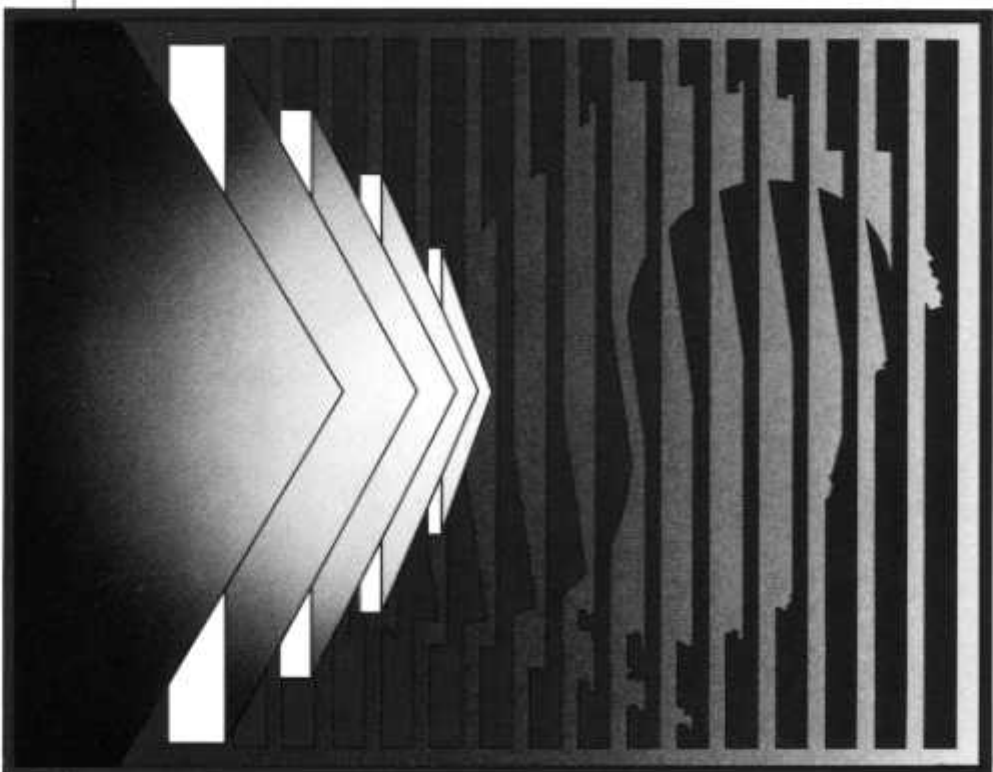


1986

# TOGETHER

The Wisconsin Direction



A Plan to Shape the Future of  
The University of Wisconsin System

UWS

# TOGETHER

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## The Wisconsin Direction

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*A Plan to Shape the Future of  
The University of Wisconsin System*

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## Dedication

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This publication is dedicated with deep respect and gratitude to Dr. Ben R. Lawton, who, as President of the Board of Regents in December 1985, had the foresight to establish the Regent Study Group on the Future of the University of Wisconsin System.

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 Ody J. Fish, *Harland*  
 Ness Flores, *Wauchesa*  
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# FOREWORD

The Board of Regents of the University of Wisconsin System adopted a plan for the future of the UW System in December 1986. This publication summarizes the plan and the recommendations which produced it. The recommendations were made by the Regent Study Group on the Future of the University of Wisconsin System and appear in the group's final report, titled: *Planning the Future*. The study group was chaired by Regent Ody J. Fish and included all members of the Board of Regents. Additional members included UW-Stout Chancellor Robert Swanson, who served as vice chairman; UW System Executive Vice President Katharine Lyall; and Irving Shain, UW-Madison chancellor.

Philip Saunders, former president of the State Board of Vocational, Technical and Adult Education, was a member of the committee while he served as a regent of the UW System. The study group devoted a full year to its assignment, and on November 5, 1986, held a public hearing on its findings and proposals. Testimony presented at that hearing helped shape the final study group report. Copies of the full report and its appendices are available in the UW System Regents Office, 1860 Van Hise Hall, 1220 Linden Drive, Madison, Wisconsin 53706. ▲

*"The regents can set the direction, but the success of any plan for the future of the University of Wisconsin System will require the cooperation of faculty, students, state government officials and Wisconsin citizens—everyone—working together."*

ODY J. FISH, Chairman  
Regent Study Group on the Future of the UW System



# INTRODUCTION

The Wisconsin Legislature created the University of Wisconsin System in 1971 by placing the state's public universities, two-year centers and extension service under the administration of a single board of regents.

There were many educational advances made by the newly-merged system. But the dramatic change from two systems to one, combined with rising enrollments and state funding which did not keep pace with the increased number of students, placed the university in an uncertain environment. There was no overall strategic plan to deal with problems—current or future.

Last year, the Regents of the UW System decided it was time to take stock. Their statutory responsibility for system leadership demanded the development of a plan to guide the university into the 21st Century.

To develop a plan and help the administration, faculty, staff and students carry out its objectives, the regents examined a wide range of subjects. Included were: enrollment levels; transfer policy; admission requirements; institutional missions and academic programs; the role of the UW Centers; tuition; management flexibility; cooperation with the State Vocational, Technical & Adult Education System; and opportunities for women, minorities and the disabled.

On December 6, 1985, the Regent Study Group on the Future of the University of Wisconsin System began its work with the major objective of identifying the most effective and most acceptable means of maintaining the quality of education in the UW System.

The study focused on five major areas of concern:

- 1 Educational effectiveness.
- 2 Cost effectiveness.
- 3 Equity in education.
- 4 Extending university resources.
- 5 Leadership and administration.

*It became apparent early in the year-long study that some of the objectives could be met within the university system by shaping or reshaping policy. Others would require the cooperation of government officials and state legislators. And to fully succeed, the completed plan would need the understanding and added support of Wisconsin's citizens—everyone—working together. ▲*

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# TAKING STOCK

In 1975, a team of California researchers singled out the University of Wisconsin System as a national model of operational efficiency. "The University of Wisconsin System can be distinguished in one very important way," wrote Eugene C. Lee and Frank M. Bowen of the California Center for Research and Development in Higher Education. "It has been faced with an almost unprecedented series of difficulties but has surmounted them in such a way that the institution appears even stronger in effectively implementing the educational goals of the state."

A decade later, the regent study disclosed some cracks in the system's foundation.

- While enrollments increased by 15,000 during 1980-85, there were nearly 2,100 fewer class sections available to students during the same period.
- Lab sections for undergraduates have declined by 9 percent and many departments can no longer afford to offer hands-on instruction.
- Library hours and library loan services have been drastically reduced, and the acquisition of books, periodicals and other materials has declined to a level that threatens the system's ability to keep up with current knowledge in many fields.
- Class shortages and cuts in the number of student services personnel who provide financial aid and academic counseling force an increasing number of students to attend school a fifth and sixth year to graduate.

For many years, Wisconsin citizens have demonstrated their commitment to public higher education with gener-

ous tax support. They pay almost \$19 per thousand of personal income in taxes for higher education compared with a national average of just over \$14.

But Wisconsin has an extraordinarily large pool of high school graduates—about 16 per thousand in total population, compared to 13 per thousand nationally. That leads to a very high enrollment in public higher education—almost 38 per thousand, compared to a national average of 29. The result is that, while Wisconsin spends more overall on higher education, its per student support places it 31st among the 50 states. From fourth place in the mid-1970s, state support of the system's universities has slipped to about \$600 per student below the national average.

In taking stock, the Regent Study Group determined that the equivalent of an additional \$88 million a year is needed to bring Wisconsin to the national average of student support. Filling the gap will require additional state funds, increased tuition, reduced enrollment, or some combination of the three. ▲



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*The photographs of regents and other participants in the year-long process of developing this plan for the future of the UW System were taken by University of Wisconsin-Extension photographer Jay Salvo.*



## Part I: Educational Effectiveness

### FRESHMAN ADMISSIONS

Quality education begins with the entering freshman. In the fall of 1991, first-year admission policy for high school graduates will require a total of at least 16 credits from English, mathematics, social science, natural science, and foreign language. Courses in computer science or the arts may substitute for two of the credits.

The higher standards will assure that students entering the UW System can successfully complete their programs. They should influence improved academic performance in the state's high schools as well. ▲

### INSTITUTIONAL MISSIONS

The mission of each institution in the newly-created UW System was described in a statement drafted in the early 1970s. Except for minor revisions, these mission statements have remained unchanged since. By January 1, 1988, each institution will review and revise its mission statement to

identify centers of excellence. The review will weigh the worth and the necessity of each academic program, and the revision will encourage each institution to better define its special role in the system. ▲





## PROGRAMS

By any national standard, the UW System does not have an extraordinarily large number of programs. The number added since the system was established has averaged less than one a year per university, with no net gain in the system total over the 15-year period.

The number and distribution of programs in the system must be managed to maintain quality and ensure a positive response to student needs and the constant growth of new knowledge. The UW System Office of Academic Affairs

will work with the institutions in identifying and regularly reviewing programs requiring special attention. These reviews will help maintain a proper balance between liberal education and professional education and provide an opportunity to replace unproductive offerings with more relevant programs.

An annual evaluation report to the Board of Regents will keep the number and distribution of academic programs lean and strong. ▲

## UW

### CENTERS

The 13 UW Centers are two-year liberal arts institutions that make university education accessible to virtually everyone in Wisconsin. Almost all of the 10,000 students attending are Wisconsin residents.

Unlike many states with community college systems, Wisconsin chose to separate its liberal arts and vocational-technical education programs. The choice has proved a sound one, and the individual programs should be preserved and strengthened.

Also to be preserved are the local government and

system partnerships responsible for the UW Centers. The partnerships call for local communities, usually counties, to provide land and buildings while the UW System provides faculty and educational support.

The centers will streamline course offerings and give increased attention to sophomore level programs to encourage students to stay in the centers through their second year. Increased use of the centers will ease enrollment pressures on over-enrolled UW universities. This can help the state preserve access to higher education without compromising quality. ▲



## CREDIT TRANSFER

University students are people on the move. More than 13,000 of them transferred to UW System institutions in 1985. For half that number, the move was from one UW institution to another. Some students moved to complete an undergraduate degree, others to avail themselves of specific programs. The fear of losing academic credits prompted still others to transfer from a two-year center to a university after their freshman year.

The regents recommended that a special faculty committee determine ways to modify and improve a systemwide transfer policy. An important goal is to recognize that a student with a two-year UW associate of arts degree will be accepted by a UW university as having completed the general education requirements of that university.

The UW System also will review transfer policy affecting the State System of Vocational, Technical and Adult Education. VTAE students annually represent 8 percent to 10 percent of the UW System's accepted transfers. About 20 percent of those accepted come from VTAE schools that do not offer college courses, and the system is continually asked to expand its acceptance policy.

Also targeted for review is instruction not leading to college credit. A joint UWS-VTAE task force will begin the review in January 1987 and provide information on program duplication, individual system responsibilities, and joint program opportunities in the areas of agriculture, home economics and business. ▲

## QUALITY ASSESSMENT

The final test of educational effectiveness lies in an evaluation of educational outcomes—an appraisal of an institution through an assessment of its graduates. At the direction of

the regents, system administration will develop pilot projects with at least five institutions to evaluate newer methods and directions for assessment of educational outcomes. ▲



THE WISCONSIN DIRECTION

## Part 2: Cost Effectiveness

The UW System's effort to be educationally effective through mission and program review, the modification of admission and transfer policies, and a continuing assessment of quality plays a critical part in improving total cost effectiveness.

## ENROLLMENT AND TUITION

The instructional budget of the UW System includes tuition and fees as well as state taxes. The Legislature decides the level of tax support. Wisconsin law gives the regents the authority to regulate enrollment and set tuition. However, because state taxes and tuition are inter-related components of the university budget, regent tuition policy is reviewed and approved by the Legislature as part of state budget deliberations.

Traditionally, tuition has been held to a level that makes Wisconsin's public university system available to all residents who can benefit. As the regents analyzed the future of the university system during their year-long study, they questioned whether open access could be continued if the necessary financial support for each student did not keep pace with the unusually strong demand for higher education in Wisconsin.

Given economic conditions, the system will pursue the development of more effective operating policies to make certain that state funds are used carefully and responsibly. The regents hope these efforts will be matched by state action to improve management flexibility. ▲

To continue open access without increases in state tax and/or tuition support would sacrifice the regents' highest priority: educational quality.

Therefore, in 1987-88, a management plan coordinating enrollment, tuition and state funding will be designed to move Wisconsin toward the national average of per student support.

The regents' recommendation proposes that, over the next four years, tuition at UW-Madison and UW-Milwaukee be raised to no higher than the midpoint of public universities in the Big Ten. Tuition at the other universities and the centers would be raised by appropriate percentages of the UW-Madison and UW-Milwaukee increases during the same period. ▲

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## Part 3: Equity in Education

### WOMEN

In 1985, women received 49.2 percent of the bachelors degrees, 51 percent of the masters and 29.6 percent of the doctoral degrees awarded by the UW System. Women were least represented in science and technology where they received less than 30 percent of the degrees. This underrepresentation means the creative abilities of women are not being fully used to help the nation meet competition in an increasingly technological marketplace.

Women continue to be primarily employed in classified or civil service positions. More than 60 percent of that workforce is female. Women represent only 9.9 percent of the faculty, 9.2 percent of the instructional academic staff, and 5.3 percent of top management.

UW System policies are directed to the full attainment

of equal education and employment opportunities for women by the year 2000. In the interim, system goals will raise the percentage of women faculty hired and improve their promotion and retention rates. The number of women in top management positions will be increased. Salary equity for women in academic staff positions will be established, and the underrepresentation of women students in science and technology will be addressed.

The UW System will continue to pay special attention to women who are at risk economically, and therefore educationally. Child care and other services which can assist women in breaking the cycle of poverty will be given institutional priorities, and the progress of such service programs will be periodically assessed. ▲

### MINORITIES

Minority enrollment and graduation goals can be reached only if the system and the public schools join forces to meet the needs of minority students. Toward that end, a pilot freshman tuition award

program is being developed at five high schools, the UW System Minority Information Center will be enlarged, and the UW President and the State Superintendent of Public Instruction will establish a statewide study group to reshape





minority goals and programs. The annual report on institutional goals of each chancellor will include a plan for improving the status of minorities.

Minority freshman enrollment depends on the ambitions and college readiness developed by students during their primary and secondary school years, on the expectations and moral support of their families, and on their finances. Cooperation and mutual support of the universities, families, schools, and communities are essential in stopping decreased participation in education by Hispanics, Blacks and American Indians.

Just as disappointing as the level of minority student enrollment is the level of minority employment in the UW

System. The combined representation of Black, Hispanic, and Native American faculty was 2 percent in 1983-84 and remained there in 1985-86. There are 52 Black tenured faculty members, 45 Hispanic, and 5 Native Americans. And the rate is not improving among new employees.

To assist in reaching minority employment goals, the system will create: 1) a minority graduate incentive program; 2) a faculty retention project; 3) an institute for race and ethnic studies; 4) institutional faculty committees on affirmative action for minority faculty and staff; and 5) a minority faculty conference that will make recommendations to the UW President. ▲

## THE DISABLED

A systemwide working group will address the development of definitions and standardized procedures to assist institutions in responding to federal requirements for a level of services for students with disabilities. The standards will acknowledge that disabled students are capable of meeting the same aca-

demic requirements as non-disabled students and take into account the necessity to provide accommodations for disabled students on an individual basis. The system also will establish a uniform policy on institutional responsibility for students not served by Wisconsin's Division of Vocational Rehabilitation. ▲

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## Part 4: Extending University Resources

### BUSINESS AND INDUSTRY

More than 500 organized centers and activities in the UW System are ready to extend a helping hand to business and industry. The services are accessible through the *Directory of University Resources for Business and Industry*, a free publication now in its third printing.

The university's research mission is a major stimulus to statewide economic growth. It attracts \$4 in outside support for each \$1 invested by the state. In 1985-86, research activities funded by sources other than state tax revenues accounted for a total expenditure of more than \$200 million.

The UW System will pursue the recommendations of the Wisconsin Strategic Development Commission in increasing its technology transfer and business outreach

efforts. It also will give high priority to: 1) creating an ongoing Wisconsin economic development fund for the purpose of obtaining state matching grants for research and development; 2) establishing 10 professorships targeted to teaching and research essential to economic development; and 3) implementing recommendations of the State Biotechnology Task Force.

Producing a well-educated population is one of the most direct ways of improving the state's economic climate. The regents understand the problems confronting the state as the economic base shifts and dislocations take place. They are aware of the relationship between tax capacity and tax effort and appreciate that additional state support for higher education can only come over a period of time. ▲

### UW-EXTENSION

As the 21st Century approaches, UW-Extension must assume greater responsibility in making university resources available in

Wisconsin. The expanding population of adults over 25 will bring an upswing in career changes and increase the need for additional training and professional updating. The



growing demands of special client groups such as women, the elderly and minorities also dictate a stronger role for extension services in the future of the UW System.

The regents invite the City of Milwaukee and its business community to support and share in the development

of a new downtown continuing education center. And the state and federal governments are asked to strengthen their support of continuing education, lifelong learning opportunities and the cooperative extension service. ▲

## Part 5: Leadership and Administration

The university system is a complex organization which should be managed in the most effective way.

Today, effective management methods delegate authority wherever possible. The state has traditionally favored a more centralized approach in the belief that it provided the Legislature with greater accountability. However, to manage available dollars most efficiently, the university must be free of unnecessary regulation.

The university now has clear lines of accountability. For example, the university president prepares for regent review an annual statement of goals and an evaluation of the past

year's performance. The president also conducts an annual evaluation of university officers and chancellors. This process, combined with appropriate delegation of operational responsibility to institutions, is designed to ensure continued improvement of internal management.

Many changes called for in this plan require a degree of management flexibility UW System administrators do not have. To improve operating efficiency, bidding and purchasing procedures should be simplified; and the university should be allowed to make immediate use of additional revenues it receives. The university also should be freed

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from state control of the number of faculty and staff positions created and supported by federal or private funds—not by state taxes.

These and other changes are necessary to give university

managers the authority they need to be properly accountable for the efficient and effective operation of Wisconsin's largest single enterprise. ▲

## THE SUM TOTAL

If the regent plan is followed, the UW System will enter the 21st Century . . .

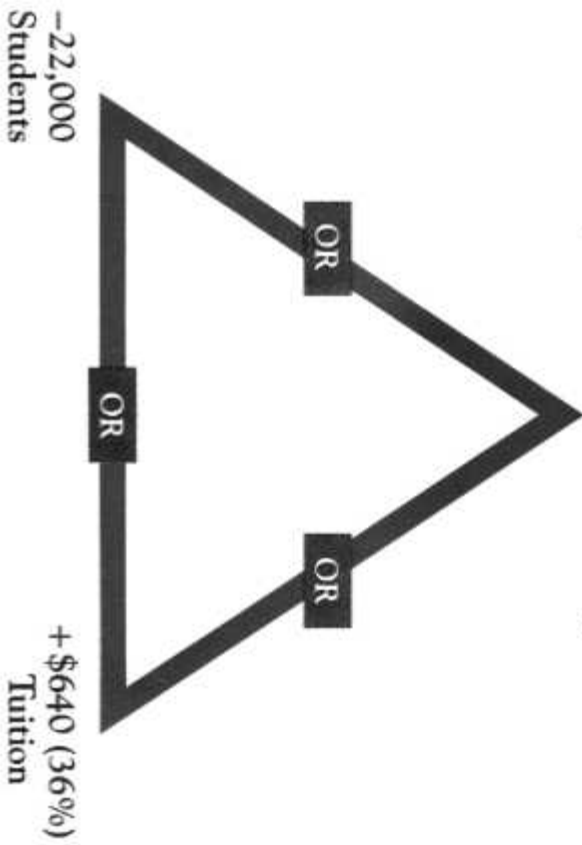
- ✓ with educational excellence intact
  - ✓ more effectively managed
  - ✓ streamlined and more productive
  - ✓ with increased participation of women and minorities
  - ✓ better equipped to assist the state economy.
- Realistically, the plan's success depends in part on some critical policy decisions that must be made outside the UW System.

The overriding decision deals with the level of state support to be included in forthcoming budgets which will allow the university to offer quality education.

The Regent Study Group concluded that Wisconsin is \$88 million short of reaching the national average of student support. The difference can be made up through increased state funding, increased tuition, reduced enrollment, or some combination of the three.

Using tuition as the only component to bridge the \$88 million underfunding gap would make students pay \$640, or 36 percent more, a year. Using enrollment as the single solution would mean a reduction of 22,000 students.

### \$88 Million State Funding

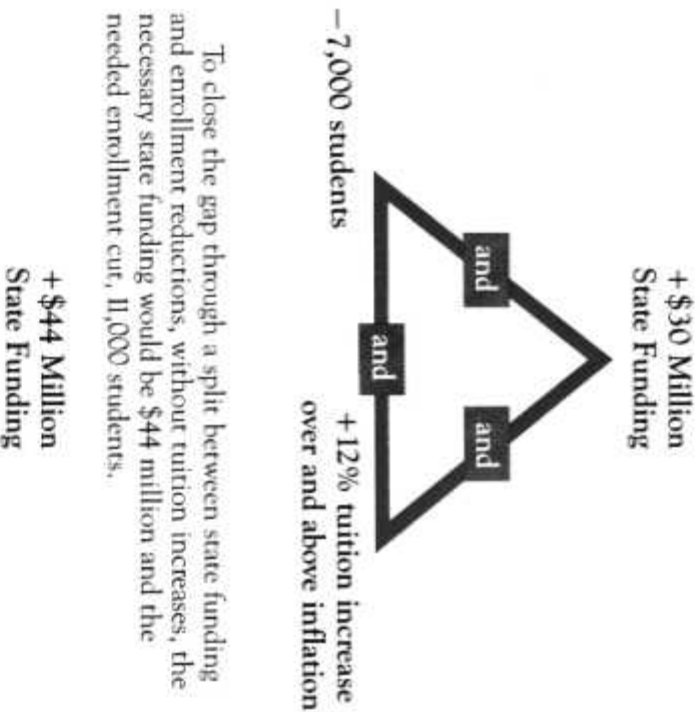




# 3 SOLUTIONS The Answer of ACADEMICS

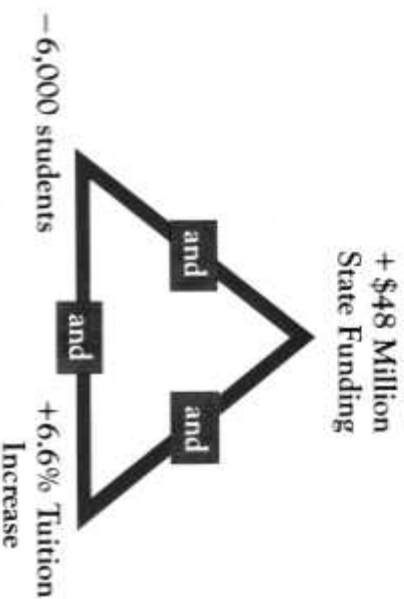
Solving the problem of quality and underfunding by using just one of the three options—added tax revenue, increased tuition or reduced enrollment—would likely be considered unrealistic, unduly harsh, or educationally unsound. Some combination of the elements, therefore, is required to provide an acceptable means to ensure quality and restore services to the levels which Wisconsin citizens expect and deserve from their university.

For example, if each of the three elements made equal contributions, the \$88 million solution could mean:



To close the gap through a split between state funding and enrollment reductions, without tuition increases, the necessary state funding would be \$44 million and the needed enrollment cut, 11,000 students.

Or, the \$88 million solution could be \$16 million in tuition (a 6.6% increase), \$48 million in state funds, and \$24 million through a phased enrollment reduction of 6,000 students.



Other solutions would require various combinations of the three elements—state funding, tuition and enrollment. The final determination will be one of the most vital policy decisions made, setting the direction and the level of Wisconsin's commitment to higher education well into the next century. It will be a fair and lasting solution only if it is understood and supported by faculty, students, state government officials and Wisconsin citizens—everyone—working together. ▲

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