

MINUTES OF THE REGULAR MEETING

of the

BOARD OF REGENTS OF THE UNIVERSITY OF WISCONSIN SYSTEM

Madison, Wisconsin

UW-Madison  
Held in 1820 Van Hise Hall  
Thursday, May 10, 2007  
10:30 a.m.

- President Walsh presiding -

PRESENT: Regents Bartell, Bradley, Burmaster, Connolly-Keesler, Crain, Cuene, Davis, Falbo, Loftus, McPike, Pruitt, Rosenzweig, Salas, Semenas, Smith, Spector, and Walsh

UNABLE TO ATTEND: Regent Shields

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**President's 2007 Commission on University Security**

In opening remarks, President Reilly referred to the murders of 33 people at Virginia Tech on April 16<sup>th</sup>. Upon hearing about this tragedy, he decided to undertake an immediate review of security in the UW System and asked UW-Madison Police Chief Sue Riseling to lead that effort. The President's 2007 Commission on University Security is composed of members representing each UW institution, as well as a range of functional areas. Regent Bartell represents the board on the commission.

The goal of the commission is to "develop a series of recommendations for how University of Wisconsin System institutions can collectively prevent, intervene, respond, heal and resume operations when confronted with the threat of or actual major violence on one or more of its campuses." Its recommendations are to be brought to the board's July meeting.

President Reilly noted that Governor Doyle had also formed a Task Force on Campus Safety, to be co-chaired by UW-Green Bay Chancellor Bruce Shepard and River Falls Police Chief Roger Leque. This group will take a larger view, including the

Wisconsin Technical College System and the state's independent colleges, as well as the UW System. The commission will work closely with the task force, so that each may learn from the other. The task force recommendations are expected by November 2007.

Introducing Chief Riseling, President Reilly noted that she also is an associate vice chancellor at UW-Madison. Prior to coming to Wisconsin in 1991, she worked as assistant chief and deputy chief at the State University of New York-Stony Brook. She is vice president at large of the International Association of Chiefs of Police, the world's largest police organization with more than 20,000 members from over 100 countries.

Joining her for the presentation was Marcy Hufendick, program manager and senior counselor at UW-Parkside's Student Health and Counseling Center.

Chief Riseling began her report by indicating that the 18-member Commission met for the first time the preceding day.

The Virginia Tech shootings, she said, began with a double homicide, followed by mass casualty shootings – the first time ever that a perpetrator has taken a break between shootings.

Referring to her professional expertise in preventing workplace violence, she explained that if people focus only on the shootings and reactions to them, they miss the opportunity to prevent them from happening. Stating that mass casualty shootings are the “end of an understandable and often discernable process,” she emphasized that no one “snaps” and goes directly from being normal to being a mass murderer. Before that happens, there are “red flags” on the way to impending violence. In the case of the Virginia Tech murderer, there were instances of violent writings, not speaking to suite mates, stalking, and court-determined mental illness.

Sometimes, she pointed out, these kinds of signals are heard and sometimes they are missed. One problem is that no one has the whole picture concerning the individual in question.

Chief Riseling indicated that the commission is focusing its work on prevention - or how to see the red flags and intervene. In that regard, she noted that such violent incidents often begin with a fantasy, followed by a plan. Then there is preparation, in this case purchase of weapons, shooting and reloading practice, and determining when where to strike. Finally, there were the actual killings.

Prevention strategies include pre-violence intervention, intervention during violence, and post-incident management. In that regard, she indicated that the commission spent its first meeting considering prevention opportunities.

In conclusion, she said that the commission plans to work very hard to complete its report as soon as possible.

Marcy Hufendick began her remarks with the following quote from Ernest Boyer: “Wellness must be a prerequisite to all else. Students cannot be intellectually proficient if they are physically or psychologically unwell.” In that regard, she pointed out that one in four (26.2%) Americans age 18 and older suffer from a diagnosable mental disorder in a given year. This amounts to 57 million people suffering from minor to serious illness.

The largest number (14.8 million) suffer from major depression. The second most frequent disorder is post-traumatic-stress disorder, which is suffered by 7.7 million – a number that can be expected to increase as more war veterans return home.

Turning to myths and facts about mental illness, Ms. Hufendick said that it is a myth that people with mental illnesses are violent and unpredictable. In fact, most are no more violent than anyone else. It also is a myth that once people develop mental illnesses, they never will recover. In fact, most get better or recover completely and go on to live full, healthy, and productive lives.

Reiterating the point that people do not just “snap”, she noted that there are warning signs and that, in order to avoid a negative ending, various campus constituents need to: 1) know the warning signs, 2) recognize the warning signs, 3) know the appropriate responses to warning signs, and 4) intervene, as appropriate.

Ms. Hufendick reported that depression is the most common mental health problem among college students, with 16% of college women and 10% of college men having been diagnosed with depression at some time in their lives. Suicide is the 2<sup>nd</sup> leading cause of death among college students, with 1 in 12 students going so far as to make a plan. While homicide is the second leading cause of death among college-aged youth, the risk is much lower among college students compared to the general population of similar age.

Eighty-one percent of college counseling center directors, she said, report seeing more students with serious psychological and emotional problems than five years ago, along with an increase in the demand for crisis services. At the same time, the level of available services has remained the same or decreased. The Board of College Counseling Center accreditation standard is one mental health counselor for 1,500 students. No campus in the UW System meets that standard.

Noting that mental health issues surface in all areas of the campus and impact the entire community, Ms. Hufendick emphasized that the entire community needs to be committed to being part of the solution. In conclusion, she noted that systemic change requires leadership and commitment by the entire campus, as well as by board and system as a whole.

In discussion following the presentation, Regent Loftus referred to increased needs for mental health services with the arrival of more veterans on campus suffering from stress-related conditions. He asked the commission to outline those needs so that they can be addressed.

With regard to warning signs of impending violence, Regent Davis asked who needs to be made aware of these signs and whether the same recommendations should apply to K-12 schools.

In response, Chief Riseling indicated that the commission had discussed the matter and that the two student members felt that such information should be provided at orientation. The commission discussed the need for faculty, teaching assistants, student service personnel and residence assistants to be aware of warning signs and know what to

do about them. There is a need, she said, to formulate recommendations on which personnel should get what kind of training.

With regard to K-12 schools, she felt that some of what the commission finds could apply to those settings. However, she thought that little of what the K-12 schools do in such situations would apply to the university because a campus is a much larger setting.

Ms. Hufendick added that adults in the K-12 schools need to be aware of warning signs of pre-violent behavior. The need for awareness by students would vary for children of different ages.

Regent Burmaster pointed out that every school is required to develop a school safety plan.

Regent Salas inquired about balancing right to privacy with scrutiny of an individual's behavior and about whether the commission would review issues related to access to guns and concealed weapons.

In reply, Ms. Hufendick indicated that privacy issues will continue to be explored by the commission. Chief Riseling indicated that, in Wisconsin, only police can carry guns on campus and that she had testified against proposed legislation to permit concealed carrying of guns. In Virginia, the perpetrator was prohibited by law from buying guns, but computer records had not been updated accordingly.

Regent Salas noted that, in Utah, weapons are allowed on campus and that some have expressed the view that the ability to carry guns can help prevent mass shootings.

While that position could be debated, Chief Riseling said, she did not believe that more weapons would be the answer to the problem. Instead, she felt that the focus should be on prevention.

Regent Smith inquired on how campuses are doing in dealing with mental health issues.

While each campus is different, Chief Riseling replied, none of the UW campuses meets the national standard for staffing. In that regard, she noted that some campuses contract out for counseling and that there are no counselors on the two-year campuses. At UW-Madison, there are dozens of cases each year that require police intervention; and the problem is growing. But there are not enough resources to meet current, much less future, needs.

Regent Crain observed that the relationship of mental illness to violence is confusing to the public and that the question of when to report bizarre behavior is a difficult one.

Ms. Hufendick concurred, adding that the commission needs to look at how to collect and store such information. Chief Riseling added that it is necessary to separate uniqueness from danger and that one bizarre act does not take a person far down the continuum toward violence. Ms. Hufendick added that often a number of people have little bits of information about a person's behavior and that it is important for someone to be able to put together warning signs and see the big picture.

Regent Connolly-Keesler pointed out that the campus also needs to coordinate with the community so that external systems can be made aware of possible problems.

Chief Riseling indicated that one challenge for the commission is to make layered recommendations, recognizing that campuses with armed and trained police are in a different position from campuses that rely on community police.

Regent Bartell, a member of the commission, noted that Virginia has a Governor's commission on this matter and that similar groups also are meeting in other states. Noting that there will be a number of reports and that mental health and educational experts will advise as to what should be done, he said that, once the board receives the commission's recommendations, there will be a need to address resource issues.

Regent Spector cautioned the commission not to become stymied by laws on privacy and to recognize that, in the best interest of students, some laws may need to be changed. He asked if the commission's work would be restricted to instances of shootings or would include other types of violence, such as bombings.

Replying that the commission's charge is focused on shootings, Chief Riseling explained that there is a base of knowledge on mass casualty shooters but that less is known about people who plant bombs or other devices. It was her belief, however, that plans to respond to shootings would be helpful in other disasters as well.

Regent Semenas commented that the judgment of when or whether to intervene would be difficult in some cases, such as one in which a person has done no more than write deranged fiction. Noting that he had served as a resident assistant, he said that guns on campus are a real concern and that resident assistants and others may not know what weapons any given student may have.

With regard to threat assessment, Chief Riseling observed that some campuses have very sophisticated systems for spotting red flags and police may intervene to detain a person for mental care. Noting that Chapter UWS 17 of the *Wisconsin Administrative Code* allows emergency suspension for not more than 30 days, she said that the commission would review that provision and explore what else might be done. For example, she indicated that there is need of options for "soft landings" to remove students undergoing mental crisis from the stress of going to school, but allowing them to return when they are better.

In reply to a question by Regent President Walsh about other universities where there had been mass killings, Chief Riseling identified the University of Montreal, Penn State University, the University of Iowa, and the University of Washington.

Regent President Walsh remarked that the challenge will be to obtain resources necessary to implement the recommendations and to persuade decision-makers that the threat is real.

Chancellor Wells noted that the standard ratio of one counselor to 1,500 students is an average and asked that the commission provide more specific advice as to what is needed.

Ms. Hufendick indicated that the need for resources on campus is related to what resources are available in the community as well. Chief Riseling emphasized that the commission is keenly aware of resource issues and recognizes that all campuses cannot have everything that might be desirable. A plan is needed to infuse resources where they are needed.

In response to a question by Regent Cuene, Chief Riseling said that an implementation process for the recommendations would be established.

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### **The Growth Agenda and Beyond**

President Reilly began his remarks by noting that this discussion responds to the board's desire for a big picture framework within which to consider future direction.

Recently, the chancellors and system administration leadership participated in a retreat, which was preceded by a roundtable discussion with business leaders. Three outcomes were sought: 1) to identify major issues going forward; 2) to provide some initial thinking about those issues; and 3) to consider the shape of a strategic planning process.

Noting that Regent President Walsh, Regent Vice President Bradley, Regent Burmaster, and Regent Crain also attended the business roundtable, President Reilly indicated that a presentation had been made by Dennis Jones, of the National Council of Higher Education Management Systems, on Wisconsin's challenges and opportunities from perspectives of national and international competitiveness.

The intention at this meeting was to relay initial thoughts and ask for regents' advice. At the June meeting, a more detailed plan would be presented; and Dennis Jones would return to make a presentation to the board.

President Reilly then referred to the UW System's vision: "The University of Wisconsin System will be Wisconsin's premier developer of advanced human potential, of the jobs that employ that potential, and of the communities that sustain it."

The Growth Agenda, 2007-09, he pointed out, is the first step toward fulfilling that vision. Its purpose is to make Wisconsin a competitive state in the 21<sup>st</sup> Century knowledge economy, with a high quality of life and a high per-capita income. Its goals are to:

- Produce more baccalaureate degrees
- Help attract more college-educated people to Wisconsin
- Help grow the jobs that will employ both.

President Reilly then presented some big-picture data that point toward future directions. With regard to the student pipeline, he referred to a slide showing progression of students from high school to college graduation. Wisconsin performs above the national average in rates of high school graduation and numbers who directly enter college, who enroll in the second year, and who graduate within 150% of program time.

However, the percentage of people age 25-44 with a bachelor's degree is 28.8%, which is below the national average and well below the 42.3% of the best performing state. At 27.3%, Wisconsin is also two percent below the national average in those people age 25-64 with a bachelor's degree.

With respect to earnings, he pointed out that, for the United States as a whole, the difference in median earnings between a bachelor's degree in a population aged 18-64 is \$20,000. The difference in Wisconsin is lower -- \$15,000 -- possibly because of the state's tradition of lower salaries and relatively higher earnings for jobs that do not require a college degree.

While Wisconsin is above the national average in patents issued per \$1,000 of gross state product, it is far below the national average and non-competitive in initial public offerings and in venture capital financing.

President Reilly then turned to a slide showing what would be needed to reach top performance by 2025. In the best performing countries, 55% of the population have college degrees. In order to reach that level, UW institutions and the Wisconsin technical colleges would have to produce 241,000 additional degrees beyond the current annual rate, or 12,000 more per year -- a 36.1% increase.

If there were no additional state investment, reaching that goal would require a 33.1% increase in tuition and fees. If tuition and fees stayed the same, the cost to the state would be \$545.6 million to educate the additional students, or a 34.4% increase.

For Wisconsin to get to where it needs to be, President Reilly said in summary, it will be necessary to have reinvestment by the state, additional money from tuition and fundraising, and greater success in attracting college graduates to the state.

He then discussed seven strategic planning issues.

1. Tuition/financial aid policy, state investment, and private investment. In considering the question of who should pay how much for what and where, topics might include: differential tuition, stratified tuition, how far to move toward higher tuition and higher aid, how far to move toward private funding of core activities at a public institution, and what portion of operations should the state be expected to supply.

A working group had been established to consider these issues, with Regents Crain and Falbo serving as members.

2. Degree program offerings, including which institutions should offer what kind of degrees, independently or through collaboration with each other.

In that regard, President Reilly noted a rising tide of institutional aspirations to offer higher degrees in order to better serve student need.

3. Enhancing quality and productivity, including how to advance quality in an environment of limited resources, when greater productivity is being demanded in all three facets of the UW's mission of teaching, research, and public service. Questions include what should the cost-per-student be to ensure quality and gain in productivity. In that regard, President Reilly noted that higher education differs from business with respect to lowering costs. If lowering costs in a business

causes loss of quality, that business would lose market share; whereas, in higher education, lowering quality too far causes loss in value of a degree, which results in harm to students.

Another question relates to whether more research can be connected to public service in ways that enhance the quality of both. Noting that this question is connected to the matters of patents and venture capital, President Reilly pointed out that basic research often stimulates applied research. One question is how to enhance those efforts.

4. Attracting, retaining, and graduating a wider, deeper cut of Wisconsin's population. Under this heading, one question is how to help create aspirations for and commitment to college education among a broader segment of the population. In looking for solutions, the President observed, there are strong roles for the Wisconsin Covenant, and Adult Student Initiative, the Equity Scorecard, and the successor to Plan 2008.

Other questions involve what changes the university needs to make to improve retention and graduation of traditional students and new student groups that it seeks to serve, and what changes the K-12 system needs to make for the same groups.

In that regard, President Reilly said that it will be necessary to plug leaks in the pipeline, both at the K-12 and the university levels.

5. Removing regulatory barriers to productivity and cost efficiency, including how to persuade the state to adopt the recommendations for regulatory flexibility put forward in the 2004 "Charting a New Course" strategic plan and whether there are additional kinds of red tape that should be cut to promote the Growth Agenda for Wisconsin.
6. More strongly linking university education and research to entrepreneurship and job creation in Wisconsin, including what the UW's role should be in strengthening the entrepreneurial culture throughout Wisconsin. In that regard, President Reilly noted that the state has a relatively conservative culture that needs to become more entrepreneurial and risk-taking. UW universities have started a number of programs to promote that kind of climate change.

Another question relates to what changes might be made in the university's research enterprise – research policies, practices, and expectations – that would connect it more fully to job creation and wealth generation statewide.

7. The role of the liberal arts and sciences, including how to reaffirm to students, families, and policy makers the importance of the liberal arts and sciences. In that regard, President Reilly pointed out that a liberal education is central to what students need to know and be able to do as citizens and professionals in a global environment – a centrality that is affirmed by every report on the topic from inside and outside the academy. While students tend to push for specialized, job-related program content, employers say that what is most important to them is a solid education in the liberal arts. Initiatives like Liberal Education and the American Promise (LEAP) need to be strongly promoted.



Turning to strategic planning principles, President Reilly outlined the following:

- Outside-in: think in terms of what the public and others need from the university.
- Lead from behind: Dennis Jones advised that where public universities have been successful, they have led by offering what they could do to meet the needs of others and asking for help in making that happen.
- It's about all of Wisconsin, not just the UW System. It is the Growth Agenda for Wisconsin as a whole.
- Involve faculty, staff, and student governance to provide broad input and buy-in.
- Involve players from outside the university – including elected officials – strategically in a way that respects their time and other obligations. Noting that this might be done through such means as focus groups, President Reilly said that care must be taken to ensure that the board's plan is not “dead on arrival” for lack of involvement by these leaders.

In discussion following the presentation, Regent Burmaster expressed agreement with both the issues and planning principles; and she emphasized the need to bring people together around a knowledge-based Grow Wisconsin plan, with the Growth Agenda as an essential component. Noting that not everyone needs to go to a four-year college, she suggested that the communication be broadened to encompass the technical colleges and the K-12 pipeline.

Stating his agreement, President Reilly said that it is important to send the message that students need some kind of post-secondary education and that a high school diploma is not adequate for today's work force.

Regent Salas commended President Reilly and Regent President Walsh for their work on the Growth Agenda and their testimony before legislative committees on the operating and capital budget requests. With regard to the latter, he noted the connection of adequate facilities to the ability to teach and learn effectively.

He was pleased to learn that tuition and financial aid had been identified as a primary issue for strategic planning, reflecting the board's concern about providing student access. He suggested that issue #4 be broadened to include the issues of access for low-income and non-traditional students and closing access and achievement gaps for students of color.

Regent Davis suggested that the principles include engagement of parents and communities across the state and particularly in Milwaukee. Participation and buy-in by these groups, she pointed out, is critical to the success of the plan.

As additional issues, Regent Loftus suggested examining the change in yield rate of applicants over the years; considering whether additional efforts should be made to increase non-resident enrollments on campuses where nonresident students have been priced out; increasing graduation rates on campuses where the rates are lower than on others; under-representation of men in the student body; strategy with regard to numbers of PhD programs; and encouragement of endowments by alumni.

Referring to discussion at the roundtable, Regent Crain noted the challenge presented by the perception that reducing costs will help the university to improve.

She expressed support for inclusion of the liberal arts among the strategic planning issues, noting that making a better society involves more than raising incomes.

Commending President Reilly for his presentation, Regent Spector observed that the more inclusive the process, the greater the yield in terms of ideas and buy-in.

With regard to the issues presented, he urged that excessive caution be avoided and that there be willingness to think new thoughts and be open to new ideas. He suggested consideration of changing the approach to compensation in order to make the state more competitive and consideration of changing laws that are unduly restrictive and limiting of needed flexibility. Regent Loftus added that many of those laws date from the time of merger.

With regard to the third issue, relating to quality and productivity, Regent Bartell asked how the point about losing the value of degrees could be made more persuasively.

Noting that this is a difficult matter to address, President Reilly indicated that reputational rankings have been used as one surrogate for value of degrees. Part of the task, he said, is to identify easily understandable quality indicators.

Congratulating President Reilly on his presentation, Regent Pruitt suggested talking about the Growth Agenda as the Growth, Access and Affordability Agenda. In that regard, he indicated that investments from both tuition and state funds will be needed.

As an additional issue, he suggested the future of graduate education at doctoral institutions as a topic integral to the Growth Agenda.

Regent Falbo pointed out that Wisconsin needs to be made more attractive to businesses. Without adequate employment opportunities, educating more students will not be enough to make the state successful.

Referring to the planning principles of leading from behind and planning from the outside in, Regent Rosenzweig asked if there are other states that have successfully produced the results being sought here.

Indicating that Dennis Jones could address this question at the June meeting, President Reilly observed that governors have played important roles in the success of such plans and that business support has been crucial.

Chancellor Wells added that Kentucky and North Dakota are two states that were mentioned by Mr. Jones.

Regent Rosenzweig felt that the greatest challenge would be to obtain civic engagement and buy-in.

Concluding the discussion, Regent President Walsh noted that legislators now view the UW and the Technical Colleges as part of the solution to growing Wisconsin. Going forward, it will be necessary to prove the case by continuing to provide data on the importance of education to the state's future.

Upon motion by Regent Pruitt, seconded by Regent Semenas, the meeting was adjourned at 1:05 p.m.

Submitted by:

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Judith A. Temby, Secretary

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