Board of Regents of the University of Wisconsin System
Office of the Secretary
1860 Van Hise Hall
Madison, Wisconsin 53706
(608)262-2324

February 27, 2004

TO: Each Charting A New Course Participant

FROM: Judith A. Temby

PUBLIC MEETING NOTICE

RE: Agendas and supporting documents for meetings of the Board and Committees to be held at the Friedrick Center, 1950 Willow Drive, Madison, on March 4, 2004.

Thursday, March 4, 2004

10:00 a.m. - 12:30 p.m. - Working Groups - Charting a New Course for the UW System

- Revenue Authority and Other Opportunities, Friedrick Center, room 453
- The Research and Public Service Mission, Friedrick Center, room 353
- Our Partnership with the State, Friedrick Center, room 154
- Achieving Operating Efficiencies reconvene, Friedrick Center, room 216
- Re-Defining Educational Quality reconvene, Friedrick Center, room 215

12:30 - 1:00 p.m. - Box Lunch
Friedrick Center, dining room

Information regarding agenda items can be found on the web at http://www.uwsa.edu/bor/meetings.htm or may be obtained from the Office of the Secretary, 1860 Van Hise Hall, Madison, Wisconsin 53706 (608)262-2324.

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AGENDA OF THE REVENUE AUTHORITY WORKING GROUP OF THE BOARD OF REGENTS OF THE UNIVERSITY OF WISCONSIN SYSTEM

Thursday, March 4, 2003
Friedrick Center, 1950 Willow Drive, Madison
Room 453
10:00a.m.

1. Call to order
2. Approval of minutes
3. Adopt resolution on Risk Manager
4. Cohort Tuition
5. Performance bond discussion
5. Campus development and best practices

February 27, 2004

MEMORANDUM

TO: **Revenue Authority Committee**

FROM: **David Olien**

RE: **Agenda item**

The following draft resolution has been prepared for consideration of the committee at our next meeting. Any suggestions on changes to this draft can be considered at our next meeting.

5. **The Revenue Authority Committee recommends that the UW System and Department of Administration jointly contract for an actuarial study examining whether creating a "captive" insurance company would result in financial savings. The Revenue Authority Committee also recommends that the UW System be added by the Department of Administration to the team negotiating the State's insurance policies to address the concerns raised by the Gallagher study.**

REVENUE AUTHORITY AND OTHER OPPORTUNITIES WORKING GROUP OF THE BOARD OF REGENTS OF THE UNIVERSITY OF WISCONSIN SYSTEM

Thursday, March 4, 2004

"Cohort Tuition"

Proposal

The Revenue Authority and Other Opportunities working group of the Board of Regents of the University of Wisconsin System recommends that the following action items be included in the "Charting A New Course For the UW System" final report:

1. Request that UW System Administration further study and report to the Board of Regents the effects of implementing cohort tuition for nonresident students in order to make nonresident tuition increases more predictable and potentially increase the number of nonresident students attending UW institutions. Cohort tuition options that should be considered include:
    - **A.** Guarantee nonresident students a single tuition rate for a specified length of time or number of credits; and/or
    - **B.** Guarantee nonresident students a single tuition rate that would increase each year by a predetermined factor (1%,2%...) or index such as the Consumer Price Index (CPI).

Background

Revenue Authority and Other Opportunities working group discussions have converged on the following views on cohort tuition:

1. Cohorts could be based on any number of criteria including residency status, class standing based on credits earned, years enrolled, traditional or nontraditional student status, or declared major.
2. Institutions have many options in determining the tuition charged to each cohort, including guaranteeing one set rate, increasing at a specific rate, or increasing at specific dollar or percentage levels.
3. Cohort tuition for resident undergraduates is not desirable at this time for several reasons: a) resident tuition rates remain low relative to peers; b) cohort tuition would likely limit the System's flexibility to control tuition revenues derived from resident undergraduate students; c) resident undergraduate tuition revenues are the single largest component of the System tuition revenue stream.
4. A significant benefit of cohort tuition is the ability to provide predictability in tuition costs for students and their families.
5. UW System nonresident students have experienced unexpected significant increases in tuition over the past 5 years.
6. The UW System has experience a sharp decline in the number of nonresident students in recent years.

7. With nonresident tuition rates at about 4 times the rate of resident tuition, and already near the top of each institution's tuition peers, either option A or option B could enhance the marketability of UW System institutions to nonresident students by providing predictable tuition rates to students and families.
8. Cohort tuition option A may limit the System's ability to generate sufficient revenues to cover budgetary costs if the state (a) continued to provide only modest GPR increases, (b) continued to ask UW System to absorb much of compensation increases from tuition, (c) assessed frequent administrative base cuts, and (d) continued to cap resident undergraduate tuition.
9. Option B provides additional flexibility to increase tuition revenues and thereby negates one potential shortfall of option A.

REVENUE AUTHORITY AND OTHER OPPORTUNITIES WORKING GROUP OF THE BOARD OF REGENTS OF THE UNIVERSITY OF WISCONSIN SYSTEM

Thursday, February 5, 2003

"Nonresident Tuition"

Proposal

The Revenue Authority and Other Opportunities working group of the Board of Regents of the University of Wisconsin System recommends that the following action items be included in the "Charting A New Course For the UW System" final report:

1. Change current Board of Regents Tuition Policy Principles to specifically address tuition setting guidelines for nonresident tuition rates.
2. Request that UW System Administration further study and report to the Board of Regents on additional flexibilities that may be granted to institutions, or piloted at one or more institutions, to allow them to target nonresident populations or majors in order to increase the number of enrolled nonresident students and achieve institutional or statewide priorities without decreasing access for resident students.
3. Request that UW System Administration further study and report to the Board of Regents on additional nonresident student "brain gain" strategies and proposals as outlined in the Governor's *Grow Wisconsin Workforce Development Initiative*. Additional institutional initiatives, such as that which was approved for UW-Platteville are encouraged, as well as system-wide proposals that target students who are most likely to remain in Wisconsin upon graduation.

Background

Revenue Authority and Other Opportunities working group discussions have converged on the following views on nonresident tuition rates:

1. Nonresident students pay tuition that far exceeds the cost of their education, allowing the UW System to use the "excess" resources to increase access for Wisconsin residents.
2. Attracting nonresident students to Wisconsin is a vital building block in the state's overall "brain gain" strategy.
3. Wisconsin resident students benefit educationally and socially by having a geographically heterogeneous campus.
4. Nonresident students are important to local economies as well as the overall state economy.
5. Nonresident undergraduate tuition rates have increased dramatically in the past five years, largely due to mandatory tuition surcharges of 5% per year that were included in the 2001-03 biennial budget.
6. Currently, all UW institutions rank near the top of their respective peer group for nonresident undergraduate tuition and mandatory fees.
7. While a number of factors impact the decision by nonresident students to attend a UW institution, price likely plays a significant role.
8. During the 2002-03 academic year, the UW System experienced a widespread reduction in nonresident undergraduate students which resulted in approximately $4-$5 million of related lost tuition revenues.

UNIVERSITY OF WISCONSIN SYSTEM

TUITION POLICY PRINCIPLES

Board of Regents
GUIDING PRINCIPLES*

1. Tuition and financial aid in the UW System should balance educational quality, access, and ability to pay.

2. As a matter of fiscal and educational policy, the state should, at a minimum, strive to maintain its current GPR funding share (65%) of regular budget requests for cost-to-continue, compensation and new initiatives, and fully fund tuition increases in state financial aid programs.

3. Nonresident students should pay a larger share of instructional costs than resident students, and at least the full cost of instruction when the market allows. ***Nonresident rates should be competitive with those charged at peer institutions and sensitive to institutional nonresident enrollment changes and objectives.***

4. Where general budget increases are not sufficient to maintain educational quality, supplemental tuition increases should assist in redressing the imbalance between needs and resources.

5. Tuition increases should be moderate and predictable, subject to the need to maintain quality.

6. GPR financial aid and graduate assistant support should "increase at a rate no less than that of tuition" while staying "commensurate with the increased student budget needs of students attending the UW System." In addition, support should also reflect "increases in the number of aid eligible students."

7. General tuition revenue (to cover regular budget increases under the standard 65% GPR and 35% Fees split) should continue to be pooled systemwide. Special fees may be earmarked for particular institutions and/or programs increasing those fees.

8. When considering tuition increases beyond the regular budget, evaluation of doctoral graduate tuition should consider impacts on multi-year grants and the need to self-fund waivers or remissions from base reallocation within departmental budgets.

*** Proposed modification by Revenue Authority and Other Opportunities working group (February, 2004)**

REVENUE AUTHORITY AND OTHER OPPORTUNITIES WORKING GROUP OF THE BOARD OF REGENTS OF THE UNIVERSITY OF WISCONSIN SYSTEM

Thursday, February 5, 2003

"Per Credit Tuition"

Proposal

The Revenue Authority and Other Opportunities working group of the Board of Regents of the University of Wisconsin System recommends that the following action items be included in the "Charting A New Course For the UW System" final report:

1. Request that UW System Administration recommend to the Board of Regents one or more additional institutions to pilot per credit tuition.
2. Request that UW System Administration further study and report to the Board of Regents the effects of implementing per credit tuition on a larger scale in order to generate additional revenues for the UW System and expand access to lower and middle income students.

Background

Revenue Authority and Other Opportunities working group discussions have converged on the following views on per credit tuition:

1. May be designed to be revenue neutral or revenue generating
2. May be structured to significantly increase revenues and at the same time reduce the overall tuition paid by most students taking 13 credits or less.
3. Even when structured to be revenue neutral, it may eliminate the tuition loss that institutions face when their mix of students becomes more heavily weighted to full-time students who take "free credits" within the plateau.
4. Part-time students would no longer subsidize full-time students through higher actual per credit costs.
5. Based on initial findings at UW-Stout, course drop-rates may decline. Reducing the drop rate should result in additional access for other students. Currently, some students within the plateau enroll in more courses than they intend to finish because there is no financial disincentive for dropping courses.
6. Students may benefit from a simplified tuition schedule, particularly those students that enroll in courses at more than one institution.
7. It is still unclear how student behavior may change. What will happen to time and credits to degree? Will it change the type of elective courses in which student's enroll?
8. Some of the uncertainty could be addressed by implementing new initiatives designed explicitly to reduce time and credits to degree.

Research & Public Service Working Group
March 4, 2004
Room 353, Friedrick Center
10:00 a.m.

AGENDA

1. Call to order

2. Approval of minutes of February 20 meeting

3. Preliminary recommendations discussion, including discussion of budget implications

4. Adoption of recommendations

Draft #2 – Research and Public Service Working Group
Public Service Recommendation

(a) Communication

Traditionally, universities have viewed their mission as teaching and research. More recently, and particularly in light of the fact that most states are facing severe deficits, universities are being viewed by their states as economic engines. Consequently, economic development is becoming as important a mission for universities as teaching and research.

Given that local business and community leaders and legislators have revealed a general lack of awareness of university resources available to assist local government and the private sector; given that the university has invested time and energy in four highly successful statewide economic summits; given that the primary service local employers desire from the university is a well-prepared cadre of graduates, in the liberal arts as well as in specific technical disciplines; and given that UW System chancellors and deans have made local and regional economic development and community partnerships a high priority during the past four years, the committee recommends that the university's role in economic development and business outreach be continued as a major UW System priority and that these activities be enhanced. Specifically, in this regard, the committee recommends:

- That a "front door" to the UW System be created to assist local businesses in accessing faculty and staff expertise wherever it exists.
- The UW System engage in a major public relations/communications campaign with external stakeholders to better inform them of what resources the university has to offer and how they can be accessed.
- That a comprehensive, targeted marketing campaign be undertaken in partnership with the private sector to address very specific Wisconsin workforce development issues – i.e., manufacturing, health care, new technologies.

Some examples of existing partnerships include:

  - The Wisconsin Economic Summits, co-sponsored by the University of Wisconsin System and the Wisconsin business community, which promote economic growth and the stability of the state of Wisconsin;

  - The Wisconsin Small Business Development Centers, which provide counseling, technology and information transfer and instruction to small businesses. Wisconsin's SBDC was first established in 1979 and was one of the first such organizations in the nation;

  - The UW System Business Consortium, a partnership of the business schools in the University of Wisconsin System formed to address the needs of businesses and other organizations in the state. The business schools work collaboratively, where appropriate, to offer both credit and non-credit programs to organizations and students utilizing new distance education technologies.

- The UW System continue to play a role in serving as a neutral convener of the many parties engaged throughout the state in economic development activities at the state, regional and local levels.

- That the Board of Regents seek ways to recognize and celebrate university leaders, faculty, staff and students who are having a major impact on the economic health of their communities.

Draft #2 – Research and Public Service Working Group
Public Service Recommendation

(b) Community and Civic Engagement

The faculty, staff and students of the University of Wisconsin System use their expertise to enhance communities beyond the classroom. Their efforts consist of service on national professional organizations, service within their own campuses, and service within their communities.

The Wisconsin Campus Compact is bringing together many Wisconsin higher education institutions to introduce more service-learning into the curriculum and to enhance student "citizenship" through a variety of civic engagement and volunteer activities. The Wisconsin Campus Compact is the only campus compact in the country working in collaboration with UW-Extension programs. Further, it works across public, private, two-year, four-year and technical educational institutions and focuses on economic development, extension service, resource sharing, student volunteerism, service learning, among other components.

Several examples of faculty, staff and students engaged in service include:

- Wisconsin K-16 AmeriCorps*VISTA Service-Learning Project: Faculty and staff at UW-Eau Claire, UW-Extension, UW-Madison, UW-Stevens Point, UW-Oshkosh, and UW-Parkside are currently involved in the *Wisconsin K-16 AmeriCorps*VISTAService-Learning Project.* The project places AmeriCorps*VISTA members at these campuses or in local community settings to assist as service-learning coordinators and support postsecondary faculty, staff and student connections with community-based organizations. The VISTA volunteers build service-learning connections between local elementary and middle school students, college students, and educators aimed at improving the academic achievement and aspirations of young students.

- The American Democracy Project: UW-Eau Claire, UW-Stevens Point, UW-La Crosse, UW-Parkside, UW-Oshkosh and UW-River Falls are each participating in the American Democracy Project. The goal of this project is to strengthen the American Association of State Colleges and Universities' affiliate efforts to "produce graduates who understand and are committed to engaging in meaningful actions as citizens in a democracy." The project is coordinated by the American Association of State Colleges and Universities and supported by the New York Times, Campus Compact, and other national partners.

- New Voters Project: Wisconsin Campus Compact is a partner in the New Voters Project, a non-partisan project funded through the Pew Charitable Trusts aimed at increasing 18-24 year-old voter participation by five percent in the November 2004 election. The New Voters Project will help support campus efforts to institutionalize voter registration and mobilization efforts.

Specifically, in this regard, the committee recommends:

- That the Wisconsin Campus Compact be congratulated for the early successes it has achieved and, further, that the University of Wisconsin System strongly support continued participation of the Wisconsin Campus Compact in service to communities across Wisconsin and encourages its continued growth.

Draft #2 – Research and Public Service Working Group
Public Service Recommendation
(c) Diversity

Wisconsin has among the highest high school graduation rates in the country; yet, Wisconsin has one of the lowest high school graduation rates in the nation for black students. According to 2001-02 Department of Public Instruction data, the graduation rate for white students is 90.83 percent and 59.87 percent for black students. Wisconsin has the second largest high school graduation gap between white and minority students in the country, according to a study conducted by the Civil Rights Project at Harvard University and the Urban Institute. The only state that fared worse in the study was New York.

The rate is abysmal in Milwaukee, where only 54.54 percent of black students graduate from high school. More than 62 percent of black students in the state of Wisconsin attend Milwaukee public schools. Further, there are similar low completion rates for targeted minorities, especially American Indian and Hispanic students.

Historically, Wisconsin has taken pride in providing opportunities for its citizens, regardless of income, to participate in higher education. However, in recent years, the UW System has seen a decrease in participation rates from the lowest income segment of the population. In 2002, only 11.2 percent of the UW new freshmen came from the lowest income quintile. The under representation of low income students can be attributed, in part, to the fact that low income students, on average, are less well prepared for college when they graduate from high school. However, even after adjusting for academic preparation levels, low income students have lower participation rates than their higher income counterparts. Clearly, income matters.

Further, the Working Group heard from the business community that it, too, needs a diverse pool of workers, which is daunting in terms of projections. While the college-age population is projected to increase, the minority population is growing at a faster rate than the population as a whole – a group that historically has encountered obstacles toward degree attainment. Steps will need to be taken to improve low-income and minority students' attendance and graduation rates if this state – and country – is to meet its future workforce needs.

It is important to note that the University of Wisconsin System has taken deep budget cuts in its state appropriations. The combination of deep budget cuts and rising costs of other parts of the state budget have forced our institutions to raise tuition in order to maintain quality and provide for increases in enrollment. Grant aid is especially beneficial for low-income students, who react more strongly to changes in tuition charges and aid than do middle- and upper-income students. Once again, financial aid, and especially grants, has had a positive influence on the postsecondary participation of low-income students, even after taking academic background and other factors into consideration.

The Research and Public Service Working Group believes that any plan to build a pool of students of color qualified to apply, be admitted to and potentially enroll in UW System institutions must focus on the Milwaukee public schools and its students. Further, the Working Group believes partnerships that build the educational pipeline to reach children and their parents at an earlier age should be expedited.

In 1997-98, UW System launched Plan 2008 to increase higher education diversity.

Further, the Working Group heard presentations from Dr. Christine Anderson, of the Milwaukee Partnership Academy, about the initiative to enhance the quality of teaching and learning in Milwaukee public schools. The committee enthusiastically supports and applauds this example of true partnerships. The committee also believes the MPA will positively impact graduation rates of students of color in Milwaukee.

The Working Group also heard a presentation from Dr. Paul Barrows about the University of Wisconsin-Madison's PEOPLE program, which works to increase enrollment in institutions of higher education for targeted populations. It is apparent from Dr. Barrows' presentation and from related studies that the program is highly successful. It has demonstrated that enrollment and graduation rates can be increased by pre-college programs that encourage students to aspire to opportunities available through higher education and assist students in developing critical academic skills.

Therefore, it is the recommendation of the committee that:

- Financial aid for low-income students is increased. Comparisons of college participation rates of students in the lowest and highest income groups and between minorities and whites show longstanding gaps with regard to higher education opportunities. This opportunity gap can be attributed to many factors, including a lack of financial resources to pay for college. These students face financial barriers to access and persist in higher education. Financial aid, and especially grants, has a positive influence on the postsecondary participation of low-income students. Accordingly, the Research and Public Service working group strongly recommends that financial aid – both state and federal – must be increased to enable these and other low-income students to go to college and graduate.

- The PEOPLE program, or other successful models such as the POSSE program or Chancellor Scholars program, should be replicated by other four-year campuses of the UW System to work with African American, American Indian, Asian American (especially Southeast Asian American), Latino and disadvantaged students. Similar pre-college programs have been established on other UW four-year campuses. The guaranteed admission and other features of these programs should be incorporated into pre-college, scholarship and mentoring programs at other UW four-year campuses, including those already established. In addition, pre-college programs should also focus on at-risk students to try to provide them with the incentives to stay in school, graduate and continue on to college.

- The Milwaukee Partnership Academy, a community-wide partnership devoted to the quality of teaching and learning in Milwaukee Public Schools, be strongly supported.

- Successful models, like the MPS Academy and UW-Madison's PEOPLE program, be identified and marketed by UW System.

Draft #2 – Research and Public Service Working Group
Public Service Recommendation
(d) Brain Gain and Economic Development

Over the past several years, the institutions that comprise the University of Wisconsin System have focused a significant amount of time and energy on developing strategies for supporting economic development in Wisconsin. Many of these efforts have been aimed at the generation of additional baccalaureate degree holders in the state, with a primary focus on adult students who have made a prior commitment to reside in Wisconsin. Working in partnership with the Wisconsin Technical College System, the following three initiatives will enhance access for underserved Wisconsin residents and provide for workforce development. To that end, the committee recommends:

- A Brain Gain Strategy for Wisconsin: The Center for Adult Access: The demand for higher education will continue to rise and will be driven by both students and employers at a time when public higher education institutions face diminishing state resources. Achieving this vision of lifelong learning for Wisconsin calls for more flexible responses on the part of providers to meet the needs of learners. Statistics indicate that Wisconsin's per capita income is below the national average ($29,270 versus the national average of $30,472) and considerably below per capita incomes in Minnesota ($33,101) and Illinois ($33,023), and falling further behind. There is a need to create significantly more high-paying employment opportunities within the state's economy and, equally important, to prepare Wisconsin's workforce to meet the increased demand for education, training and workforce skills. The creation of the Center for Adult Access to expand postsecondary opportunity for adult students is recommended.

- Stout Technology Proposal: Building upon its strengths, UW-Stout, a Malcolm Baldrige National Quality Award recipient and well-known and respected for its technology emphasis and its state-of-the-art educational delivery system, proposes establishing itself as one of the nation's premier institutions of workforce preparation in higher education. Endorsement of the proposal to align and cooperate more closely with the Wisconsin Technical College System to provide workforce education, development and solutions, to transform curriculum and delivery systems, and to serve in a national and state leadership role in technology education, service and business processes is recommended.

- Northeast Wisconsin Educational Resource Alliance (NEW ERA): NEW ERA is a consortium of leaders in the thirteen public colleges and universities in northeast Wisconsin fostering regional partnerships to serve northeast Wisconsin's educational needs. Further, it is working to provide resources for communities, businesses and local government and driving regional economic development and stability. To advance the economic vitality of the region, generate stakeholder commitment and support and enhance student navigation among NEW ERA institutions without duplication or unnecessary financial burden, endorsement of the proposal is recommended.

DRAFT # 2 – Research and Public Service Working Group
Research Recommendation

The University of Wisconsin's annual impact on Wisconsin's economy is $9.5 billion. UW institutions brought $590 million in federal and private research funding to Wisconsin in 2001-02. University research plays a critical role in the creation of new companies and ensuring a dynamic economy for Wisconsin.

Given that the 21st century economy will be knowledge-based, given that university jobs are "brain gain" jobs for the state, given the University of Wisconsin System's strong national reputation, and given UW-Madison's exceptional success in attracting research funding, this committee recommends the explicit promotion of academic research – both applied and basic – and development as a growth industry for the state of Wisconsin.

Specifically, in this regard, the committee recommends:

1. The strategic rebuilding of the faculty with the capacity to conduct research and scholarship in areas of national and state need, including greater recognition and reward for faculty whose research serves national, state, regional and local needs.

2. The creation of an incentive fund and infrastructure at the System level that will encourage faculty and staff collaboration across campuses, communities and disciplines to prepare competitive research proposals for the federal and state governments, private foundations and corporations and to take advantage of funding opportunities that require a broad geographic/interdisciplinary approach.

   Examples/models include:

- The Wisconsin Space Grant Consortium, which is the official face of NASA in the state of Wisconsin. Most of the Wisconsin universities, non-profits and businesses interested in space and aerospace are members of WSGC. The Consortium uses NASA grants to provide tens of thousands of grant dollars every year to enable undergraduate and graduate students, faculty, staff and industries to pursue aerospace-based scholarship and research studies in every field of discipline.

- WiSys Technology Foundation, Inc., which identifies innovative technologies developed throughout the University of Wisconsin System and brings them to the marketplace for the benefit of the inventors, their institutions, Wisconsin's economy and society as a whole.

3. An effort to address infrastructure needs on the campuses to enhance research capacity, including:
   - The need for additional/remodeled space
   - Supply and expense funding
   - Library resources
   - Funding to retain the UW System's top researchers, release time for faculty and summer salaries for faculty and staff
   - Training of faculty

4. The continuation of the Wisconsin Idea as a proud tradition of public service, built by the faculty and staff of the University of Wisconsin for more than 150 years by working with

government and citizens all over Wisconsin to help solve the most pressing problems confronting the state. "Wisconsin Idea Fellows" should be designated to work with the citizens of Wisconsin to define several major public policy areas where university expertise could appropriately be used to address and solve significant issues.

5. The creation of a Wisconsin Research Opportunities Fund that can be used for the development of federal grants and to provide federal matching funds and/or business research partnerships.

MINUTES OF THE RESEARCH AND PUBLIC SERVICE WORK GROUP OF THE BOARD OF REGENTS OF THE UNIVERSITY OF WISCONSIN SYSTEM

Via Conference Call
Friday, February 20, 2004
1:00 P.M.

PRESENT: Regent Danae Davis (presiding), Regent Connolly-Keesler, Chancellors Reilly and Wiley, Academic Staff Representative Hank, Faculty Representatives Erdman and Wood, Student Representative Amys, WARF Managing Director Gulbrandsen, Vice President Weimer, Assistant Vice President Andrews, and Executive Assistant to the Chancellor Sears.

The meeting was called to order at 1:00 p.m. The minutes of the February 5, 2004 meeting were approved.

The group determined that they would forward two recommendations for consideration at the Working Group meeting on March 4. The two recommendations would be in the areas of: (1) Research and (2) Public Service. The Public Service recommendation would include four categories: (a) communications, (b) brain gain and economic development, (c) volunteerism, and (d) diversity.

With regard to the **Research** recommendation, the committee asked that the following changes be made:

- In terms of creating an incentive fund, the statement should include the words "and communities," as follows: The creation of an incentive fund and infrastructure at the System level that will encourage faculty and staff collaboration across campuses and communities and across disciplines to prepare competitive research proposals for the federal and state governments, etc.

- The committee asked that examples/models be identified under the incentive fund statement; examples to include the NASA Space Grants and WiSys.

- Under the section about infrastructure needs, there should be a bullet added that addresses the training of faculty.

- Under the section about infrastructure needs, the committee asked that all the bullets pertaining to faculty salary be combined into one bullet.

- UW System and State of Wisconsin headings should be deleted from the draft recommendation.

With regard to the **Communication** recommendation, that will no longer be a stand alone recommendation, but will fall under a new category of **Public Service**.

The committee asked that the following changes be made to the **Communication** recommendation, including:

- An opening statement (to be submitted by Carl Gulbrandsen).

- Move the bullet, "That a front door" to the UW System be created for local businesses to help them access faculty and staff expertise wherever it exists," to the top (followed by the public relations/communications campaign to inform external stakeholders of what the university has to offer and a marketing campaign to address Wisconsin workforce development).

- Reward bullet #2 to stress partnerships to meet the needs of Wisconsin's workforce development.

- For bullet #2, the wording should include exploring private sector partnerships to address the staffing needs of certain programs.

- This section should also include examples.

- The last bullet should be revised with the words "recognize and celebrate," to say, "That the Board of Regents seek ways to recognize and celebrate university leaders, faculty, staff and students who are having a major impact on the economic health of their communities.

There will be a **Volunteerism** recommendation that will fall under the category of **Public Service**.

- The volunteerism recommendation will cite the Wisconsin Campus Compact, with a statement from the committee that it supports continued participation in communities, encourages its continued growth and cites examples of service-learning opportunities and early successes. These examples could include Vista, Wisconsin Vote project, and the American Democracy project. Chancellor Reilly to submit language and examples.

The **Diversity** recommendation will fall under the category of **Public Service**, and was amended as follows:

- The bullet regarding financial aid should be strengthened and tied to the effect that financial aid has on the participation of minority and low-income students in postsecondary education.

- The bullet regarding financial aid should be moved to the top.

- The summary should include comments from Frank Goldberg's presentation regarding income disparity issues.

- The summary should be shored up in terms of financial support and why it is important, i.e., a decrease in state aid, greater reliance on loans, will likely deter diversity.

- The summary should include a discussion of median income and why financial aid funding is important.

- The summary should include a statement that the university needs a diverse pool; otherwise, business will not recruit from the university – a sentiment expressed across the state by business leaders.

- The bullet regarding the PEOPLE program should incorporate categories of success models the committee wants to replicate, including PEOPLE, POSSE, Chancellor Scholars. In this regard, the recommendation should focus on long-term support for pre-college, aid, scholarship and mentoring programs.

- The recommendation should indicate that the working group enthusiastically supports the Milwaukee Partnership Academy.

- Chancellor Wiley offered to bring budget implications of the PEOPLE Program to the March meeting.

The fourth area under **Public Service** is **Brain Gain and Economic Development**.

- This segment should incorporate the three proposals presented by Chancellors Messner and Reilly, Chancellor Wells and Chancellor Sorensen at the February 5, 2004 meeting.

The committee directed Linda Weimer and Kris Andrews to work with University of Wisconsin System budget analysts to determine the fiscal impact of each proposed recommendation, and present to the March 4 meeting.

The meeting adjourned at 2:30 p.m.

Charting a New Course for the UW System

Committee on
Our Partnership with the State

Agenda

March 4, 2004
10:00 a.m.
Friedrick Center, Room 154

1. Review and discuss financial aid budget initiative

2. Further discussion of mechanisms for communication with legislative and executive branches of state government

3. Update on operating efficiencies

Achieving Operating Efficiencies Work Group
March 4, 2004, 10 a.m.
Friedrick Center, Room 216
Agenda

1. Approval of January 7, 2004 and February 5, 2004 meeting minutes

2. Capacity-related discussion topics:
    a. Capacity in context
    b. Student support services
    c. Faculty workload and productivity
    d. Campus facilities

3. Access-related discussion topics:
    a. General education requirements
    b. Options for high school students to earn college credits
    c. Distance education

4. Expanded preliminary work group recommendations

5. Additional recommendations
    a. Efficiency-related
    b. Access-related
    c. Other

6. Report format and schedule

7. Goals for April meeting

8. Other

Minutes – DRAFT
Achieving Operating Efficiencies Work Group
Board of Regents of the University of Wisconsin System
February 5, 2004

The Achieving Operating Efficiencies Work Group met at 10:35 a.m. at the Pyle Center, Madison, Wisconsin. All work group members were present: Regent Mark Bradley, (Chair), Regent Nino Amato, Vice President Debbie Durcan, Student Representative Alan Halfen, Chancellor Douglas Hastad, Academic Staff Representative Therese Kennedy, Chancellor Jack Miller, Regent Jose Olivieri, Faculty Representative Lisa Seale, Regent Emeritus Jay Smith, Chancellor Charles Sorensen, Vice Chancellor Andrew Soll, and Director of Operations Review and Audit Ron Yates. Also present were Assistant Vice President Nancy Ives and Assistant Director of Operations Review and Audit Jane Radue.

Transforming Instructional Delivery

The Achieving Operating Efficiencies Work Group initially met in joint session with the Re-Defining Educational Quality Work Group; the groups were joined by Dr. Alan Guskin of the Project on the Future of Higher Education, who had just completed a presentation to all Charting a New Course work groups. Regent Bradley began the meeting by stating that the joint meeting's purpose was to identify and try to answer a focus question that involves both groups. Regent Bradley called upon Vice President Durcan to focus the discussion, based on last month's Achieving Operating Efficiencies meeting.

Vice President Durcan indicated that the Achieving Operating Efficiencies Work Group was interested in how to achieve greater efficiency in instructional delivery. Traditionally this has been done by serving more students through an increase in faculty workload, thereby decreasing the cost per student; however, this could diminish the quality of education. Also, she posed a question about what kind of investment would be needed to generate the kind of change about which Dr. Guskin had spoken. Regent Bradley suggested the groups imagine that they are charged with implementing this change.

Sr. Vice President Cora Marrett added that a vision of student learning and quality as the drivers of change also brought the groups together; these should be emphasized, and then efficiencies can be identified. She also asked: 1) how the groups can draw upon existing experiments in alternative methods of instructional delivery; and 2) who needs to be in the conversations leading to enhanced learning and quality outcomes. Regent Fred Mohs, chair of the Re-Defining Educational Quality Work Group, further suggested the need for a framework for encouraging experimentation and innovation.

Dr. Guskin responded that the nature of the framework needs to be substantial – perhaps 800 to 1,000 students and a related ratio of faculty – with the faculty given time to work with the administration to carefully plan a meaningful experiment; also, there should be more than one experiment.

Chancellor Miller cited the Western Governors University model as an example of using objectives and learning outcomes, assessment, contracts for software, and mentors, while lessening the investment. Dr. Guskin replied that Western Governors University made mistakes; it did a wonderful job on assessment-of-learning issues, but it used on-line programs at traditional institutions for its delivery system. It was cost effective, but not innovative. The University had to contend with the existing problems at the institutions with which it worked. Also, Dr. Guskin commented that he liked the mentoring system; but distance learning can be used only in limited programs, because undergraduate education requires significant interaction with faculty.

The discussion turned to UW-Stout's effort to become a charter institution and the possibility of using UW-Stout as a model. Dr. Guskin suggested that UW-Stout, although innovative, has restrictions just as the other campuses have. He said he would not suggest choosing a single institution as a model because of the political problems inherent in imposing one model on other institutions. He suggested that student-to-faculty ratio and funding are controlling issues, but within these constraints it is important to start a totally new model. Dr. Guskin responded similarly to a suggestion to implement the "Carol Twigg model," used as a way to design a statistics course at Pennsylvania State University. Dr. Guskin said that a systemwide policy would create conflict on campuses. He said faculty are under stress, and they know that change has to occur; they should be encouraged to be creative and to develop experiments at individual campuses.

UW-Madison Provost Peter Spear noted that there are a number of experiments going on at UW-Madison. He agreed with Dr. Guskin that having a mandated process will not work and that there are faculty interested in conducting experiments. He noted, though, that resources are an issue; there needs to be a reward system for faculty who participate in the experiments. He also suggested that experiments need to be incremental and discarded if they fail, adopted if they succeed. He asked whether there is evidence that innovation in delivery modes saves money.

Dr. Guskin said Carol Twigg's work has demonstrated savings. The problem with the incremental mode is that all of the basic costs are still present, plus the costs of the experimentation. Until a significant change is made in the delivery system, the existing costs remain. He stressed that more than one experiment is needed. Also, he said that UW-Madison is too large and complex to be a good starting point for experimentation, although it might work to try experiments in individual schools or colleges at UW-Madison. A college within an institution might be a possible venue, if it is "bounded," so that it has fewer requirements and an existing infrastructure of software, etc.

Regent Mohs asked Dr. Guskin what question should be posed to faculty to prompt them to suggest experiments. Dr. Guskin suggested first setting the financial and quality parameters; he then listed some possible criteria – the experiment should be cost effective, be of high quality, and use the best that we know about teaching and learning strategies. The first order of business would be to set the vision. This could be done, for example, by 150 faculty in three groups of 50; these faculty would agree to the set of learning outcomes that are common across the three groups. The vision must be clear, strategic and directional. The faculty would communicate the

proposed vision to the leadership of the System and institutions, who would facilitate the process by supporting the vision if they find it acceptable.

Regent Emeritus Smith reiterated the importance of first articulating the intended accomplishments. He noted that unlike in the business world, change occurs slowly in higher education; but he suggested that faster change seems to be required in the current environment. He said that both short-term and long-term decisions are necessary. Dr. Guskin affirmed that change in higher education takes a long time; he said that change in the past has been more evolutionary, and that will not work anymore. It is necessary to celebrate the small victories that occur in the process of change. Leaders need to be creative and know how to plan and how to motivate people.

Faculty Representative Seale asked about the long-term effects of outsourcing, using librarians differently, and other instructional methods, as well as about reducing instructional costs for faculty. Dr. Guskin replied that the cost of educating each student would be reduced by shortening the amount of faculty time with each student, while also increasing quality. Ultimately, fewer faculty would be teaching; this could be planned and accomplished carefully through retirements. Using new methods of learning will free up faculty time. Dr. Guskin said that he fears that if nothing is changed, the faculty will be ruined.

Faculty Representative Cliff Abbott noted that there is a fundamental tension between quality and efficiency. Education is an on-going search for the truth, so the challenge is to not look for the optimum solution; this would interfere with quality education. Dr. Guskin agreed that there is no single right way; this is the reason for experimenting.

Regent Bradley thanked Dr. Guskin. The joint meeting adjourned at 11:20 a.m.

Prospective Achieving Operating Efficiencies Recommendations

The Achieving Operating Efficiencies Work Group reconvened at 11:30 a.m. to discuss the January 28, 2004 working draft of the Achieving Operating Efficiencies Work Group Preliminary Recommendations. Regent Bradley said that some recommendations were still being developed and will be provided in time for the March meeting.

Regent Bradley led a discussion of each draft recommendation:

Budget-Related Items

1. The capital building program recommendation follows from the earlier discussion on this topic. (No discussion.)

2. The procurement-process recommendation came out of the report and discussion on consortium contracts for purchasing. (No discussion.)

3. The cash-management and investing recommendation could be controversial, depending on how it is discussed with the Governor and Department of Administration. If the

recommendation is to "let us handle our cash," then this has an effect somewhere else in state government. The recommendation would be: 1) the state of Wisconsin would allow the UW System to manage its own cash; 2) the UW System would make the state whole by the amount of interest earnings the state is now getting; and 3) the UW System would then keep any increase in earnings. Regent Olivieri asked what happens if there is a loss; Director Yates suggested that the risk of a loss is low, because the UW System would make longer-term investments. A brief discussion about the mechanics of implementation followed. Regent Emeritus Smith stated that this cash-management idea has been around for a long time; the current version offers a new twist in that it gives the state an incentive to approve it, so that is an improvement. Vice Chancellor Soll suggested that the capabilities of the accounting system can be used to time payments; Regent Bradley said that this should be incorporated into the recommendation.

4. The recommendation regarding collaborative programs needs further explanation so that readers will understand what is meant. Vice President Durcan noted that the recommendation refers to the January paper on collaborative programs and the examples of institutions' sharing staff expertise and combining resources. During a discussion about whether this recommendation has budgetary impact, Director Yates said that funding reallocation has been used in the past. However, Vice President Durcan said that there might be new costs; the West Central Wisconsin Consortium, for example, had a program director and other costs.

Non-Budget-Related Items or Items with Unknown Budget Impact

5. During the discussion of the recommendation to study administrative functions for possible improvement, Regent Emeritus Smith suggested that "administrative functions" be changed so that readers do not conclude that this refers to "central administration." "Non-teaching services across the System" was suggested as an alternative. Also, Vice Chancellor Soll suggested that including the savings achieved at other higher education institutions is risky, because this may not predict the UW's savings. Regent Olivieri commented that he would like to see more recommendations that pertain to what the UW System can do differently without needing state approval. Regent Amato suggested adding a timeframe for the studies described in this recommendation.

6. The recommendation related to periodic review of the UW System's and institutions' missions was discussed in the context of Dr. Guskin's emphasis on vision, rather than mission, as a guide for change. After some discussion, group members concluded that the recommendation needs to be expanded to reflect the importance of alignment among institutional mission, vision, priorities, and budget. This recommendation will be moved up on the list.

7. The recommendation on academic program review was discussed as a resource issue; using criteria to trigger program reviews could help ensure unneeded programs are eliminated, leading to cost savings. This recommendation also will be moved up on the list.

8. The recommendation on lateral reviews needs further explanation. Also, Chancellor Miller suggested changing the reference to continuing the lateral review process, since "continue" does not convey the impression of a bold initiative; "reinstate" or "implement" were suggested as alternatives. It was also suggested that lateral reviews be incorporated into the program-review recommendation and that consideration of state needs, as well as student needs, be listed as benefits.

The recommendations will be revised for discussion at the next meeting.

Vice President Durcan asked whether the group wants to follow up on the joint discussion with Dr. Guskin by developing a recommendation on experimentation in student learning. The ensuing discussion covered: 1) the possibility of recommending pilot and incubator programs; 2) questions about whether such a recommendation would be an initiative for the budget or a reallocation effort; and 3) a suggestion to enhance the existing quality of the faculty-staff interaction by finding ways to save faculty time. The group concluded that any recommendation about experimenting with methods for enhancing instructional quality would need to be developed jointly with the Re-Defining Educational Quality Work Group. Vice President Durcan and Director Yates will coordinate with staff for that group.

The meeting adjourned at 12:40 p.m.

Achieving Operating Efficiencies Work Group
March 4, 2004
Discussion Paper: Student Support Services Capacity

The Achieving Operating Efficiencies Work Group expressed interest in examining capacity utilization. The central issue to capacity utilization is how the UW System can serve more students with existing resources. This paper is one of three papers addressing capacity utilization and focuses on student support services. The goals of this discussion paper are to: 1) provide a flavor of the different types of student support programs; 2) discuss the current student support services capacity in the UW System and how the UW compares to national standards or other institutions; and 3) offer examples of where efficiencies have been achieved in student support services.

STUDENT SUPPORT SERVICES

According to the Council for the Advancement of Standards (CAS) in Higher Education, student support services encompass a comprehensive range of programs and services aimed at "promoting learning, personal development, and retention for college students."[1] Table 1 lists examples of the academic and non-academic student support services that UW institutions commonly offer, based on information posted on UW websites and program definitions in the UW Shared Financial System.

Table 1
Examples of Student Support Services

PROGRAMS	EXAMPLES
Academic Support Services	
Course and Classroom Support	Library Resources; Educational Media Services; Academic Computing Support; Services for Students with Disabilities; Adult Student Services.
Student Services	Admissions and Enrollment Services; Academic Testing and Placement; International Student Services.
Generalized Skills and Enhancement	Tutoring Services; Study Skills Workshops.
Personal Development and Planning	Academic Advising; Mentoring Programs; Orientation; Career Counseling; Personal Counseling.
Non-Academic Support Services	Student Housing; Food Services; Parking; Transportation; Student Union; Financial Aid; Student Health Services; Child Care Services; Intramural Athletics; Intercollegiate Athletics; Student Records; Social and Cultural Development.

At many higher education institutions, including some UW System institutions, the boundaries between academic and non-academic support programs are diffused because of funding, administrative structure, and institution focus. For instance, a number of UW institutions have integrated aspects of academic support services with student housing. In addition to offering tutoring and computing support services at the residence halls, students with similar academic

[1] Council for the Advancement of Standards Self-Assessment Guide. December 12, 2003. <http://www.csustan.edu/President/StrategicPlanning/pages/Goals-Pathways2Future/Goals/6-Goal.pdf>.

interests or freshmen and their mentors are housed in specific residence halls in order to create a living environment conducive to learning.

How much UW System institutions actually spend on student support services alone is not easily determined. UW System institutions report their costs through the UW Shared Financial System, and the expenditures are rolled into 11 broad programs or activities. While some expenditures for academic services, such as faculty advising, are reported under instruction, expenditures for student support services are reported in any of these three categories:

- Student services: Student services include funds expended for offices of admissions, registrars, and those activities whose primary purpose is to contribute to the student's emotional and physical well-being and intellectual, cultural, and social development outside the context of the formal instruction program. Included are expenditures for student services administration, student data processing, social and cultural development, intercollegiate athletics, counseling and career guidance, financial aid administration, student admissions, student records, student health services, child care services, educational opportunity, transportation services, and related mandatory transfers/debt service.

- Academic support: This category includes funds expended for services that support UW institutions' primary mission of instruction, research, and public service. Expenditures for some student support services, such as libraries, ancillary support, academic advising, instructional technology, and academic computing support, are reported under this category.

- Auxiliary enterprises: This category includes funds expended for self-supporting programs that exist to furnish goods or services to students, faculty, or staff. Expenditures related to student support services that are reported in this category include housing services, food services, retail sales, and parking services.

Table 2 shows the expenditures and funding sources for these three categories in 2002-03.

Table 2
Expenditures and Funding Sources for Student Services, Academic Support, and Auxiliary Enterprises

PROGRAM	FUNDING SOURCE			TOTAL
	General Purpose Revenue	Program Revenue	Segregated Funds	
Student Services	$107 million	$7.8 million		$114.9 million
Academic Support	$256 million	$1.2 million		$257.3 million
Auxiliary Enterprises		$251.8 million		$251.9 million

Source: UW System Financial Administration

UW System does not establish a funding formula or set specific funding amounts for student support services. The practice is not unique to the UW System. Very few states or higher education institutions have established a funding formula for student support programs. Among those that established a funding formula, the formula varies considerably.

STUDENT SUPPORT SERVICES CAPACITY

Measuring student support services capacity is extremely difficult because of the nature of these programs. Some services, such as academic advising, student data processing, or counseling, are process oriented and would require assessment of processes before a determination could be made whether capacity exists to serve additional students. Other services, such as student housing and libraries, to a certain extent, are heavily dependent on physical space. Capacity has to be assessed within the framework of the institutions' mission and goals for each particular student support service, including the goal of maintaining quality. Furthermore, the lack of quantitative standards and the different structure of student support programs make comparison difficult. While some national standards exist for selected programs, the standards provide qualitative criteria more than they establish specific quantities.

To highlight the complexity surrounding the determination of capacity, below are discussions of three services – on-campus housing, academic advising, and library resources. Existing capacity, comparative standards, and future considerations were examined in each area. These three programs by no means reflect all the intricacies of all student support programs. Also, they are not necessarily more significant than other programs.

On-Campus Housing

In 2003, the UW System Office of Operations Review and Audit conducted a review of UW residence halls programming, occupancy requirements, and safety.[2] UW System policy requires certain freshmen and sophomores attending most UW System institutions to live in residence halls. Included in the review was an analysis of UW institution housing capacity and occupancy rates between 2000 and 2002. The analysis revealed that the systemwide three-year average revenue occupancy rate, which is derived using each UW institution's reported revenue capacity and the total number of revenue generating residents, was 100 percent. (See Table 3.) The occupancy rate has deviated very little during the three years.

With the majority of residence halls at or near capacity, a number of changes would have to be made in order to serve more students. Although the UW building program is funded largely by bond revenues, residence halls are self-supporting enterprises paying their own debt service. Thus, constructing new residence halls would be one option. However, the current state building program process hinders the speed at which the UW System could respond to enrollment growth. Modifying the current building program process to enable the UW System to effectively respond to enrollment growth might require statutory changes. If the UW System could issue its own program revenue bonds, it would be more responsive to an increased demand for housing. To achieve greater efficiency in their building programs, some higher education institutions have set up separate non-profit organizations to manage auxiliary enterprises and to issue debt, while others have outsourced on-campus housing.

[2] Final report has yet to be issued.

Table 3
UW Institution Housing Capacity and Occupancy Rate
Three-Year Average: Fall 2000 to Fall 2002

UW INSTITUTION	HOUSING REVENUE CAPACITY	REVENUE GENERATING RESIDENTS	AVERAGE OCCUPANCY RATE *
Eau Claire	3,633	3,816	105%
Green Bay	1,545	1,497	97%
La Crosse	2,724	2,795	103%
Madison	6,806	6,874	101%
Milwaukee	2,453	2,454	104%
Oshkosh	3,316	3,277	99%
Parkside	735	721	98%
Platteville	2,251	2,142	95%
River Falls	2,110	2,126	101%
Stevens Point	3,041	3,002	99%
Stout	2,660	2,623	99%
Superior	667	567	85%
Whitewater	3,787	3,657	97%
Total/Average	35,627	35,551	100%

*The institutions that are above their revenue capacity typically house students in residence hall lounges or dens; UW-Eau Claire also contracts for hotel space for students.
Sources: UW System Residence Hall Occupancy Reports, Fall 2000, Fall 2001, and Fall 2002

Academic Advising

Another student services area that would be affected by an increase in the number of students is academic advising. Academic advising services are intended to help students understand the academic landscape and to provide support as they proceed through their college education. In addition to a generally positive impact on the students' academic performance and on students' personal satisfaction with their college experience[3], some leading researchers and experts in academic advising suggest that improvements in advising systems result in substantial increases in student retention.[4]

The structure for academic advising varies considerably from institution to institution and even from school to school within the same institution. This complicates any determination of available capacity. Nonetheless, certain academic advising services are common at higher education institutions, including UW System institutions:

- Faculty advising: Virtually all faculty members advise students. Faculty advisors provide students with information about departmental requirements; help them develop a course of study; and provide advice, counseling, and assistance as students progress through their programs. According to a survey by the American College Testing (ACT) Program, faculty

[3] Faber, Brenton and Catherine Avadikian. *Writing Centers and Academic Advising: Towards a Synergistic Partnership*. January 2, 2004. < http://wac.colostate.edu/aw/articles/faber_avadikian2002/faber_avadikian2002.pdf>.
[4] Gordon, Virginia. *Handbook of Academic Advising*. Westport, CT: Greenwood Publishing Group, 1992.

provide the majority of academic advising in colleges and universities.[5] Faculty in business and humanities programs at six institutions that participated in a survey reported spending between 10 and 20 percent of their time each week advising students.[6]

Estimating advising capacity is complicated by faculty members' need to balance advising with other responsibilities. For example, a self-study of academic advising at the University of New Hampshire found that the demanding schedules of faculty leave scarce time for advising; even though faculty typically believe advising is part of the job, there are few rewards for good advising. Further, advising carries little formal recognition in the promotion and tenure process.[7] In addition, at many higher education institutions only tenured or tenure-track faculty advise students, but at some institutions academic staff also carry an advising load. The assignment of advising responsibilities can affect an institution's capacity to advise additional students.

- School or college advising: In addition to the advising services provided by the faculty, some institutions may also develop advising services at the school or college level. School or college advising services help students choose a major based on their skills, interests, and life goals; help students choose their major advisors; and link students with other social, cultural, and academic support services available on campus.

- Campus-wide advising: Campus-wide advising services may be established for specific purposes, such as freshman, at-risk-student and transfer-student advising; cross-college advising; or coordinated advising among the various departments.

The school or college and campus-wide advising services are intended to supplement faculty advising. The services are typically provided by non-instructional academic staff with specialized training in student personnel work and counseling.

The UW System has established a systemwide task force on academic and career advising to develop strategies for enhancing advising. Some initiatives of the task force include supporting campus efforts to assess advising programs, developing a website on best advising practices and principles, securing funding for unmet advising needs at UW System institutions, and providing training and professional development for advisors.

Student-to-faculty ratios are not typically included in advising standards. The standards for academic advising adopted by the National Academic Advising Association[8] and by some higher education institutions, such as University of Texas at Austin and California Polytechnic State University, focus largely on the values of academic advising. (The National Academic Advising Association is an organization of professional advisors, faculty, administrators, and students who

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[5] Habley, Wesley and McCauley Morales (Eds.). 1998. *Current Practices in Academic Advising: Final Report on ACT's Fifth National Survey of Academic Advising*. National Academic Advising Association & ACT Inc. Monograph Series No. 6.

[6] See footnote 3.

[7] University of New Hampshire. *NEASC Self-Study*. December 12, 2003. <http://www.unh.eud/neasc/doc/advising_report.pdf>.

[8] NACADA. (1994). *NACADA Statement of Core Values of Academic Advising*. December 12, 2003. <http://www.nacada.ksu.edu/Clearinghouse/Research_Related/corevalues.htm>.

do academic advising or otherwise work to promote quality academic advising on college and university campuses.) The standards and guidelines for an academic advising program established by the Council for the Advancement of Standards in Higher Education (often referred to as CAS standards) provide only general parameters for academic advising. None of these standards establish quantitative criteria, such as desirable advisor-student ratio or amount of funding, for academic advising. However, a review of literature and some higher education institution websites reveals some information on quantitative criteria for academic advising. For instance:

- Cornell expects each faculty member to advise at least ten undergraduate students, including freshmen and sophomores who have not yet declared their majors and upperclassmen in the faculty member's department.[9]

- Bismarck State College faculty members cannot have more than 50 advisees except under special circumstances.[10]

- A national survey by the ACT Program found that the mean advising loads for full-time faculty at two-year and four-year public colleges were 30 and 26, respectively.[11]

- The ACT Program director recommended a target ratio of 300 students per staff person in a full-time advising position.[12]

UW System institutions do use the CAS standards as guidelines for their academic advising programs, but they do not set advising load criteria. The advising load is determined by the department, and the load varies from department to department and even from major to major. UW System does not track advising load centrally. Academic advising capacity at UW institutions is best determined by the institutions, taking into account at least the following factors: 1) goals and expectations for advising; 2) methods for assigning students to advisors; 3) approach to advising; 4) faculty and staff advisor workload; and 5) use of advising-enhancing technology, such as e-mail, access to student records, and other Internet resources.

Libraries

Libraries represent another student support service that would be affected by adding students. UW System has a total of 47 library service outlets – 19 at UW-Madison, 13 at UW Colleges, four at UW-Milwaukee, and one at each of the remaining institutions – and spent over $64 million in 2001-02 for library services. (See Table 4.)

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[9] Cornell University. *Academic Advising Is Important in Undergraduate Education.* December 12, 2003. <http://www.arts.cornell.edu/stu-adv/fachnbok/sec1.htm#div2-1>.

[10] Bismarck State College. Faculty *Workload Policy*. January 6, 2004. <http://www.bismarckstate.edu/hr/facpol/fac11.pdf>.

[11] National Academic Advising Association. *Advisor Load.* January 6, 2004. <http://www.nacada.ksu.edu/Clearinghouse/Advising_Issues/advisorload.htm>.

[12] UW System 2001-03 Biennial Budget Proposal.

Table 4
UW Library Staffing, Expenditures, and Volumes: 2001-02*

UW INSTITUTION	STAFF (FTE)	TOTAL EXPENDITURES	LIBRARY VOLUMES
Eau Claire	49.03	$3,016,638	760,658
Green Bay	24.59	$1,302,812	339,003
La Crosse	34.41	$2,200,856	658,581
Madison	513.00	$33,614,104	6,216,006
Milwaukee	267.00	$7,713,392	2,141,859
Oshkosh	35.44	$2,327,489	580,127
Parkside	20.20	$1,352,791	396,291
Platteville	34.45	$1,583,461	n/a
River Falls	27.50	$1,242,309	300,715
Stevens Point	46.85	$2,485,783	1,002,381
Stout	37.45	$2,159,306	218,673
Superior	17.35	$730,619	252,155
Whitewater	31.64	$2,001,584	647,029
Colleges	49.11	$2,316,576	538,866
Total	1,188.02	$64,047,720	14,052,344

*Library data are collected only every other year. Data for 2001-02 are the most current.
Source: UW System Office of Learning & Information Technology

The capacity of UW libraries is dependent on a combination of factors. Some of the factors include:

- Building resources: How much space is allocated for collection storage, for study and research, for staff workspace, and for library service functions; how the space is organized and used; and where the library space is located relative to other campus activities.

- Services: What services are provided, hours of operation, and accessibility of library resources to the users.

- Staffing: How the libraries are staffed and whether the staff have the appropriate level of knowledge and skills.

- Collections: The size of library collections, the formats in which the collections are available, how the collections are accessed and managed, and how UW library collections are shared among UW System institutions.

Standards for college libraries, which are widely accepted by higher education institutions, are developed by the Association of College and Research Libraries, a division of the American Library Association. The Standards for College Libraries, which the UW doctoral and comprehensive institutions follow, were approved in 2000. The Standards for Community, Junior, and Technical College Learning Resource Programs, which the UW Colleges follow, were approved in 1994. The community college standards and subsequent college library standards relied heavily upon specification of quantities as standards, such as size of library collections, student seating, and library staffing. The current college libraries standards have

shifted away from the input-based standards to include outputs and outcomes. Rather than specifying the quantities, the new standards encourage college libraries to choose their own peer groups for comparison and to assess other essential aspects of library operations, such as planning, services, access, administration, budgets, and policies.

In addition to the changes in the standards, the nature of library services has changed significantly. UW System libraries have collaborated in cooperative collections development and universal borrowing. Cooperative collections development enables UW System institutions to reduce duplication of purchases and to make some purchases which individual institutions alone would not have been able to afford. Universal borrowing allows UW students to access library resources from any UW System library. Cooperative collections development and universal borrowing can significantly increase UW library capacity, which would have been constrained by physical space at the individual institutions.

In addition to cooperative collections development and universal borrowing, technologies have greatly reduced physical storage spaces, while enhancing access to and delivery of library collections. Some UW librarians consulted for this paper indicated that their libraries can potentially absorb an additional 5 to 10 percent increase in enrollment at little cost by expanding electronic access and redesigning the existing spaces alone.

EFFORTS TO ACHIEVE EFFICIENCIES IN STUDENT SUPPORT SERVICES

The preceding discussions of on-campus housing, academic advising, and library resources highlight the difficulty of assessing UW institutions' student support services capacity. Other student support programs offer their own unique challenges. Despite the lack of a definitive answer to the question of whether UW System can serve more students with existing resources, it may be possible to expand student support services capacity. However, increased enrollment would affect the quality of services, such as causing longer waits for students to see advisors or unavailability of certain library resources at the time they are needed.

UW System institutions may be able to absorb a small increase in enrollment with the existing resources by seeking ways to improve performance or to reduce costs in the various programs. UW System institutions and other higher education institutions have demonstrated some success in achieving greater efficiencies in student support services through various methods. For example:

- Program restructuring: Program restructuring is the redesign of organization and management structures and processes to achieve greater efficiencies. UW-Eau Claire merged the Educational Opportunity Office, the Center for Academic Personnel, and Career Development into the Academic and Career Services unit. The merger eliminated one administrative position.

- Use of technology: UW-Milwaukee used dedicated computers for continuous student registration. The change resulted in eliminating the need for in-person registration, which involved hours of staff time.

- Outsourcing and privatization: A 2001 survey by Arizona State University revealed that 75 percent of the participating colleges and universities had outsourced their food services.[13] The same survey found that 46 percent of the colleges had outsourced their bookstores. A number of UW institutions, including UW-Eau Claire, Parkside, Platteville, River Falls, and Stout, have outsourced their bookstores. Outsourcing the bookstore at UW-Stout has resulted in savings on remodeling costs, inventory purchases, and commission payments. The University of Texas-Dallas has outsourced a portion of its student housing in order to offer on-campus housing without having to make a capital investment or fund the infrastructure to manage housing operations. The university estimated $500,000 in annual savings from privatizing on-campus housing.

- Collaboration: UW System libraries have collaborated in collections development and universal borrowing. The collaboration enabled UW System institutions to reduce duplication and to expand access without additional costs.

Improving efficiency does not directly or automatically result in increased capacity in all cases. However, some programs may be modified to serve more students by consolidating certain functions or streamlining program processes and by reinvesting the savings to build up capacity.

CONCLUSION

The question of whether student support services can support a potential increase in enrollment can only be answered after a complete assessment of the administration, management, and processes of each student support service. The assessment would be best conducted by the UW institutions themselves, as the capacity in each area will need to be assessed within the framework of the institutions' mission and goals for each particular student service.

[13] Agron, Joe. *Privatization/Contract Services Survey*. January 6, 2004. <http://images.asumag.com/files/134/109as23.pdf>.

Achieving Operating Efficiencies Work Group
March 4, 2004
Discussion Paper: General Education Requirements

This paper is presented to the Achieving Operating Efficiencies Work Group in response to interest in UW institutions' general education requirements and facilitation of the transfer of students among UW institutions. This review included: 1) compilation of UW institution information concerning general education requirements; 2) review of the UW System's efforts to facilitate transfer; and 3) identification of other university systems' efforts to review general education requirements.

Review activities were limited to compiling general education requirements from UW institution catalogs, conducting interviews with selected UW institution staff, documenting policies and systems the UW System has implemented to facilitate the transfer of general education courses, and researching general education reviews conducted by other states and university systems.

OVERVIEW OF GENERAL EDUCATION REQUIREMENTS

General education requirements represent the academic subject matter that higher education institutions consider to be of basic importance to education. General education often consists of two components -- basic skills and knowledge domains. Basic skills or competencies generally include writing, speaking and quantification, while knowledge domains include natural sciences, social and behavioral sciences, humanities, and arts.

General education is a foundation for more specialized disciplinary study in other fields and builds intellectual skills and habits of thought; it can prepare students to know how to learn. The UW-Eau Claire general education requirements, for example, state that the program is provided to help each student attain basic competencies, breadth of knowledge and critical judgment and is designed to: 1) stimulate and direct learning throughout life; 2) provide exposure to methods of understanding; 3) promote active learning and a critical response to what is read, heard and seen; and 4) broaden individual perspectives and emphasize relationships among the fields of study with other cultures and times. Specialized knowledge alone cannot meet these needs.

A 1998 study by Pennsylvania State University found that it is not the particular general education curriculum model that defines a successful program, but how the model fits the particular institution. A 1998 presentation by Department of Education staff to a SUNY general education task force identifies five factors essential to developing a general education model:

- general education must be institutionally defined and designed for all learners, with the faculty responsible for determining curricula according to the mission and unique character of the institution;

- all faculty are essential to the development and implementation of a general education model, spanning all disciplinary groups;

- general education must be vertically integrated and organized to ensure basic building blocks are established to support higher-level study;

- student goals and outcomes must be clearly, precisely identified; and

- a comprehensive assessment plan is needed to document and profile general education competency, and institutions must be able to identify how well they are doing in meeting self-defined goals.

Facilitating transfer among institutions within a university system is an important issue. Since general education requirements consist of a significant portion of degree requirements for UW students, policies that encourage the transfer of general education requirements can help students save time and money toward completion of their degrees. For fall 2003, 3,773 students were identified as transfers among the UW institutions, according to UW System data. Of these, 1,617 transferred from one of the UW Colleges. Transfer efforts often focus on reducing loss of credit, redundant course work, and the resulting unnecessary cost.

UW INSTITUTION GENERAL EDUCATION REQUIREMENTS

All UW institutions include basic skills or competency requirements, as well as a distribution of coursework in various discipline areas, referred to as breadth of knowledge, liberal studies requirements, distribution requirements or subject-based areas. However, the type of courses and number of credits required for general education components vary among the UW institutions. While basic skills requirements are usually limited to specific course offerings, the number and type of courses that students may select to fulfill breadth of knowledge requirements are wide ranging. Types of UW requirements and efforts to review them are described below.

Variety of Requirements

The minimum number of general education credits at UW institutions varies. For example, UW-Milwaukee requires a minimum of 33 credits (or waiver of up to 12 credits of basic skills through proficiency); UW-La Crosse requires a minimum of 48 credits, as well as two writing emphasis courses. The general education requirements at several UW institutions, including UW-Madison, River Falls, Stevens Point and Stout, vary by college or degree sought. UW-Stevens Point, for example, requires six credits of natural sciences for students seeking a Bachelor of Arts degree, while Bachelor of Science students must complete twelve credits in natural science courses. Basic skills, breadth of knowledge and other requirements are as follows:

- Basic Skills: Basic skills or competency requirements are established to provide minimum proficiencies in such areas as communication skills (English composition or speech) and analytical skills (math or computer science courses). Some UW institutions include other required skills or competencies, such as information literacy, foreign language, or physical activity.

At some institutions, basic skills or competencies may be exempted as a result of UW System placement test scores or through other means. Several institutions note that competency requirements should be completed early in the academic career to ensure acquisition of critical skills for subsequent coursework. Some differences include:

- Communication skills vary in that some UW institutions require only English composition, while other UW institutions require English composition and/or speech.

- Composition requirements range from three to six credits. Many institutions permit this requirement to be waived through UW System placement test scores.

- Analytical skills usually include a required math course or waiver through the UW System placement test. Several UW institutions permit the requirement to be satisfied with logic, statistics or computer science courses.

- Breadth of Knowledge: Breadth of knowledge requirements are established to provide students with a range of knowledge in several broad areas. All UW System general education requirements reviewed for this paper included natural sciences, social or behavioral sciences and humanities components. Some institutions combine humanities and fine arts, while others have separate requirements for each area. The range of required credits varies widely in breadth of knowledge areas. Examples include:

  - Social Science requirements include courses from various disciplines, such as anthropology, economics, history, political science, psychology, and sociology. UW-Superior requires at least six credits, three of which are from Contemporary Society courses, and three from Human Behavior courses. UW-Parkside requires a 12-credit minimum, with six credits from Human Science and six credits from Historical Background and Multicultural Analysis.

  - Natural Science requirements include courses from disciplines such as biology, chemistry, earth science, physical science, mathematics, or computer science. Most institutions require students to complete at least one lab course. UW-Oshkosh requires eight credits, which must include a two-course lab science sequence and additional units selected from lab or non-lab science courses in a different discipline than the sequence courses. UW Colleges requires 11 credits in at least two disciplines.

- Other Requirements: Other requirements are sometimes established in addition to the competencies and breadth of knowledge areas. Some differences were noted in the following areas:

  - The UW System's Design for Diversity plan requires "organized instruction or programs on race and ethnicity as part of every student's undergraduate educational experience." This plan may be met through specific ethnic studies courses and/or by integrating ethnic studies into existing courses. Some institutions require one ethnic studies course, while others require several courses. UW-La Crosse, for example, requires three credits of

Minority Cultures or Multiracial Women's Studies, as well as six credits of International and Multicultural Studies - Becoming World Citizens.

- Some UW institutions require a foreign language component (or high school equivalent), while others do not.

- Several UW institutions require at least one course in Interdisciplinary Studies.

- Some UW institutions require health or physical well being courses, also referred to as health promotion, physical education, or wellness courses, ranging from one to three credits.

In addition to university-wide requirements, any college or school at the UW institutions may establish additional or more specific general education requirements for any or all of its degree programs. Courses taken to satisfy requirements for a major or minor program may be counted toward satisfying general education requirements, with certain restrictions.

UW Institutions' Review of General Education Requirements

UW institutions review their general education requirements periodically, as required by UW System Office of Academic Affairs' Academic Information Series (ACIS) 1.0, "Academic Planning and Program Review". The policy states, "Every 10 years, in conjunction with their North Central Association (NCA) accreditation reviews, UW institutions are required to report to the Board of Regents on their General Education programs. This report should include discussion of the institution's philosophy of general education, including specific goals for the general education curriculum; an overview of the current general education program; a description of how the general education curriculum provides students with opportunities to achieve institutional goals; and a description of [the] ongoing assessment process for reviewing and improving the general education program." UW Colleges, UW-Parkside and UW-Superior recently completed their NCA reviews and will be reporting to the Board of Regents.

UW institutions also review general education requirements, apart from the accreditation process, and develop courses designed to meet the requirements. At many UW institutions, policies and standards regarding general education requirements are made by faculty senate standing committees. Examples include:

- The faculty senate at UW-Stout has a General Education Committee responsible, in part, for reviewing, developing, and recommending policy and standards regarding general education; acting on requests to include courses in general education requirements; and participating in assessment education and advisement as they relate to general education. This committee forwards proposals for substantive changes in the general education curriculum, including category definitions and credit distribution, to the Curriculum and Instruction Committee.

- At UW-Milwaukee, an Academic Program and Curriculum committee of the faculty senate is responsible, in part, for establishing policy for general education requirements, approving courses to satisfy the requirements, and establishing minimum scores for proficiency exams.

According to the 2003-04 UW institution Achieving Excellence reports, several UW institutions have reported recent improvements in their general education requirements. These include:

- UW-Eau Claire has simplified several general education categories and reduced the number of upper division credits required in order to provide students greater flexibility in meeting their degree requirements. Additionally, the faculty created a university-wide general education category that will foster the development of interdisciplinary courses.

- UW-Green Bay reports use of the College Basic Academic Subjects Examination (BASE) as a means of assessing general education outcomes.

UW SYSTEM GENERAL EDUCATION TRANSFER EFFORTS

The UW System has been active in addressing both general education requirements and transfer of credits. Final reports from a 1995 UW System transfer work group and a 1997 UW System general education transfer work group resulted in various improvements. UW System efforts to improve the transfer of general education requirements include:

- Undergraduate Transfer Policy: UW System ACIS 6.0, "Undergraduate Transfer Policy," revised in April 2000, incorporates provisions to facilitate the transfer of general education requirements, recognizing that mobility is common among students in higher education. The policy acknowledges the need to balance the varied and competing goals of facilitating transfer, while recognizing the distinct mission of each institution and the faculty role in development of the missions. Most importantly, this policy endorses nationally-established principles of accommodation for transfer and the award of academic credit by recognizing general education requirements in terms of broad academic areas, as well as specific courses. This policy's provisions include:

    - Students awarded an associate degree at one UW institution who transfer to another UW institution are determined to have satisfied the university-wide general education breadth requirements. A 1987 Regent Policy Document established minimum general education breadth requirements for the associate degree totaling 40 credit hours in the areas of humanities and fine arts (9 to 15 credits), natural sciences/mathematics (12 to 16 credits), social sciences (9 to 15 credits) and integrated studies (6-credit maximum). The competency requirements established by the receiving institution are not satisfied by the associate degree. Students must meet general education and other requirements totaling at least 60 credits in order to obtain an associate degree.

    - UW institutions may award transfer credit for courses for which they do not have a comparable department or curricular area; and these courses, where appropriate, may apply toward satisfaction of general education and other degree requirements.

    - A course designated as fulfilling a general education breadth requirement at one UW institution should transfer as general education at the receiving UW institution.

- A course designated ethnic studies at one UW institution should be applied toward the ethnic studies requirement at the receiving UW institution.

- Transfer Information System: ACIS 6.0 stipulates that the Transfer Information System (TIS), which is administered by UW System, is an official institutional source of undergraduate transfer course and program information. UW institutions provide information and data necessary to keep the TIS current and accurate. The TIS website includes transfer course equivalencies, as well as a description of how each course may be applied toward general education. UW Colleges transfer planning guides have been added to the TIS website for use by UW Colleges students who transfer to the UW baccalaureate institutions.

  ACIS 6.0 also requires that schools, colleges and departments should provide timely information to other UW institutions about all new programs and curricular changes and that institutions initiating curricular action should consider the effects of program development or modification on potential transfer students.

- UW-River Falls Pilot Project: As part of the Transfer Information System, UW-River Falls is currently using the national Course Applicability System (CAS) to provide transfer degree audits so that prospective transfer students and advisors can evaluate how transfer credits will apply toward their general education and major/program requirements. It is anticipated that, as resources become available, all UW institutions will add CAS.

OTHER STATES' AND UNIVERSITY SYSTEMS' REVIEW OF GENERAL EDUCATION REQUIREMENTS

Other states and university systems have recently studied general education requirements; some of these studies have focused on facilitating transfer among institutions within the state or university system. Described below are some of the results from other states' efforts:

Principles

Common learning goals or principles relating to general education objectives have been adopted by several university systems as a result of recent reviews. The University System of Georgia, for example, established a set of principles for each institution's core curricula to ensure quality and consistency with national patterns of excellence and to ensure that transferability does not emerge as an issue between System institutions. Principles include:

- encourage the development of written and oral communication skills and critical thinking;
- permit opportunities for interdisciplinary learning;
- include offerings that reflect the special characteristics of the institution;
- feature international components that increase global awareness and introduce the student to different cultural perspectives;
- include an informed use of information technology;
- employ pedagogy designed to increase intellectual curiosity and to initiate a continuing interest in the subject matter;

- feature courses that are challenging and rigorous and provide learning experiences that distinguish a field;
- introduce the methods used by technical and scientific professionals;
- be cohesive and provide entry to both specialized studies in a student's chosen field and remaining courses; and
- be designed with the assumption that students have met all admissions standards to the institution.

Studies and Policies

Several universities and university systems have explored their general education requirements in an effort to address other issues, such as common core curriculum, resource allocation, transfer problems, standardization versus diversity, and responsiveness of general education:

- Minnesota Transfer Curriculum: A 1998 University of Minnesota report, "The Minnesota Transfer Curriculum," addresses the challenge of developing a general education program across a system that attempts to balance: 1) the development of a general education curriculum according to each university's mission and student population, and 2) the best articulation for students transferring within the system. The 2001 Minnesota State Legislature incorporated general education transfer language that required the board to implement the Minnesota transfer curriculum at all state colleges and universities. Once a course meets the criteria necessary for inclusion in the transfer curriculum, it must be accepted for full credit in that area by all state colleges and universities.

- Illinois Articulation Initiative: Illinois has developed an Illinois Articulation Initiative (IAI) to ease transfer for students among Illinois colleges and universities through a General Education Core Curriculum (GECC). Over 110 two- and four-year public and independent institutions participate on a voluntary basis. The GECC is comprised of 37 to 41 credits in five areas: communication, mathematics, humanities and fine arts, physical and life sciences, and social and behavioral sciences. Completion of the GECC fulfills the lower-division general education requirements at all participating institutions. The GECC is a limited array of lower division general education courses that serve as a statewide generic substitute for a participating institution's general education curriculum. The GECC does not replace an institution's own general education curriculum, but provides students with a guaranteed path among institutions. It facilitates transfer primarily for students in majors that do not prescribe specific general education courses.

  A Board of Higher Education annual report on the IAI notes that it is one of the most ambitious transfer projects in the country. Over 19,000 courses have been reviewed and approved through the combined efforts of over 900 faculty members serving on five general education panels over a ten-year period. While the IAI is noted to be one of the most comprehensive projects among higher education institutions, the annual report states that it is difficult to assess the effectiveness of the IAI without a statewide student unit record system. Evaluating the nature of student enrollments and tracking individual student migration across institutions are also cited as difficulties.

- Maryland General Education Transfer Policy: The University System of Maryland (USM) adopted a policy on undergraduate general education in 1994 to facilitate student transfer among the USM institutions. This policy allows students to use completed general education requirements at one System institution to meet general education requirements at any other System degree-granting institution. Requirements include course work in each of five areas: arts and humanities, English composition, social and behavioral sciences, mathematics and biological or physical sciences. Students who do not complete the general education requirements at the first USM institution must meet the requirements of the System institution to which they transfer.

- University System of Georgia Core Curriculum: The University System of Georgia established a University System Core Curriculum that includes: essential skills in English composition and college algebra (nine credits); humanities/fine arts (six credits); science, mathematics and technology (10 to 11 credits); social sciences (12 credits) and Institutional Options (four to five credits). Students who complete the core curriculum at one institution will receive full credit at their transfer institution as long as students do not change their major.

CONCLUSION

While many universities have reviewed general education requirements, most studies recognize that a system-wide core curriculum is not the answer to transfer problems and other issues, because general education requirements must fit the mission of each institution. Other university systems' and states' efforts include: developing common principles for general education, allowing for transfer of completed general education requirements, or adopting minimum standards for general education.

The UW System's efforts to facilitate transfer are reflected in the Undergraduate Transfer Policy, as well as through the transfer information system. Continued monitoring of transfer efforts in other systems could yield additional ideas for consideration in the UW System. Based upon the UW System's and other states' initiatives, areas for possible further discussion could include: 1) the potential value of establishing principles to guide the establishment of general education requirements in the UW System; 2) the results of the UW-River Falls pilot program and whether the program should be expanded to other UW institutions; and 3) the extent to which the Undergraduate Transfer Policy ultimately could be expanded to address basic skills and competencies.

Achieving Operating Efficiencies Work Group
March 4, 2004
Discussion Paper: Options for High School Students to Earn College Credits

The Achieving Operating Efficiencies Work Group was asked to consider options available to high school students to earn college credits. In addition to helping to provide a seamless transition from high school to college, some higher education administrators and planners have viewed programs that offer college credits to high school students as a strategy to decrease time to degree in higher education. As entering students are able to graduate in a shorter time, more students would be served. This discussion paper provides an overview of the various programs that offer college credits to high school students and describes the levels of participation in these programs. It incorporates information collected from a program review conducted in 2001 by the UW System Office of Operations Review and Audit.

TYPES OF PROGRAMS

Programs that offer college credits to high school students generally fall into three categories: credit-by-examination programs, dual or concurrent enrollment programs, and retroactive credit granting programs. Table 1 describes these programs.

Table 1
Programs Offering College Credits to High School Students

PROGRAM	CREDIT-BY-EXAMINATION	DUAL OR CONCURRENT ENROLLMENT	RETROACTIVE CREDIT
Purpose	Gives high school students an opportunity to take exams that can earn college credits. Enrollment in college level courses is required for some exams.	Allows high school students to concurrently enroll in high school and college-level courses.	Awards sequential credits for high school coursework to entering freshmen who receive certain required grades in the first-semester college course.
Types of Programs	Advanced Placement (AP); College Level Examination Program (CLEP); International Baccalaureate (IB); Excelsior College Exams; Defense Activity for Non-Traditional Education Support Standardized Tests (DSST); and Departmental Exams.	Youth Options; College Credits in High School; University Special; and Independent Learning	Foreign Language; Math; and Prior Learning.
UW Institutions Offering Programs	All UW degree-granting institutions award credits for Advanced Placement, International Baccalaureate, and College Level Examination Program exams. Most UW institutions grant credits for DSST exams. Some UW institutions grant credits for departmental exams. UW-Green Bay grants credits for the Excelsior College Exams.	All UW institutions offer Youth Options and University Special. College Credits in High School are offered at UW-Oshkosh, Green Bay, and Stevens Point. UW-Extension offers Independent Learning.	All UW degree-granting institutions award retroactive credits for either foreign language or math, or both. UW-Superior also awards credits to nontraditional students for prior learning.

UW System policies require UW institutions to award credits for Advanced Placement (AP) and International Baccalaureate (IB) exams. Youth Options legislation requires UW institutions to admit high school students only if spaces are available. All other programs are offered at the discretion of the UW institutions. UW System established a policy on College Credits in High School; however, the policy does not require UW institutions to offer the program.

PROGRAM PARTICIPATION

A request was made to all UW degree-granting institutions, and eleven institutions reported data on program participation for this discussion paper. Based on the data reported, four programs accounted for the largest proportion of credits UW institutions granted to high school students and to entering UW students for high school coursework. These programs include Advanced Placement, Youth Options, College Credits in High School, and Retroactive Credits. Each is discussed in detail below.

Advanced Placement

The Advanced Placement (AP) program is administered by the College Board. Currently, AP is available in 19 subject areas. High school students with advanced standing take the AP courses for high school credit. At the conclusion of the AP courses, students can register to take the optional AP standardized exams. Students who score a 3, 4, or 5 on the AP exams may receive credits for equivalent courses at any of the UW degree-granting institutions. During the 2001-02 school year alone, 11 UW institutions reported granting 5,200 students over 40,000 credits for AP exams. (See Table 2.)

Table 2
Number of Entering Students Who Earned Advanced Placement Credits and Number of Credits Earned for Advanced Placement Exams
Selected UW Institutions: 1999-2000 to 2001-02

UW INSTITUTION *	1999-00		2000-01		2001-02	
	Students	Credits	Students	Credits	Students	Credits
Madison **	2,327	24,669	2,477	26,494	3,085	30,603
Milwaukee	----	----	368	2,198	370	2,246
Eau Claire	280	1,973	330	2,378	349	2,344
Green Bay	128	1,099	143	1,075	124	839
La Crosse	208	1,164	273	1,627	285	1,769
Oshkosh	----	----	186	559	148	606
Stevens Point	168	1,431	188	1,303	264	1,887
Stout	51	256	55	343	61	321
Superior	----	----	20	323	19	364
Whitewater	192	623	325	835	348	569
Colleges	93	499	133	690	118	624

*Some UW institutions had recently converted to new student information systems and data were not available or were not reliable.

**Numbers include students receiving credits for CLEP and IB. UW estimated that most of the students and credits awarded were for AP.

Source: UW System institutions

In comparison to the other 12 "midwestern" states – Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and West Virginia – Wisconsin ranks among the top for AP participation rates among high schools and high school students. In 2002, almost three-quarters of the 578 Wisconsin public and private high schools offered AP courses, and 11 percent of the 11th and 12th graders at these schools took AP exams. Wisconsin's AP participation rate among high schools ranked highest among the 13 midwestern states and was ten percentage points higher than the national average.

According to data from the Wisconsin Department of Instruction, the one-quarter of Wisconsin public and private high schools that do not offer AP courses are located in small, rural districts. Recognizing this disparity, UW-Madison and UW-Extension have partnered with the Wisconsin Department of Public Instruction, the Wisconsin Education Association Council, and the Wisconsin Association of Distance Education Networks to establish the Wisconsin AP Distance Learning Consortium; the purpose is to train high school teachers and to offer AP courses to Wisconsin high schools that do not or cannot offer AP courses. The AP Distance Education Consortium is still in its first pilot year. Thus far, the Consortium has enrolled 191 students and 14 teachers in more than ten different course subjects.

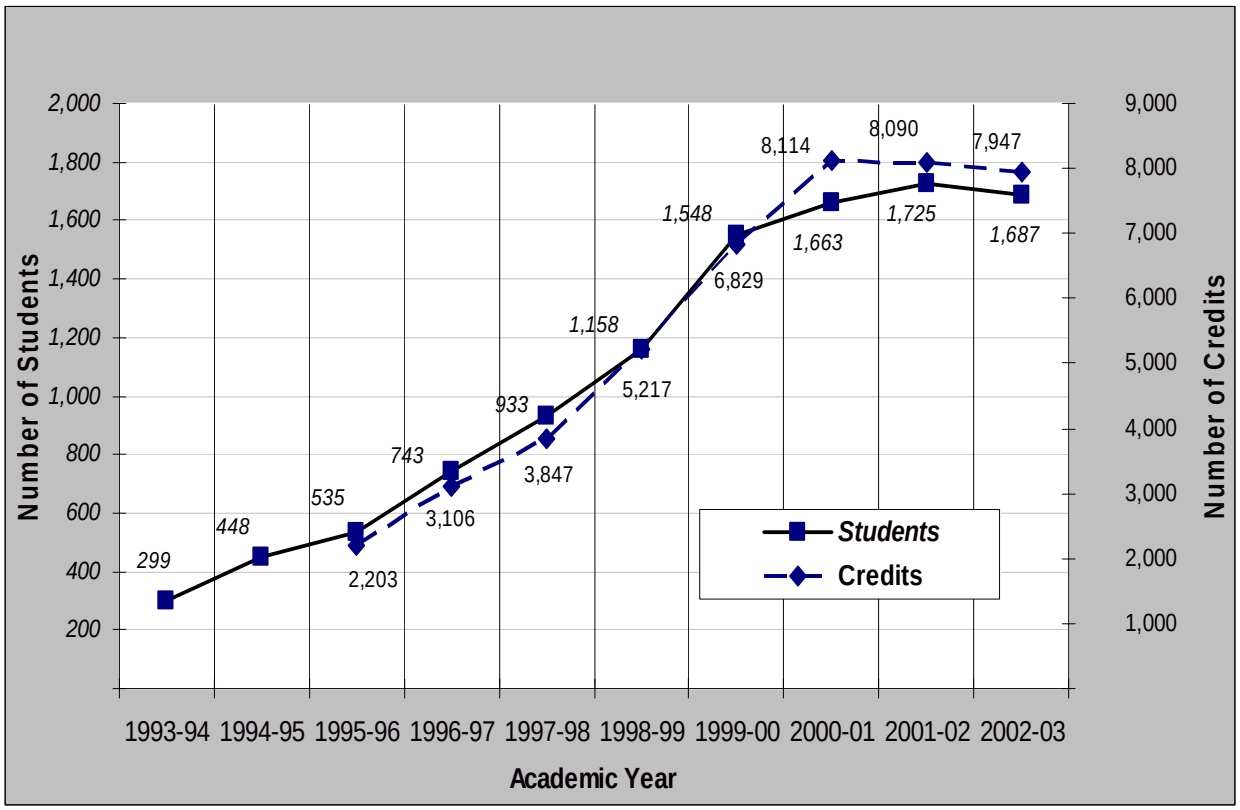
Youth Options

The Youth Options (YO) program, also known as the Post Secondary Enrollment Options program, allows high school students to take on-campus college courses for either high school or college credits, or both. All UW degree-granting institutions offer the YO program. Between 1993, when the Youth Options (YO) program was first implemented, and 2000, the number of high school students taking college credit courses on UW campuses and the number of credits awarded has increased steadily. (See Figure 1.)

The number of YO students enrolled at UW institutions appears to have leveled off after 2000-01 and might even decrease in the future. A lingering concern with the YO program has been funding for the program. Wisconsin school districts pay the YO students' tuition out of their regular allocations if the courses can receive high school credit. Legislation has been introduced in the Wisconsin Legislature to give school districts greater control of the YO program; the legislation would, for example, allow districts to limit the number of credits for which the school districts will pay and to require the student's parent or guardian to reimburse the school board should the student receive a failing grade or fail to complete the course for which the school district has paid. (The proposed legislation has passed the Assembly and has been referred to the Senate.)

A survey by the Education Commission of the States, an interstate compact on education, found that most states have enacted legislation for dual or concurrent enrollment. It is difficult to draw state comparisons as each state tracks enrollment differently and the requirements are also quite different.

Figure 1
Number of Youth Options Students Enrolled at UW Institutions and the Number of Credits Awarded: 1993-94 to 2002-2003 *



*The number of credits was not available during the first two years.
Source: UW System Office of Academic Affairs

College Credit in High Schools

College Credit in High Schools, also known as the Cooperative Academic Partnership Program (CAPP), is a collaborative effort between the UW System and K-12 schools. CAPP courses are offered to high school students at the high schools and for college credits only. The courses are taught by high school teachers who meet certain requirements. The costs for the courses are shared among the high schools hosting the courses, the students, and the UW institutions offering the courses.

Six UW System institutions – UW-Eau Claire, Green Bay, La Crosse, Oshkosh, Stevens Point, and Colleges (UW-Richland) – offered CAPP courses sometime between 1997-98 and 2001-02. Four of these six institutions have offered courses continuously during the five-year period. Table 3 shows the enrollment and number of credits awarded for UW-Green Bay, Oshkosh, and Stevens Point.

Table 3
High School Students Enrolled in College Credit in High Schools Program and the Number of Credits Awarded: 1999-2000 to 2001-02

UW Institution	1999-00		2000-01		2001-02	
	Students	Credits	Students	Credits	Students	Credits
Green Bay *	219	----	234	----	278	----
Oshkosh	1,746	6,028	1,809	6,258	1,776	6,277
Stevens Point	26	78	11	33	14	42

*Number of credits is not available.
Source: UW System institutions

A number of other public universities in the midwestern states have had a long history of offering college credit courses in high schools, similar to UW's CAPP. The University of Indiana-Bloomington has more than 1,000 students enrolled in its courses offered at the various high schools in Indiana, Michigan, and Ohio each year. The University of Missouri-Kansas City and University of Missouri-Saint Louis have served more than 10,000 high school students in their programs each year.

Retroactive Credits

Retroactive credits are granted to entering freshmen for coursework completed while still in high school. To receive retroactive credits, the students must receive certain required grades in the first-semester college course in the sequence. The ten UW institutions reporting data for this discussion paper grant retroactive credits for either foreign languages or math, or both. They granted almost 34,000 credits for the 2001-02 school year alone. (See Table 4.)

Table 4
Number of Students Awarded Retroactive Credits for Foreign Languages and/or Math and Number of Credits Awarded: 1999-2000 to 2001-02

UW Institution *	1999-00		2000-01		2001-02	
	Students	Credits	Students	Credits	Students	Credits
Madison	1,595	13,309	1,853	17,867	1,799	17,731
Milwaukee	203	1,927	302	2,922	257	2,378
Eau Claire	291	2,346	328	2,665	385	2,693
Green Bay	136	1,406	119	1,198	121	1,309
La Crosse	532	4,508	430	3,636	437	3,572
Oshkosh	----	----	446	1,731	535	2,098
Stevens Point	276	2,915	280	2,900	236	2,592
Stout	38	282	41	326	36	278
Whitewater	128	504	69	272	----	----
Colleges	117	1,312	111	1,076	95	876

*See first footnote, Table 2.
Source: UW System institutions

For the 2001-02 school year, the proportion of freshmen receiving retroactive credits ranged from one percent at UW Colleges to 29 percent at UW-Madison. The average number of

retroactive credits ranged from four at UW-Oshkosh to 11 at UW-Stevens Point and UW-Green Bay.

PROGRAM BENEFITS

Literature points out some benefits from the various programs that offer college credits to high school students. In addition to exposing high school students to the academic rigors of college in order to better prepare them for college, lowering college costs has been frequently described as a benefit.

Cost Savings to Parents and Students

Using data some UW institutions have reported, the minimum savings to parents of students who receive credits from UW System institutions for Advanced Placement exams and retroactive credits are calculated. Based on data from selected UW institutions, the students and their parents saved, at a minimum, over $5.9 million under AP and $4.5 million in tuition payments from foreign language and/or math courses in 2001-02 alone. (See Appendix.)

The savings are real amounts, as the students would have to take the necessary courses to make up for credits they earned for AP exams and for foreign language and/or math courses. While the students and their parents may have incurred some costs for taking AP courses while still in high school, the costs are minimal in comparison to the savings in tuition payments. Parents of high school students who took college credit courses under the Youth Options program would also save if their children eventually enroll in college, as credits earned from UW courses may be transferable.

Student Performance

Critics of programs that offer college credits to high school students question the expectations for these programs and whether these programs can reduce the time to graduation. A search for studies on the performance of high school students who enrolled in the various programs that offer college credits did not identify specific studies on whether these students actually graduate in a shorter time period. Two studies on academic performance indicate that students with AP credits and credits from concurrent enrollment programs appear to do better than students without the credits:

- Study of the Cooperative Academic Partnership Program at UW-Oshkosh: The UW System Office of Academic Affairs conducted this study in 1994. The study found that CAPP students in the top ten percent of their high school classes outperformed their non-CAPP classmates.[1]

- Community College and AP Credit: An Analysis of the Impact on Freshman Grades: The University of Arizona conducted an analysis of freshman grade point averages of students enrolled at the University of Arizona. The analysis compares the drop in grade point

[1] The University of Wisconsin System. Office of Academic Affairs. *Study of the Cooperative Academic Partnership Program (CAPP) at UW-Oshkosh*. December 1994.

averages between high school and attendance at the University of Arizona for freshmen who have either Advanced Placement credits or community college credits earned while still in high school and freshmen who do not. The analysis shows that the drop is less among freshmen with the credits. Independent from the effects of high school GPA and SAT scores, the analysis indicates that both AP and community college credits earned while in high school were positively and significantly associated with first-year GPA at the University of Arizona.[2]

CONCLUSION

UW System institutions are offering a variety of programs that allow high school students to earn college credits. Even though UW System institutions have limited control over the various programs that offer college credits to high school students, an area of concern to parents and education planners has been the availability of these programs to all Wisconsin high student students. UW institutions might be able to help by increasing collaboration with each other, local school districts, and other education organizations to identify methods to make the programs more widely available. Some examples of promising collaboration include: 1) the Wisconsin Advanced Placement Distance Learning Consortium involving UW-Madison and UW-Extension; 2) an agreement among the four University of Missouri System institutions to have two institutions provide the college-credits-in-high-school program on behalf of the system; and 3) funding- and cost-sharing agreements between Minnesota's higher education institutions and school districts for the Post Secondary Enrollment Options program.

[2] The University of Arizona. *Community College and AP Credit: An Analysis of the Impact of Freshman Grades.* <http://aer.arizona.edu/Enrollment/Papers/dualenr.pdf>

Appendix

MINIMUM SAVINGS TO STUDENTS FROM ADVANCED PLACEMENT AND RETROACTIVE CREDITS
Selected UW System Institutions
(2001-02 Only)

UW INSTITUTION	NUMBER OF CREDITS AWARDED	RESIDENT TUITION PER CREDIT	SAVINGS TO STUDENTS
ADVANCED PLACEMENT *			
Madison	30,603	$148.65	$ 4,549,136
Milwaukee	2,246	144.25	323,986
Eau Claire	2,344	119.85	280,928
Green Bay	839	115.70	97,072
La Crosse	1,769	115.70	204,673
Oshkosh	606	115.70	70,114
Stevens Point	1,887	115.70	218,326
Stout	321	121.50	39,002
Superior	364	115.70	42,115
Whitewater	569	115.70	65,833
Colleges	624	100.95	62,993
Total Savings			**$ 5,954,178**
RETROACTIVE CREDITS **			
Madison	17,731	$148.65	$ 2,635,713
Milwaukee	2,378	144.25	343,027
Eau Claire	2,693	119.85	322,756
Green Bay	1,309	115.70	151,451
La Crosse	3,572	115.70	413,280
Oshkosh	2,098	115.70	242,739
Stevens Point	2,592	115.70	299,894
Stout	278	121.50	33,777
Colleges	876	100.95	88,432
Total Savings			**$ 4,531,070**

*The total number of students who were awarded AP credits from these UW institutions was 5,171.
**The total number of students who were awarded retroactive credits from these UW institutions was 3,901.

Achieving Operating Efficiencies Work Group
March 4, 2004
Discussion Paper: Distance Education

The Achieving Operating Efficiencies Work Group was asked to explore whether distance education could be an option for the UW System to serve more students with the existing resources. While the question may appear simple, a complete answer would require an assessment of: the technology infrastructure available systemwide and at each UW institution, the use of distance education in the context of the institutions' missions, and the level of distance education technical expertise among faculty and staff systemwide. While information on each of these areas is not readily available in a short timeframe, this discussion paper provides an overview of distance education program development in the UW System, distance education course offerings, and current uses of distance education.

DISTANCE EDUCATION PROGRAM AND POLICY DEVELOPMENT AT THE UW

Wisconsin Statutes define distance education as "instruction that takes place, regardless of the location of a teacher or student, by means of telecommunication or other means of communication, including cable, instructional television fixed service, microwave, radio, satellite, computer, telephone or television."[1] The UW System's long tradition of providing distance education began in 1892 when UW-Madison (then the UW at Madison) first offered correspondence (print-based) courses. While print-based courses remain a critical component, UW System's distance education programming has expanded into other technologies. The UW System either operates or is a significant contributing partner in several current or prospective distance education networks. These networks include:

- WisLine: WisLine is a dial-in audioconferencing system managed by UW-Extension. WisLine allows access from any telephone. It is also used for interactive webconferencing using a Web browser and a speakerphone.

- Regional Videoconference Networks: These full-motion, fiber-optic-based networks are shared and managed by a regional consortium of UW institutions, technical colleges, and high schools.

- BadgerNet: BadgerNet is a statewide voice, video and data network infrastructure created by the Wisconsin Department of Administration for the purpose of providing low-cost telecommunications services to educational institutions and local, county and state agencies and offices.

- Wisconsin Public Television: Wisconsin Public Television (WPT) consists of six public television stations offering a variety of programs to diverse audiences across the state. WPT is a partnership between the Educational Communications Board and UW-Extension.

[1] Section 24.60(1g), Wis. Stats.

- Wisconsin Public Radio: Wisconsin Public Radio is a network of 27 radio stations carrying information and entertainment programming to local, regional and statewide audiences across the state.

In addition to developing or helping to develop the distance education networks in the state, the UW System has established entities for the purposes of enhancing distance education programming. For instance:

- UW Learning Innovations: The UW System Board of Regents established UW Learning Innovations (UWLI) as a partnership between UW System and UW-Extension to complement campus infrastructures, to design and assist UW faculty in designing on-line courses, to distribute these courses, and to provide a one-stop-shop for student services. In each of these areas, UWLI works with the UW institutions offering courses and programs to provide seamless access for students to the UW's Online Learning. UWLI currently supports 15 online programs of study offered by 13 UW institutions.

- UW-Extension Distance Education Clearinghouse: The Clearinghouse is a comprehensive website bringing together distance education information from Wisconsin, national, and international sources. The Clearinghouse provides users with information about distance education courses UW institutions and other universities offer and with resource information on distance education.

- UW System Learning Technology Development Council: The Council was formed to encourage systemwide collaboration and individual UW institution efforts which promote effective use and integration of learning technologies in instruction. The Council provides grants for professional development and learning technologies-related projects. In addition, the Council creates an online resource on educational technology for UW faculty and staff to use to exchange ideas about technology, pedagogy, and student learning.

- The Pyle Center: The Pyle Center provides state-of-the-art distance education classrooms and meeting rooms for faculty and staff training on distance education programming.

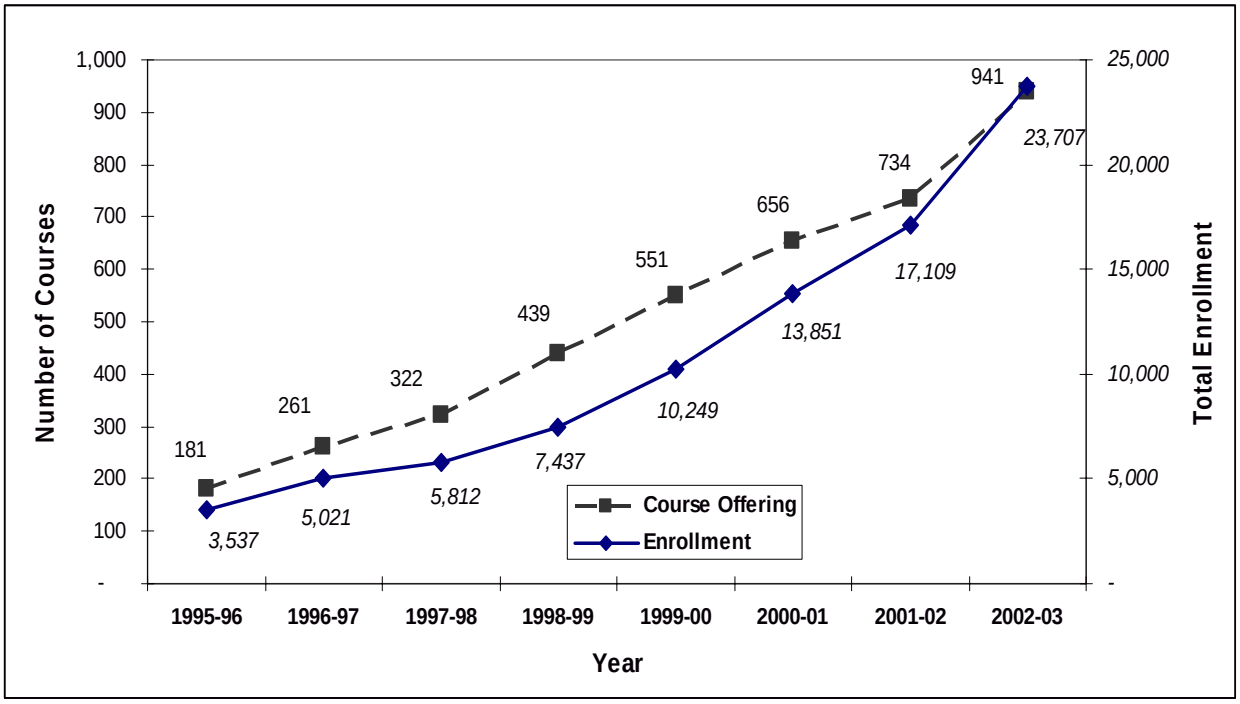
The UW System also has established some distance-education-related policies to encourage UW institutions to develop distance education programming. In the Study of the UW System in the 21st Century, the UW System Board of Regents set the goal of removing the barriers of time and space for student learning. Principles for Pricing Distance Education Credit Courses, Degree and Certificate Programs, were aimed at providing the foundation for a new tuition model for distance education courses and programs. Standards for Academic and Student Support in Distance Education Credit Courses, Degree and Certificate Programs, were developed in 2000 to assure high quality distance education programming. The instructions for seeking approval to offer an existing degree or certificate program through distance education technology within the Board of Regents guidelines were revised in July 2003. When the first collaborative or multi-institutional distance education programs were initiated, the UW System recommended a "Home Institution" model to admit, register, and award financial aid to students when two or more UW institutions collaborate on distance education courses. The model allows UW institutions to share the costs associated with development and delivery of these courses.

To simplify the procedures for enrolling in distance education courses and for providing support to students, UWLI has implemented the Learner Relationship Management System for programs of study supported by UWLI. The system creates a one-stop-shop for student services and makes it possible for multiple UW System institutions to list distance education courses and for students to register for these courses on a single registration screen.

UW DISTANCE EDUCATION COURSE OFFERINGS AND ENROLLMENT

UW institutions offer a wide range of distance education courses. In general, courses offered by UW degree-granting institutions are for UW undergraduate or graduate credits or continuing education credits. The UW Independent Learning program administered by UW-Extension, with courses taught by faculty from UW degree-granting institutions, offers courses for UW, technical college, high school or continuing-education credits in selected program areas. The UW Independent Learning program is not a degree program, but UW students do take advantage of specific Independent Learning courses to meet their campus-based degree requirements. In 2002-03, UW System institutions offered a total of 941 distance education courses, and more than 23,700 students enrolled in these courses. Between 1995-96 and 2002-03, the number of UW distance education courses and total enrollment in these courses increased four-and five-fold, respectively. (See Figure 1.)

Figure 1
UW System Distance Education Course Offerings and Enrollment
1995-96 to 2002-03



Source: Achieving Excellence: The University of Wisconsin System Accountability Report, 2003-04

A variety of technologies are available for distance education programming. They include print (textbooks, workbook, fax, and study guide), voice/audio (telephone, voicemail, audio conference, audiotape, and radio), video (videotape, satellite, microwave, broadcast video, and desktop video), and computer (e-mail, online, video conference, and CD-ROM). A search of the UW Distance Education Catalog found a listing of over 240 courses offered by UW-Platteville, Stout, Whitewater, UW Colleges, and the UW Independent Learning program for 2003-04. About two-thirds of the UW distance education courses listed in the catalog are online courses. (The courses listed in the UW-Extension Distance Education Clearinghouse catalog use technology in different proportions, ranging from online syllabi postings for face-to-face courses to offerings available fully at a distance with listing in the catalogue being voluntary.) UW-Stevens Point's website lists over 30 distance education courses offered during the 2003-04 Spring Semester, and about 90 percent of the courses listed are offered through the Internet. Almost all UW System institutions are currently offering some programs of study fully online. The U.S. General Accounting Office and the U.S. Department of Education National Center for Education Statistics reported that higher education institutions used the Internet more than any other mode to deliver distance education.[2,3]

The UW-Extension funded a pilot project during 2003-04 to develop a comprehensive online, searchable data base of distance education courses across the UW System. The resulting prototype is expected to serve as the foundation for a comprehensive online catalog to be developed in conjunction with all UW System institutions during the 2004-05 academic year. This online resource will complement the existing Higher Education Location Program (HELP) majors data base to provide information on a course level.

USES OF DISTANCE EDUCATION AT UW

The goals for distance education vary considerably among higher education institutions. Some institutions venture into distance education purely for financial reasons, while others offer distance education primarily to supplement their on-campus instruction. Some institutions focus on degree programs, while others offer courses that do not necessarily lead to a specific degree.

Important goals of distance education are to increase student access by making courses available at convenient locations and by reducing time constraints for course taking and to increase the institution's access to new audiences.[4] A program review conducted by the Office of Operations Review and Audit in 2000 briefly addressed the specific goals and purposes of distance education at UW System institutions: 1) to enhance instruction to UW students, 2) to reach an off-campus (non-traditional) audience, and 3) to share resources. One of the UW System institutions' goals was also to increase the number of degree-granting programs through distance education. UW System institutions offer a variety of distance education courses, including degree or certificate-granting courses, foundation courses, and continuing education and professional development courses. (See Appendix.)

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[2] U.S. General Accounting Office. *Distance Education: Growth in Distance Education Programs and Implications for Federal Education Policy.* GAO-02-1125T.

[3] National Center for Educational Statistics. *Distance Education at Degree-Granting Secondary and Postsecondary Institutions: 2000-01*. Retrieved March 4, 2004. <http://nces.ed.gov/surveys/PEQIS/publications/>.

[4] See footnote #3.

The degree programs are primarily intended for off-campus audiences. However, some of the courses are also open to on-campus students. A common practice of UW System institutions has been to offer courses with concurrent sections for on-campus and off-campus students. While some of the degrees are offered only by distance education, the degree program courses follow the same curriculum as those courses offered on campus. Students enrolled in the distance education degree programs are expected to meet the same or similar requirements as on-campus students. For instance, students in the Physician Assistant distance education program offered by UW-Madison receive the same materials that on-campus students do, only in a different format. The UW Colleges' Online Associate Degree Program courses use the same curriculum as the on-campus courses and are often taught by the same faculty.

Collaboration is a means to effectively use resources and to increase access; and a good number of the distance education programs leading to a degree are collaborative programs, where two or more UW institutions cooperate in developing the programs. Collaboration activities in these programs occur at the planning, course development, and delivery stages.

An area of interest to some higher education administrators and planners is the extent to which distance education technologies have been used to alleviate enrollment constraints in general education courses. The UW distance education catalog and UW System's Central Data Request do not code which distance courses are general education courses or which courses meet the general education requirements. Based on information from the UW Distance Education Clearinghouse, UW Learning Innovations, and UW institution websites, a number of general education courses are offered through distance education. For instance, UW Colleges' Online Associate Degree Program includes all the general education courses required for the UW Associate Degree. Some UW institutions also offer a small number of general education courses through distance education.

CONCLUSION

While distance education has many uses, there is little doubt that it offers the potential to increase enrollment at UW institutions. Distance education requires less physical space; however, increasing distance education programming will require additional investment in: equipment and staff resources to produce the courses, the infrastructure to support course delivery, and support services for students taking distance education courses. The answer to the question of whether distance education is a viable option to increase enrollment with the existing resources will involve a thorough assessment of: 1) the current technical and instructional capacity and expertise, and 2) the different ways each UW institution uses distance education.

Appendix

Examples of UW System Distance Education Programs and Courses: 2003-04

COURSE TYPES		PROGRAMS	UW INSTITUTIONS OFFERING THE PROGRAMS
Degree	Doctoral	Nursing *	Milwaukee
	Masters	Master of Science for Professional Educators	Madison
		Master of Science in Mechanical Engineering	Madison
		Master of Science in Power Engineering	Madison
		Masters of Administrative Medicine	Madison
		Master of Engineering in Engine Systems *	Madison
		Master of Engineering in Professional Practice *	Madison
		Master of Engineering in Technical Japanese *	Madison
		Library and Information Science *	Milwaukee
		Criminal Justice *	Platteville
		Masters of Engineering *	Platteville
		Project Management *	Platteville
		Master of Management	River Falls
		Education	Stout
		Guidance and Counseling	Stout
		Hospitality and Tourism *	Stout
		Vocational Rehabilitation *	Stout
		Business Administration *	Whitewater
	Bachelors	Collaborative Nursing Program *	Eau Claire, Green Bay, Madison, Milwaukee, and Oshkosh
		Extended Degree Program – Interdisciplinary Studies	Green Bay
		Online Nursing Degree Program *	Green Bay
		Physician Assistant	Madison
		Information Resources	Milwaukee
		Business Administration *	Platteville
		Extended Degree Program – Business Administration	Platteville
		Graphic Communications Management	Stout
		Hotel, Restaurant, and Tourism Management	Stout
		Industrial Management	Stout
		Industrial Technology Education	Stout
		Service Management	Stout
		Extended Degree Program – Individualized Major	Superior
		Collaborative Degree Program in Business Administration, Communication, General Studies, Information Science/Resources, Liberal Studies, Mechanical Engineering, Nursing, Organizational Administration, and Web and Digital Media Design	UW Colleges with other UW institutions
	Associate	On-line Associate Degree Program *	UW Colleges
Certificate & License Courses		Collaborative Online Gerontology Certificate Program *	Eau Claire, Green Bay, La Crosse, Madison, Milwaukee, Parkside, Stevens Point, Stout, and Superior
		Distance Education Certificate Program	Madison

COURSE TYPES	PROGRAMS	UW INSTITUTIONS OFFERING THE PROGRAMS
Certificate & License Courses (continued)	Human Services Administration Certificate Program	Madison
	Graduate Certificate in State and Local Taxation *	Milwaukee
	Graduate Certificate in Professional Writing and Communication	Milwaukee
	Certificate in Engineering Management *	Platteville
	Certificate in Project Management *	Platteville
	Food Marketing Certificate	Platteville
	Graduate Diploma in Criminal Justice *	Platteville
	Human Resource Management Certificate *	Platteville
	International Business Certificate *	Platteville
	Leadership and Human Performance Certificate *	Platteville
	Graduate Certificate in Communication	River Falls
	Graduate Certificate in Service-Learning	River Falls
	Programming and Web Development Certificate	River Falls
	Wildlife Recreation and Nature Tourism Certificate	River Falls
	TechLead Certificate *	Stevens Point
	Technology and Leadership	Stevens Point
	Early Childhood Certificate	Stout
	Education Specialist in Career and Technical Education	Stout
	Food and Nutrition Certificate	Stout
	VTAE Certification	Stout
	School Library Media Specialist License	Whitewater
	Certified Purchasing Manager	UW Extension
Foundation and General Education Courses	Masters of Business Administration Foundation Program *	Eau Claire, La Crosse, Oshkosh, and Parkside
	On-line Associate Degree Program *	UW Colleges
Continuing Education and Professional Development Courses	A variety of degree and non-degree courses	All UW institutions

*These programs of study are currently available fully online. Some of the programs listed are converting from other distance education technologies or hybrid models (face to face and technology assisted) to fully online models, demonstrating the growing popularity of online learning within the UW System.

Sources: UW-Extension Distance Education Clearinghouse, UW Learning Innovations, and UW institution websites

Board of Regents Study
Re-Defining Educational Quality
March 4, 2004

1. Approve minutes of March 4, 2004 meeting.

2. Discuss process for final report.

3. Finalize draft budget themes.

4. Discuss draft report and recommendations.

5. Other.

Re-defining Educational Quality
Budget Recommendations
DRAFT – 2/25/04

Quality Education.

A quality education is a component of each of the three themes adopted by the Regent Study: Quality, Access and Serving Wisconsin Directly – State and Student Needs. It starts with a set of inputs consisting of students with demographic and academic readiness characteristics, and resources coming from a combination of state, federal and private investments. With these inputs, the UW System seeks to engage its students in the educational processes and practices necessary to assure for them the achievement of a set of value added educational outcomes that are responsive to their needs and those of the state. So, a quality education embraces each of the main themes identified by the Regent study of quality, access, and serving Wisconsin directly – student and state needs.

Budget Initiatives.

In order to serve the needs of the state and students, we must assure access to all qualified students regardless of income, and provide for those students access to a quality faculty, learning activities, and the other resources needed to effectively engage them in educational pursuits leading to value added outcomes.

I Students and Faculty:

A. Financial Aid: Students and their parents have had to bear an increasing portion of the cost of higher education as GPR resources have diminished and costs have increased. This has most seriously affected lower income residents. In order to assure that we provide higher educational opportunities to lower income students, financial aid must keep pace as the cost of education is increasingly shifted to students and their families.

B. Attracting and retaining quality faculty and instructional staff. Faculty, instructional academic staff and students are the most fundamental of the resources needed to provide quality education. Faculty, instructional academic staff and students must be engaged in educational processes and practices that lead to value added student outcomes. In recent years, the pool of resources for faculty and instructional academic staff has shrunk, and this has been exacerbated by the increase in the number of students served. This requires that we:

- Augment the existing pool of faculty by increasing the number of faculty positions system-wide and,
- Provide a faculty and instructional academic staff pay plan that reverses the erosion of salaries that has occurred in recent years,

and that has impeded efforts to attract new, and retain existing faculty and staff.

II Educational Quality Investment Fund.

The Educational Quality Investment Fund would provide for the development of new transformative teaching and learning practices and processes in the areas of:

- instructional delivery/pedagogy
- curricula
- technology/library

with the goals of:

- enhancing the quality of a UWS education
- achieving value-added outcomes of student learning
- preparing UWS graduates to contribute to the communities and economy of the state
- improving the quality of work life for faculty and staff
- assisting UWS campuses in operating more effectively and efficiently
- transforming the educational delivery system[1] at UWS campuses
- transforming the organizational systems[2] of UWS campuses

The creation of such a fund is supported by the premises that:

- Fundamental not incremental changes in academic and administrative practices on UWS campuses are necessary to maintain and enhance UWS's position as a premiere system known for its educational quality.
- The practices deemed most critical are those that affect student learning, teaching, quality of faculty/staff work life and organizational systems.
- Incubation and implementation of new teaching and learning practices over the long-term will reduce the cost per student to deliver a college/university education.
- Thus, the UWS can preserve educational quality, remain accessible to the citizens of Wisconsin and continue to make significant economic contributions to the state.

A panel of faculty, staff and administrators from around the System will review grant proposals.

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[1] Guskin, Alan E. & Marcy, Mary B. (2003). Dealing with the Future Now: Principles for Creating a Vital Campus in a Climate of Restricted Resources. *Change, July/August, 2003*, 10-20.

[2] ____. ibid.

UWS EDUCATIONAL QUALITY INVESTMENT FUND

Call to Action

The Redefining Educational Quality working group of the UWS Board of Regents' Charting a New Course for the UW System study proposes to establish the UWS Educational Quality Investment Fund.

This fund supports the premise that fundamental not incremental changes in academic and administrative practices on all UWS campuses are necessary to maintain and enhance UWS's position as a premiere system known for its educational quality. The practices deemed most critical are those that affect student learning, teaching, quality of faculty/staff work life and organizational systems.

This fund seeks to garner support and fiscal resources from the state and UWS stakeholders who recognize that the incubation and implementation of new teaching and learning practices over the long-term will reduce the cost per student to deliver a college/university education. Thus, the UWS can preserve educational quality, remain accessible to the citizens of WI and continue to make significant economic contributions to the state.

Grant Categories Supported by Fund

- Organizational Efficiencies/Effectiveness
- Instructional Delivery/Pedagogy
- Curricula
- Technology/Library

Fund Goals

- Enhance the quality of a UWS education
- Achieve value-added outcomes of student learning
- Prepare UWS graduates to contribute to the communities and economy of the state
- Improve the quality of work life for faculty and staff
- Assist UWS campuses in operating more effectively and efficiently
- Transform the educational delivery system[1] at UWS campuses
- Transform the organizational systems[2] of UWS campuses

[1] Guskin, Alan E. & Marcy, Mary B. (2003). Dealing with the Future Now: Principles for Creating a Vital Campus in a Climate of Restricted Resources. *Change, July/August, 2003*, 10-20.
[2] ____. ibid.

UWS EDUCATIONAL QUALITY INVESTMENT FUND

Fund Administration and Proposed Budget

GPR Contribution	5,000,000.00
Executive Director	100,000.00
Staff Support	35,000.00
Grant Reviewers – Stipends	10,000.00
Office space, equipment, supplies, travel	15,000.00
Total →	$5,160,000.00

A panel of faculty, staff and administrators from around the System will review grant proposals. Appointment to the panel will be for predetermined and staggered terms. The first grant panel along with the Fund administration will help determine criteria for reviewing proposals.

Examples of Grants

Below are some examples, by grant category, of projects/activities that could be undertaken with support from the UWS Educational Quality Investment Fund.

Organizational Efficiencies/Effectiveness

- ✓ Determine ways in which campuses can generate profit (tuition and other) and retain this income
- ✓ Create a campus Center for Research, Forecasting & Change that engages, informs and supports these activities
- ✓ Activities to restructure/reengineer processes or units and develop an ongoing process that continually explores how a campus is structured, what units/people do and how best to be organized to deliver services
- ✓ Institutionalize and regularly conduct visioning activities
- ✓ Institutionalize and regularly conduct administrative audits
- ✓ Implement zero-based budgeting
- ✓ Create an internal "University of the University" that develops and trains staff to migrate to/through departments regularly around the campus.
- ✓ Reduce the tuition of students who commit to certain experiential learning on-campus that contributes to the student's learning outcomes and also assists a campus unit or function
- ✓ Reward vendors, community agencies and businesses that engage in the student learning process with our faculty, staff and students. Examples: assign Human Services students as volunteers to help a local domestic abuse center, in turn the student volunteers can meet their learning outcomes; award a regional office supply company access to sell its goods to a campus if it serves as an internship site for faculty, staff and students from the business college

Instructional Delivery/Pedagogy

- ✓ Incorporate performances, application of skills, mastery and competency demonstrations to assess learning outcomes
- ✓ Incorporate technology in the delivery of instruction
- ✓ Provide reward to professional/administrative staff who actively participate in the teaching and learning process with faculty in the classroom or through activities that are a part of a course curriculum
- ✓ Create and support a Teaching and Learning Academy for faculty within the institution
- ✓ Integration efforts by faculty and instructional academic staff that incorporate service- and experiential-learning into the classroom
- ✓ Adoption across all campus academic disciplines of a reflection activity as a required component of the student learning process

Curricula

- ✓ Integrate value-added outcomes and competencies as part of the objectives of a course
- ✓ Use more active and experiential learning experiences (de-emphasize "seat time" and credits completed) in all classes
- ✓ Allow students to exit a course when they achieve all the outcomes; this means a student may leave before the scheduled completion of a course
- ✓ Incorporate other people (in addition to the instructor; not just another instructor) with discipline knowledge or experience into courses for a more meaningful learning experience
- ✓ Review and revise the General Education curriculum
- ✓ Allow prior learning and work experience to count toward achievement of course and student outcomes
- ✓ Support learning experiences that engage faculty, students and staff in activities directed at/for the university, i.e. projects by marketing students that assist the university in marketing itself or some other feature; counselor education students help operate career services and counseling center, etc.
- ✓ Revise program review processes to include a curricula audit component that focuses on student learning outcomes

TechnologylLibrary

- ✓ Establish a mechanism of on-going professional development to assist faculty and staff in learning and using technology
- ✓ Create and support a unit of Technology Deployment for Instruction and Student Learning to help people understand and use the different platforms of technology in the classroom and the work environment
- ✓ Reward units, individuals and groups when they demonstrate successful implementation of technology/automation that they have shown better serve students, created efficiencies and reduced costs

QUALITY
Draft 2-25-04

Vision

The University of Wisconsin – System is committed to maintaining and enhancing its position as a premier system of higher education that effectively and efficiently serves the maximum number of students, and that fully engages them in learning and personal development resulting in value added student outcomes, and benefits to the state.

The efficient and effective use of resources to maintain a high quality education requires the system to continuously examine ways to maintain quality in the face of resource constraints. That requires that we strike a difficult balance between providing broad access to higher education in general, and specific programs and courses in particular, while assuring that the educational experience is of high quality. To provide access to a University system that does not have adequate resources to offer a high quality education serves neither the state, nor students. In order to assure that we effectively and efficiently serve the maximum number of students, and provide them with a high quality educational experience requires that we continuously evaluate and assess quality, as well as the ways we provide academic and student support services. We must recognize early if the quality of the education we provide is slipping, so that we can make necessary adjustments without experiencing a long term reduction in quality that would seriously impact our students and the state, and would be very difficult to reverse

Quality Education.

A quality education starts with a set of inputs consisting of students with demographic and academic readiness characteristics, and resources coming from a combination of state, federal and private investments. With these inputs, and through operational and educational processes and practices, the UW System seeks to assure for its students a set of value added outcomes that are responsive to their needs and those of the state. To achieve that end, requires continuous assessment, evaluation and revisions of educational policies, practices and strategies to assure successful retention and graduation of students in a reasonable time, with value added educational outcomes. That evaluation and assessment must exist at every step in the educational process.

Principles that guide the UW-System in assuring high quality education.

1. *The methods used to both achieve and assess outcomes must be demonstrably effective, and must themselves be under continuous review and revision to assure their effectiveness.*

2. *Quality must be something in which all involved in the educational enterprise, i.e. students, faculty, and staff, are fully engaged.* Toward this end, the whole institution must be part of the consideration and debate to develop and

continuously improve a model of quality education that suits the institution and its students.

3. *Respect for campus autonomy.* The UW-System is made up of 15 institutions serving a diverse group of citizens. That diversity requires that there be respect for each institution's autonomy to debate and determine the components of a quality education within the boundaries of the larger interpretation provided here. Institutions must have the freedom to achieve the value added outcomes with processes that best suit their institution and its stakeholders.

4. *Respect for institutional mission.* For the UW-System to respond and serve different needs in different ways, it is imperative that we honor the select mission of each of our 15 institutions.

5. *Balance Access with Quality.* In order to assure that graduating students are prepared to contribute to the success of the state, access to the University, its programs and classes must be balanced with the existing resources available to provide a high quality educational experience.

Objectives:

1. *Meet the higher education needs of students and the state:*

Central to the role of the UW-System is addressing both the personal educational and development needs of its students, and the economic and cultural development needs of the state. We serve both the citizen in his/her personal education goals, as well as the state and its collective interests. The mission is to assure that students graduate with a set of skills and competencies that better prepare them for their personal and professional lives, and serve the business, civic, and cultural needs of the state. In pursuing this mission, the UW System effectively and efficiently utilizes human, physical and financial resources entrusted to it in the educational process.

2. *Develop processes that assure that students are engaged with their institution, program, faculty, and other student.*

Beyond providing students with the educational resources needed for their chosen course of study, the processes whereby students connect with these resources are critical to assuring a quality educational experience. A necessary condition for achieving value-added personal and professional outcomes is an education that actively engages students in collaborative, academically challenging, enriching and diverse educational experiences with accessible and responsive faculty, and a supportive campus environment. The nature of that engagement varies by campus and program, and should take into account the varying missions of our UW institutions.

3. Assure value-added student learning outcomes.

Student engagement is a necessary, but not sufficient condition for student success. Providing a quality system of higher education, requires the development of teaching and learning practices and processes, as well as evaluation and assessment tools that assure that students complete their courses and programs with significantly enhanced skills and competencies. Continuous evaluation and assessment must assure that students graduate with the value added outcomes that we seek to assure. The value added outcomes will be a rich assortment depending on the mission and goals of the particular institution and program.

The importance of a quality education to the State of Wisconsin.

Educational quality prepares graduates who become fully engaged citizens participating in the civic, political, business, and social lives of their communities and the state.

1. These graduates provide the human resources necessary to meet the ever changing demands of business, industry and the state in the 21st century.

2. These graduates provide the supply of talents, skills and competencies that attract and retain businesses in the state, resulting in:

    a. More jobs for all Wisconsin citizens.
    b. An enhanced tax base.

3. These graduates provide the entrepreneurial talent necessary to expand and diversify the state's economy, and social and cultural support systems that contribute to a high quality of life for state residents.

4. These graduates provide a positive return on the investment that the state makes in their education in the form of contributions to tax revenue over their lives that exceed the state's investment in their education. From this enhanced tax base comes the resources necessary for the State to respond to the needs of all of its citizens.

Consequences resulting from a failure to invest sufficient resources to provide all qualified students with a high quality education.

A lack of sufficient resources to provide all qualified students with a high quality education results in either reduced access, diminished quality, or both.

If quality is maintained and access reduced, fewer Wisconsin residents will have the opportunity to earn a baccalaureate degree which will result in:

1. Failure to provide employers with the skilled workforce they need leading them to leave the state, or discouraging them from locating in the state.

2. A widening of the achievement gap between those with opportunities to earn a baccalaureate degree, and those without.

3. A loss on the return that would accrue from greater investment in quality higher education, limiting the state's ability to respond to the educational and other needs of its citizens.

If access is maintained or increased, and quality reduced:

1. Retention and graduation rates will decline.

2. Graduates will be less prepared to meet the demands of their work and personal life.

3. Irreparable and long term harm will occur to the quality of UW students, faculty and staff.

Early Warning Signs – How will we know that quality is eroding?

The state has made significant and long term investments of time and resources in developing a high quality University System, recognized as one of the premier systems of higher education in the country, and the world. That investment has prepared Wisconsin citizens as community, business and cultural leaders, attracted into the state quality faculty and staff, as well as business and industry, and enhanced the quality of life for all Wisconsin residents. That investment provides positive economic returns to the state in the magnitude of ten dollars for every one dollar invested, as investments in higher education spur economic growth and return to the state higher tax revenue from citizens with higher incomes. The cost of higher education to the state and the student is more than returned in the form of increased tax revenues flowing to the state from graduates with higher life time earnings.

The process of building quality educational resources and educating students is a time consuming one, and a slippage in quality must be recognized and addressed early, before it leads to a spiraling decline that is difficult, if not impossible to reverse. To assure that does not happen, it is necessary to identify and monitor a set of early indicators of quality so that corrective action can be taken before such dire long term consequences materialize. Among such early indicators are:

1. *A reduction in retention rates from first to second year.*
2. *Increasing entrance requirements limiting access.*
3. *Lower percentage of high school graduates entering the UW System.*
4. *Increasing student/faculty ratio.*
5. *Fewer collaborative and field based learning opportunities.*

6. *High faculty and staff turnover.*
7. *Inability to attract replacement faculty and staff.*
8. *Reduction in investment in professional development.*
9. *Reduction in investment in academic support e.g. libraries, computer support, advising, etc.*
10. *Reduction in course offerings.*
11. *Reduction in support per student.*

Recommendations:

Budget (see attached)

(note: We haven't discussed any of the below. If the committee would like to add recommendations, these are some possible examples. We have been asked to frame recommendations within the themes of quality, access and serving Wisconsin directly – state and student needs)

Quality, Access and Serving Wisconsin directly – state and student needs:

- Each institution develop and monitor a set of quality indicators as appropriate to its select mission, priorities and goals, that include a focus on student learning outcomes,.
- Each institution develop and monitor a set of early warning signals of quality erosion.
- A compact with the state be entered into that links the level of state support with the level of student access, and establishes minimum levels of support-per-student to assure quality.
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Summary

Our obligation to the state requires that we engage students in quality educational experiences leading to value-added student outcomes that serve student and state needs, and that higher education be available to as many Wisconsin citizens as can be served with quality within the constraints of available resources. That requires that we:

1. *Continuously evaluate, assess and improve educational practices and policies to assure effective and efficient use of resources.*
2. *Continuously monitor quality on an institution and system-wide basis, consistent with the agreed upon principles, and institutional and program mission.*
3. *Continuously monitor early warning indicators to assure that as we provide higher education opportunities to as many citizens as possible, we do not impair quality.*

Toward those ends, institutions and the system at large continue to identify and monitor measures of quality appropriate to assuring effective and efficient use of resources to

maintain and enhance the UW-System's stature as a premier system of higher education meeting the needs of students and the State.