

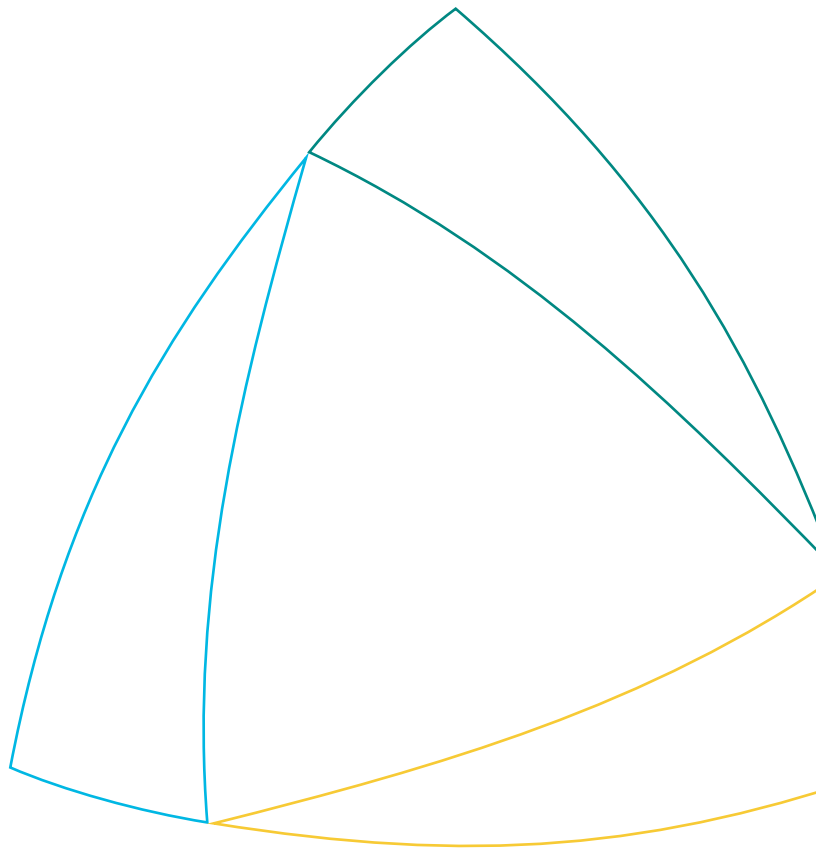


SHEEO

STATE HIGHER EDUCATION EXECUTIVE OFFICERS ASSOCIATION

FY 2020 MEMBERSHIP REPORT

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ACKNOWLEDGEMENTS

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Aggregate and agency-level data from this publication are available at <https://sheeo.org/project/membership-report>.

The data in the Membership Report and accompanying website may be freely used with the appropriate attribution and citation: State Higher Education Executive Officers Association. (2021). *FY 2020 SHEEO Membership Report*.

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EXECUTIVE SUMMARY

The purpose of the FY 2020 SHEEO Membership Report is to provide the SHEEO membership and the policy community with a view of member characteristics. These characteristics include agency median budget, full-time equivalent staff, agency demographics, and functions. New additions to this year's report focus on the demographic data for SHEEO agency senior-level staff and a closer look at demographic data, past employment experiences, and educational experiences of SHEEOs.

SHEEO is a membership organization that represents the executive officers of statewide governing and coordinating/policy boards whose responsibility is overseeing higher education in their state. The state higher education executive officer (SHEEO) is the senior-most person at a state higher education agency. SHEEO has 61 member agencies representing all 50 states, the District of Columbia, Puerto Rico, and the Northern Mariana Islands. Some states have one SHEEO, and others have two. Fifty-five (90%) SHEEO members responded to the survey and submitted data for fiscal year 2020.

In our analyses, since 2019, coordinating/policy boards have seen an increase in FTE staff, while governing boards have seen a decrease. Governing boards have seen a decrease in median operating budgets, whereas coordinating/policy boards have seen an increase. However, governing boards still have a higher median operating budget per FTE staff compared to coordinating/policy boards. We also found that the representation of people of color employed at SHEEO agencies is low, with 29% of SHEEO staff being either American Indian or Alaska Native, Asian, Black or African American, Hispanic or Latino, Native Hawaiian or other Pacific Islander, or multiracial. The remaining 72% are white (59%) or unknown, non-reporting, or vacant (UNRV) (13%). Finally, SHEEO agencies are performing functions that are relatively similar to those they performed in FY 2019, with increases in areas such as equity and diversity programming. The most common function at coordinating/policy boards and governing boards is maintaining, collecting, and reporting higher education data.

Our analyses show that 16% of senior leadership and 22% of SHEEOs are American Indian or Alaska Native, Asian, Black or African American, Hispanic or Latino, multiracial, or Native Hawaiian or other Pacific Islander, with the rest (85% of senior leaders, 78% of SHEEOs) either being white or UNRV. SHEEO agency senior leadership is 44% female and 26% of SHEEOs are female. A majority of SHEEOs have postsecondary education experience, and 45% of SHEEOs come directly from working in postsecondary education to the SHEEO position. Finally, 56% of SHEEOs have a Ph.D., and SHEEOs earned degrees in fields such as public policy, education, and health-related fields.

INTRODUCTION

From 1966 to 2019, the State Higher Education Executive Officers Association (SHEEO) administered the Staffing and Salary Information with Survey of Agency Functions for Statewide Coordinating and Governing Higher Education Agencies, more commonly known as the Salary Survey. Since its inception, the Salary Survey has been regularly updated to reflect the needs of the SHEEO membership. Until 2020, the data from the Salary Survey were kept internal, for SHEEO membership only. In 2020, SHEEO began publishing the non-salary components of the Salary Survey, which is now called the SHEEO Membership Report.

The FY 2020 SHEEO Membership Report uses fiscal year 2020 data collected in the spring of 2020.¹ Since last year's report, two members, West Virginia and Massachusetts, have been reclassified from the designation of governing board to coordinating/policy board. Fifty-five members completed the survey—a response rate of 90%.

In March 2020, SHEEO surveyed its members to learn more about their operating budgets, functions, staffing, senior leadership, and SHEEOs. The FY 2020 survey was expanded from previous years to capture new data elements and allow us to better serve and understand our membership. The new elements include an increased focus on the SHEEO position, previously examined in the [Road to the State Higher Education Executive Office](#),² and expanded staff demographic questions primarily focusing on senior-level staffs' race, ethnicity, and sex. SHEEO collected these demographic data to document the diversity of our member agencies' staff. These new additions will enable SHEEO the organization and our members to become more equity-minded and understand how race, racism, and sexism impact SHEEO agencies. SHEEO will continue to collect these data annually to track changes over time, and plans to use these data to better support its members' equity agendas and further professionalize the field of state higher education policy.

This survey was conducted at the beginning of the COVID-19 pandemic. Many of the respondents submitted this information before the impacts of the pandemic and the subsequent financial crisis could be measured. Therefore, this report does not reflect the impact of the pandemic on our membership but serves as a benchmark for what our membership looked like prior to the pandemic.

This report reviews the survey findings across three levels: the SHEEO agency, SHEEO agency leadership, and SHEEOs themselves. Each part of the report focuses on race, ethnicity, and sex composition. The SHEEO agency section will also discuss agency FTE staff, median operating budget, and sources of funding, while the SHEEO senior leadership section highlights the demographics of executive-level staff, not including the SHEEO. The SHEEO section provides an in-depth look at the SHEEOs themselves, including demographics and prior job and education experiences. The report concludes with a discussion of these data, the implications, and how these data can be used to improve SHEEO agencies. SHEEO agencies are underresearched, and we hope the report and accompanying data will contribute to and inspire more research on SHEEOs and SHEEO agencies.

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1. Data changes made after the data review deadline are not reflected in the narrative, but will be reflected in the Agency Profiles and data download.
 2. Bishop, B. (2019, January). The road to the state higher education executive office: Prior job experiences, degree attainment, and minimum job qualifications of state higher education executive officers. https://sheeo.org/wp-content/uploads/2019/04/SHEEO_RoadPolicyBrief.pdf

THE SHEEO AGENCY

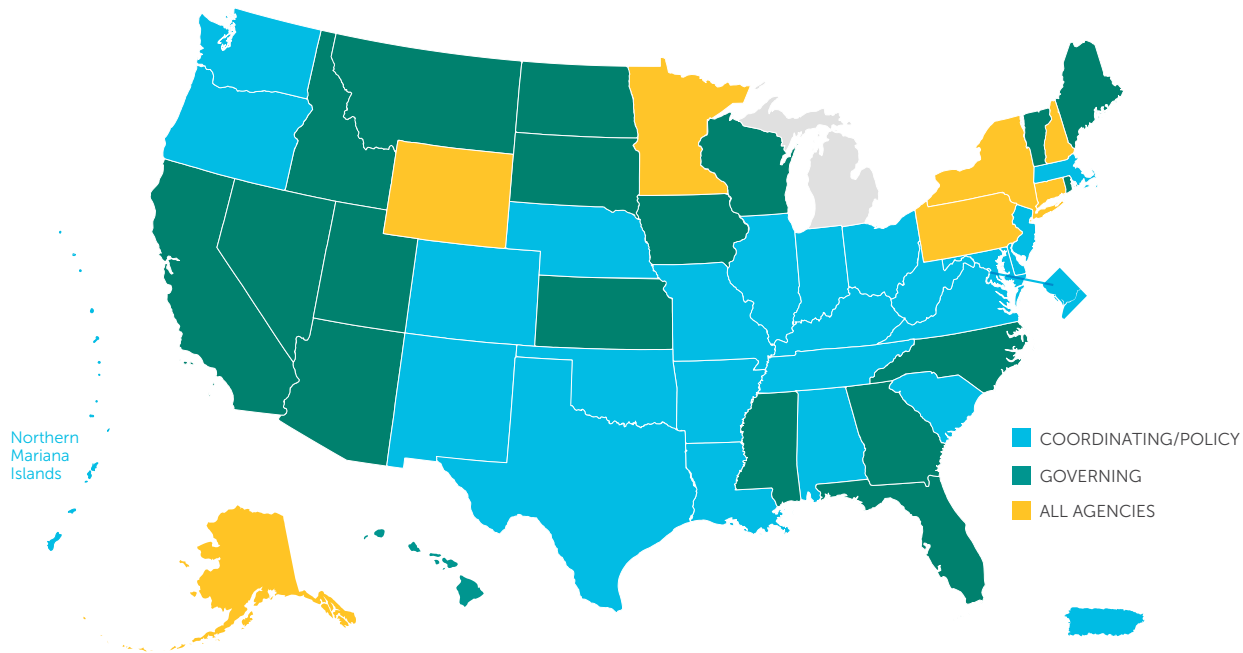
The SHEEO agency is the entity tasked with overseeing higher education in its state and is led by a state higher education executive officer (SHEEO).³ Some states have multiple SHEEO agencies, and other states have one.⁴ SHEEO agencies collaborate with various state offices, state policy leaders, business leaders, communities within their state, and higher education institutions. Levels of authority and functions are impacted by the SHEEO agency board type, who appoints the SHEEO and their board, and how the agency is situated within state law and context. Coordinating and policy boards tend to be state agencies or departments within a state agency that perform specific regulatory functions and resource-allocation functions, and that can administer statewide grant and loan programs.⁵ These boards tend not to have as much formal authority over institutions within the state but are tasked with both coordinating the institutions of higher education and providing policy and research support for state leaders. Governing boards are more likely to be in charge of state systems of higher education and tend to have more formal power over the institutions in their system. Governing boards play a much more direct role in allocating resources, hiring and firing presidents, maintaining accountability, and participating in the academic planning process.

MEMBERSHIP COMPOSITION

In 2020, SHEEO membership was comprised of 61 members representing all 50 states, Washington, D.C., Puerto Rico, and the Northern Mariana Islands.⁶ SHEEO is made up of 34 coordinating/policy boards and 27 governing boards (*Figure 1*). There appear to be some regional patterns regarding higher education governance within the SHEEO membership. The states west of Colorado tend to have more governing boards (except for Washington and Oregon), while parts of the Midwest and the Southeast have more coordinating/policy boards. The Northeast has several states with both types of governance structures. The SHEEO membership represents a variety of sectors, including four-year public, two-year public, and other (e.g., independent/nonprofit, proprietary, online, or specialty).

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3. Tandberg, D., Fowles, J., & McLendon, M. (2017). The governor and the state higher education executive officer: How the relationship shapes state financial support for higher education. *The Journal for Higher Education*, 88, 110-134.
 4. The state higher education executive officer, known as the SHEEO, is the senior-most person for public higher education in a state. States can have one SHEEO or multiple SHEEOs. The SHEEO can be appointed by the governor, a coordinating board, governing board, or a combination of entities.
 5. Lingenfelter, P., Novak, R., Legon, R. (2008). Excellence at scale – What is required of public leadership and governance in higher education? Retrieved from <https://www.agb.org/sites/default/files/legacy/u3/AGB-SHEEO%20White%20Paper.pdf>
 6. In 2020, eight states had two SHEEO member agencies: Alaska, Connecticut, Minnesota, New Hampshire, New York, Pennsylvania, Vermont, and Wyoming.

FIGURE 1.
SHEEO MEMBER GOVERNING AND COORDINATING/POLICY BOARDS, 2020



NOTES:

1. Michigan is a member but is not technically a state governing or coordinating/policy board.

SOURCE: State Higher Education Executive Officers Association

SHEEOs are appointed by a wide variety of boards and public officials, and their appointment process can have important implications for how the SHEEO agency operates within the state and their role in the policy process. Twenty-five SHEEOs are solely appointed by a governing board, 15 are solely appointed by a coordinating board, seven are appointed by their governor with approval of the senate or legislature, four are appointed by the state board of education or commissioner/secretary of education, and the remaining eight are appointed/require approval by a mix of organized bodies and public leaders. The breakdown by state can be seen in *Table 1*.

It is crucial to understand who the appointing entity is in order to understand how the SHEEO's work and the SHEEO agency itself are incorporated into the state policy context. Depending on the appointing entity, the SHEEO may have more direct access to state executives and may be expected to carry out the higher education agenda of the governor, whereas SHEEOs not appointed by the governor may have more autonomy but may need to invest time and energy into building coalitions and gaining stakeholder support in order to implement their policy agenda. Research on how appointing authorities impact the SHEEO agency agenda is limited.⁷

7. Tandberg, D., Fowles, J., & McLendon, M. (2017). The governor and the state higher education executive officer: How the relationship shapes state financial support for higher education. *The Journal for Higher Education*, 88, 110-134.

TABLE 1.
SHEEO APPOINTING AUTHORITY, 2020

POLICY	NUMBER OF STATES ADDRESSING POLICY
AGENCY BOARD OR AGENCY COMMITTEE	AK, DE
COORDINATING BOARD	AL, IL, IN, KY, LA, MO, NE, OK, OR, SC, TN, TX, VA, WV, WY
COORDINATING BOARD WITH APPROVAL OF GOVERNOR	AR, PR
GOVERNING BOARD	AK, AZ, CA, CT, FL, GA, HI, IA, KS, ME, MN, MS, MT, MP, NV, NH, NY, NC, ND, PA, RI, SD, VT, WI, WY
GOVERNING BOARD WITH APPROVAL OF GOVERNOR AND SENATE	UT
GOVERNOR	NH, PA
GOVERNOR ON RECOMMENDATION OF COORDINATING BOARD	WA
GOVERNOR WITH APPROVAL OF SENATE OR LEGISLATURE	CO, CT, MD, MN, NJ, NM, OH
STATE BOARD OF EDUCATION OR COMMISSIONER/SECRETARY OF EDUCATION	DC, ID, MA, NY

NOTES:

1. Some states are repeated due to two SHEEO agencies in a state.

SOURCE: State Higher Education Executive Officers Association

FULL-TIME EQUIVALENT (FTE) STAFF AND OPERATING BUDGET

SHEEO agencies vary in both size and resources. The average coordinating/policy board has fewer FTE staff and a smaller mean operating budget than the average governing board. Coordinating/policy boards have a median 58.9 FTE staff, an increase of 1.1 FTEs since 2019.⁸ Governing boards' median FTE staff declined from 65 in 2019 to 62.5 in 2020.⁹

Coordinating/policy boards saw a \$4.8 million¹⁰ increase in their median operating budgets in the last year and currently have a median \$12.3 million operating budget. Governing boards saw a \$2.6 million decrease in median operating budgets, resulting in a median \$10.1 million operating budget.¹¹

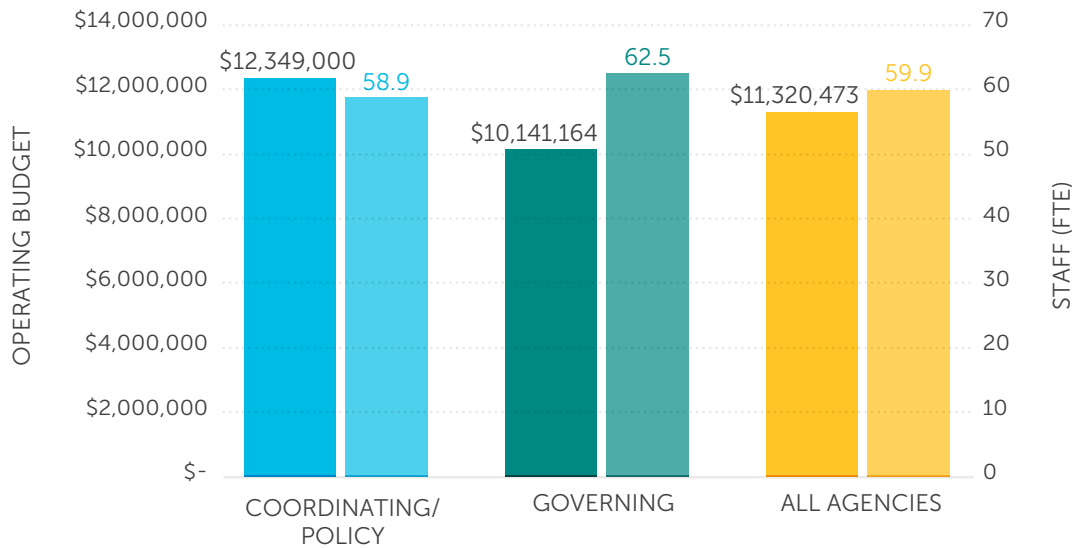
8. The increase in FTEs for coordinating boards was due to both Missouri and Kentucky increasing their FTEs significantly.

9. These changes were likely due to clarifying definitions within the survey instrument.

10. Budget figures are adjusted for inflation using the Consumer Price Index (CPI) and are reported in constant December 2020 dollars.

11. These changes were most likely due to clarifying definitions within the survey instrument, specifically expanding what can be included in agency budgets.

FIGURE 2.
MEDIAN SHEEO AGENCY OPERATING BUDGET AND FTE STAFF, FY 2020



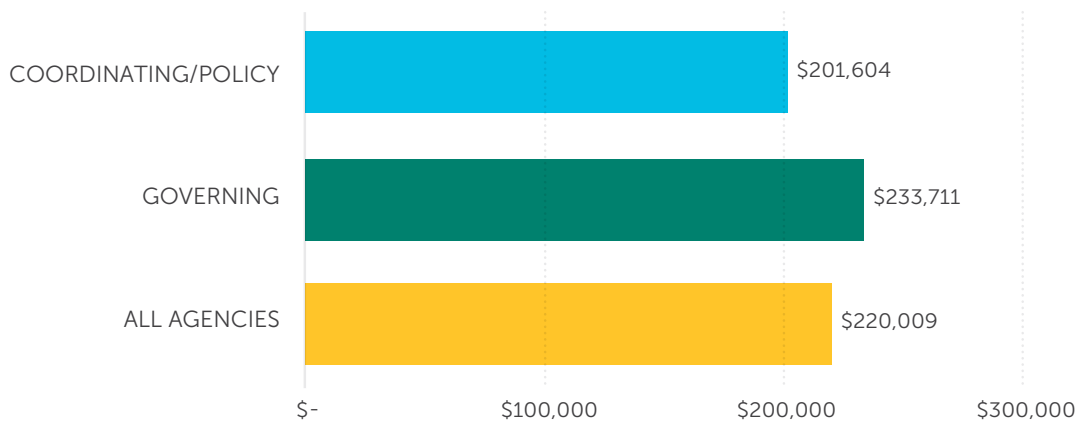
NOTES:

1. Agency operating budgets do not include funding for institutional operations or financial aid awards to students or campuses. Include all sources of funds.
2. Staff (FTE) includes all staff paid out of agency operating budget.
3. One agency did not submit operating budget and/or agency staff (FTE) data and has been excluded from this figure.

SOURCE: State Higher Education Executive Officers Association

The difference in resources between coordinating/policy boards and governing boards can be further examined by weighing the operating budget by the size of the staff. Doing this allows for a better comparison not skewed by very small or very large agencies. *Figure 3* shows that coordinating/policy boards have nearly 14% less funding per FTE than governing boards. This difference could be due to the varying responsibilities and functions performed by each governance type.

FIGURE 3.
MEDIAN SHEEO AGENCY OPERATING BUDGET PER FTE STAFF, FY 2020



NOTES:

1. Agency operating budgets do not include funding for institutional operations or financial aid awards to students or campuses. Includes all sources of funds.
2. Staff (FTE) includes all staff paid out of agency operating budget.
3. One agency did not submit operating budget and/or agency staff (FTE) data and has been excluded from this figure.

SOURCE: State Higher Education Executive Officers Association

SHEEO agencies are funded through a variety of sources whether from public or private entities. The major part of their budgets (66%) comes from their respective states. However, there are variations among coordinating/policy boards and governing boards. While all boards are similarly reliant on state funding, a coordinating/policy board on average receives 16% of its budget from federal grants compared to only 4% at governing boards. A governing board receives 28% of its budget from other funds, compared to 17% at coordinating/policy boards. Other funds primarily consist of licensing/administration fees, local funding, and shared/reimbursed activity from institutions.

TABLE 2.
BREAKDOWN OF AGENCY OPERATING BUDGETS, FY 2020

	STATE FUNDS	FEDERAL GRANTS	PRIVATE GRANTS	OTHER FUNDS	TOTAL
COORDINATING/POLICY	65%	16%	2%	17%	100%
GOVERNING	66%	4%	1%	28%	100%
ALL AGENCIES	66%	8%	1%	25%	100%

NOTES:

1. Four agencies did not submit agency operating budget breakdown data and have been excluded from this table.
2. Other funding primarily consists of licensing/administration fees, local funding and shared/reimbursed activity.
3. Totals may not equal 100% due to rounding.

SOURCE: State Higher Education Executive Officers Association

Although median operating budgets for both board types are similar, governing boards with an operating budget above the median have wider variation. For example, the 75th percentile at coordinating/policy boards is roughly \$19 million, compared to \$54 million at governing boards.

It is important to remember that while SHEEO agencies are tasked with the same purpose of overseeing higher education, the resources available to each individual SHEEO agency are widely varied even within similar governance structures, as seen in *Table 3*. For example, the smallest governing board has 13 FTE staff while the largest governing board has 680, and coordinating/policy agencies have operating budgets ranging from \$1M to \$60M.

TABLE 3.
SHEEO AGENCY BUDGET AND FTE STAFF MEAN, MEDIAN, AND PERCENTILE, FY 2020

	OPERATING BUDGET			STAFF (FTE)		
	COORDINATING/ POLICY	GOVERNING	ALL AGENCIES	COORDINATING/ POLICY	GOVERNING	ALL AGENCIES
1%	\$1,005,487	\$2,684,485	\$1,005,487	2.0	13.0	2.0
5%	\$1,427,607	\$4,357,659	\$1,654,000	7.0	17.0	9.0
10%	\$1,654,000	\$4,521,963	\$4,255,900	9.0	21.5	17.0
25%	\$7,095,023	\$6,784,000	\$6,784,000	30.0	24.5	27.5
50%	\$12,349,000	\$10,141,164	\$11,320,473	58.9	62.5	59.9
75%	\$19,106,589	\$54,432,719	\$27,807,234	83.2	272.1	129.0
90%	\$34,706,356	\$159,902,000	\$60,535,500	217.4	577.7	320.2
95%	\$39,689,200	\$165,823,968	\$159,902,000	247.5	588.0	577.7
99%	\$60,159,271	\$229,011,518	\$229,011,518	266.9	680.0	680.0
MEAN	\$15,592,331	\$41,801,510	\$27,804,742	75.0	182.2	124.5

NOTES:

1. Agency operating budgets do not include funding for institutional operations or financial aid awards to students or campuses. Includes all sources of funds.
2. Staff (FTE) includes all staff paid out of agency operating budget.
3. One agency did not submit operating budget and agency staff (FTE) data and has been excluded from this figure.

SOURCE: State Higher Education Executive Officers Association

SHEEO AGENCY DEMOGRAPHICS

A goal of collecting the membership data is to understand the sex and racial/ethnic demographic composition of SHEEO agency staff. These agency data include senior-level staff and SHEEOs. These data are useful in allowing SHEEO members to critically reflect on the racial and ethnic makeup in their offices and begin thinking of solutions to diversify their offices. From 2019 to 2020, there were decreases for the “unknown/non-reporting/vacant” (UNRV) category for sex and race/ethnicity.

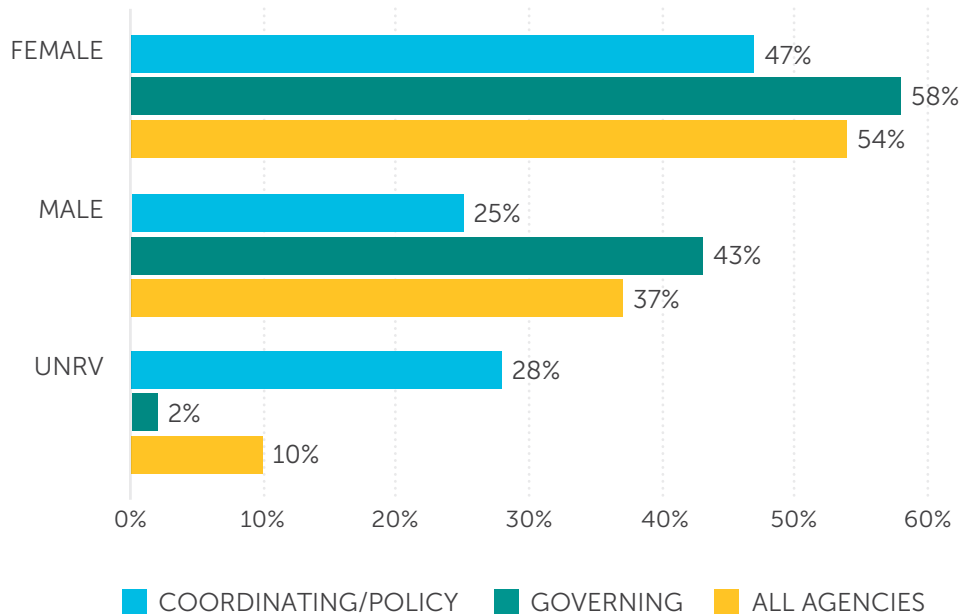
It is imperative to have more SHEEO agencies report sex¹² and race/ethnicity data, because it allows SHEEO to provide a clearer picture of its members’ demographic makeup.

There were other changes from last year’s report in terms of staff FTE demographics. The percentage of females working for SHEEO agencies increased from 52% to 54%, and the percentage of males in SHEEO agencies increased from 36 % to 37%. The UNRV category saw a decrease from 12% to 10%. For race and ethnicity, SHEEO agencies saw an increase of 2% to 59% white. American Indian or Alaska Native, Black or African American, and Native Hawaiian or other Pacific Islander had a less than 1% change. Asian, Hispanic or Latino, and multiracial people at SHEEO agencies saw an increase of 1%.

Fifty-four percent of SHEEO agency staff are female, 37% are male, 10% are UNRV (*Figure 4*). Coordinating/policy boards had a much higher percentage of the UNRV sex category (28%) compared to governing boards (2%). Due to a high percentage of missing or non-reported data, readers should use caution when interpreting the demographic differences at coordinating/policy boards.

12. The 2020 Membership Survey asked for sex instead of gender. SHEEO staff understand that there are limitations with measuring sex instead of gender identity. SHEEO will not use sex and gender, female and woman, and male and man interchangeably in this paper.

FIGURE 4.
SEX COMPOSITION OF AGENCY STAFF, FY 2020



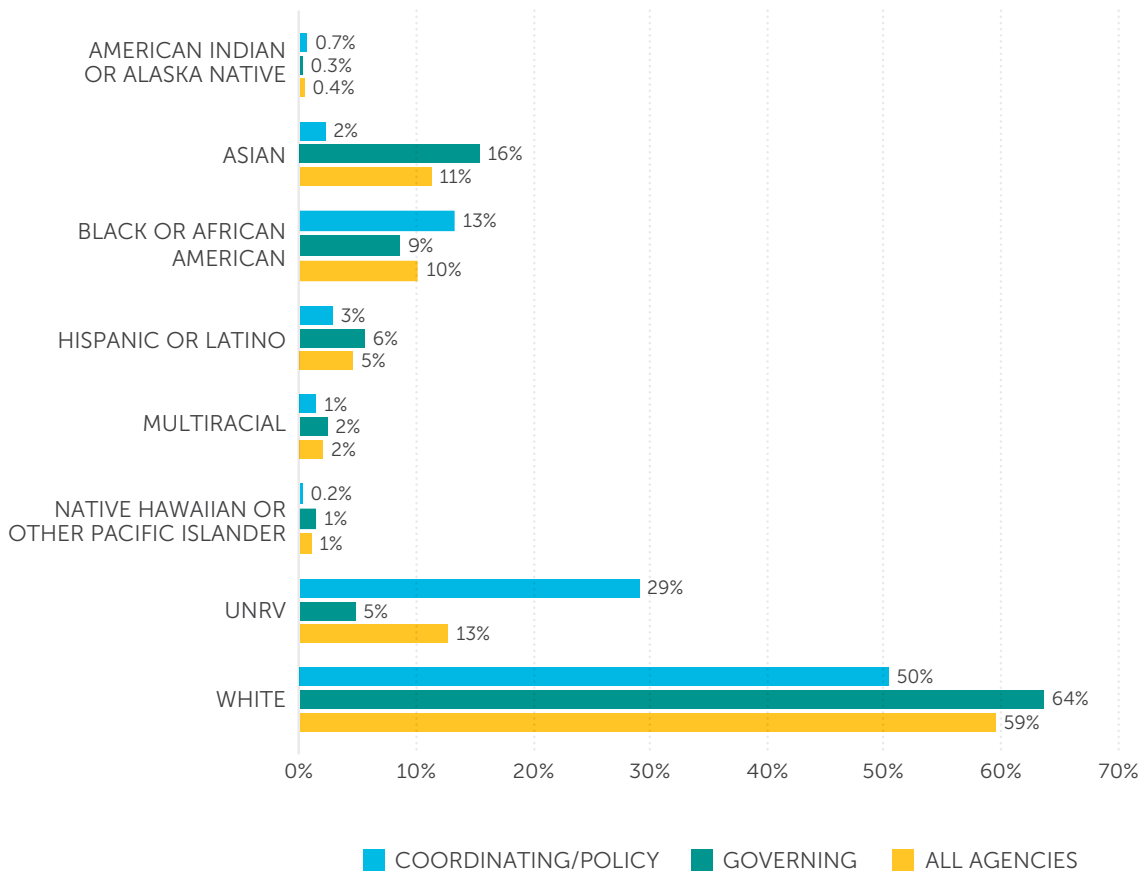
NOTES:

1. Seven agencies did not submit agency staff (FTE) by sex and have been excluded from this figure.
2. No agency submitted data for nonbinary people.
3. UNRV means unknown, non-reporting, or vacant.
4. Totals may not equal 100% due to rounding.

SOURCE: State Higher Education Executive Officers Association

For all SHEEO agency FTEs, 0.4% identified as American Indian or Alaska Native, 11% identified as Asian, 10% identified as Black or African American, 5% identified as Hispanic or Latino, 2% identified as multiracial, 1% identified as Native Hawaiian or Pacific Islander, 13% had UNRV as race or ethnicity, and 59% identified as white. When separated by coordinating/policy boards and governing boards, there were some slight differences in race/ethnicity composition. Coordinating/policy boards were made up of 13% Black or African American people and 0.7% American Indian or Alaska Native people, compared to governing boards, which had 9% Black or African American people and 0.3% American Indian or Alaska Native people. These data can be seen in *Figure 5*. However, governing boards saw more representation of Asian, Hispanic or Latino, Native Hawaiian or Pacific Islander, and multiracial people. The demographic differences may be due to coordinating/policy boards reporting 29% of their staff as UNRV race or ethnicity, compared to governing boards' 5%.

FIGURE 5.
RACE/ETHNICITY COMPOSITION OF AGENCY STAFF, FY 2020



NOTES:

1. Seven agencies did not submit agency staff (FTE) by race/ethnicity and have been excluded from this figure.
2. UNRV means unknown, non-reporting, or vacant.
3. Totals may not equal 100% due to rounding.

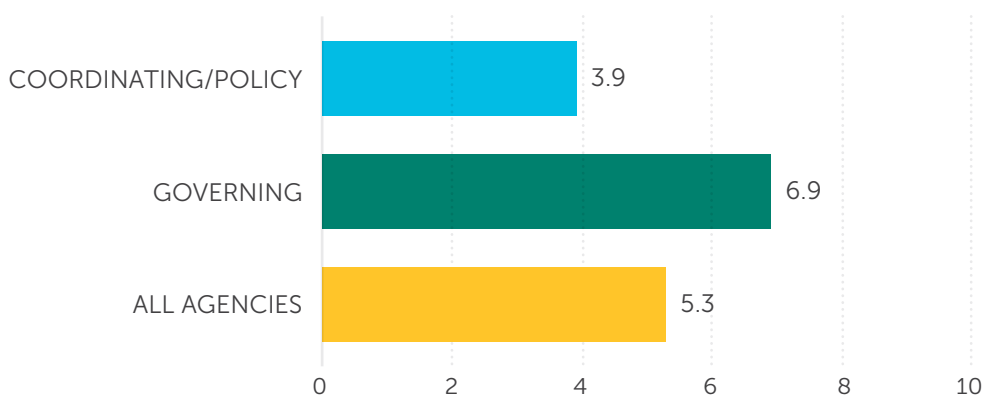
SOURCE: State Higher Education Executive Officers Association

AGENCY FUNCTIONS

SHEEO agencies perform a variety of functions, and these functions vary based on board type. Some of the most common functions across all agencies include collecting, maintaining, and reporting data on higher education, research and policy evaluation, and coordination with departments of labor, workforce, and/or economic development. The primary functions of a SHEEO agency evolve as agencies change their missions and respond to changing priorities in their state.

In the last year, there have been changes in the number of FTEs per function at SHEEO agencies. This is a rough measure of efficiency and resources. While it is impossible to give an ideal staff-per-function ratio, large declines in this measure can signal a potentially unsustainable increase in staff workload. Coordinating/policy boards saw a decrease in mean FTE staff per function from 4.1 FTEs in 2019 to 3.9 FTEs in 2020, while governing boards saw an increase from 6.5 FTEs in 2019 to 6.9 FTEs in 2020. These data can be seen in *Figure 6*. With these changes, it appears that coordinating/policy boards have fewer staff per function, while governing boards see slightly more staff per function. Of course, all functions are not equal, and some are much more time intensive than others.

FIGURE 6.
AVERAGE STAFF (FTE) PER FUNCTION, FY 2020



NOTES:

1. Staff (FTE) includes all staff paid out of agency operating budget.
2. Three agencies did not submit agency staff (FTE) data and have been excluded from this figure.

SOURCE: State Higher Education Executive Officers Association

The primary functions for both coordinating/policy and governing boards have remained similar to last year's Membership Report (*Table 4*), with the addition of budgeting and fiscal policy analysis. Coordinating/policy boards are more likely to coordinate with state K-12 activities perform state-level planning, while governing boards are more likely to submit higher education budget recommendations and conduct presidential searches and evaluations.

TABLE 4.

FUNCTIONS MOST OFTEN PERFORMED BY SHEEO AGENCIES, FY 2020

	FUNCTIONS
COORDINATING/POLICY	Coordination with state K-12 activities
	State-level planning
	Administration of student grant programs
GOVERNING	Submission of consolidated higher education budget recommendations to the governor and/or legislature
	Presidential searches and evaluations
	Communications and government relations for higher education
ALL AGENCIES	Maintaining, collecting, and reporting data on higher education
	Budgeting and fiscal policy analysis for higher education
	Coordination with departments of labor, workforce, and/or economic development
	Research and policy evaluation

SOURCE: State Higher Education Executive Officers Association

Nevertheless, there were some changes to the other functions that coordinating/policy and governing boards performed. One notable change is the increase for both coordinating/policy and governing boards in managing equity and diversity programs. The number of SHEEO agencies operating equity and diversity programs increased from 17 to 23 (42% of all respondents), showing an increased focus on equity in SHEEO agencies. These types of programs can include specific programs or policies that are geared toward equity and diversity. Other major changes across all SHEEO agencies were an increase in information technology coordination; approval of new public campuses; and mergers, consolidations, and/or closures. *Table 5* provides a full breakdown of functions performed by SHEEO agencies and the increases and decreases of functions performed from 2019 to 2020.

TABLE 5.
FUNCTIONS OF SHEEO AGENCIES, FY 2020

	COORDINATING/POLICY			GOVERNING			TOTAL		
	#	%	ΔFY19	#	%	ΔFY19	#	%	ΔFY19
BUDGETING AND FISCAL POLICY ANALYSIS FOR HIGHER EDUCATION	23	79.3%	0	26	100.0%	▲ 1	49	89.1%	▲ 1
SUBMISSION OF CONSOLIDATED HIGHER EDUCATION BUDGET RECOMMENDATIONS TO THE GOVERNOR AND/OR LEGISLATURE	22	75.9%	▲ 2	25	96.2%	▲ 4	47	85.5%	▲ 6
ALLOCATION OF STATE HIGHER EDUCATION APPROPRIATIONS TO INSTITUTIONS	11	37.9%	▼ 1	20	76.9%	▲ 2	31	56.4%	▲ 1
TUITION-SETTING AUTHORITY	9	31.0%	▲ 3	19	73.1%	▲ 5	28	50.9%	▲ 8
ACADEMIC PLANNING	11	37.9%	▲ 2	18	69.2%	▼ 1	29	52.7%	▲ 1
ACADEMIC PROGRAM REVIEW	21	72.4%	▼ 1	21	80.8%	0	42	76.4%	▼ 1
ACADEMIC PROGRAM APPROVAL	23	79.3%	▲ 1	19	73.1%	▲ 1	42	76.4%	▲ 2
APPROVAL OF NEW PUBLIC CAMPUSES	17	58.6%	▲ 5	12	46.2%	▲ 4	29	52.7%	▲ 9
GRANTING AUTHORITY FOR AWARDED DEGREES OR OPERATING AUTHORITY TO PRIVATE INSTITUTIONS	21	72.4%	▲ 3	7	26.9%	▲ 2	28	50.9%	▲ 5
COMMUNICATIONS AND GOVERNMENT RELATIONS FOR HIGHER EDUCATION	22	75.9%	▲ 1	25	96.2%	0	47	85.5%	▲ 1
MAINTAINING, COLLECTING, AND REPORTING DATA ON HIGHER EDUCATION	29	100.0%	▲ 2	26	100.0%	▲ 1	55	100.0%	▲ 3
RESEARCH AND POLICY EVALUATION	26	89.7%	▲ 2	25	96.2%	▲ 2	51	92.7%	▲ 4
INSTITUTIONAL ACCOUNTABILITY	16	55.2%	▼ 1	22	84.6%	▼ 1	38	69.1%	▼ 2
ADMINISTRATION OF STUDENT GRANT PROGRAMS	25	86.2%	▲ 1	10	38.5%	▲ 2	35	63.6%	▲ 3
ADMINISTRATION OF STUDENT LOAN PROGRAMS	13	44.8%	0	7	26.9%	▼ 1	20	36.4%	▼ 1
AUDITING INSTITUTIONAL EXPENDITURES AND COMPLIANCE WITH STATE LAW	9	31.0%	▲ 5	19	73.1%	▼ 1	28	50.9%	▲ 4
CAPITAL PROJECT PLANNING	16	55.2%	▲ 4	22	84.6%	▼ 1	38	69.1%	▲ 3
CAPITAL PROJECT IMPLEMENTATION	4	13.8%	▲ 1	16	61.5%	▲ 2	20	36.4%	▲ 3
GRANT PROGRAM ADMINISTRATION	24	82.8%	▲ 3	15	57.7%	▲ 2	39	70.9%	▲ 5
COORDINATION WITH STATE K-12 ACTIVITIES	27	93.1%	▲ 3	16	61.5%	▲ 1	43	78.2%	▲ 4
COORDINATION WITH DEPARTMENTS OF LABOR, WORKFORCE, AND/OR ECONOMIC DEVELOPMENT	27	93.1%	▲ 2	22	84.6%	0	49	89.1%	▲ 2
MASS COMMUNICATION WITH THE PUBLIC REGARDING STATE HIGHER EDUCATION AGENDA	23	79.3%	▲ 1	22	84.6%	▼ 1	45	81.8%	0
STATE-LEVEL PLANNING	25	86.2%	▲ 4	19	73.1%	0	44	80.0%	▲ 4
STATE-LEVEL COORDINATION	25	86.2%	▲ 2	21	80.8%	▲ 1	46	83.6%	▲ 3

	COORDINATING/POLICY			GOVERNING			TOTAL		
	#	%	ΔFY19	#	%	ΔFY19	#	%	ΔFY19
STATEWIDE TRANSFER PROGRAMS	19	65.5%	▼ 2	18	69.2%	▲ 2	37	67.3%	0
MERGERS, CONSOLIDATIONS, AND/OR CLOSURES	16	55.2%	▲ 2	14	53.8%	▲ 7	30	54.5%	▲ 9
LEGAL SERVICES FOR INSTITUTIONS	3	10.3%	▲ 3	20	76.9%	0	23	41.8%	▲ 3
PRESIDENTIAL SEARCHES	1	3.4%	▲ 1	25	96.2%	▲ 4	26	47.3%	▲ 5
PRESIDENTIAL EVALUATIONS	1	3.4%	0	25	96.2%	▲ 4	26	47.3%	▲ 4
CONTRACTS, TENURE DECISIONS, PERSONNEL POLICIES FOR INSTITUTIONS	1	3.4%	0	19	73.1%	▲ 2	20	36.4%	▲ 2
OPERATION/COORDINATION OF DISTANCE LEARNING ACTIVITIES	9	31.0%	▼ 2	16	61.5%	▼ 1	25	45.5%	▼ 3
PROFESSIONAL DEVELOPMENT PROGRAMS FOR GOVERNING/COORDINATING BOARD MEMBERS	12	41.4%	▼ 3	18	69.2%	0	30	54.5%	▼ 3
COLLECTIVE BARGAINING	1	3.4%	▼ 2	17	65.4%	▲ 4	18	32.7%	▲ 2
EQUITY AND DIVERSITY PROGRAMS	9	31.0%	▲ 4	14	53.8%	▲ 2	23	41.8%	▲ 6
INFORMATION TECHNOLOGY COORDINATION	9	31.0%	▲ 5	20	76.9%	▲ 3	29	52.7%	▲ 8

SOURCE: State Higher Education Executive Officers Association

IMPORTANCE OF SHEEO AGENCY DATA

Understanding staffing, budget, and function data is increasingly important as states further pursue their higher education agendas. States can better evaluate themselves relative to peers while also tracking their agency’s specific functions and budgets. These data can also guide agencies when making changes to their missions, merging with other state agencies, or looking to expand or limit their work. It is important for agencies to have this information as they evaluate how they can best serve their state populations while also pursuing new programs and functions.

As states continue to settle into the COVID-19 pandemic and prepare for post-pandemic realities, tough decisions regarding budgets, staffing, and purpose will be made. These data can illuminate a path for SHEEO agencies to ensure their staffing is able to accommodate new changes and current responsibilities. SHEEO agencies are still performing many functions with limited staffing and budget support that may not match the breadth of work they perform. These data can help SHEEO agencies further pursue more support, which can go to further supporting higher education in their respective states.

SHEEO, the association, can also use these data to advocate for more support for our members; these data allow us to continue professionalizing the field. As we begin tracking changes in functions, SHEEO can better plan supports and research at the top of our members’ minds. A good example of this is the increase in equity and diversity program functions—our members are performing this function more often, and we are receiving more requests about this type of work. SHEEO can further develop our staff and release research and resources to aid our members. Please see our [Equity Advisory Committee](#) and [State Equity Resources](#) webpages.

SHEEO SENIOR LEADERSHIP

In contrast to the prior sections of this report, which focused on the composition of SHEEO agencies and their staff, this section focuses specifically on senior leadership at SHEEO member agencies (e.g., vice presidents and vice chancellors). In order to provide a better view of the senior leaders within its membership, for the first time, SHEEO collected race, ethnicity, and sex data for all senior-level staff at member agencies. These data allow for a more in-depth look at the demographic makeup of decision makers at SHEEO agencies and will aid SHEEO in its racial equity work. The data primarily show that there are disproportionately few people of color or those who identify as female in senior positions.

Additionally, these data show how senior leadership is defined at SHEEO agencies, thus providing opportunities for SHEEO agencies to learn from one another and provide a better understanding of their areas for growth and how they compare to their peer agencies in higher education. If agencies are looking to redesign their staffing structures, or if an agency is changing its mission or merging with another agency, the senior leadership data will allow agencies to examine another agency's structure to see how to best redesign their senior leadership, while also allowing them to reassess their functions and goals. Additionally, these data can provide a more accurate lens of comparison for SHEEO agencies.

OVERVIEW OF SENIOR LEADERSHIP POSITIONS

Survey respondents provided details on eight senior leadership roles across their agencies in addition to the SHEEO position. The data for the SHEEOs are provided in the next section. The most common leadership positions, shared by almost all SHEEO agencies, are financial officer (100%), academic officer (96%), and communications officer (93%). The least common positions across all agencies are development officer (17%) and equity and diversity officer (44%). There are noticeable differences across coordinating/policy boards and governing boards. Coordinating/policy boards are more likely to have an information officer, whereas governing boards are more likely to have general counsel and a development officer.

TABLE 6.
SENIOR LEADERSHIP IN SHEEO AGENCIES, FY 2020

SENIOR-LEVEL STAFF	COORDINATING/POLICY	GOVERNING	ALL AGENCIES
ACADEMIC OFFICER	96%	96%	96%
FINANCIAL OFFICER	100%	100%	100%
GOVERNMENT RELATIONS OFFICER	79%	77%	78%
COMMUNICATIONS OFFICER	89%	96%	93%
INFORMATION OFFICER	86%	73%	80%
EQUITY AND DIVERSITY OFFICER	46%	42%	44%
GENERAL COUNSEL	46%	96%	70%
DEVELOPMENT OFFICER	7%	27%	17%

NOTES:

1. One agency did not submit senior-level staff data and has been excluded from this table.

SOURCE: State Higher Education Executive Officers Association

SENIOR LEADERSHIP DEMOGRAPHICS

As is evident in *Table 7*, SHEEO agency senior leadership lacks representation of those who identify as female and American Indian or Alaska Native, Asian, Black or African American, Hispanic or Latino, multiracial, and Native Hawaiian or other Pacific Islander people. *Table 7* shows counts for race and ethnicity combined with sex. These data show that among Asian, Black or African American, Hispanic or Latino, and Native Hawaiian or other Pacific Islander senior leaders, there was a closer balance of sex, however, white males outnumber white females by 26.

TABLE 7.
RACE/ETHNICITY AND SEX COMPOSITION OF SENIOR LEADERSHIP, FY 2020

	AMERICAN INDIAN OR ALASKA NATIVE			ASIAN			BLACK OR AFRICAN AMERICAN			HISPANIC OR LATINO			MULTI-RACIAL			NATIVE HAWAIIAN OR OTHER PACIFIC ISLANDER			UNRV			WHITE			TOTAL			
	F	M	U	F	M	U	F	M	U	F	M	U	F	M	U	F	M	U	F	M	U	F	M	U	F	M	U	Total
ACADEMIC OFFICER	0	0	0	0	0	0	4	3	0	1	1	0	0	0	0	0	0	0	0	0	0	2	1	1	22	17	0	52
FINANCIAL OFFICER	0	0	0	0	0	0	2	2	0	0	2	0	0	0	0	0	0	0	0	1	0	1	2	2	12	29	1	54
GOVERNMENT RELATIONS OFFICER	0	0	0	0	0	0	1	2	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2	1	17	18	0	42
COMMUNICATIONS OFFICER	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2	2	29	16	0	50
INFORMATION OFFICER	0	0	0	1	2	0	4	3	0	1	1	0	0	0	0	0	0	0	0	0	0	2	2	2	4	21	0	43
EQUITY AND DIVERSITY OFFICER	0	0	0	1	0	0	6	5	0	2	0	0	0	0	0	0	0	0	0	0	0	1	0	3	2	4	0	24
GENERAL COUNSEL	0	0	0	1	0	0	1	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1	2	12	19	0	38
DEVELOPMENT OFFICER	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4	4	0	9
TOTAL	0	0	0	3	2	0	18	17	0	5	4	0	0	0	0	0	0	0	1	0	0	8	10	13	102	128	1	312

NOTES:

1. One agency did not submit senior-level staff data and has been excluded from this table.
2. F = Female, M = Male, U = UNRV. No agency submitted nonbinary (sex) data.
3. UNRV means unknown, non-reporting, or vacant.

SOURCE: State Higher Education Executive Officers Association

Excluding the SHEEO position (which is discussed in the following section), American Indian or Alaska Native people are not represented in any senior staff positions, and Native Hawaiian or other Pacific Islanders are only represented once. As for other race and ethnicity groups, Black or African American people make up 11% of senior staff positions, Hispanic or Latino people make up 3%, Asian people make up 2%, multiracial people make up 0%, and UNRV race or ethnicity makes up 10% (Table 8). Positions with the highest representation of people of color were information officer and equity and diversity officer.

There were some notable racial and ethnic differences across board type for senior leadership. The equity and diversity officer is the most representative position for people of color in coordinating/policy boards, with 50% being Black or African American people and 17% being Hispanic or Latino. It is also the most representative position for people of color in governing boards, with 36% being Black or African American and 9% being Asian.

Compared to SHEEO agency FTE staff percentages, the senior staff makeup percentages are lower for American Indian or Alaska Native, Asian, Hispanic or Latino, multiracial, and Native Hawaiian or other Pacific Islander - white people represent 74% of senior leadership positions but make up 59% of total SHEEO agency FTE staff. Black or African American people make up 11% of senior leadership positions, which is a 1% increase of the 10% of Black or African American people in SHEEO agencies.

TABLE 8.
RACE/ETHNICITY COMPOSITION OF SENIOR LEADERSHIP, FY 2020

	AMERICAN INDIAN OR ALASKA NATIVE	ASIAN	BLACK OR AFRICAN AMERICAN	HISPANIC OR LATINO	MULTIRACIAL	NATIVE HAWAIIAN OR OTHER PACIFIC ISLANDER	UNRV	WHITE	TOTAL
ACADEMIC OFFICER	0 (0%)	0 (0%)	7 (13%)	2 (4%)	0 (0%)	0 (0%)	4 (8%)	39 (75%)	52 (100%)
FINANCIAL OFFICER	0 (0%)	0 (0%)	4 (7%)	2 (4%)	0 (0%)	1 (2%)	5 (9%)	42 (78%)	54 (100%)
GOVERNMENT RELATIONS OFFICER	0 (0%)	0 (0%)	3 (7%)	0 (0%)	0 (0%)	0 (0%)	4 (10%)	35 (83%)	42 (100%)
COMMUNICATIONS OFFICER	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	5 (10%)	45 (90%)	50 (100%)
INFORMATION OFFICER	0 (0%)	3 (7%)	7 (16%)	2 (5%)	0 (0%)	0 (0%)	6 (14%)	25 (58%)	43 (100%)
EQUITY AND DIVERSITY OFFICER	0 (0%)	1 (4%)	11 (46%)	2 (8%)	0 (0%)	0 (0%)	4 (17%)	6 (25%)	24 (100%)
GENERAL COUNSEL	0 (0%)	1 (3%)	2 (5%)	1 (3%)	0 (0%)	0 (0%)	3 (8%)	31 (82%)	38 (100%)
DEVELOPMENT OFFICER	0 (0%)	0 (0%)	1 (11%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	8 (89%)	9 (100%)
TOTAL	0 (0%)	5 (2%)	35 (11%)	9 (3%)	0 (0%)	1 (0.3%)	31 (10%)	231 (74%)	312 (100%)

NOTES:

1. One agency did not submit senior-level staff data and has been excluded from this table.
2. UNRV means unknown, non-reporting, or vacant.
3. Totals may not equal 100% due to rounding.

SOURCE: State Higher Education Executive Officers Association

When accounting for sex, females make up 44% of all senior leadership positions, while males make up 52% (Table 9). These data are flipped when looking at sex for SHEEO agency FTE staff, where females make up 54% of staff and males make up 37% of staff. This means that, while the majority of SHEEO agency staff are female, the majority of SHEEO agency leadership are male. Financial officers and information officers are the positions with the most male representation, with 67%. The positions with the highest female representation are communications officers (with 60% female), academic officers (56% female), and equity and diversity officers (with 50% female).

TABLE 9.
SEX COMPOSITION OF SENIOR LEADERSHIP, FY 2020

	FEMALE	MALE	UNRV	TOTAL
ACADEMIC OFFICER	29 (56%)	22 (42%)	1 (2%)	52 (100%)
FINANCIAL OFFICER	15 (28%)	36 (67%)	3 (6%)	54 (100%)
GOVERNMENT RELATIONS OFFICER	19 (45%)	22 (52%)	1 (2%)	42 (100%)
COMMUNICATIONS OFFICER	30 (60%)	18 (36%)	2 (4%)	50 (100%)
INFORMATION OFFICER	12 (28%)	29 (67%)	2 (5%)	43 (100%)
EQUITY AND DIVERSITY OFFICER	12 (50%)	9 (38%)	3 (13%)	24 (100%)
GENERAL COUNSEL	15 (39%)	21 (55%)	2 (5%)	38 (100%)
DEVELOPMENT OFFICER	4 (44%)	5 (56%)	0 (0%)	9 (100%)
TOTAL	136 (44%)	162 (52%)	14 (4%)	312 (100%)

NOTES:

1. One agency did not submit senior-level staff data and has been excluded from this table.
2. No agency submitted data for nonbinary people.
3. UNRV means unknown, non-reporting, or vacant.
4. Totals may not equal 100% due to rounding.

SOURCE: State Higher Education Executive Officers Association

As with the SHEEO staff demographic data, the senior leadership data enable SHEEO member agencies to evaluate their current senior leadership makeup and make comparisons with other agencies, which can prove useful if agencies are going through transitional periods or merging with other offices.

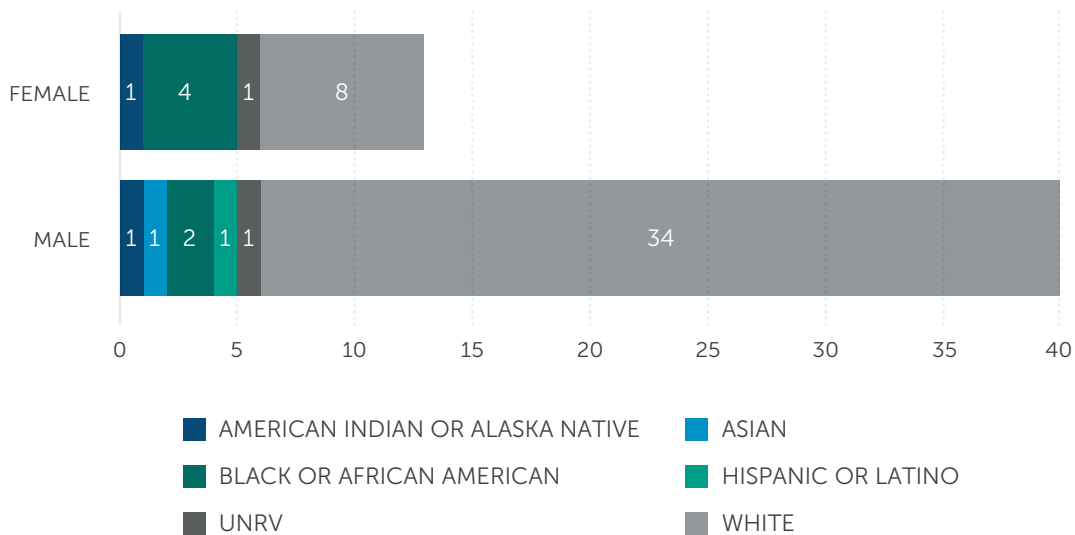
THE SHEEO

To better serve our members, understand and diversify the pipeline to the SHEEO position, and create ways to better develop those interested in the position, SHEEO asked our members to answer several demographic questions and questions about their postsecondary education experience, prior job experience, and prior education experience. These final questions and sections are inspired from *The Road to the State Higher Education Executive Office*¹³ white paper published in 2019.

SHEEO DEMOGRAPHIC DATA

Forty-two SHEEOs are white and 34 are white males. Four SHEEOs are Black or African American females and two are Black or African American males. Two SHEEOs are American Indian or Alaska Native (one male and one female). The remaining four SHEEOs are an Asian male, a Hispanic or Latino male, a UNRV female, and a UNRV male.

FIGURE 7.
RACE/ETHNICITY AND SEX COMPOSITION OF SHEEOs, FY 2020



NOTES:

1. One agency did not submit the SHEEO's race/ethnicity and sex and has been excluded from this figure.
2. UNRV means unknown, non-reporting, or vacant.

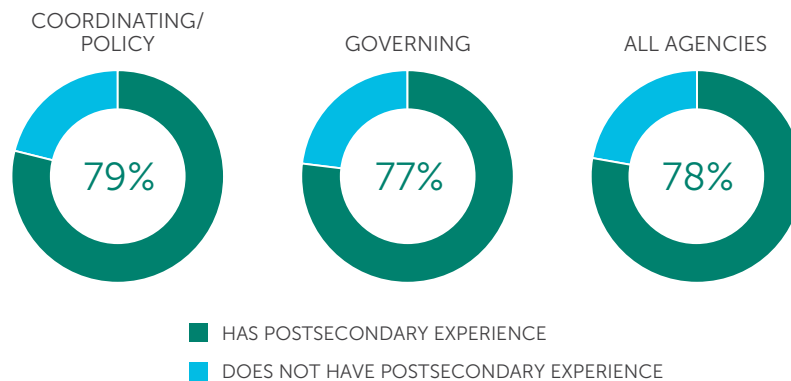
SOURCE: State Higher Education Executive Officers Association

13. Bishop, B. (2019, January). The road to the state higher education executive office: Prior job experiences, degree attainment, and minimum job qualifications of state higher education executive officers. https://sheeo.org/wp-content/uploads/2019/04/SHEEO_RoadPolicyBrief.pdf

SHEEO POSTSECONDARY EDUCATION EXPERIENCE

These data are collected in order to better understand the experiences of current SHEEOs and to allow the SHEEO organization to better respond to the needs of SHEEOs and create resources for SHEEOs who may not have postsecondary education experience. Postsecondary education experience is defined as working in a postsecondary institution or system at least once in their career as a full-time professional. As seen in *Figure 8*, 79% of SHEEOs have postsecondary education experience.

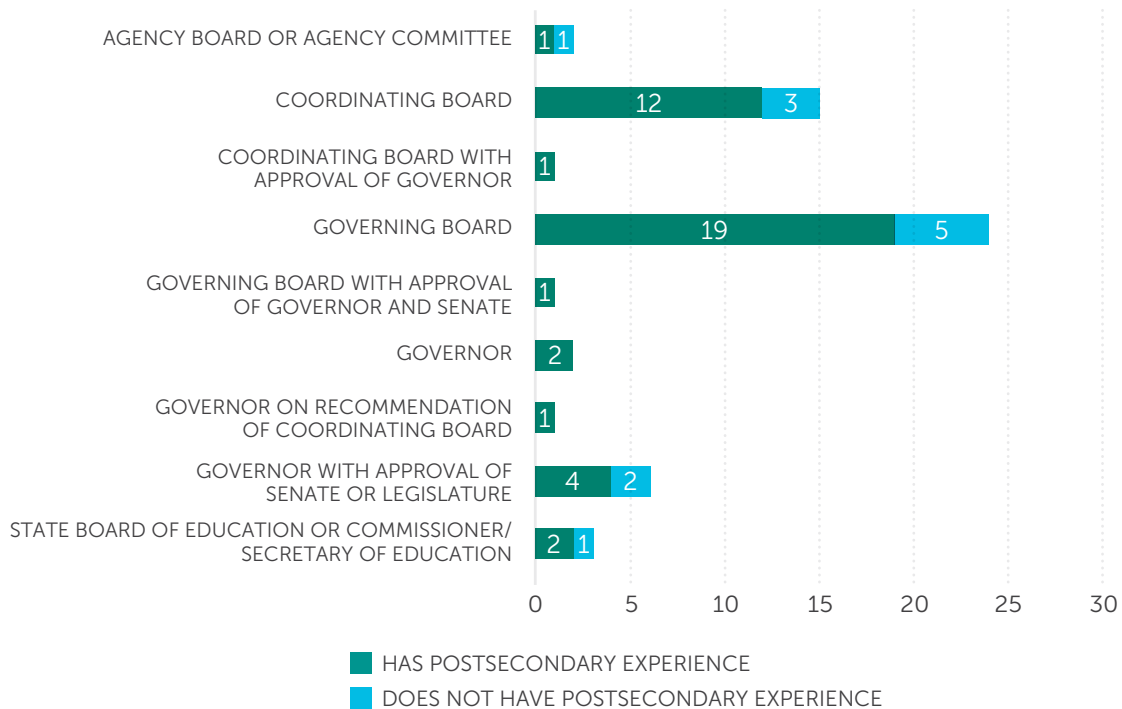
FIGURE 8.
SHEEO PREVIOUS POSTSECONDARY JOB EXPERIENCE, FY 2020



SOURCE: State Higher Education Executive Officers Association

When disaggregated by coordinating/policy boards and governing boards, coordinating/policy boards had slightly more SHEEOs with postsecondary education experience (79%) compared to governing boards (77%). Governing board-appointed SHEEOs saw the highest number of individuals with no postsecondary education experience (5), followed by coordinating/policy board-appointed SHEEOs (3), and then SHEEOs who are appointed by the governor with approval from the senate or legislature (2) (*Figure 9*). These three categories are also the largest categories of appointing entities for SHEEOs.

FIGURE 9.
SHEEO PREVIOUS POSTSECONDARY JOB EXPERIENCE BY APPOINTING AUTHORITY, FY 2020



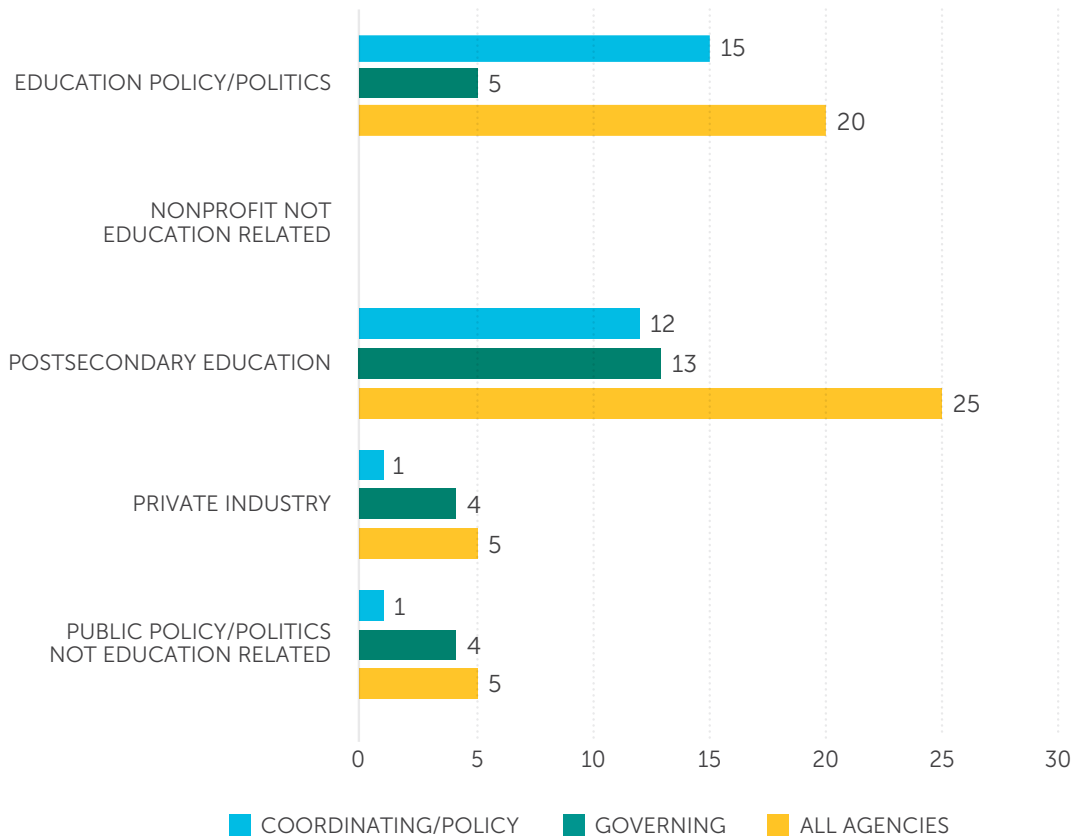
SOURCE: State Higher Education Executive Officers Association

SHEEO IMMEDIATE PRIOR JOB EXPERIENCE

Figure 10 shows the immediate past job experience for SHEEOs in total and broken down by coordinating/policy and governing boards. Figure 10 shows that 25 (45%) SHEEOs came directly from postsecondary education, whereas 19 (35%) SHEEOs came directly from education policy/politics. Five SHEEOs (9%) came from private industry or from public policy/politics that are not related to education.

The data show stark differences in where SHEEOs in coordinating/policy boards and governing boards directly came from to the SHEEO position. Fifteen (52%) coordinating/policy board SHEEOs came from education policy/politics, where only five (19%) governing board SHEEOs came from the same field. Coordinating/policy board SHEEOs have 12 (41%) of SHEEOs who came directly from postsecondary education, while governing boards have 13 (50%) of SHEEOs coming from the same field. As for the other categories, one coordinating/policy board SHEEO came from private industry and another from public policy/politics that are not related to education. Four came from private industry and four came from public policy/politics that are not related to education. These differences may be due to the different responsibilities governing and coordinating/policy boards have and the skills their SHEEO may be required to have in order to perform the job at the highest level.

FIGURE 10.
SHEEO IMMEDIATE PAST JOB EXPERIENCE, FY 2020



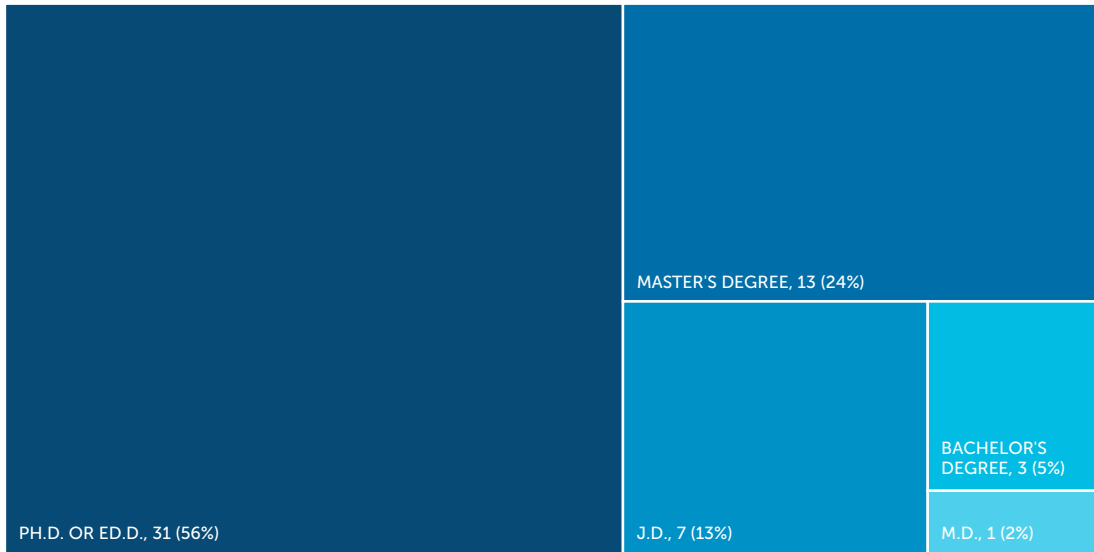
SOURCE: State Higher Education Executive Officers Association

SHEEO DEGREE ATTAINMENT

In addition to prior job experiences, formal education training is an important consideration in understanding the SHEEO. SHEEOs bring unique perspectives from their prior education experience, and with each unique perspective, SHEEOs will have strengths and areas of growth that they bring to our membership and their position. Collecting these data allows SHEEO the association to track where SHEEOs are coming from and understand their experiences and their needs. Then SHEEO can build resources and onboarding materials to better prepare SHEEOs and those pursuing the “SHEEOship.” *Figure 11* and *Figure 12* show SHEEOs’ highest level of education and discipline.

Figure 11 shows that a majority (56%) of SHEEOs have a Ph.D. or Ed.D. Thirteen SHEEOs have a master’s degree, seven have a J.D., three have a bachelor’s degree, and one has an M.D.

FIGURE 11.
HIGHEST LEVEL OF EDUCATION, FY 2020



SOURCE: State Higher Education Executive Officers Association

Figure 12 shows the wide range of degree disciplines that SHEEOs studied. Twelve SHEEOs have a degree in public policy, 10 have degrees in education (general), eight have degrees in “other” disciplines, eight have a law degree, seven have a degree in business, six in liberal arts, five in postsecondary/higher education, three have degrees in health-related fields, and two have degrees in STEM, non-health-related fields.

FIGURE 12.
DISCIPLINE OF HIGHEST LEVEL OF EDUCATION, FY 2020



NOTES:

1. Some SHEEOs have been counted more than once if final degree was in multiple disciplines.

SOURCE: State Higher Education Executive Officers Association

It is apparent that SHEEOs come from varied educational and professional backgrounds. SHEEOs will be coming to their position with a breadth of knowledge and experience, but no one person will have all the knowledge they need. SHEEO can use these data to develop resources and enhance our practices to help onboard SHEEOs and to provide development opportunities and help foster connections for them.

CONCLUSION

The FY 2020 SHEEO Membership Report marks the first time SHEEO as an organization has shared detailed data on the demographics of SHEEO agency leadership and SHEEOs themselves. This year's report includes expanded data collections and refined definitions to increase the usability and accuracy of the data we report. Our goal is that state leaders in higher education use these data to promote policies that lead to more equitable outcomes for all students, primarily students of color. With these new data, SHEEO members and policy researchers have access to information highlighting demographic diversity and SHEEO prior job experiences.

Additionally, we hope the increased focus on senior leadership makeup and agency functions will allow SHEEO agencies to compare themselves to their peers and find new ways to develop and react to their states' needs. Finally, we hope this report and these new data inspire more research focused on SHEEOs and SHEEO agencies, which are not well understood and are underresearched. An increased focus on these topics will allow SHEEO the organization to better serve its membership.

Our analyses found that coordinating/policy boards saw an increase in FTE staff, but governing boards saw a decrease in FTE staff from 2019 to 2020. Coordinating/policy boards also saw an increase in median operating budgets, whereas governing boards saw a decrease. We also found that SHEEO agency staff, SHEEO agency senior leadership, and SHEEOs are not very diverse regarding sex and race/ethnicity, and lack representation of American Indian or Alaska Native, Asian, Black or African American, Hispanic or Latino, multiracial, and Native Hawaiian or other Pacific Islander people. SHEEO senior leadership and SHEEOs are predominantly male. Finally, these data show that SHEEOs overwhelmingly have postsecondary education experience and that 45% of SHEEOs came directly from working in postsecondary education, with coordinating/policy board SHEEOs more likely to have come directly from education policy/politics, and governing board SHEEOs more likely to have come directly from postsecondary education.

As state higher education policy continues to respond to the COVID-19 pandemic and increased calls for racial justice, SHEEO members will be the ones creating and maintaining policies and programs that respond to these needs. Many changes will come because of the COVID-19 pandemic, which may result in financial and staffing struggles for SHEEO membership. These data show a snapshot of pre-COVID-19 levels for staffing, budgets, and functions. With these data, agencies will be able to evaluate themselves compared to their peers and make changes to further diversify and advocate for themselves.

SHEEO members are a varied set of state governing and coordinating/policy boards. Each has its own specific set of functions and needs; however, these data show that within the variations there are commonalities, and they provide a way forward for SHEEO the organization to support our members through this difficult time. There is an increased need to further study the SHEEO agency and evaluate how SHEEO agencies participate in the policy process and how the data in this report impact their ability to perform their essential functions.

STATE HIGHER EDUCATION EXECUTIVE OFFICERS

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