sixty-nine, the board shall elect a president and such other officers as the board may deem necessary or desirable from the members of the board appointed by the governor, to serve for a term ending June thirty, one thousand nine hundred seventy. At its annual meeting in June, one thousand nine hundred seventy, and at each annual meeting held in each June thereafter, the board shall elect a president and such other officers as the board

may deem necessary or desirable from the members of the board appointed by the governor for a one-year term commencing on July one following the annual meeting and ending June thirty the following year. The president of the board shall not be eligible to succeed himself.

The board shall employ a chancellor, and such other professional, administrative, clerical and other employees as may be necessary to assist the board in the performance of its duties and responsibilities. The board shall prescribe the duties and fix the compensation and emoluments of all such employees, and they shall serve at the will and pleasure and under the direction and control of the board or its designated representative. The board shall provide suitable offices for the chancellor and his staff in Charleston.

18-26-8. Powers and duties.

On and after the effective date of this article, the general determination, control, supervision and management of the financial, business and educational policies and affairs of all state colleges and universities shall be under the control, supervision and management of the board. In addition, the board is fully authorized and empowered to make studies and recommendations relating to all aspects of higher education in the state; it shall, upon reasonable basis, prescribe and allocate among the state colleges and universities specific functions and responsibilities to meet the higher educational needs of the state and avoid unnecessary duplication; and it shall consider, revise, and submit to the appropriate agencies of the executive and legislative branches of state government separate budget requests on behalf of the state colleges and universities or the board may, in its discretion, submit a single budget for the state colleges and universities and allocate among them appropriations made for the state colleges and universities.

The power herein given to the board to prescribe and allocate among the state colleges and universities specific functions and responsibilities to meet the higher education needs of the state and avoid unnecessary duplication shall not be restricted by any provision of law assigning specified functions and responsibilities to designated state colleges and universities but such power shall supersede any such provision of law: *Provided*, That the board may delegate, with prescribed standards and limitations, such part of its power and control over the business affairs of a particular university or state college to the president or other administrative head of such university or college in any case where it deems such delegation necessary and prudent in order to enable such institution to function in a proper and expeditious manner. Any such delegation or power and control may be rescinded by the board at any time, in whole or in part.

The board is authorized and empowered, from time to time, to promulgate such rules and regulations as it may deem necessary and convenient to insure the full implementation of its powers and duties.

18-26-9. Advisory boards.

Each state college and university president or other administrative head shall be authorized to nominate persons for appointment to an advisory board, consisting of seven members, to serve as advisors and consultants to him.

The board of regents shall appoint members of the advisory board from the persons so nominated for terms of seven years, except that the original appointments shall be for terms of one, two, three, four, five, six and seven years. Thereafter each member shall be appointed to serve for a term of seven years or until his successor is appointed. An appointment to fill a vacancy shall be for the unexpired term of the vacating member.

Members of advisory boards shall be eligible to succeed themselves. Members of advisory boards shall serve without compensation, but shall be entitled to reimbursement for actual and necessary expenses incurred in the performance of the duties of their office to be paid by the state college or university served.

18-26-10. State agency for participation in federal and private grants to higher education.

With the exception of Title I, II and III of the Higher Education Facilities Act of 1963 and Title I and VI of the Higher Education Act of 1965, the administration of which are reserved to the commission on higher education, the board of regents, on behalf of the state of West Virginia, is authorized and empowered to apply for, to accept and administer and expend for the purpose or purposes designated, any funds which now are, or may be, made available to the board or institutions under its authority from federal or private grants, appropriations, allocations and programs.

18-26-11. Transfer of powers, duties, property, obligations, etc., of board of governors of West Virginia University to board of regents.

All powers, duties and authorities which the board of governors of West Virginia University, established by article eleven of this chapter or by any other provisions of law, may have had immediately prior to the effective date of this article, are hereby transferred from the board of governors of West Virginia University to the West Virginia board of regents; and on and after the effective

date of this article all of the policies and affairs of West Virginia University shall be determined, controlled, supervised and managed, and all such powers, duties and authorities of the board of governors of West Virginia University shall be exercised and performed by the West Virginia board of regents, and the board of governors of West Virginia University shall be abolished and repealed.

The title to all property vested in the board of governors of West Virginia University is hereby transferred to and vested in the West Virginia board of regents.

Each valid agreement and obligation of the board of governors of West Virginia University shall on or after the effective date of this article become and be deemed the agreement and obligation of the West Virginia board of regents.

All orders, resolutions, rules and regulations adopted or promulgated by the board of governors of West Virginia University, and in effect immediately prior to the effective date of this article, shall continue in effect and shall be deemed the orders, resolutions, rules and regulations of the West Virginia board of regents until rescinded by the board; and all such orders, resolutions, rules and regulations may be rescinded, revised, altered or amended by the board in the manner and to the extent authorized and permitted by law.

18-26-12. Transfer of powers, duties, property, obligations, etc., of state board of education with respect to state colleges and universities to board of regents.

All powers duties and authorities which the West Virginia board of education may have had with respect to state colleges and universities immediately prior to the effective date of this article, are hereby transferred from the West Virginia board of education to the West Virginia board of regents; and on and after the effective date of this article, all of the policies and affairs of the state colleges and universities shall be determined, controlled, supervised and managed, and all powers, duties and authorities shall be exercised and performed by the West Virginia board of regents: *Provided*, That the standards for education of teachers and teacher preparation programs at the state colleges and universities shall continue to be under the general direction and control of the West Virginia board of education, and the West Virginia board of education shall have sole authority to continue, as authorized by section six, article two of this chapter, to enter into agreements with county boards of education for the use of the public schools to give prospective teachers teaching experience.

The title to all property heretofore acquired in the name of the state board of control or the West Virginia board of education and used by or for the state colleges and universities, is hereby transferred to and vested in the West Virginia board of regents.

Each valid agreement and obligation of the state board of education with respect to the state colleges and universities shall on or after the effective date of this article become and be deemed the agreement and obligation of the West Virginia board of regents.

All order, resolutions, rules and regulations respecting the state colleges and universities adopted or promulgated by the West Virginia board of education and in effect immediately prior to the effective date of this article shall continue in effect and shall be deemed the orders, resolutions, rules and regulations of the West Virginia board of regents until rescinded by the board; and all such orders, resolutions, rules and regulations may be rescinded, revised, altered or amended by the board in the manner and to the extent authorized and permitted by law.

APPENDIX B

Board of Regents Members

Original Voting Members
(Two-year Terms)NAME AND TERM(S)

1. DALZELL, David Beaty. July 1969 to June 1971

DAVID BEATY DALZELL, of Moundsville, Republican, was born March 11, 1917; son of William F. and Helen (Beaty) Dalzell; education received in public schools and Williams College, B. A.; President, Fostoria Glass Company; Methodist; married to Marjorie Banta on September 13, 1939; five children, Kenneth, David, Jr., Helen, Mardie and Alex; member American Ceramic Society, American Management Association and Fort Henry Club; served as Ensign, USAR. (West Virginia Blue Book, 1969, p. 49).

2. GILMORE, Elizabeth H. July 1969 to June 1971
July 1971 to June 1977.

ELIZABETH HARDEN GILMORE, of Charleston, Republican, was born on August 11, 1911, in Charleston; daughter of Ernest Linwood and Mary Anne (Jackson) Mason; education received in public schools and West Virginia State College; Mortician; Methodist; married to Virgil Gilmore; one daughter, Elizabeth Harden Bridges; active in Civil rights movement; member, National Association for the Day Care of Children; League of Women Voters-Panel of American Women and Volunteer Service Bureau. (West Virginia Blue Book, 1969, p. 49).

3. PATTESON, Okey L. July 1969 to June 1971, and
July 1971 to June 1977.

OKEY L. PATTESON, of Mount Hope, Democrat; born September 14, 1898, in Mingo County, son of L. C. and Lola

(Groves) Patteson; graduate of West Virginia Wesleyan College A. B. Degree; post graduate work at Carnegie Institute of Technology; Honorary Degree LL.D., West Virginia Wesleyan College, 1950; Honorary Degree, Doctor of Humanities, West Virginia Institute of Technology, 1952; Married June 1, 1923, to the late Lee Hawse; two daughters, Lee Patteson, of Indiana, Pennsylvania, and Anna-Hughes Carone (Mrs. Patrick Carone), of Indiana, Pennsylvania; three grandchildren, Lea Patteson Carone; Alicia Hawse Carone and Patrick Patteson Carone; married October 14, 1961 to Mrs. Dorothy (Bebe) Reuter Warden; Methodist; member, Board of Trustees of West Virginia Wesleyan College; member Beckley Realty Board and Charleston Realty Board; President of the Beckley Historical Epic Drama; President of the Beckley Appalachian Regional Hospital Advisory Council; Mason, Knight Templar, Beni Kedem Shrine; Moose; Elks; Chamber of Commerce, American Legion, Sons of American Revolution; President of Fayette County Court 1935-41; Sheriff of Fayette County 1941-1944; Presidential Elector 1944; Campaign Manager for State Democratic Party, General Election, 1944; appointed assistant to Governor Clarence W. Meadows, January 15, 1945; resigned to become candidate for Governor January 1, 1948; inaugurated the twenty-third Governor of West Virginia, January 17, 1949, for the term ending January 19, 1953; General Manager of West Virginia Turnpike, February, 1954 to February, 1956; Secretary-Treasurer partner Blackburn-Patteson Company, of Mount Hope and Beckley. and the President Kanawha Valley Realty Company of Charleston; has been Chairman of the Board of Directors of The Raleigh County Bank since 1967. (West Virginia Blue Book, 1969, p. 48)

Original Voting Members
(Four-year Terms)

NAME AND TERM(S)

- | | |
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| 4. AMOS, John E. | July 1969 to June 1973, and
July 1973 to June 1975 (replaced by A. Clark) |
|------------------|--|

JOHN E. AMOS, of Charleston, Democrat, was born on July 16, 1905, at Charleston; son of John Ellison and Louise Hampton

(Delaney) Amos; Episcopalian; education received in public schools, Augusta Military Academy and West Virginia University, LL.B.; partner in Amos and Brotherton, Attorneys, and President of Bell Lines, Inc.; married to Edith Johnston of Charleston, on October 5, 1935; two children, John D. Amos and Mary J. (Mrs. James L. Kolstad); Sigma Nu and Phi Delta Phi; member, Kanawha County, West Virginia State and West Virginia Integrated Bar Associations; served in West Virginia House of Delegates from 1935-47 and was elected Speaker in 1943, 1945 and 1947; member State Senate 1948 and 1952, serving as Chairman and Majority Floor Leader in 1953-55; Democratic National Committeeman in February, 1959, June, 1960 and again in 1966; Democratic State Campaign Manager, 1958; Vice President at Large, American Trucking Associations, Inc. (West Virginia Blue Book, 1969, p. 47)

5. ANDREWS, Earle T. July 1969 to June 1973, and
July 1973 to June 1979

EARL T. ANDREWS, of Berkeley Springs, Republican, was born January 9, 1902; son of Fred Earle and Florence Virginia (Topley) Andrews; Presbyterian; Mason; Civil Engineer; Chairman, Pennsylvania Glass Sand Corporation and Subsidiary Companies-- Consulting Engineer; education received U. S. Naval Academy and Washington and Lee University; married to Rosalie Esther Exline of Hancock, Maryland, in 1925; three children, Hale Earle, Fred Hayes and Patricia A. Middlekauff; past president American Society of Civil Engineers, West Virginia Society of Professional Engineers, member, National Society of Professional Engineers. (West Virginia Blue Book, 1969, p. 48).

6. BOLEN, Amos A. July 1969 to June 1973, and
July 1973 to June 1979

AMOS ALONZO BOLEN, of Huntington, Democrat, was born October 1, 1909, at Knott County, Kentucky; son of J. Monroe and Charlotte (Hicks) Bolen; education received in public schools and Washington and Lee University, A.B., 1934, LL.B. 1937; Episcopalian; lawyer; married on October 30, 1938, to Helen Johnston of Huntington; two children, Robert Amos and Richard

Johnston; ATO; Phi Beta Kappa; Order of Coif; ODK; Elks; member, West Virginia and American Bar Associations, American Law Institute, American Judicature Society, American College of Trial Lawyers; served U.S. Navy 1943-46. (West Virginia Blue Book, 1969, p. 49).

Original Voting Members
(Six-Year Terms)

7. BLAIR, Forrest L. July 1969 to June 1975

FORREST LLOYD BLAIR, of Walker, Republican, was born on March 26, 1913; in Jackson County, son of Samuel F. and Victoria (Lockhart) Blair; Methodist; General Surgeon; education received in public schools, West Virginia University (B.S. 1936) and University of Louisville, Kentucky, (M.D. 1938); married to Eveline Salchli of Frankfort, Kentucky, on May 1, 1942; two children, Marie and David; A.O.A. Masons; Fellow of American College of Surgeons; Fellow of Southeastern Surgical Congress; Diplomate of American Board of Surgery; member, American Legion, Flying Physicians Association; Board of Directors, Commercial Banking & Trust Company, Parkersburg; served as Flight Surgeon, U.S. Army. (West Virginia Blue Book, 1969, p. 50).

8. GREENE, Edward H. September 1969 to June 1975

EDWARD H. GREENE, (D), of Huntington, was born on January 28, 1913; education received in public schools and Marshall University, A.B. and West Virginia University, J.D.; Lawyer; Presbyterian; married Katherine Stevens July 15, 1975; member, Cabell County Bar, West Virginia State Bar, American Bar Association; Authors' Guild and Authors League of America; served as Prosecuting Attorney Cabell County, 1943-53; appointed State Board of Control, 1956; served U.S. Navy World War II; author of "Greene's West Virginia School Guide", "Greene's Guide to Notaries Public", "The Law and Your Dog", and "The Law and Your Horse." (West Virginia Blue Book, 1977, p. 66).

9. MORGAN, Albert M. July 1969 to June 1975

ALBERT MARCUS MORGAN, of Morgantown, Republican, was born on July 29, 1912, at Fairmont; son of Ephriam Franklin and Alma (Bennett) Morgan; education received in public schools and West Virginia University (A.B. 1936) and University College of Law (1938 J.D.); married to Dorothea Morris on November 10, 1948; three children, Albert B., Samuel M. and Suzanne; Presbyterian; Lawyer; Mason; Rotary; member Monongalia County, West Virginia and American Bar Association, VFW and American Legion; served as Prosecuting Attorney, Monongalia County, 1952-56; U.S. Attorney for Northern District Court, 1956-61; Morgantown Police Judge, 1947-48; Morgantown Police Civil Service Commission President, 1963-68; Lt. Colonel, USAF (Retired). (West Virginia Blue Book, 1969, p. 50).

New Voting Members

(Subsequent Appointments to Fill Voting Positions)

STAMP, Frederick P., Jr. October 1971 to June 1977 (Replaced Regent Dalzell)

FREDERICK P. STAMP, JR., of Wheeling, Republican, was born July 24, 1934, in Wheeling; son of Frederick P. and Louise (Aul) Stamp; education, Washington and Lee University (B.A.), University of Richmond (LL.B.); not married; lawyer; Presbyterian; member Ohio County, West Virginia and American Bar Associations; American Trial Lawyers Association; West Virginia State Bar; member, Board of Trustees, Davis and Elkins College (1967-71); member, West Virginia Legislature, House of Delegates (1966-70); Vice Chairman, West Virginia Republican Executive Committee (1969-71); member, Board of Directors, Security National Bank & Trust Company, Y.M.C.A. of Wheeling, The Salvation Army of Wheeling; member, Board of Trustees, Ohio Valley General Hospital; served in U.S. Army. (West Virginia Blue Book, 1973, p. 147).

CLARK, Andrew L. July 1975 to June 1979 (replaced Amos), and
 July 1979 to June 1985

ANDREW L. CLARK, (D), of Princeton, Mercer County, was born at Mt. Hope, Fayette County; graduate of West Virginia University (Engineering, B.S.M.E.): married to the former Theresa Brown; two sons, Drew and George; one daughter, Terry; formerly employed as an engineer with Standard Oil of Louisiana; served two terms in the House of Delegates, 1952-56; elected as delegate to the National Democratic Convention in 1964 and 1968; automobile dealer; presently President of Princeton Community Hospital; past President of West Virginia Automobile Dealers Association and Princeton Area Development Corporation; Director, Federal Reserve Bank of Richmond, Virginia; President, Andy Clark Ford in Princeton and Bluefield; President, Prince Corporation; member, Elks, Masonic Lodge, university Club, Princeton Rotary, Beta Theta Pi Fraternity, Bluefield Country Club, Fincastle Country Club and Sedgewood Tennis Club. (West Virginia Blue Book, 1977, p. 64).

SAUNDERS, John June 1978 to June 1979 (Replaced Regent Bolen), and
 July 1979 to June 1985

JOHN SAUNDERS, 60, born Raleigh County, is a professional educator, with more than 30 years experience in his field; served as president of Beckley College since 1968; formerly served as superintendent of Raleigh County school system; received doctorate from the University of Sarasota (Fla.) in school administration; earned a Master's from Columbia University in school administration and graduated from West Virginia Wesleyan College with an A.B. degree in English and political science; former president of Beckley-Raleigh County Chamber of Commerce, First Baptist Church of Beckley, Honorary degree from Morris Harvey College, Founders' Award from Wesleyan, chairman of the State Advisory Committee for Title IV (makes grants for innovative projects in education) and past president of the State Elks Association (West Virginia Blue Book, 1981, p. 67).

FARNSWORTH, Sue S. September 1977 to June 1983

SUE SEIBERT FARNSWORTH of Wheeling, Republican; born July 5, 1940, in Wheeling; daughter of George H., Jr. and Janice Boone Seibert; education received in public schools of Ohio County, Bucknell University (1958-60), West Virginia University (A.B. 1962), West Virginia University College of Law (J.D. 1967); married to Carlyle D. Farnsworth, December 17, 1971; one child, Thomas Carlyle; lawyer; Presbyterian; member, Ohio County Bar Association, West Virginia Bar Association, West Virginia State Bar Association, American Bar Association and National Association of Women Lawyers; member Board of Directors, West Virginia Legal Services Plan, Inc. (1974-77), member, Visiting Committee of the West Virginia University College of Law (1974-77). (West Virginia Blue Book, 1981, p. 68).

GILMER, Paul J. September 1977 to June 1983, and
July 1983 to June 1989

PAUL J. GILMER, of Institute, was born April 12, 1924, education received in public schools, West Virginia State College and Moody Bible Institute, Chicago, Illinois; married, five children; Minister; United States Navy, 1944-46; Charleston Fire Department, 1949-1973; past President, Charleston Ministerial Association and Charleston Business and Professional Men's Club. (West Virginia Blue Book, 1981, p. 66).

ISAACS, Russell L. September 1977 to June 1983

RUSSELL L. ISAACS, Democrat of Charleston was born June 15, 1932; son of William McKinley Isaacs and Rose Burton Isaacs of Wheeling, Ohio County; Methodist, Certified Public Accountant; President, Heck's Inc.; education received Warwood High School, Wheeling, West Virginia University (1958), B.S., Summa Cum Laude; recipient of Erwin Award in Accounting and Beta Alpha Psi Scholarship Award; married Barbara Ann Pickens of Wheeling in 1956; five children, Gregory Burton, Clifton Hayes, Russell Lowell, Jr., Stephanie Ann and Stacy Eileen; Beta Gamma Sigma, Alpha Kappa Psi, Beta Alpha Psi, Mountain (Honorary 1976);

American Institute of Certified Public Accountants, West Virginia Society of Certified Public Accountants, American Accounting Association, National Association of Accountants; Kanawha County Board of Education (1972-77), Board of Directors and Member of Executive Committee, Kanawha Banking and Trust Company, N.A.; director Teays Valley National Bank, Trustee, United Methodist Charities, Inc. and West Virginia Wesleyan College, director West Virginia University Foundation, Inc. (West Virginia Blue Book, 1981, p. 69).

SNYDER, Verl W. July 1979 to June 1985

VERL W. SNYDER, of Berkeley Springs, was born May 14, 1913, at Huttonsville, education received in public schools and Fairmont College, A.B. in Mathematics and English; West Virginia University, M.A. in School Administration; married to former Eleanor Gates of Fairmont; former teacher in Randolph County; former teacher (Navy) at Western Michigan University, University of Nebraska and University of Texas; former school supervisor and superintendent of schools; administrative assistant to Governor Smith, 1966-67; U. S. Office of Education 1967-77; Captain, U. S. Navy. (West Virginia Blue Book, 1981, p. 67).

FRAME, Clark B. August 1981 to August 1986 (resigned)

CLARK B. FRAME, 50, born Buckhannon, Upshur County; attorney, Morgantown; graduate of Weston High School, West Virginia University College of Law; married to former Margaret Ann Cook, of Beckley; five children, Thomas C., William L., Debbie A., Donna and Carla; Past President of the West Virginia Trial Lawyers Association and Monongalia County Bar Association and of the West Virginia University Alumni Association. (West Virginia Blue Book, 1981, p. 69).

MCCREIGHT, Betsy K. August 1981 to August 1985 (died)

BETSY K. MCCREIGHT, 51, was born Cabell County, daughter of Okey Paul and Miriam Graybeal Keadle; married to Paul W. McCreight, two children-Todd S. and Matthew K.; attended public schools in Huntington and the Baldwin School, Bryn Mawr, Pennsylvania, graduated cum laude Vassar College, Poughkeepsie, N.Y., 1951, A.B. in Economics; Presbyterian; immediate past President, Humanities Foundation of W. Va.; President, National Federation of State Humanities Councils; Trustee, Union Theological Seminary, Richmond, Va.; Associate Editor, Presbyterian Outlook; Budget and Stewardship Chairman, Greenbrier Presbytery; former member Marshall University Foundation; Advisory Board of Community College of Marshall University and visiting committee of West Virginia University Center for Continuing Education and Extension. (West Virginia Blue Book, 1981, p. 70).

WATSON, William E. August 1981 to June 1987

WILLIAM E. WATSON, born July 31, 1936, at Jane Lew, Lewis County, West Virginia. Educated in the Jane Lew Elementary Schools and graduated from Jane Lew High School in 1954. Received a Bachelor of Arts Degree from West Virginia Wesleyan College, Buckhannon, West Virginia, in 1958. Received the Degree of Juris Doctor, with Honors, from George Washington University, Washington, D.C., in 1961, where he served as a member of the Board of Editors of the Law Review. In 1961, he joined the law firm of Pinsky, Mahan & Barnes, in Wellsburg, West Virginia, where he became a partner in 1965. The firm is now known as Barnes, Watson, Cuomo, Hinerman & Fahey. In 1972-1973, he served as State Chairman of the Democratic Party. He is a Trustee and Chairman of the Administrative Board of the Wellsburg United Methodist Church; member of the Executive Board of the Fort Steuben Council of the Boy Scouts of America; a member of the Board of Directors of the Brooke County United Way; and a member of the Brooke County Parks and Recreation Commission. He is married to the former Mara L. Linaberger and they have 2 children; Lynn Ellen, 13, and Edward Alan, 10. They reside in Wellsburg. (West Virginia Blue Book, 1981, p. 70).

DUNN, Kenneth July 1983 to June 1989

KENNETH DUNN, of Charleston, Kanawha County. Native of Pliney, Putnam County. Education: Public schools; Marshall University; graduate of West Virginia University. Civil engineer and owner of Kenneth M. Dunn and Company, Inc. Former member, Civil Engineering Advisory Board of WVU. Member, American Society of Civil Engineers. Married; five children. (West Virginia Blue Book, 1985, p. 72).

COSTANZO, Louis J. March 1984 to June 1989

LOUIS J. COSTANZO, of Wheeling, Ohio County; President, Service-Tech, Inc. and certified public accountant; graduate of Wheeling Central High School, Marshall University and Xavier University. Member of the American Institute of Certified Public Accountants, Ohio Society of Certified Public Accountants and Vice Chairman, Management of Accounting Practice Committee of the West Virginia Society of Certified Public Accountants. Member of Kiwanis Club and Serra Club. Past President of St. Michaels School Board and Member of the Board of Trustees of Mount de Chantal Academy. Member of Ambassador Group of Wheeling Area Chamber of Commerce. Married to the former Kathleen A. Sauver; two children, Jennifer, 15, and Michael, 12. (West Virginia Blue Book, 1985, p. 72).

CRAIG, Thomas L., Jr. September 1985 to June 1987 (Replace Regent
McCreight), and
July 1987 to June 1993 (ended June 1989 when Board
was dissolved)

THOMAS L. CRAIG, JR., of Huntington, was born on October 23, 1946, in Kingwood, Preston County. Educated in Randolph County public schools; B.A. degree in History, 1968. Wesleyan University in Middletown, Connecticut; B.D. degree in theology, 1974, Yale University in New Haven, Connecticut; J.D. degree, University of Virginia School of Law, 1980. Member, the Raven Society; Cabell County, West Virginia State and American Bar Associations. Served as administrative assistant to Governor

Moore, 1972 to 1977. Served as executive assistant to Governor Moore, 1985. Currently a partner in the Charleston branch of the Huntington based law firm of Campbell, Woods, Bagley, Emerson, McNeer and Herndon. Married to Michele Prestera; three children. (West Virginia Blue Book, 1985, p. 73).

JOCHUM, Mary Jude September 1985 to June 1991
(term ended June 1989 when Board dissolved)

SISTER MARY JUDE JOCHUM, of Wheeling, was born on March 29, 1928, in Wheeling, Ohio County. Educated at St. James Grade School in McMechen and St. Joseph Academy in Wheeling; B.S. degree in education, 1964, from Duquesne University; M.S. degree in education, 1972, from St. John College of Cleveland; attended the University of Steubenville, Catholic University of America and West Virginia University. Entered the Sisters of St. Joseph in 1947, making final profession in 1953. Appointed superintendent of schools in the Catholic Diocese of Wheeling-Charleston, 1975. Member of School Advisory Committee and Executive Committee of Catholic Educational Association, and North Central Association State Advisory Committee. Member, March of Dimes State Executive Committee, Chemical People Task Force on Drugs; president, Sisters of St. Joseph Foundation. Recipient of Catholic Educational Association's Presidential award for Service to Catholic Education. Listed in American Catholic Who's Who, World Who's Who of Women, Foremost Women of the Twentieth Century and Directory of Distinguished Americans. (West Virginia Blue Book, 1985, p. 74).

PRINTZ, Charles F. October 1985 to June 1991
(term ended June 1989 when Board dissolved)

CHARLES F. PRINTZ, of Shepherdstown, was born on July 18, 1915, in Ranson, Jefferson County. Education in public schools; B.A. degree from Shepherd College, 1940; M.B.A. degree from West Virginia University, 1942; attended graduate school at University of North Carolina and American University. Served as commander in the United States Naval Reserve; active service, 1942-46, and ready reserve, 1946-78. Serves as president, Kabel

Oil Company, Inc., president of Jefferson Finance Company, Inc., and partner in the firm of Charles F. Printz and Company, a certified public accounting firm. Served as professor and chairman of the division of business administration at Shepherd College. Received in 1980 the exceptional service award of the National Society of Sons of the American Revolution, the designation of Outstanding West Virginian from the State of West Virginia in 1981 and the Kiwanis Legion of Honor Award in 1983. Member, Jefferson County Board of Education, 1964-66. Member, board of directors of the Shepherd College Foundation, the American Institute of Certified Public Accountants, the West Virginia Society of Certified Public Accountants, the Jefferson County Farm Bureau, the Jefferson County Historical Society and the Jefferson County Chamber of Commerce. Designated Admiral of the Line of the Cherry River Navy in 1974. Married to Bethel Geraldine Hottel; two children-Charles F., Jr. and Mary Beth. (West Virginia Blue Book, 1985, p. 75).

SHOTT, John C.

September 1985 to June 1987 (Resigned)

JOHN C. SHOTT, of Bluefield, was born on February 17, 1924, in Bluefield, Mercer County. Educated in Bluefield public schools; B.S. degree in Business, West Virginia University, 1948. Served in the United States Navy, 1942-1945. Served as vice president and manager of broadcasting for WHIS-AM, WHAJ-FM, WBTW-TV and Daily Telegraph Printing Company. Served as vice president and general manager of KIMT-TV, director and vice president of Paper Supply Company, and director and treasurer of Gas Service, Inc. Member or past member of board of directors, Southwest Virginia National Bank, and the Dominion Bank. Member or past member of the Board of Deacons of Westminster Presbyterian Church; board of directors and the board of trustees of the YMCA. Member or past member, board of directors or committee member of Bluefield Jaycees, West Virginia Broadcasters Association, Bluefield Chamber of Commerce, National Association of Broadcasters, Concord College Foundation, and Bluefield Lions Club. Named Jaycees Man of the Year, 1979. Married to Bonnie Reark; two children-Hohn H. and Michael R. (West Virginia Blue Book, 1985, p. 75).

CONNOR, Charles K., Jr. July 1987 to June 1991 (replaced Shott)
(term ended June 1989 when Board dissolved)

CHARLES K. CONNOR, JR., of Beckley, Raleigh County, was born on August 18, 1923, in Huntington, Cabell County. Educated in Huntington public schools and received a B.A. degree cum laude from Marshall University. Served in the United States Army Signal Corps, 1942-46. Reporter, columnist, managing editor and executive editor of the Charleston Daily Mail; moved to Beckley in April 1981 to become publisher and president of Beckley Newspapers, Inc., retiring in 1987. Appointed Executive Director, Beckley Area Foundation, July 1987. Member: Board of West Virginia Press Association; Board, Salvation Army; Raleigh County Member, New River Parkway Authority; Board of Southern Newspaper Publishers Association; Beckley Renaissance. Married to Nancy Connor, four children. (West Virginia Blue Book, 1987, p. 78).

MCCARTNEY, James R. July 1987 to June 1993
(term ended June 1989 when Board dissolved)

JAMES R. MCCARTNEY, of Morgantown, Monongalia County, was born on April 7, 1920. Educated at West Virginia University, serving as president of the student body, participating in varsity basketball and graduating with a B.A. degree in 1941. Served in the United States Army, receiving decorations as a tank combat officer, 1941-45. West Virginia University assistant athletic director, 1947-51; Executive Director of Morgantown Area Chamber of Commerce, 1951-66; Director of Public and Community Relations, Consolidation Coal Company 1967-74; Secretary of State of West Virginia, 1975-77. Executive Director of West Virginia University Alumni Association, 1977-82. Chairman, Board of Directors, Farmers' and Merchants' Bank of Morgantown; member, Board of Directors, One Valley Bancorp, Charleston; Trustee and Secretary, Loyalty Permanent Endowment Fund; West Virginia Alumni Association; member, Advisory Board, College of Arts and Sciences, West Virginia University; Board of Directors, West Virginia Foundation for Independent Colleges; Trustee, West Virginia Wesleyan College; Board of Directors, West Virginia 4-H Foundation; Trustee, United

Methodist Charities of West Virginia; President, Board of Directors, Friends of WNPB-TV; President, West Virginia Health Care Cooperative; Board of Directors, Monongalia County Salvation Army; Board of Directors, Northern West Virginia Automobile Club. Past Chairman, West Virginia Advisory Council on Vocational Education; Past President, Monongalia County Board of Education; Past President, Mountaineer Area Council, Boy Scouts of America; members, Governor's Management Task Force, 1969. Married in 1950 to Mary Kathryn Amos of Fairmont. Five children: Catherine, Susan, James, John and David. (West Virginia Blue Book, 1987, p. 80).

MCLAUGHLIN, William T., II July 1987 to June 1993
(term ended June 1989 when Board dissolved)

WILLIAM T. MCLAUGHLIN, II, of Fairmont, Marion County; President and Chief Executive Officer of Community Bank and Trust Financial Corporation; President and Chief Executive Officer of Community Bank and Trust, National Association. Received Bachelor of Science degree in Business Administration with a finance major from West Virginia University in 1960. Member of Board of Directors of five West Virginia banks. Member of the Legislative Committee of the West Virginia Bankers Association and the Government Relations Council of the American Bankers Association. Past President of the Marion County Chamber of Commerce; Past President of the Fairmont Industrial and Credit Corporation; Past Chairman of the Marion County United Way campaign; former member of the West Virginia University Athletic Council; Treasurer and a member of the Board of Directors of the Marion County 4-H Foundation, Inc.; a member of the Board of Directors of Software Valley Foundation; a member of the Board of Directors of the Fairmont General Hospital Foundation. Married to the former Ruth Ann Walker; five children-Sara, William T. III, Amy Matthew and Gretchen. (West Virginia Blue Book, 1987, p. 80).

Ex Officio Non-Voting Members

State Superintendent of Schools

<u>Dates in Position</u>	<u>Name</u>
July 1969 to June 1979	Dr. Daniel B. Taylor
July 1979 to June 1985	Dr. Roy Truby
September 1985 to December 1988	Dr. Tom McNeel
January 1989 to June 1989	Dr. John Pisapia

Ex Officio Voting Members

Chairpersons, Advisory Council of Faculty

<u>Term</u>	<u>Name</u>
1977-78	Dr. I. D. Peters
1978-79	Dr. Francis K. Aldred
1979-80	Dr. Francis K. Aldred
1980-81	Dr. Francis K. Aldred
1981-82	Mrs. Margaret Byrer
1982-83	Dr. Bruce C. Flack
1983-84	Dr. Bruce C. Flack
1984-85	Dr. Allan Roberts
1985-86	Ms. Suzanne T. Snyder
1986-87	Dr. Suzanne T. Snyder

1987-88	Dr. Suzanne T. Snyder
1988-89	Dr. Joseph Simoni

Chairpersons, Advisory Council of Students

<u>Term</u>	<u>Name</u>
1977-78	Perry D. Watson
1978-79	David K. Hendrickson
1979-80	James M. Scott
1980-81	James M. Scott
1981-82	Kenneth L. Jones
1982-83	Allison Henderson
1983-84	Brad D. Hays
1984-85	Michael Queen
1985-86 (7/85 to 3/86, resigned)	Michael Queen
(4/86 to 6/86)	Michael C. Russell
1986-87	Jeff Handy
1987-88	Michael F. Niggemyer
1988-89	Linda L. DeMoss

Chairperson, Advisory Council of Classified Employees

<u>Term</u>	<u>Name</u>
1983-89	Mr. Clifton T. Neal, Jr.

APPENDIX C

Chancellors and Principal Staff

West Virginia Board of Regents

1969 - 1989

February 1, 1970 to June 30, 1974

Chancellor: Dr. Prince B. Woodard

PRINCE B. WOODARD was born in Courtland, Virginia in 1921. He received his B.A. in history from Virginia Military Institute in 1943, and his master's and doctoral degrees in educational administration from the University of Virginia. During his early career, Dr. Woodard served as First Lieutenant in the U.S. Army for three years, and worked as a statistical analyst for the War Department in Tokyo, Japan. He later became a high school teacher and then a college instructor at the University of Alabama. Beginning in 1953 Dr. Woodard served as Director of Research and Instruction in Danville, Virginia; as an associate and then graduate professor at Temple University; and, in 1964, he returned to Virginia as the Director of the State Council of Higher Education for Virginia. In 1970, Dr. Woodard became chancellor of the West Virginia Board of Regents.

Principal Staff (1970):

Director of Academic & Student Affairs: William P. Turner

Director of Fiscal Affairs: Elwin Bresette

Director of Facilities: Robert A. Allen

Director of Planning & Research: J. Douglas Machesney

(West Virginia Blue Book, Volume 54, 1970)

July 1, 1974 to April 30, 1980

Chancellor: Dr. Ben L. Morton

BEN L. MORTON, was born October 30, 1927, in Zanesville, Ohio. Education received in Jackson High School, Jacksontown, Ohio and Ohio University, B.S. Journalism 1952, M.S., Journalism and Political Science, 1953 and University of Michigan, Ph.D., 1963. Married 1950, three children. Assistant Director of Public Relations Evansville College, Evansville, Indiana 1953-54; Director of Public Relations and Instructor at Morris Harvey College, Charleston, 1954-56; Assistant Executive Director of American College Public Relations Association 1956-57; Assistant to President at Inter American University of Puerto Rico, 1957-60; Graduate Fellow at University of Michigan, 1960-63; Executive Director of Kansas City Regional Council for Higher Education, 1963-64; Executive Secretary of Missouri Commission on Higher Education, 1964-70; Executive Officer of Illinois Board of Governors of State Colleges and Universities, 1970-74; listed in "Who's Who in America"; served as president of the Association of Executive Officers of Statewide Boards of Higher Education 1969-70; appointed Chancellor of Board of Regents in 1974. (West Virginia Blue Book, Volume 61, 1977)

Principal Staff (1976):

Vice Chancellor and Director of Academic Affairs:	Dr. John C. Wright
Vice Chancellor for Health Education:	Dr. Robert W. Coon
Vice Chancellor and Directors of Finance and Facilities:	Mr. Elwin Bresette
Director of Planning and Management Information Systems:	Dr. M. Douglas Call
Director of Student Services:	Mr. John F. Thralls

(West Virginia Blue Book, Volume 60, 1976)

May 1, 1980 to June 14, 1980

Acting Chancellor: Dr. M. Douglas Call

M. DOUGLAS CALL was born in Barboursville, West Virginia. His education was received at Marshall University (B.A.), Indiana University (M.S.), and West Virginia University (Ed.D.) Married to Patricia Ann Call (Ed.D.), one son Mark. Technician at International Nickel Company, 1963-67; Director of Admissions at Morris Harvey College, 1968-72; Graduate Instructor, West Virginia University, 1972-73; Director of Student Services, West Virginia College of Graduate Studies, 1973-75; Director of Planning and Management Information Systems, West Virginia Board of Regents, 1975-79; Interim President, Parkersburg Community College, 1977-78; appointed Acting chancellor of West Virginia Board of Regents, May 1, 1980.

June 15, 1980 to October 9, 1983

Chancellor: Dr. Robert R. Ramsey, Jr.

ROBERT R. RAMSEY, JR., was born April 22, 1929, in Stewart County, Tennessee. Education received in public schools of Paris, Tennessee; Yale University (Bachelor of Arts in Social Science and Psychology, 1950); and Harvard University (Master of Education, 1954, and Doctor of Education, 1959). Married to former Susan Charlotte Randolph. Personnel Psychology Assistant, U. S. Army, 1950-53; Assistant to Director of Admissions, Harvard University Law School, 1954-57; Assistant in Financial Aid Office, Head Proctor, and Member of Board of Freshman Advisers, Harvard College, 1957-59; Assistant Dean of Freshman Year and Assistant Director, Office of Educational Research, 1959-61, Assistant Master of Branford College (Part-Time), 1960-63, and Director of Admissions and Freshman Scholarships, 1961-66, Yale University; Assistant Director for Program Development, 1966-68, and Associate Director, 1968-69, State Council of Higher Education for Virginia; Instructor in Education (Part-Time), The College of William and Mary, 1968; Director of Evaluation, Commission on Institutions of Higher Education, New England Association of Schools and Colleges, Inc., 1969-76; Secretary of Education, Governor's Cabinet, Commonwealth of Virginia, 1976-78; Educational Consultant, 1978-80. Appointed Chancellor of Board of Regents in 1980. (West Virginia Blue Book, Volume 65, 1981).

Principal Staff (1982):

Vice Chancellor for Academic Affairs:	Dr. David R. Powers
Vice Chancellor for Administrative Affairs:	Dr. K. Edward Grose
Vice Chancellor for Health Affairs:	Dr. James J. Young
Director of Community College Programs:	(Vacancy)
Director of Educational Research:	Dr. M. Douglas Call
Director of Finance:	Mr. James J. Schneider
Director of Personnel Administration:	Mr. William J. Walsh
Director of Planning:	(Vacancy)
Director of Student and Educational Services:	Mr. John F. Thralls
Director of West Virginia Educational Network for Telecomputing:	Mr. Charles Shomper
Public Information Officer:	Mr. John R. Hendrickson

(West Virginia Blue Book, Volume 66, 1982)

October 10, 1983 to May 31, 1984

Acting Chancellor Dr. William K. Simmons

WILLIAM KYLE SIMMONS was born March 3, 1939, in Cox's Mill, West Virginia. Educated in Glenville High School, Glenville, West Virginia, and Glenville State College (B.A., 1961). M.A. (English), 1964 at West Virginia University and Ph.D. (English Literature and Language), 1969, Ohio University, Athens, Ohio. Married Dolores Hutton, Ripley, West Virginia. Public school teacher 1961-64; Instructor, Associate Professor, and Professor at Glenville State College 1964-74; Dean of Academic Affairs 1975-77 and appointed President of Glenville State College in 1977. Appointed Acting Chancellor, effective October 10, 1983, on leave of absence from Glenville State College.

June 1, 1984 to February 4, 1986

Chancellor: Dr. Leon H. Ginsberg

LEON H. GINSBERG, Ph.D., was born in San Antonio, Texas, January 15, 1936, and served as Director, Professor, and Dean of the School of Social Work at West Virginia University from 1968 until he was appointed Commissioner of Welfare (later retitled Human Services) in 1977. Resigned as Commissioner to become Chancellor of the West Virginia Board of Regents in 1984. Graduate of Trinity University of Texas, 1957, received master's degree in Social Work from Tulane University in 1959, completed Ph.D. in Political Science at the University of Oklahoma in 1966. Was a social worker in New Orleans, Louisiana and Tulsa, Oklahoma. Served as Associate Professor of Social Work at University of Oklahoma, 1963 to 1968. Was Fulbright Visiting Professor of Social Work at University of Oklahoma, 1963 to 1968. Was Fulbright Visiting Professor at Universidad Pontificia Bolivariana in Medellin, Columbia, and at Pontificia Universidad Javeriana in Bogota, Columbia, from August 1974 to 1975. Awarded the Distinguished Service Award by the West Virginia Welfare Conference in 1970, and the Citation of Merit by the Southwestern Region Anti-Defamation League in 1968; Social Worker of the Year, 1978, West Virginia Chapter, National Association of Social Workers; professional affiliations include National Association of Social Workers, American Public Welfare Association, National Conference on Social Welfare, American Association of University Professors, American Political Science Association. Board member of Rural American, Inc., and Child Welfare League of America. Wife, Connie Mooney. Three children, Robert, Michael and Meryl Sue. Two stepchildren, Gretchen and Kathleen Mooney. Author and Editor of four books and numerous articles on social welfare, aging, rural social services and mental health. (West Virginia Blue Book, Volume 69, 1985)

Principal Staff (1985):

Vice Chancellor for Academic Affairs:	Dr. David R. Powers
Director of Community College and Vocational Education:	Dr. M. Douglas Call
Director of Planning and Educational Research:	Dr. Wayne H. Phelps
Director of Student and Educational Services:	Mr. John F. Thralls
Vice Chancellor for Administrative Affairs:	Dr. K. Edward Grose

Director of Facilities:	Mr. Robert D. Wilson
Director of Finance:	Mr. James J. Schneider
Director of Personnel Administration:	Mr. William J. Walsh
Director of WV Network for Educational Telecomputing:	(Vacancy)
Vice Chancellor for Health Affairs:	Dr. James J. Young

(West Virginia Blue Book, Volume 69, 1985)

February 5, 1986 to January 5, 1988

Chancellor: Dr. Thomas W. Cole, Jr.
(Acting Chancellor from February 5 to September 8, 1986)

THOMAS W. COLE, JR., of Charleston, was born in Vernon, Texas, on January 11, 1941. Educated in Texas public schools, graduating as valedictorian in 1958 of Pemberton High School. Received a B .A. degree, summa cum laude, from Wiley College in Marshall, Texas, in 1961, and a Ph.D. degree in organic chemistry in 1966 from the University of Chicago. Served as research chemist with Proctor and Gamble (Cincinnati, Ohio) and Celanese Fibers Company (Charlotte, North Carolina.) During a sixteen year tenure at Atlanta University in Atlanta, Georgia, held appointment to the faculty, rising from assistant professor of chemistry to Fuller E. Callaway Professor and Chairman of the department. From 1978-82, was director of the Resource Center for Science and Engineering at Atlanta University and, in 1979, became vice president of academic affairs and provost. Served as visiting professor of chemistry at the Massachusetts Institute of Technology (Cambridge, Massachusetts), Jackson State University (Jackson, Mississippi) and the University of Illinois (Urbana-Champaign, Illinois.) Appointed president of West Virginia State College in 1982 and acting chancellor of the West Virginia Board of Regents in 1986. Named chancellor in September of 1986. Member, Board of Directors, Herbert J. Thomas Memorial Hospital; United Way of the Kanawha Valley; National Association of Public Television Stations; Chesapeake and Potomac Telephone Company of West Virginia; National Institute of Chemical Studies; West Virginia Education Fund; West Virginia Business Roundtable. Ex officio member of the West Virginia State Board of Education and member of the West Virginia Educational

Broadcasting Authority. Married to Brenda Hill Cole; two children - Kelly Susann and Thomas III. (West Virginia Bluebook, Volume 71, 1987)

Principal Staff (1987):

Vice Chancellor for Academic Affairs:	Dr. David R. Powers
Director of Community College and Vocational Education and Management Information Systems:	Dr. M. Douglas Call
Director of Planning:	Dr. Barbara Richie
Director of Student and Educational Services:	Dr. John F. Thralls
Vice Chancellor for Administrative Affairs:	Dr. Edward Grose
Director of Facilities:	(Vacancy)
Director of Finance:	Mr. James J. Schneider
Director of Personnel Administration:	Mr. George C. Cameon
Director of WV Network for Educational Telecomputing:	Mr. Johnnie P. Byrd
Vice Chancellor for Health Affairs:	(Vacancy)

January 6, 1988 to June 30, 1989

Chancellor: Dr. William K. Simmons

(Appointed Chancellor but again with a leave of absence from his position as President of Glenville State College. See Biographical sketch on p. 412)

APPENDIX D

Institutional Presidents, July 1969 - June 1989

Universities**Marshall University:**

<u>President</u>	<u>Dates in Position</u>
Roland H. Nelson, Jr.	(1) - 4/70
John H. Barker	1/71 - 7/74
Robert B. Hayes	7/74 - 5/83
Sam E. Clagg (Acting)	5/83 - 3/84
Dale E. Nitzschke	3/84 - (2)

West Virginia University:

<u>President</u>	<u>Dates in Position</u>
James G. Harlow	(1) - 6/77
Gene A. Budig	7/77 - 7/81
Harry B. Heflin* (Acting)	8/81 - 10/81
E. Gordon Gee	10/81 - 8/85
Diane Reinhard (Acting)	9/85 - 1/86
Neil S. Bucklew	1/86 - (2)

*January 1982 appointed President Emeritus

Graduate Colleges/Schools**West Virginia College of Graduate Studies:**

<u>President</u>	<u>Dates in Position</u>
Roy E. McTarnaghan	11/72 - 10/75
James W. Rowley	7/76 - (2)

WV School of Osteopathic Medicine:

<u>President</u>	<u>Dates in Position</u>
Roland P. Sharp	1/76 - 6/78
Francis J. Hennessy	9/78 - 6/80
Clyde B. Jensen	3/81 - 6/87
Olen E. Jones, Jr.	7/87 - (2)

Four-Year Colleges**Bluefield State College:**

<u>President</u>	<u>Dates in Position</u>
Wendell G. Hardway	(1) - 7/73
Billy L. Coffindaffer	7/73 - 9/75
J. Wade Gilley	4/76 - 3/78
Jerold O. Dugger	7/78 - 6/88
Gregory D. Adkins	8/88 - (2)

Concord College:

<u>President</u>	<u>Dates in Position</u>
Joseph F. Marsh, Jr.	(1) - 7/73
Billy L. Coffindaffer	7/73 - 9/75
Meredith N. Freeman	7/76 - 6/85
Jerry L. Beasley	7/85 - (2)

Fairmont State College:

<u>President</u>	<u>Dates in Position</u>
Eston K. Feaster	(1) - 6/73
Wendell G. Hardway	7/73 - 6/88
Robert Dillman	9/88 - (2)

Glenville State College:

<u>President</u>	<u>Dates in Position</u>
D. Banks Wilburn	(1) - 6/77
William K. Simmons	7/77 - (2)

Shepherd College:

<u>President</u>	<u>Dates in Position</u>
James A. Butcher	(1) - 1/89
Arthur Foley (Acting)	1/89 - (2)

West Liberty State College:

<u>President</u>	<u>Dates in Position</u>
Paul N. Elbin	(1) - 6/70
James L. Chapman	7/70 - 6/84
Clyde D. Campbell	10/84 - (2)

West Virginia Institute of Technology:

<u>President</u>	<u>Dates in Position</u>
Leonard C. Nelson	(1) - 6/85
Robert C. Gillespie	7/85 - (2)

West Virginia State College:

<u>President</u>	<u>Dates in Position</u>
William James Lord Wallace	(1) - 6/73
Harold M. McNeill	7/73 - 6/81
Floydelh Anderson (Acting)	7/81 - 2/82
Thomas W. Cole, Jr.	3/82 - 10/86
James A. Russell (Acting)	10/86 - 8/87
Hazo W. Carter, Jr.	9/87 - (2)

Parkersburg Community College:

<u>President</u>	<u>Dates in Position</u>
Robert H. Stauffer	8/72 - 9/74

Jerry Lee Jones	11/74 - 6/78
Byron N. McClenney	9/78 - 7/81
M. Douglas Call (Acting)	8/81 - 3/82
Eldon Miller	4/82 - (2)

Southern West Virginia Community College:

<u>President</u>	<u>Dates in Position</u>
Frederick W. Atherton	8/72 - ----- ?
Glenn F. Massey	----- - 9/74 ?
James R. Randolph	1/75 - 9/80
Gregory D. Adkins	4/81 - 8/88
James A. Russell (Acting)	8/88 - (2)

West Virginia Northern Community College:

<u>President</u>	<u>Dates in Position</u>
Daniel B. Crowder	9/72 - 6/85
Barbara Guthrie-Morse	7/85 - (2)

NOTES:

- (1) Was president at the time the Board of Regents was created.
- (2) Was president at the time the Board of Regents was dissolved.
- (3) Position of President of Potomac State College was renamed Executive Dean. Todd Bullard was President of PSC at the time. (Minutes, Board of Regents, May 5, 1970).

APPENDIX E

Governors and

Principal Executive Staff

1969-1989

Governors:**Arch A. Moore, Jr.****1969-1977 and 1985-1989**

ARCH A. MOORE, JR. (Republican) of Glen Dale, Marshall County, West Virginia; the State's 30th Governor, and previously the 28th Governor. First Governor in the State's modern history to be re-elected to a four-year term (1972), and the first Governor of West Virginia to be elected to three four-year terms. First elected to public office in 1952 as a member of the West Virginia House of Delegates. Entered United States Congress after being elected to the House of Representatives in 1956. Progressively increased margin of victory over majority party opponents in subsequent elections in 1958, 1960, 1962, 1964, and 1966. Sought his party's nomination for Governor in 1968; won nomination with an overwhelming primary election victory, and won the general election by a narrow margin in a year when his party's candidate for President failed to carry the State. The Governor, whose party trails in registration by more than two to one, has been the State's most electable minority party candidate in modern history. Governor Moore has been a prominent leader among the nation's governors. In 1971, became the first and only West Virginia Governor to be elected National Chairman of the nation's governors. Served in 1976 as National Chairman of the Republican Governor's Association; served as President of the Council of State Governments in 1972-1973; served as Chairman of the Appalachian Governors of the Appalachian Regional Commission in 1971; became President of the Education Commission of the United States and served from 1974-1976 in that capacity. Internationally, has represented the United States on every major continent of the world. In 1974, was one of the first Governors to be invited to the Peoples Republic of China by its government. Further represented the United States as the Special Representative of the President and formally opened the Bicentennial Exposition of the "World of Franklin and Jefferson" in 1976 in Warsaw, Poland. Has served on the Republican National Committee since 1963 and is its senior member in terms of years of service. Elected as a delegate to his party's National Convention in 1964, 1976, 1980 and 1984. Veteran of World War II, served in the United States Infantry; has been decorated with the Bronze Star, Purple Heart, Combat Infantryman's Badge, and the

Governors and Principal Executive Staff (continued)

European Campaign Ribbon with Three Battle Stars. Married on August 11, 1949 to Shelley Riley; three children - Arch A. Moore III; Shelley Wellons Moore Capito; and Lucy St. Clair Moore Durbin; and six grandchildren. Born in Glen Dale on April 16, 1923; educated in public schools of Marshall County; graduate of West Virginia University in 1948 with an A. B. degree in Political Science; graduate of the West Virginia University College of Law in 1951 with a Doctor of Jurisprudence degree. Holds eleven honorary doctorates in Laws and Public Administration from various colleges and universities. (West Virginia Blue Book, 1985)

John D. Rockefeller, IV. 1977 - 1985

JOHN E. ROCKEFELLER IV (Democrat), of Charleston, born in New York City, June 18, 1937, son of Mr. and Mrs. John D. Rockefeller 3rd; graduate of Phillips Exeter Academy and Harvard University, with additional studies at International Christian University in Tokyo, Japan, and Yale University; honorary degrees from West Virginia University, Marshall University, University of Cincinnati, University of Alabama, Davis and Elkins College, Salem College, West Virginia Institute of Technology, Dickinson College, Bethany College and West Liberty College. Married to the former Sharon Percy on April 1, 1967; three children, John (Jamie), Valerie and Charles. Appointed in 1961 by President John F. Kennedy to the National Advisory Council of the Peace Corps: appointed special assistant to Peace Corps Director R. Sargent Shriver in 1962; served in the U. S. Department in the Bureau of Far Eastern Affairs as desk officer for Indonesian Affairs and as special assistant; appointed by Attorney General Robert F. Kennedy in July, 1964, to work in West Virginia with President's Commission on Juvenile Delinquency and Youth Crime; social worker in Emmons, West Virginia. Elected in 1966 to the West Virginia House of Delegates; elected West Virginia Secretary of State in 1968; Democratic nominee for Governor in 1972; chosen as twelfth president of West Virginia Wesleyan College in Buckhannon in 1973; resigned and announced for Governor in 1975; elected Governor in November, 1976 by largest victory margin in state's history. Became first West Virginian in 1969 to be chosen by U. S. Jaycees as one of the "Ten Outstanding Young Men in America"; was one of twelve college and university presidents chosen in 1974 to represent the United States in a month-long visit to the People's Republic of China; included in Time magazine's list of "a new generation of leaders" for the country's bicentennial era; serves as trustee of University of Notre Dame and University of Chicago; former board member of the Rockefeller Foundation; member of Visiting Committee on East Asian Studies at Harvard University; member of Executive Committee of National Governors'

Governors and Principal Executive Staff (continued)

Association; chairman of Subcommittee on Coal of the National Governors' Association; member, U. S. Department of Interior task force on surface mining; member, National Council on Health Planning and Development; member, Charleston Rotary; member, First Presbyterian Church of Charleston. (West Virginia Blue Book, 1977)

W. Gaston Caperton, III 1989 -

GASTON CAPERTON (D) of Charleston, Kanawha County; West Virginia's 31st Governor. Prior to election in 1988 had neither sought nor held political office, career to that point having been devoted to building a small West Virginia business into one of nation's 20 largest insurance brokerage firms. The McDonough Caperton Insurance Group grew from a dozen employees at its Charleston base when Caperton became company president in 1976, to more than 500 employees in five West Virginia communities and eight other states. Won Democratic gubernatorial nomination in a seven-man primary, finishing 10 percentage points ahead of second-place candidate. Captured 59 percent of general election vote. Born February 21, 1940. Attended Kanawha County public schools and graduated from Episcopal High School in Alexandria, Virginia. Earned bachelor's degree in business from the University of North Carolina and holds honorary degrees from Marshall University and Bethany College. Governor Caperton is the father of two sons: Gat, completing his studies at Davidson College and John, a student at Brown University. (West Virginia Blue Book, 1989).

Principal Executive Staff:

<u>YEAR</u>	<u>AUDITOR</u>	<u>TREASURER</u>	<u>ATTORNEY GENERAL</u>	<u>CHIEF, FINANCE & ADMINISTRATION</u>
1969	Denzil Gainer	John Kelly	Chauncey Browning	Jack Miller
1970	Denzil Gainer	John Kelly	Chauncey Browning	Jack Miller
1971	Denzil Gainer	John Kelly	Chauncey Browning	John Gates
1972	Denzil Gainer	John Kelly	Chauncey Browning	John Gates
1973	John Gates	John Kelly	Chauncey Browning	Arden Hodges
1974	John Gates	John Kelly	Chauncey Browning	Ronald Pearson

Governors and Principal Executive Staff (continued)

<u>YEAR</u>	<u>AUDITOR</u>	<u>TREASURER</u>	<u>ATTORNEY GENERAL</u>	<u>CHIEF, FINANCE & ADMINISTRATION</u>
1975	John Gates	Ronald Pearson	Chauncey Browning	Cleve Benedict
1976	John Gates	Ronald Pearson	Chauncey Browning	Cleve Benedict
1977	Glen Gainer	Larrie Bailey	Chauncey Browning	Miles Dean
1978	Glen Gainer	Larrie Bailey	Chauncey Browning	Miles Dean
1979	Glen Gainer	Larrie Bailey	Chauncey Browning	Miles Dean
1980	Glen Gainer	Larrie Bailey	Chauncey Browning	Miles Dean
1981	Glen Gainer	Larrie Bailey	Chauncey Browning	Arnold Margolin
1982	Glen Gainer	Larrie Bailey	Chauncey Browning	Miles Dean
1983	Glen Gainer	Larrie Bailey	Chauncey Browning	Miles Dean
1984	Glen Gainer	Larrie Bailey	Chauncey Browning	Virginia Roberts
1985	Glen Gainer	A. James Manchin	Charlie Brown	John McCuskey
1986	Glen Gainer	A. James Manchin	Charlie Brown	John McCuskey
1987	Glen Gainer	A. James Manchin	Charlie Brown	John McCuskey
1988	Glen Gainer	A. James Manchin	Charlie Brown	John McCuskey
1989	Glen Gainer	Thomas Loehr	Roger Tompkins	Chuck Polan

APPENDIX F

Chief Legislative Officers

and

Chair/Vice Chair of Education Committees

Legislature of West Virginia

1970-1989

<u>Year</u>	<u>Chair/Vice Chair Senate Education Committee</u>	<u>Chair/Vice Chair House Education Committee</u>	<u>President Senate</u>	<u>Speaker House</u>
1970	C.H. McKown Walter A. Holden	Charles E. Lohr Thomas H. Goodwin	Lloyd Jackson	Ivor Boiarsky
1971	Mario J. Palumbo R.E. Barnett	Charles E. Lohr Thomas H. Goodwin	E. Hans McCourt	Lewis McManus
1972	Mario J. Palumbo R.E. Barnett	Charles E. Lohr Thomas H. Goodwin	E. Hans McCourt	Lewis McManus
1973	Robert R. Nelson Todd C. Willis	Charles E. Lohr Harry R. Pauley	W.T. Brotherton	Lewis McManus
1974	Robert R. Nelson Todd C. Willis	Charles E. Lohr Michael D. Greer	W.T. Brotherton	Lewis McManus
1975	Robert R. Nelson Todd C. Willis	Charles E. Lohr Charles H. Damron	W.T. Brotherton	Lewis McManus
1976	Robert R. Nelson Todd C. Willis	Charles E. Lohr Martha Wehrle	W.T. Brotherton	Lewis McManus
1977	Robert R. Nelson William Oates, Jr.	Joseph P. Albright Carroll Bumgarner	W.T. Brotherton	Lewis McManus

Legislative Leadership (continued)

<u>Year</u>	<u>Chair/Vice Chair Senate Education Committee</u>	<u>Chair/Vice Chair House Education Committee</u>	<u>President Senate</u>	<u>Speaker House</u>
1978	Robert R. Nelson William Oates, Jr.	Joseph P. Albright Carroll Bumgarner	W.T. Brotherton	Lewis McManus
1979	Robert R. Nelson William Oates, Jr.	F. Lyle Sattes Clyde H. Richey	W.T. Brotherton	Clyde M. See
1980	Robert R. Nelson William Oates, Jr.	F. Lyle Sattes Patricia Hartman	W.T. Brotherton	Clyde M. See
1981	Si Galperin Gerald W. Ash	F. Lyle Sattes Patricia Hartman	Warren R. McGraw	Clyde M. See
1982	Si Galperin Gerald W. Ash	F. Lyle Sattes Patricia Hartman	Warren R. McGraw	Clyde M. See
1983	Robert K. Holliday Homer Heck	F. Lyle Sattes Patricia Hartman	Warren R. McGraw	Clyde M. See
1984	Robert K. Holliday Homer Heck	F. Lyle Sattes Patricia Hartman	Warren R. McGraw	Clyde M. See
1985	Ralph D. Williams Keith Burdette	F. Lyle Sattes Patrick H. Murphy	Dan Tonkovich	Joseph P. Albright
1986	Ralph D. Williams Keith Burdette	F. Lyle Sattes Patrick H. Murphy	Dan Tonkovich	Joseph P. Albright
1987	Keith Burdette Bruce Williams	F. Lyle Sattes Patrick H. Murphy	Dan Tonkovich	Robert C. Chambers
1988	Keith Burdette Bruce Williams	F. Lyle Sattes Patrick H. Murphy	Dan Tonkovich	Robert C. Chambers
1989	Sondra M. Lucht, Mark Manchin	F. Lyle Sattes Percy C. Ashcraft	Larry A. Tucker	Robert C. Chambers

APPENDIX G

West Virginia Senate Bill No. 420, April 8, 1989

Dissolution of the West Virginia Board of Regents

CHAPTER 18b. HIGHER EDUCATION.

18B-1-1. Legislative purpose; creation of governing boards.

The purpose of the Legislature in the enactment of this article is to establish a governance structure for the state institutions of higher education consisting of a board to govern the University of West Virginia system, designated the "University of West Virginia Board of Trustees," and a board to govern the state college system, designated the "Board of Directors of The State College System."

In furtherance of this purpose, there are hereby created two governing boards to be known as the university of West Virginia board of trustees, and the board of directors of the state college system, which shall be corporations and as such may contract and be contracted with, plead and be impleaded, sue and be sued, and have and use common seals.

18B-1-2. Definitions.

The following words when used in this chapter and chapter eighteen-c of this code shall have the meaning hereafter ascribed to them unless the context clearly indicates a different meaning:

- (a) "Governing board" or "board" means the university of West Virginia board of trustees or the board of directors of the state college system, whichever is applicable within the context of the institution or institutions referred to in this chapter or in other provisions of law;
- (b) "Governing boards" or "boards" means both the board of trustees and the board of directors;
- (c) "Community colleges" means Southern West Virginia Community College, West Virginia Northern Community

College, and any institution of higher education which has been designated as a community college by the board of directors under the provisions of section four, article three of this chapter;

(d) "Directors" or "board of directors" mean the board of directors of the state college system created pursuant to article three of this chapter or the members thereof;

(e) "Higher educational institution: means any institution as defined by sections 401(f), (g), (h) of the federal higher education facilities act of 1963, as amended;

(f) "Post-secondary vocational education programs" means any college-level course or program beyond the high school level provided through an institution of higher education which results in or may result in the awarding of a two-year associate degree, under the jurisdiction of the board of directors;

(g) "Rule" or "rules" mean a regulation, standard, policy or interpretation of general application and future effect;

(h) "Senior administrator" means the person hired by the governing boards in accordance with section one, article four of this chapter, with such powers and duties as may be provided for in section two of said article four;

(i) "State college" means Bluefield State College, Concord College, Fairmont State College, Glenville State College, Shepherd College, West Liberty State College, West Virginia Institute of Technology, or West Virginia State College;

(j) "State college system" means the state colleges and community colleges, and also shall include post-secondary vocational education programs in the state, as those terms are defined in this section;

(k) "State institution of higher education" means any university, college or community college in the state university system or the state college system as those terms are defined in this section;

(l) "Trustees" and "board of trustees" mean the University of West Virginia board of trustees created pursuant to article two of this chapter or the members thereof;

(m) "University of West Virginia" and "state university system: means the multi-campus, integrated university of the state, consisting of West Virginia University including West Virginia University at Parkersburg, Potomac State College of West Virginia University and the West Virginia University School of Medicine; Marshall University including the Marshall University School of Medicine; the University of West Virginia College of Graduate Studies; and the West Virginia School of Osteopathic Medicine;

(n) "University" means the multi-campus, integrated university of the state, consisting of West Virginia University including West Virginia University at Parkersburg, Potomac State College of West Virginia University and the West Virginia University School of Medicine; Marshall University including the Marshall University School of Medicine; the University of West Virginia College of Graduate Studies; or the West Virginia School of Osteopathic Medicine.

18B-1-3. Transfer of powers, duties, property, obligations, etc., of prior governing boards to the board of trustees and board of directors.

(a) All powers, duties and authorities transferred to the board of regents pursuant to former provisions of chapter eighteen of this code are hereby transferred to the governing boards created in this chapter and shall be exercised and performed by the governing boards as such powers, duties and authorities may apply to each governing board and to institutions under its jurisdiction.

(b) Title to all property previously transferred to or vested in the board of regents formerly existing under the provisions of chapter eighteen of this code are hereby transferred to such governing board as those titles may apply to property which is appropriately under the jurisdiction of that governing board. Property transferred to or vested in the board of regents shall include (1) all property vested in the board of governors of West Virginia University and transferred to and vested in the West Virginia board of regents; (2) all property acquired in the name of the state board of control or the West Virginia board of education and used by or for the state colleges and universities and transferred to and vested in the West Virginia board of regents; and (3) all property acquired in the name of the state commission on higher education and transferred to and vested in the West Virginia board of regents.

(c) Each valid agreement and obligation previously transferred to or vested in the board of regents formerly existing under the provisions of chapter eighteen of this code is hereby transferred to the governing boards as those agreements and obligations may apply to each governing board and to institutions under its jurisdiction. Valid agreements and obligations transferred to the board of regents shall include (1) each valid agreement and obligation of the board of governors of West Virginia University transferred to and deemed the agreement and obligation of the West Virginia board of regents; (2) each valid agreement and obligation of the state board of education with respect to the state colleges and universities transferred to and deemed the agreement and obligation of the West Virginia board of regents; and (3) each valid agreement and obligation of the state commission on higher education transferred to and deemed the agreement and obligation of the West Virginia board of regents.

(d) All orders, resolutions and rules adopted or promulgated by the board of regents and in effect immediately prior to the first day of July, one thousand nine hundred eighty-nine, are hereby transferred to the governing boards as those orders, resolutions and rules may apply to each governing board and to institutions under its jurisdiction and shall continue in effect and shall be deemed the orders, resolutions and rules of the

respecting governing boards until rescinded, revised, altered or amended by the appropriate governing board in the manner and to the extent authorized and permitted by law. Such order, resolutions and rules shall include (1) those adopted or promulgated by the board of governors of West Virginia University and in effect immediately prior to the first day of July, one thousand nine hundred sixty nine, unless and until rescinded, revised, altered or amended by the extent authorized and permitted by law; (2) those respecting state colleges and universities adopted or promulgated by the West Virginia board of education and in effect immediately prior to the first day of July, one thousand nine hundred sixty-nine, unless and until rescinded, revised, altered or amended by the board of regents in the manner and to the extent authorized and permitted by law; and (3) those adopted or promulgated by the state commission on higher education and in effect immediately prior to the first day of July, one thousand nine hundred sixty nine, unless and until rescinded, revised, altered or amended by the board of regents in the manner and to the extent authorized and permitted by law.

(e) As to any title, agreement, obligation, order, resolution, rule or any other matter about which there is some uncertainty, misunderstanding or question regarding the applicability to one or both of the governing boards, the matter shall be summarized in writing and sent to the secretary of education and the arts, who shall make a determination regarding such matter within thirty days of receipt thereof.

(f) Rules or provisions of law which refer to other provisions of law which were repealed, rendered inoperative, or superseded by the provisions of this section shall remain in full force and effect to such extent as may still be applicable to higher education and may be so interpreted. Such references include, but are not limited to, references to sections and prior enactments of article twenty-six, chapter eighteen of this code and code provisions relating to retirement, health insurance, grievance procedures, purchasing, student loans and savings plans. Any determination which needs to be made regarding applicability

of any provision of law shall first be made by the secretary of education and the arts.

18B-1-4. Prior transfer of powers, etc., to board of regents abolished.

(a) All the powers, duties and authorities which the board of governors of West Virginia University, previously established by article eleven of chapter eighteen of the code or by any other provisions of law, may have had immediately prior to the first day of July, one thousand nine hundred sixty-nine, shall be the powers, duties and authorities of the West Virginia board of regents until the first day of July, one thousand nine hundred eighty-nine. Until such date, all of the policies and affairs of West Virginia University shall be determined, controlled, supervised and managed by the West Virginia board of regents, who shall exercise and perform all such powers, duties and authorities.

All powers, duties and authorities which the West Virginia board of education may have had with respect to state colleges and universities immediately prior to the first day of July, one thousand nine hundred sixty-nine, shall be the powers, duties and authorities of the West Virginia board of regents until the first day of July, one thousand nine hundred eighty-nine. Until such date, all of the policies and affairs of the state colleges and universities shall be determined, controlled, supervised and managed by the West Virginia board of regents, who shall exercise and perform all such powers, duties and authorities:

Provided, That the standards for education of teachers and teacher preparation programs at the state colleges and universities shall continue to be under the general direction and control of the West Virginia board of education, and the West Virginia board of education shall have sole authority to continue, as authorized by section six, article two, chapter eighteen of this code, to enter into agreements with county boards of education for the use for the public schools to give prospective teachers teaching experience.

All powers, duties and authorities vested in the state commission on higher education by previous provisions of chapter eighteen of this code or by any other provisions of law shall be the powers, duties and authorities of the West Virginia board of regents until the first day of July, one thousand nine hundred eighty-nine. Until such date, all of the powers, duties, and authorities of the state commission on higher education shall be exercised and performed by the West Virginia board of regents.

(b) The board of regents shall be abolished on the first day of July, one thousand nine hundred eighty nine.

APPENDIX H

Interview Questions for 1969-74 Period

Opening statement by the interviewer to begin the interview:

During the period July 1969 through June 1974, three issues have been identified by the researcher that resulted from major statutory changes or major changes in Board of Regents methods or procedures: 1) Initiation of a community college system; 2) Consolidation of Bluefield State College and Concord College; and, 3) Expansion of graduate education opportunities.

1. With regard to each of the above issues, what external (environmental) factors and forces influenced the Board of Regents' activities?

What socio-political factors or forces had an impact on each issue?

What economic factors or forces had an impact on each issue?

What demographic factors or forces had an impact on each issue?

2. What internal factors and forces influenced the Board of Regents' activities?

3. At the beginning of each five-year period, six variables have been used as a barometer of Board of Regents' activity: 1) Access; 2) Accreditation; 3) Revenue appropriations; 4) Enrollment and degrees conferred; 5) Faculty size; and, 6) Institutional missions.

What impact did external factors and forces have on each of these variables?

What impact did internal factors and forces have on each of these variables?

4. What lessons can be learned from the Board's experiences in dealing with each of the three issues that administrators may use as a guide in future governance or coordination activities in public higher education in West Virginia?

Interview Questions for 1974-1979 Period

Opening statement by the interviewer to begin the interview:

During the period July 1974 through June 1979, four issues have been identified by the researcher that resulted from major statutory changes or major changes in Board of Regents methods or procedures: 1) Expansion of community college opportunities; 2) Consolidation to eliminate duplication of programs/facilities; 3) Continued expansion of graduate-level opportunities; and, 4) Increase in Board of Regents voting membership (9 to 11) with addition of faculty and student representatives (Advisory Council of Faculty and Students) to Board of Regents.

1. With regard to each of the above issues, what external (environmental) factors and forces influenced the Board of Regents' activities?

What socio-political factors or forces had an impact on each issue?

What economic factors or forces had an impact on each issue?

What demographic factors or forces had an impact on each issue?

2. What internal factors and forces influenced the Board of Regents' activities?

3. At the beginning of each five-year period, six variables have been used as a barometer of Board of Regents' activity: 1) Access; 2) Accreditation; 3) Revenue appropriations; 4) Enrollment and degrees conferred; 5) Faculty size; and, 6) Institutional missions.

What impact did external factors and forces have on each of these variables?

What impact did internal factors and forces have on each of these variables?

4. What lessons can be learned from the Board's experiences in dealing with each of the four issues that administrators may use as a guide in future governance or coordination activities in public higher education in West Virginia?

Interview Questions for 1979-1984 Period

Opening statement by the interviewer to begin the interview:

During the period July 1979 through June 1984, three issues have been identified by the researcher that resulted from major statutory changes or major changes in Board of Regents methods or procedures: 1) Management of higher education (Senate Bill 579); 2) Increase in Board of Regents voting membership (11 to 12) with addition of classified staff representative (Advisory Council of Classified Staff); and, 3) Consolidation to eliminate duplication of programs/facilities.

1. With regard to each of the above issues, what external (environmental) factors and forces influenced the Board of Regents' activities?

What socio-political factors or forces had an impact on each issue?

What economic factors or forces had an impact on each issue?

What demographic factors or forces had an impact on each issue?

2. What internal factors and forces influenced the Board of Regents' activities?

3. At the beginning of each five-year period, six variables have been used as a barometer of Board of Regents' activity: 1) Access; 2) Accreditation; 3) Revenue appropriations; 4) Enrollment and degrees conferred; 5) Faculty size; and, 6) Institutional missions.

What impact did external factors and forces have on each of these variables?

What impact did internal factors and forces have on each of these variables?

4. What lessons can be learned from the Board's experiences in dealing with each of the three issues that administrators may use as a guide in future governance or coordination activities in public higher education in West Virginia?

Interview Questions for 1984-1989 Period

Opening statement by the interviewer to begin the interview:

During the period July 1984 through June 1989, two issues have been identified by the researcher that resulted from major statutory changes or major changes in Board of Regents methods or procedures: 1) Implementation of a Resource Allocation Model to distribute general revenue appropriations; and, 2) Continuation of Sunset legislation which led to dissolution of the Board of Regents.

1. With regard to each of the above issues, what external (environmental) factors and forces influenced the Board of Regents' activities?

What socio-political factors or forces had an impact on each issue?

What economic factors or forces had an impact on each issue?

What demographic factors or forces had an impact on each issue?

2. What internal factors and forces influenced the Board of Regents' activities?

3. At the beginning of each five-year period, six variables have been used as a barometer of Board of Regents' activity: 1) Access; 2) Accreditation; 3) Revenue appropriations; 4) Enrollment and degrees conferred; 5) Faculty size; and, 6) Institutional missions.

What impact did external factors and forces have on each of these variables?

What impact did internal factors and forces have on each of these variables?

4. What lessons can be learned from the Board's experiences in dealing with each of the two issues that administrators may use as a guide in future governance or coordination activities in public higher education in West Virginia?

ABSTRACT

This study examined the history of the West Virginia Board of Regents from its inception in 1969 until its termination in 1989. The history was developed around a social systems theory concept and the identification of external and internal factors and forces that had an impact as the Board attempted to deal with the higher education issues that came before it. The specific purpose of this study was to identify, chronicle, and interpret the key issues faced by the Board of Regents, and the related perceptions of the key personnel.

Data for the study came from minutes of the meetings of the Board of Regents, its annual and other periodic reports, planning documents, policy and procedures documents, and special reports; West Virginia statutes pertaining to the governance of higher education and changes thereto; reports by study groups, consultants, legislative bodies, and executive agencies; and, interviews with key personnel who had occupied positions of influence on the Board staff, at an institution, or in state government.

In addition to an examination of the major issues, during each five-year period a snap-shot was taken of six factors related to the delivery of educational programs: access; accreditation; appropriations; enrollment and degrees awarded; faculty; and, institutional missions. Board activity in each of these six areas was noted and the presence of internal or external factors and forces influencing them was reported.

Based upon the examination of the records, documents, reports, and personal interviews, a list of twenty-four lessons learned that may assist future administrators in the governance or coordination of higher education was developed.

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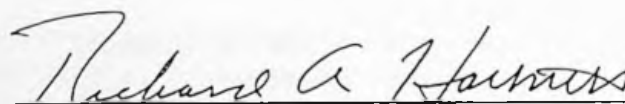
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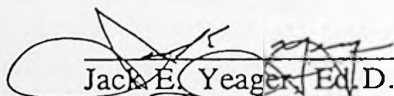
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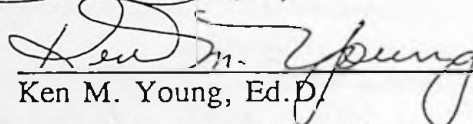
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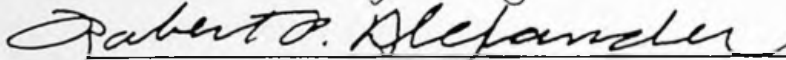
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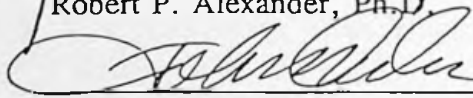
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