Testimony submitted for BOR Meeting Thursday January 28 2016

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To: bor@hawaii.edu

BOR staff,  
Please see attached.  

Mahalo, Juanita

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Organization Peer and Benchmark.pdf

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Testimony

To: Board of Regents  
From: Juanita Liu, Ph.D., Professor Emerita, UH-Mānoa  
Date: January 27, 2016  
Subject: Reorganization of University of Hawaii

Thank you for the opportunity to comment. I am a professor emerita after 35 years service in Travel Industry Management at UH-Mānoa, including 5 years as interim dean. During my graduate studies at the University of Pennsylvania I had the opportunity to study Systems Theory at the Engineering and Wharton Schools.

I believe that many of the governance issues we are struggling with in the UH System is due to its structure. Leaders are confronted with the unenviable task of administering an outmoded and unwieldy system. A fundamental flaw in the current organization of UH is putting the two year junior colleges and the four year senior colleges all under one roof. The one size fits all may have worked in past when UH was growing up, but the challenges now faced in higher education warrants each coming into its own in order to best accommodate their different missions, purposes, standards and goals.

After 109 years of existence, it is time to create two separate systems, one for the community colleges and one for the baccalaureate universities, each with its own chief executive and governing board. In a sense, every campus operates independently with its own chief executive and administration. Then the community colleges have their own system chief executive and administration, and on top of that there is the UH System chief executive and administration. This means that the community colleges have three layers of higher administration above the college level (headed by deans and directors, themselves CEOs) and the universities have two.

Too many layers of bureaucracy result in redundancies and proliferation of positions. Blurred lines of authority result in administrative confusion, dysfunction and paralysis. The system that we have now is overly complicated. For those of us in the trenches, we have to deal with a quagmire of cross purposes, mission confusion, and mission creep. We need a more manageable system that would be more nimble, proactive, responsive, transparent and accountable.

An elegant solution would be to eliminate one layer which could be accomplished by consolidating current UH System Administration back into UH-Mānoa where these functions originated and mirror. The chief executive would serve as president of the three universities, as well as chancellor of its flagship. All community college business would then move into their existing system administration. It would be a more direct and coherent approach to systems management by streamlining and consolidating administrative functions. It will not solve all problems, but it is becoming painfully obvious that the current structure is not economically sustainable. Further, it makes no sense to keep cutting and weakening the academic programs which is what attracts students and justifies tuition hikes, not more administration.
On the face of it, there is potential for saving a substantial portion of $60 million of the UH Systems budget that could be repurposed to academic programs, needed courses and faculty, student assistance, and innovation. Furthermore, it would save time, effort, and resources now spent on endless internal squabbles that hampers any meaningful progress.

This would also bring UH-Mānoa in line with its peer and benchmark institutions where a multi-campus baccalaureate system is the model in California, Oregon, Washington, Colorado, Arizona, etc. (see Chart below) Note that 16 out of 18 of those state university systems have no community colleges. Nationwide the UH model is the exception, rather than the rule. The goal is to make the bachelor degree accessible to students attending any of the four-year colleges by collaborating on curriculum, pathways and student advising. Using TIM as an example, the TIM bachelors could become a statewide program by making its upper division courses more accessible on Maui and the Big Island for students who want to stay in place.

Adding layers of administration has failed to make UH more efficient and effective. With so many other competing uses for public funds, it is time to consider bold reforms that promise more meaningful outcomes. Two decades of tinkering has only resulted in burgeoning administration and costs, even while faculty and students remain at relatively the same levels. It is doubtful that consolidating a few administrative offices would accomplish the needed changes if history is any guide. It is time to abandon that failed experiment in favor of a proven state systems model that makes more sense for our students, scale and geography.

### COMPARISON OF UH SYSTEM ORGANIZATION WITH ITS PEER AND BENCHMARK INSTITUTIONS

<table>
<thead>
<tr>
<th>University System</th>
<th>No. of campuses</th>
<th>Research Univ.</th>
<th>Baccalaureate University</th>
<th>Community Colleges</th>
</tr>
</thead>
<tbody>
<tr>
<td>U of Hawaii</td>
<td>10</td>
<td>Manoa</td>
<td>Hilo, West Oahu</td>
<td>7</td>
</tr>
</tbody>
</table>

### UHM PEER INSTITUTIONS

<table>
<thead>
<tr>
<th>University System</th>
<th>#</th>
<th>Research Univ.</th>
<th>Baccalaureate University</th>
<th>Community Colleges</th>
</tr>
</thead>
<tbody>
<tr>
<td>Colorado State U</td>
<td>2</td>
<td>Fort Collins</td>
<td>Pueblo (plus Global Online)</td>
<td>0</td>
</tr>
<tr>
<td>Mississippi State U</td>
<td>2</td>
<td>Starkville</td>
<td>Meridian (College Park, Riley)</td>
<td>0</td>
</tr>
<tr>
<td>Oregon State U</td>
<td>4</td>
<td>Corvallis</td>
<td>Bend, Newport, Portland</td>
<td>0</td>
</tr>
<tr>
<td>U of Arizona</td>
<td>1</td>
<td>Tucson</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>U of Illinois</td>
<td>1</td>
<td>Chicago</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>U of Kentucky</td>
<td>1</td>
<td>Lexington</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>U of New Mexico</td>
<td>6</td>
<td>Albuquerque</td>
<td>UNM West, an extension campus in Rio Rancho.</td>
<td>0</td>
</tr>
<tr>
<td>U of South Florida</td>
<td>3</td>
<td>Tampa</td>
<td>USF St. Petersburg and USF Sarasota-Manatee</td>
<td>0</td>
</tr>
<tr>
<td>U of Utah</td>
<td>1</td>
<td>Salt Lake City</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
Because of its commitment to institutional accountability and effectiveness, UH-Mānoa has developed a list of nine peer institutions, and nine benchmark institutions to gauge its performance. This list of eighteen institutions will be held static to allow UHM to conduct consistent benchmarking studies. Nine institutions were selected as peers because of their similar role, scope, and mission. Nine other institutions were selected to be benchmark institutions because they are considered to be stronger in some measures, and may be of assistance in various planning and target-setting exercises. Methods used to develop peer and benchmark institutions can be found here. https://manoa.hawaii.edu/peersbenchmark/

**UHM Peer Institutions**
- Colorado State University – Fort Collins
- Mississippi State University – Starkville
- Oregon State University – Corvallis
- University of Arizona – Tucson
- University of Illinois – Chicago
- University of Kentucky – Lexington
- University of New Mexico – Albuquerque
- University of South Florida – Tampa
- University of Utah – Salt Lake City

**UHM Benchmark Institutions**
- University of California – Davis
- University of California – Irvine
- University of California – San Diego
- University of Colorado – Boulder
- University of Iowa – Iowa City

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**UHM BENCHMARK INSTITUTIONS**

<table>
<thead>
<tr>
<th>University System</th>
<th>#</th>
<th>Research Univ.</th>
<th>Baccalaureate University</th>
<th>Community College</th>
</tr>
</thead>
<tbody>
<tr>
<td>U of California</td>
<td>10</td>
<td>Davis</td>
<td>Berkeley, Irvine, UCLA, Merced, Riverside, San Diego, San Francisco, Santa Barbara, Santa Cruz</td>
<td>0</td>
</tr>
<tr>
<td>U of California</td>
<td>10</td>
<td>Irvine</td>
<td>Berkeley, Davis, UCLA, Merced, Riverside, San Diego, San Francisco, Santa Barbara, Santa Cruz</td>
<td>0</td>
</tr>
<tr>
<td>U of California</td>
<td>10</td>
<td>San Diego</td>
<td>Berkeley, Davis, Irvine, UCLA, Merced, Riverside, San Francisco, Santa Barbara, Santa Cruz</td>
<td>0</td>
</tr>
<tr>
<td>U of Colorado</td>
<td>7</td>
<td>Boulder</td>
<td>Denver, Colorado Springs, Anschutz Medical Campus</td>
<td>0</td>
</tr>
<tr>
<td>U of Iowa</td>
<td>1</td>
<td>Iowa City</td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>U of No. Carolina</td>
<td>16</td>
<td>Chapel Hill</td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>U of Pittsburgh</td>
<td>5</td>
<td>Pittsburgh</td>
<td>Bradford, Greensburg, Johnstown</td>
<td>Titusville</td>
</tr>
<tr>
<td>U of Tennessee</td>
<td>5</td>
<td>Knoxville</td>
<td>Chattanooga, Martin, Memphis Health Science Center, Tullahoma Space Institute</td>
<td>0</td>
</tr>
<tr>
<td>U of Washington</td>
<td>3</td>
<td>Seattle</td>
<td>Tacoma, Bothell</td>
<td>0</td>
</tr>
</tbody>
</table>

**UHM Peers/Benchmark** https://manoa.hawaii.edu/miro/peersbenchmark/
Peer Example: Oregon State University

Oregon State is a leading public research university located in Corvallis. It is the statewide and largest university with 35,492 student in campuses in Corvallis, Bend, Newport and Portland. Founded in 1868, Oregon State is the state’s Land Grant university and is the only university in the U.S. to have Sea Grant, Space Grant and Sun Grant designations. As Oregon’s leading public research university, with $308.9 million in external funding in the 2015 fiscal year, Oregon State’s impact reaches across the state and beyond.

Benchmark Example: The California State System

The University of California (UC) is a public university system in the U.S. state of California. Under the California Master Plan for Higher Education, the University of California is a part of the state’s three-system public higher education plan, which also includes the California State University system and the California Community Colleges System.

Governed by a semi-autonomous Board of Regents, the University of California has 10 campuses, a combined student body of 238,700 students, 19,700 faculty members, 135,900 staff members and over 1.6 million living alumni as of spring 2015. The University of California’s campuses boast large numbers of distinguished faculty in almost every field and it is widely regarded as one of the top university systems in the world. The University of California has won more Nobel Prizes than any other collegiate system. The universities within the University of California system are perennially ranked highly by various publications. Most notably, UC Berkeley, UCLA, and UC San Diego are respectively ranked 4th, 12th, and 14th worldwide by the Academic Ranking of World Universities.

There are also seven ex officio members—the governor, lieutenant governor, speaker of the State Assembly, State Superintendent of Public Instruction, president and vice president of the Alumni Associations of UC, and the UC president. The Academic Senate, made up of faculty members, is empowered by the Regents to set academic policies. In addition, the system-wide faculty chair and vice-chair sit on the Board of Regents as non-voting members.

California State University system consists of 23 four-year campuses. The California State University is a public university system in California. Composed of 23 campuses and eight off-campus centers enrolling 460,200 students with 24,405 faculty and 23,012 staff, CSU is the largest four-year public university system in the United States. The governance structure of the California State University is largely determined by state law. The California State University is ultimately administered by the 25 member (24 voting, one non-voting) Board of Trustees of the California State University. The Trustees appoint the Chancellor of the California State University, who is the chief executive officer of the system, and the Presidents of each campus, who are the chief executive officers of their respective campuses.

The Academic Senate of the California State University, made up of elected representatives of the faculty from each campus, recommends academic policy to the Board of Trustees through the Chancellor.

Board of Trustees

The California State University is administered by the 25 member Board of Trustees composed of:

- 16 members that are appointed by the Governor of California with the consent of the Senate
- two students from the California State University appointed by the Governor
- a tenured faculty member appointed by the Governor selected from a list of names from the Academic Senate
- a representative of the alumni associations of the state university selected for a two-year term by the alumni council of the California State University
- 5 ex officio members:
  - Governor
  - Lieutenant Governor
  - Speaker of the Assembly
  - State Superintendent of Public Instruction
  - the CSU Chancellor
The **California Community Colleges System (CCCS)** consists of 113 community colleges in 72 community college districts in the U.S. state of California. Created by legislation in 1967, it is the largest system of higher education in the world, serving more than 2.4 million students with a wide variety of educational and career goals.

Under the **California Master Plan for Higher Education**, the CCCS is a part of the state's three-tier public higher education system, which also includes the University of California system and the California State University system. Like the two other systems, the CCCS is headed by an executive officer and a governing board. The 17 member Board of Governors (BOG) sets direction for the system and is in turn appointed by the California Governor. They appoint the Chancellor who is the chief executive officer of the system. Locally elected Boards of Trustees work on the district level with Presidents who run the individual college campuses.