

UNIVERSITY  WISCONSIN

## COLLEGES

The freshman/sophomore UW campuses

# LIVING THE WISCONSIN IDEA:

EXTENDING THE UW COLLEGES' LIBERAL ARTS MISSION  
TO THE BOUNDARIES OF THE STATE AND BEYOND

COMMISSION  
ON ENHANCING  
THE MISSION OF  
THE UW COLLEGES  
SUMMARY REPORT

December 22, 2006

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# **University of Wisconsin Colleges Mission Statement**

The University of Wisconsin Colleges is a multi-campus institution that prepares students for success at the baccalaureate level of education, provides the first two years of a liberal arts general education that is accessible and affordable, and advances the Wisconsin Idea by bringing the resources of the University to the people of the state and the communities that provide and support its campus

# **University of Wisconsin Colleges Liberal Arts General Education Statement**

The University of Wisconsin Colleges excels in providing its students with a liberal arts general education, the foundation of the Bachelor's degree. This includes a steadfast commitment to instruction in the natural sciences and mathematics, the social sciences, and the arts and humanities. It also involves an equally strong commitment to preparing students for lifelong learning, leadership, service and responsible citizenship. As students pursue the UW Colleges Associate of Arts and Science degree they learn how to think critically, communicate effectively, solve quantitative and mathematical problems, and reflect on works of creative expression. In this way UW Colleges students gain a sound liberal arts general education that will serve them as they transfer and pursue Bachelor degrees, and prepare for leadership in their chosen professions. A liberal arts general education is not simply a set of requirements or a curriculum; rather it is an institutional commitment supported and advanced by the faculty, students, staff, and administrators. Through its dedication to liberal arts general education, the UW Colleges seeks to develop well-rounded, knowledgeable, lifelong learners, and contributing citizens.

## Chancellor's Charge to the Commission

Given the goal of ensuring that the University of Wisconsin Colleges is nimble and agile enough to respond to contemporary challenges, opportunities and trends in its regions, how might the UW Colleges improve upon the excellent liberal arts education it offers, while making wise use of its limited resources? In essence, should the UW Colleges go forward with a renewed reinvigoration and reaffirmation of its existing mission, or should that mission be enhanced to enable it to more fully meet the needs of adult and place bound students?

With these overarching questions in mind, the Commission on Enhancing the Mission of the UW Colleges addressed the following questions:

1. How can the Colleges better serve the needs of adult, placed-bound students in their local communities, and around the state?
2. Should the Colleges continue to serve primarily as freshman-sophomore campuses (gateways) to the UW System? What should be the relationship between the Colleges and the Comprehensives and Doctoral Institutions?
3. How can the Colleges capitalize on their uniqueness – local access, small class sizes, and academically nurturing environments, to offer more degree opportunities to its students?
4. Should the Colleges be approved to offer selective baccalaureate degrees, either in collaboration with other UW comprehensive campuses, or otherwise, in areas that meet local demand of place-bound students and where the faculty expertise exists to do so? In essence, should we expand our degree/program offerings, and if so, in which areas and at what level(s) (AA, BS, BA, certificates, institutes, etc.)?
5. Is a collaborative university center concept a model that would serve our local citizens well? If so, at which campus locations might the University Center model be most effective?
6. How can the relationship between UW-Extension and the UW Colleges add value to the citizens of the State of Wisconsin?
7. What is the Colleges' relationship to the Wisconsin Technical Colleges? What should that relationship be?

# Letter of Transmittal from the Commission Co-chairs

December 22, 2006

Dear Chancellor Wilson:

It is with pleasure and enthusiasm that we present to you the Commission on Enhancing the Mission of the UW Colleges' recommendations, findings and actions. From the outset of our work together, Commission members were extremely conscientious. We had nearly 100% attendance at each of our eight meetings extending from August through December. Many Commission members had to travel from the northern and eastern parts of the state. The Commission had excellent participation from its members. Discussions around how to enhance the mission of the UW Colleges were lively and creative. As we moved through the process, we operated whenever possible by consensus.

The Commission divided its work into two primary areas: gathering information and drafting recommendations. During the first five Commission meetings, Commission members learned a great deal about the history, mission, vision and goals of the UW Colleges. We listened intently to presentations about the various aspects of the UW Colleges' curriculum, online program, student populations, quality faculty and staff, extensive collaborations, innovative initiatives and major competitors. Additionally, we heard from a panel comprised of UW-Extension administrators and a panel of presidents from the Wisconsin Technical College System. At each of these first five meetings we also discussed the questions you included in your charge to the Commission. During its last three meetings, the Commission drafted recommendations for this final report. In the end, recommendations were grouped into six themes: maximum access and success, maximum collaboration, maximum agility, marketing, funding, and The Wisconsin Accord. Although The Wisconsin Accord recommendations extend far beyond enhancing the mission of the UW Colleges, it is a powerful and innovative idea that would increase access to higher education to disadvantaged, place-bound residents across the state.

As co-chairs of the Commission, we wish to express our appreciation to each Commission member for his or her individual contributions. Members were thoughtful, focused and bold in their thinking. These qualities are demonstrated in the concisely articulated recommendations contained in this report. In particular, we want to thank Greg Lampe and Steve Wildeck for their exemplary staff work.

Please engage the Commission members in any way as you put the recommendations into action. We are optimistic that the collected thoughts from across the state that are expressed in this report will find fertile ground.

Sincerely,

John B. Torinus, Jr.  
Co-chair

Roger Axtell  
Co-chair

# Commission on Enhancing the Mission of the UW Colleges

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## Introduction

For over one hundred fifty years, the state of Wisconsin has carefully built a system of higher education that values access, innovative teaching, groundbreaking research, outreach and extension programs, and networks that are responsive to the ongoing needs of its citizens. As with any entity that aims to stay ahead of its competition and remain relevant and responsive to its stakeholder needs, it must constantly anticipate the future and move strategically to respond to what looms on the horizon.

In 2002-2003, the University of Wisconsin Colleges reviewed its mission and charted a course for the next five years with its Strategic Plan, 2002-2007. As the end of the period covered by that plan approaches, and in light of the University of Wisconsin System growth agenda to increase the number of baccalaureate degree holders in the state, it is appropriate to review the Colleges' mission, and determine the future directions and goals of the institution. The objective is to ensure that the Colleges, as an integral part of the UW System, can continue to serve their regions well, paying particular attention to the needs of adult, place-bound students, and to respond to contemporary challenges, opportunities and trends. To carry out this task, the UW Colleges and UW-Extension Chancellor David Wilson empanelled a Commission on Enhancing the Mission of UW Colleges

The UW Colleges, which is one institution with thirteen campuses that prepares students for success at the baccalaureate level of education and provides the first two years of a liberal arts general education, is a key component of the UW System. Currently, the thirteen campuses enroll more than 12,500 students, and primarily serve residents of smaller cities, suburban areas and rural communities throughout the state. With their accessibility and affordability, they enroll significant numbers of place-bound returning adult students and students of color.

The UW Colleges is, in many ways, the perfect embodiment of the Wisconsin Idea. The roots of the UW Colleges lie in the establishment of off-campus classes and the beginning of extension services in 1907. These campuses have evolved into significant centers of learning with impressive physical plants and outstanding faculties. They also serve as significant cultural centers in their communities. As the evolution from university

extension centers to campuses of the UW System took form, a unique partnership emerged. Essentially, this partnership called on the local counties to provide facilities to allow place-bound residents in those counties access to higher education, while the State of Wisconsin agreed to provide funding for instruction and academic support. This model has served the needs of local communities well over the decades.

## Executive Summary

On August 17, 2006, Chancellor David Wilson announced the formation of a commission to focus on the needs of local students and communities. The Commission on Enhancing the Mission of the UW Colleges was charged with the task of examining ways in which the 13 freshman/sophomore campuses of the UW Colleges can more directly serve the needs of students and the communities where those campuses are located. The Commission was charged with examining how the liberal arts education offered by the Colleges can be improved upon, while making the best use of its limited resources.

The overall objective of the Commission's work was to ensure that the UW Colleges, as an integral part of the UW System, would continue to serve their regions well, paying particular attention to the needs of adult, place-bound students, and to respond to contemporary challenges, opportunities and trends.

The Commission held 8 meetings between August and December. The Commission divided its work into two stages: gathering information and drafting recommendations. During the first five Commission meetings, Commission members worked to understand the history, mission, vision, and goals of the UW Colleges. Presentations were delivered about the UW Colleges' curriculum, distance education program, student populations, quality faculty and staff, extensive collaborations, innovative initiatives, and major competitors. Panel discussions were organized featuring presentations from UW-Extension administrators and Wisconsin Technical College System presidents. These presentations focused on how these institutions might collaborate with the UW Colleges to enhance its mission. At each of the first five meetings Commission members also thoroughly discussed each of the charge questions. During its last three meetings, the Commission drafted recommendations for its final report. In addition, Colleges-wide compressed video Town Meetings were held; one for students and one for faculty and staff. These meetings provided an opportunity for students, faculty and staff to share their views on how the UW Colleges' mission could be enhanced. The findings were summarized and integrated into the final report (for summaries of the Town Meetings see Appendix B). In the end, recommendations were grouped into six

themes: maximum access and success, maximum collaboration, maximum agility, marketing, funding and The Wisconsin Accord.

## *Summary of Findings*

### **Theme 1: Maximum Access and Success**

The Commission believes that since the University of Wisconsin Colleges serve as a major gateway to higher education in Wisconsin, access is critical to its mission. Students should have programmatic, geographic and financial access to the 13 two-year UW Colleges' campuses across the state. If more of the state's workforce is to earn the bachelor's degree, an imperative in the emerging Innovation Economy, then more opportunities for accessing bachelor degree programs must be made available statewide. The Commission's vision is to honor the hallowed Wisconsin Idea, to extend access to the boundaries of the state and beyond.

### **Theme 2: Maximum Collaboration**

The Commission believes that the UW Colleges' campuses should offer access to a broad range of certificate and degree programs. Recent studies have shown that more baccalaureate degrees are needed in Wisconsin, so the UW Colleges should play a prominent role in offering access to a broad range of baccalaureate degree programs to residents across the state. Currently, the UW Colleges more than 70 collaborative degree programs on its 13 campuses and is successfully delivering baccalaureate degree programs to residents across the state. Additional collaborations should be aggressively pursued between the UW Colleges, the UW System institutions, the Wisconsin Technical College System and private higher education institutions in Wisconsin. These collaborative efforts will make bachelor degrees increasingly more accessible and attainable by place-bound traditional and returning adult students.

### **Theme 3: Maximum Agility**

The Commission believes that the UW Colleges needs to be more agile in meeting the changing needs of traditional age students, returning adults and the local business community. Students need maximum flexibility to move through the higher education systems in Wisconsin. Students are making choices every day about how to enter and persist in the state's higher education systems, and some competitors of the UW Colleges have been very aggressive in giving students what they want, when and where

they want it. Campuses need to be able to respond and structure academic programs that meet the needs of a variety of students, community-based business and industry.

### **Theme 4: Marketing**

The Commission believes that more effective marketing of the UW Colleges is imperative. Residents need to be informed of the many advantages of the UW Colleges, including their accessibility and record of student success. Small class sizes, quality of instruction and personal attention need to be emphasized. The UW Colleges will need a significant infusion of resources to market its enhanced mission.

### **Theme 5: Funding; Insufficiencies; Ways and Means**

The Commission believes that the funding structure for the UW Colleges needs to support its enhanced mission. For the UW Colleges' mission to be enhanced to serve the citizens of the state, increased resources will need to be secured. The UW Colleges' funding sources include campus foundations, local, county, state and federal support, and tuition of students enrolled at the 13 campuses and in the UW Colleges' Online program.

### **Theme 6: The Wisconsin Accord**

The Commission believes that Wisconsin needs to invest in a more highly educated populace. The state must increase its investment in the capacity of our higher education system if it is to be competitive and create sustainable long-term economic vitality, an educated population, higher per capita income, the resulting higher tax revenues and wealth. The Wisconsin Accord is needed to ensure that deserving students have the ability to attain higher education. Such investment could come from an application of our current tax structure to an increased Wisconsin per capita personal income. The increased per capita personal income would result from a more educated populace which was required to stay within the state's borders. Disinvesting in Wisconsin's higher education system and communities will not relieve the tax burden of our citizens. In fact, it will accomplish the opposite; it will result in a "brain void." State government must be diligent that no tax dollar is wasted or spent frivolously. That said, it must recognize that dollars dedicated to higher education are not expenditures but rather investments that result in a knowledge resource that will yield tremendous financial rewards in the future.

# Theme #1: Maximum Access and Success

Since the University of Wisconsin Colleges serve as a major gateway to higher education in Wisconsin, access is critical to its mission. Students should have programmatic, geographic and financial access to the 13 two-year UW Colleges' campuses across the state. Students should also encounter diverse ideas and interact with people from different cultures. If more of the state's workforce is to earn the bachelor's degree, an imperative in the emerging Innovation Economy, then more opportunities for accessing bachelor degree programs must be made available statewide. The Commission's vision is to honor the hallowed Wisconsin Idea, to extend access to the boundaries of the state and beyond.

## *A. Recommendation: Position financial structures to maximize access.*

### **Findings:**

1. Traditional and returning adult students need access to the University of Wisconsin System. This access is threatened as tuition increases and financial aid programs do not keep pace with the rising costs of higher education.
2. The current funding structure does not adequately support the UW Colleges' access mission.
3. The UW Colleges is a key point of access to the UW System for Wisconsin high school graduates. Of those high school graduating students who choose to attend UW System institutions, the UW Colleges enrolls the highest percentage of those students.
4. The UW Colleges is serving residents from lower income families (approximately \$54,000 family income on average) when compared to other UW System institutions. This brings a strong need for financial assistance.

5. Place-bound not only means that students are bound to a particular location; it also includes those students confined to a place because of finances.
6. Over 40 percent of students attending the UW Colleges received financial aid in 2005-2006. In 2005, the UW Colleges distributed over 26 million dollars in student financial aid. Because financial aid support cannot keep pace with rising tuition costs, more and more students are taking out loans to pay for college.
7. Currently, the UW Colleges awards \$560,000 annually in scholarships, a sizeable total, but not enough to fill the need. This amount needs to be increased if students are not to be deterred from pursuing a degree.

**Actions:**

1. Tuition at the UW Colleges needs to be made more affordable to residents across the state and more consistent with that of other public two-year institutions in the state.
2. Financial support for traditional and returning adult students must be increased through scholarships, loans or other forms of subsidy.
3. To increase access to the UW Colleges' campuses, the feasibility of adding residence halls should be considered.
4. The UW colleges should continue to expand its efforts to recruit underserved and minority students.

*B. Recommendation: Ease geographic access to higher education for place-bound traditional and returning adult students: Enhance opportunities across Wisconsin so residents can gain access to higher education wherever they live.\**

**Findings:**

1. The UW Colleges' campuses do an outstanding job of successfully enrolling high school students from the counties in which the campuses are located. However, the UW Colleges' campuses need to provide access to residents outside the counties in which the campuses are located.
2. Within the next five years, enrollments in Wisconsin public high schools in a majority of the UW Colleges' service areas are going to decrease significantly.
3. Recruiting returning adult students to the UW Colleges' campuses is an increasing priority.
4. The Commission supports the goals of the Adult Student Initiative, which is critical to providing the underserved and place-bound adult population of Wisconsin with multiple, accessible, and convenient ways for starting, pursuing, and completing associate and baccalaureate degrees from UW System institutions. The desired outcome of the initiative is to increase the percentage of the population with baccalaureate degrees. This collaboration is between the UW Colleges, UW-Extension, and other UW System institutions. The Commission supports the following strategies of the Adult Student Initiative:
  - a. Providing adult students who wish to pursue a baccalaureate degree with the academic advising support that they need to identify a program path from their current circumstances (time, place, and other barriers to participation, partial completion of degree work, etc.) to the completion of a baccalaureate degree.
  - b. Enhancing the existing adult advising capacity on the 13 campuses of the UW Colleges, the centralized access functions

provided by UW-Extension in the HELP program, Continuing Education, Outreach, and E-Learning, and the local presence of Cooperative Extension.

- c. Encouraging additional associate degree programming curriculum revision by the UW College's faculty to accommodate the use of more accessible formats including shorter terms (5 or 8-week face-to-face offerings) and additional hybrid (combinations of on-line and face-to-face) courses.
  - d. Extending the program offerings of the UW Colleges into underserved geographic areas across the state through the use of more accessible course formats and through collaborative arrangements with technical colleges and other partners in those underserved areas.
  - e. Expanding the number of baccalaureate degree completion programs offered by the 4-year UW institutions on UW Colleges' campuses in accessible formats, particularly through distance education, with a focus on making such programs broadly accessible with minimal, if any, time and place restrictions.
5. The Wisconsin Technical College System (WTCS) has established a tremendous apparatus for access. It has broad service areas and satellite campuses spread throughout the districts in which they serve. The Colleges should co-develop ways to use this network for access to its programs in collaboration with WTCS sites:
    - a. Regional campuses
    - b. Branch campuses
    - c. Regional learning centers
    - d. Outreach centers (churches, retail centers, and the like)
  6. There are online course delivery systems in the state: WTCS, UW Colleges, UW-Extension Continuing Education, Outreach, and E-Learning, UWS comprehensives, and private institutions. The UW Colleges, in collaboration with UW-Extension, should be the leader in providing distance education to Wisconsin residents.
  7. The UW-Extension's Broadcasting and Media Innovations researches and develops new technologies, some of which have considerable potential for providing access to higher education across Wisconsin (except in the Milwaukee metropolitan area). For example, data

casting can deliver content to students over the air, or via cable and broadband. This one-way technology is currently being piloted at the UW-Baraboo/Sauk County campus. Course materials and other information can be downloaded to a laptop or any free-standing computer anytime and nearly anywhere. An agreement needs to be reached with Milwaukee Area Technical College to enable broadcasting for this purpose in Milwaukee.

**Actions:**

1. Collaborative agreements between the WTCS and the UW Colleges should be increased for course delivery at outreach centers around the state. Courses could be delivered face-to-face or through distance education (online, hybrid, Wisline web, or through compressed video).
2. The UW Colleges and the Wisconsin Technical College System should increase collaborations to deliver a liberal arts curriculum across the state.
3. The UW Colleges should be the leader in providing online distance education liberal arts curriculum across the state. Duplication should be avoided.
4. The UW Colleges should build stronger community connections with job centers in their service areas. Doing so could potentially lead to making higher education more accessible to individuals seeking new career opportunities.

\*The Wisconsin Technical College System representative has a counter opinion on this recommendation. See Appendix C.

*C. Recommendation: The pathways to a baccalaureate degree need to be broadened through the 13 UW Colleges for more accessibility to citizens across the state.*

**Findings:**

1. The UW Colleges have over seventy collaborative degree programs and are successfully delivering baccalaureate programming to place-bound students.
2. UWC Online provides students with access to a totally online accredited Associate of Arts and Science degree. UW-Extension Continuing Education, Outreach and E-learning (CEOEL) is focusing on associate degree holders who wish to complete a bachelor's degree. CEOEL and UWC Online should collaborate to provide assistance to adult learners who need to complete the associate's degree before pursuing the bachelor's degree.
3. Access to the junior and senior years is a significant challenge for place-bound adult students being served by the UW Colleges.
4. The pathways through Wisconsin's higher education system are numerous and complicated. Many of the state's citizens have come to believe that succeeding in higher education is beyond their ability, is not accessible, and/or is beyond their financial resources. Therefore, a key part of making baccalaureate degrees accessible to Wisconsin residents is advising. UW-Extension county offices could become entry points for guiding residents interested in pursuing baccalaureate degrees into higher education. Additionally, by building and expanding upon the advising and academic counseling skills and services that exist within the UW Colleges and UW-Extension, it would be possible to provide customized educational pathway maps for citizens interested in pursuing higher education.
5. Resources for the advising, marketing, and other services to support the current pathways through the higher education system in Wisconsin are inadequate.

6. Forty-four percent of UW Colleges' students transfer to UW System institutions. Of those students who transfer to UW System institutions, UW Colleges' students persist at the highest rate to the bachelor's degree than any other UW System or Wisconsin Technical College System institution.
7. Degree completion programs could be enhanced between the UW Colleges and UW-Extension's Continuing Education, Outreach and E-Learning. UW Colleges Online has been working to collaborate with other institutions to provide seamless access to students interested in earning bachelor's degrees totally online. UW Colleges faculty could be used for adult student prior learning assessment.

### **Actions:**

1. Since access to the junior and senior years is an issue facing place-bound adults, the UW Colleges should expand their collaborative degree programs with UW System institutions and other higher education institutions in Wisconsin according to local community needs.
2. Dual admission and enrollment programs should be expanded at all 13 UW Colleges' campuses. For instance, the Madison Connections program could be used as a model for developing dual admission and enrollment programs with other UW System institutions. For example, the UW-Marathon County has established a dual admission and enrollment program with UW-Stevens Point.
3. A project focused on re-enrolling "stop out" students should be developed at the UW Colleges. "Stop out" refers to students who temporarily leave the university on their way to a degree. The UW-Oshkosh Graduation Project could be used as a model for developing such a project.
4. The UW Colleges' Guaranteed Transfer program enables qualifying students to begin their education as new freshmen at the UW Colleges and be guaranteed admission to a UW System institution as juniors. The Commission enthusiastically endorses this program.

5. The UW Colleges should work with the UW System and the state's comprehensive and doctoral universities to replace the labyrinth of individually negotiated inter-institutional, credit-transfer protocols with a truly seamless credit-transfer system. Such a system should include but not be limited to the generation of dual transcripts, shared faculty, and redistribution of sustaining resources.
  
6. The deployment of the university center model should be explored, where appropriate, on UW Colleges' campuses across the state to promote access to certificates, bachelor, and graduate degrees.

*D. Recommendation: Access to the University of Wisconsin Colleges Associate of Arts and Science degree should be enhanced and expanded.*

**Findings:**

1. Students can use the Associate of Arts and Science degree as the foundation for the major they want to pursue at any UW System institution.
2. A third of the UW Colleges' 2006 new freshmen class came from the bottom two quartiles of their high school class. These students could not attend college at any other UW System institution. This is part of the UW Colleges' access mission.
3. Returning adults aged 22 and older comprise approximately 30 percent of the UW Colleges' student enrollments.
4. Information about UW-Extension Independent Learning courses and online courses need to be provided to UW Colleges students on the campuses. These courses are asynchronous in nature and could provide a level of flexibility and accessibility not available through the campuses' curricular offerings.

**Actions:**

1. The UW Colleges should explore offering additional Associate degrees such as Associate of Science and Associate of Arts degrees.
2. The UW Colleges should work with the Wisconsin Technical College System institutions to offer on site and/or distance education liberal arts courses at WTCS campuses where a UW Colleges' campus is not located.

## Theme #2: Maximum Collaboration

The Commission believes that the UW Colleges' campuses should offer access to a broad range of certificate and degree programs. Recent studies have shown that more baccalaureate degrees are needed in Wisconsin, so the UW Colleges should play a prominent role in offering access to a broad range of baccalaureate degree programs to residents across the state. Currently, the UW Colleges offer more than 70 collaborative degree programs on its 13 campuses and is successfully delivering baccalaureate degree programs to residents across the state. Additional collaborations should be aggressively pursued between the UW Colleges, the UW System institutions, the Wisconsin Technical College System and private higher education institutions in Wisconsin. These collaborative efforts will make bachelor degrees increasingly more accessible and attainable by place-bound traditional and returning adult students. Equally important, upon completing a collaborative degree from a UW System or private institution on a UW Colleges' campus, students are likely to remain in the community, an antidote to the growing brain void in Wisconsin. Effective collaborations are time-specific in that they meet a particular need at a particular time in the life of a particular community.

### *A. Recommendation: The UW Colleges must develop additional four-year collaborative degree program offerings.*

#### **Findings:**

1. The UW Colleges has over seventy collaborative degree programs and is successfully providing access to baccalaureate degree programming to place-bound students.
2. Collaborations between the UW Colleges and other UW System institutions are an efficient, cost effective way to deliver baccalaureate degree programs across the state. Collaborations enhance the value of the UW System institutions delivering academic programs to UW Colleges' campuses. The collaborative model is a solution to providing greater access to the baccalaureate degree. It does so

without duplicating existing baccalaureate programs across Wisconsin.

3. Wisconsin lags in bachelor's degrees in its population, ranking 30<sup>th</sup> among the states.
4. Existing UW Colleges' collaborative agreements are serving place-bound students. These collaborations deliver bachelor degrees to traditional and returning adult students who need to stay in the community with family and friends while working in the community, and avoiding commuting a distance to a 4-year campus or the expense of living in a residence hall.
5. In expanding baccalaureate degree opportunities, consideration should be given to enhancing instructional resources by having UW Colleges faculty teach some of the upper-division courses offered with the understanding that faculty resources are limited.
6. Current collaborative degree programs often suffer from a lack of funds for advising and marketing, and the UW System, in the delivery of these programs, needs to secure additional resources to ensure success.

**Actions:**

1. The role of the UW Colleges within the UW System should be expanded to offering more access to collaborative bachelor's degree programs for which innovative funding needs to be found.
2. The UW Colleges should enhance advising and marketing efforts of collaborative bachelor's degree programs and be provided with the resources to do so.

*B. Recommendation: As statewide institutions, the UW Colleges and the UW-Extension should collaborate on providing expanded access to higher education to the citizens of the state.*

**Findings:**

1. Faculty from both institutions could work collaboratively to provide cutting edge research to residents across the state. In the UW-Extension and UW Colleges, service is a key component of professional life. Interdisciplinary teams of UW-Extension and UW Colleges' faculty could be formed. The focus of both faculty groups should be on educating the residents of the state.
2. UW-Extension Cooperative Extension faculty and staff and the UW Colleges faculty and staff should develop cross-institutional grants and collaborate to deliver programs across the state.
3. UW Colleges' faculty and staff should be regarded as potential consultants and presenters where their expertise matches the needs identified. For example, UW Colleges Business and Economics department faculty members could be hired as consultants and presenters.
4. The UW Colleges and UW-Extension online programs and capabilities are critical assets that are needed to compete with emerging online competitors.

**Actions:**

1. Expand the cross-institutional grants program so that more programs could be offered collaboratively between the UW Colleges and UW-Extension.
2. Expand online and programmatic collaborations between the UW Colleges and UW-Extension that would result in statewide access to degrees.

*C. Recommendation: The UW Colleges and the Wisconsin Technical College System (WTCS) institutions should collaborate on providing expanded access to the UW Colleges' liberal arts Associate of Arts and Science degree to the citizens of the state.\**

**Findings:**

1. The UW Colleges has 50 years of experience with delivering high quality liberal arts programming.
2. Collaboration/cooperation between the UW Colleges and the WTCS needs to be negotiated.
3. The UW Colleges should initiate collaborations with WTCS institutions across the state. The Commission thinks it advisable that more collaborative agreements be reached between the two institutions to avoid unnecessary duplication. Doing so could set the stage for an infusion of new resources to ensure delivery of the UW Colleges' Associate of Arts and Science degree by the UW Colleges at any interested WTCS institution.
4. There are numerous excellent examples of collaborations between the WTCS and the UW Colleges. Examples include collaborations between Indianhead Technical College-UW-Barron County and the UW-Marathon County and North Central Technical College.
5. Currently, up to 30 general education credits can transfer from WTCS institutions to UW System institutions. This is the equivalent to the number of credits needed to complete the first year of college at UW System institutions.
6. The resources of the UW Colleges can best be utilized to provide the second 30 credits of the UW Colleges' Associate of Arts and Science degree so that WTCS campuses do not unnecessarily duplicate the UW Colleges' liberal arts mission.

7. The UW Colleges need to continue to enter into negotiations with the WTCS institutions and collaborate on providing 1+1 collaborations. One advantage for the WTCS to become involved in this type of collaboration is that any additional WTCS liberal arts programs do not have to develop and deliver the humanities courses.
8. UWC faculty could teach on WTCS campuses engaged in delivering a 1+1 strategic alliance to their students. Currently, UW Colleges instructors are teaching only from the satellite WTCS campuses.
9. The key to fostering collaborations between the WTCS and the UW Colleges is to build upon each institution's strengths.
10. Facilities are currently being shared between the UW Colleges campuses and the WTCS campuses where they are in close proximity. This practice of sharing facilities should be expanded. For example, the UW-Marinette and Northeast Wisconsin Technical College share computer and science labs.

### **Actions:**

1. It is time to further clarify the missions of the dual two-year college systems in Wisconsin. If the four-year institutions around the state are flexible enough to deliver programs at UW Colleges' two-year institutions, the UW Colleges should be flexible enough to deliver programs at WTCS institutions.
2. The UW Colleges, working with the UW-Extension and the WTCS, could deliver the UW Colleges' Associate of Arts and Sciences degree statewide.
  - a. The UW Colleges should work with the technical colleges to negotiate 1+1 agreements where a UW Colleges' campus has a presence. This could also apply to the regional campuses of the technical colleges.
  - b. The UW Colleges should negotiate 1+1 agreements with the technical colleges even where there is not a UW Colleges' campus presence (the UW Colleges should provide the second year of the Associate of Arts and Science degree). This means new state resources would be needed. These liberal arts courses could be delivered face-to-face, online, and/or through compressed video.

3. The online Associate of Arts and Science degree program could be expanded with more course offerings and could encourage access statewide with the assistance of county offices of UW-Extension. This expanded program should be marketed to WTCS students who are interested in pursuing the UW Colleges' Associate of Arts and Science degree.
  
4. The UW Board of Regents and the WTCS Board should arrive at an agreement regarding access to the UW Colleges' Associate of Arts and Science degree and access should be made available at all interested technical colleges currently lacking authority to offer such a degree.

\*The Wisconsin Technical College System representative has a counter opinion on this recommendation. See Appendix C.

*D. Recommendation: The UW Colleges should continue to be engaged in regional economic development initiatives (such as the Northeast Wisconsin Educational Resource Alliance) and explore expanding regional collaborations between the UW System, Wisconsin Technical College System (WTCS), and private institutions statewide.*

**Findings:**

1. The Northeast Wisconsin Educational Resource Alliance (NEW ERA) is a consortium of the leaders of the thirteen public colleges and universities in northeast Wisconsin who have come together to foster regional partnerships to serve better the educational needs of the 1.2 million people of northeast Wisconsin.
2. The UW-Stevens Point, UW-Marathon County, and UW-Marshfield/Wood County have entered into a strategic alliance. This collaboration is being developed to meet regional needs. Currently, the campuses are competing for instructional resources. One way to overcome this challenge is to have qualified UW Colleges' faculty teaching 300 and 400 (junior and senior) level course offerings.

**Actions:**

1. With its rich tradition of negotiating collaborations, the UW Colleges should be a leader in forging regional strategic alliances between the UW System, WTCS, and private institutions in the state.
2. The UW Colleges should be active players in emerging regional compacts for economic development.

*E. Recommendation: The UW Colleges Online collaborations with UW System institutions and the Wisconsin Technical College System (WTCS), and colleges and universities across the United States and internationally should be expanded.*

**Findings:**

1. The UW Colleges offers the Associate of Arts and Science degree online. This Higher Learning Commission accredited online degree could be offered as part of a 1+1 collaborative degree to WTCS students or as a 2+2 collaboration with UW System institutions and other public and private institutions in the state and nationally.
2. The UW Colleges provide bachelor degree completion opportunities on the campus and online.
3. UWC Online has developed a host of strong collaborative partners. These partnerships include a BSN Consortium (UW-Eau Claire, UW-Green Bay, UW-Madison, UW-Milwaukee, and UW-Oshkosh), BSN-LINC (with UW-Green Bay's national online RN to BSN degree completion program where UWC Online partners to provide the general education courses for the program), and UW-Whitewater online bachelor's degree program in business (UWC Online partners to provide the general education courses for this program).

**Actions:**

1. The UWC Online program should be expanded so that it can compete with other online private and public degree-conferring higher education institutions.
2. The UWC Online program should explore offering accelerated course offerings to traditional aged and returning adult students.

3. The UWC Online should continue to seek out collaborative partners for providing bachelor's degrees to traditional aged and returning adult students.

*F. Recommendation: The university center model concept should be expanded on UW Colleges' campuses across the state.*

**Findings:**

1. A university center model would administratively operate in parallel with a UW Colleges' campus and would provide limited support and physical space for programs offered by any UW System institution or other public and private institutions choosing to offer face-to-face and/or distance education courses or programs. Lower-division programming would continue to be provided by the UW Colleges' campus.
2. Where appropriate, UW Colleges' campuses would work with the private sector to help establish a university center where various UW and private higher education institutions offer certificates, bachelor's, and graduate degrees that meet specific workforce/community development needs.
3. The university center concept could transform the current collaborative degree programs in place on the UW Colleges' campuses by providing a broader mix of baccalaureate degrees and support services delivered by UW System institutions and private colleges.

4. Program offerings at the university center would vary according to the specific workforce needs, community needs, and the various institutions offering certificates, bachelor and, where needed, selective master degrees.
5. A university center could naturally attract and serve a higher proportion of returning adult students than traditional aged students.
6. The university center model could enhance opportunities for place-bound adults to participate in degree-completion programs and graduate programs.
7. The university center model might stimulate private sector funding to augment General Purpose Revenue (GPR) to enhance advising and marketing efforts which need to increase dramatically if collaborative degree programs are to be successfully expanded.

### **Actions:**

1. Assign a task force to study prospective pilot sites for placing a university center on the various UW Colleges' campuses.
2. Market studies will need to be conducted within each of the potential university center sites to determine program needs and curricular offerings.
3. Respective County Boards and city governments would need to be approached about the idea of building a university center on the local campus.
4. Funding will need to be secured to support the administration of a university center.
5. In addition to negotiating more collaborative baccalaureate degree agreements between the UW Colleges and the UW System comprehensives, graduate level collaborative agreements should also be explored for delivery at a university center.

***G. Recommendation: The University of Wisconsin Colleges should be granted restricted baccalaureate degree granting authority.\****

**Findings:**

1. The UW Colleges serves the largest population of returning adult students in the UW System. While the overall enrollments of returning adult students have decreased in the UW System, the overall enrollments of returning adult students have increased in the UW Colleges.
2. The core notion of allowing the UW Colleges to offer a bachelor's degree hinges on serving a population of students underserved by the UW System – place-bound working adults. The Colleges have more experience in dealing with this population than any other UW System institution. The UW Colleges serve significant numbers of people 22 and older at each of its campuses and serve large numbers through the UWC Online program.
3. Over time, the UW Colleges' campuses have proven to be accessible to adults interested in returning to college. Its systems and personnel are adult friendly.
4. According to research conducted by the UW-Extension, there are over 60,000 place-bound working adults interested in enrolling in a degree program. These place-bound working adults claim to be extremely or very likely to enroll in a degree program.
5. The target audience for a UW Colleges' bachelor's degree will be place-bound, working adults who are not being served by the UW System comprehensive institutions.
6. Since the UW Colleges are accredited to offer the liberal arts Associate of Arts and Science degree, it could be granted the authority to develop and deliver selected bachelor's degrees on campuses where the demands of place-bound students are large enough..

7. The UW Colleges, using its many and varied resources from all 13 campuses, can deliver quality baccalaureate programming throughout the state that directly addresses the needs of place-bound, working adult students.

**Actions:**

1. A task force appointed by the chancellor should explore how to make the bachelor's degree more accessible and convenient for place-bound working adults statewide. Some courses would be taught face-to-face, some would be delivered online by other UW Colleges' instructors, and some courses could be delivered on a regional basis using hybrid delivery systems (compressed video, online and face to face) and instructors from regional UW Colleges' campuses. The UW Colleges has significant experience with these various types of delivery systems, and these various modes of delivery directly address the primary concern of adult students.
2. Additional research, building on surveys previously conducted, should be completed to determine the feasibility of expanded baccalaureate degree education in the liberal arts in the areas served by UW Colleges to meet the needs of place-bound, adult learners.
3. If this research supports a new initiative, then a task force should explore the following three options:
  - a. A baccalaureate degree in Interdisciplinary or Integrative Studies offered in partnership between the UW Colleges and a single UW System institution.
  - b. A baccalaureate degree in Interdisciplinary Studies or Integrative Studies offered by the UW Colleges.
  - c. An increase in the number of collaborative degree programs on the campuses offered by UW's comprehensive universities.
4. If a new initiative is warranted based on the research, UW doctoral and comprehensive universities should have the right of first refusal in offering the baccalaureate degree program. That is, if the UW System institution can and is willing to meet the statewide need, then it should be able to do so in full partnership with UW Colleges at that site. If not, then the UW Colleges' should be granted bachelor's degree granting authority by the UW Board of Regents

5. Should the UW Colleges be granted the authority to pursue a bachelor's degree to serve adults, the UW Colleges should do so as an institution, and not as thirteen separate campuses. Thus, while UW Colleges smaller campuses could not offer a bachelor's degree, using their own resources exclusively, the UW Colleges certainly could offer collectively a bachelor's degree or degrees at these as well as the larger campuses.

\*This recommendation found consensus, but not unanimity.

## Theme #3: Maximum Agility

The UW Colleges needs to be more agile in meeting the changing needs of traditional age students, returning adults and the local business community. Students need maximum flexibility to move through the higher education systems in Wisconsin. Students are making choices every day about how to enter and persist in the state's higher education systems, and some competitors of the UW Colleges have been very aggressive in giving students what they want, when and where they want it. Campuses need to be able to respond and structure academic programs that meet the needs of a variety of students, community-based business and industry.

*A. Recommendation: More flexibility is needed in structuring UW Colleges' programming, class scheduling, course delivery and advising/orientation activities to meet needs of students.*

### **Findings:**

1. Returning adult students need more flexibility in how classes are scheduled and delivered.
2. Students require orientation, advising and financial aid counseling. These services need to be available throughout the day and evening to accommodate traditional age and returning adult students.
3. Wisconsin Technical College System (WTCS) faculty and staff are experienced with providing instruction and support services for working-age adults. Classes are offered all times of the day. There are extended hours for advising and career counseling, orientation sessions, registration and financial aid.
4. There is a need for seamless movement from institution to institution in the state. Making transfer more seamless in Wisconsin is in the best interest of students across the state.

5. Over the last ten years, an increasing number of courses are transferable between WTCS institutions and UW System institutions.

**Actions:**

1. The UW Colleges' distance education and hybrid programs should be increased to accommodate more place-bound working adults statewide.
2. The UW Colleges should explore offering courses in an accelerated format. In addition to the traditional semester format, courses could be offered in five-week and eight-week sessions.
3. The UW Colleges should continue to extend its hours for delivering students services such as advising, orientation, registration and financial aid counseling.

*B. Recommendation: UW Colleges' campuses need to be more agile in meeting the needs of local business in their service areas.*

**Findings:**

1. The UW Colleges need to be agile, innovative and visionary in educating students for jobs/careers that do not yet exist.
2. Community and business leaders need to be approached in the UW Colleges' service areas to determine their workforce's continuing education needs.
3. The UW Colleges' Associate of Arts and Science degree should not be devalued. The Associate's degree is valued in the business community and students can enter the professional world with the degree. Students then have the option of continuing their education and earning a bachelor's degree.
4. The UW Colleges need to be better connected to the community and to the business sector. Employers need to understand the value of what the UW Colleges has to offer.
5. A process needs to be in place that will assess the educational needs of the local community.
6. Higher education leaders need to stimulate the demand side of the education equation, helping to create an environment for job and career growth so its graduates have gainful employment in the state on graduation.
7. The UW Colleges need to establish a presence with employers and community-based organizations.

**Actions:**

1. The UW Colleges need to develop a comprehensive systematic approach to assessing the workforces' continuing education needs in their 13 service areas.

2. To become more attuned to local business and community needs, UW Colleges' campuses should participate in community-driven research activities.
3. The campus deans should be encouraged to develop cost-recovery programming that meets a specific community need.
4. UW Colleges' campuses should provide innovative services for their communities. Revenue generated by these kinds of activities could be used to support campus programs. For example, the UW-Washington County has established a survey and research center that serves the business community in their service area.
5. Campus deans should recruit businesses to partner with UW System institutions across the state. Firms locate where they can find research and development personnel at a low cost. The UW-Madison has done this successfully throughout the past ten years.

## Theme #4: Marketing

The Commission believes that more effective marketing of the UW Colleges is imperative. Residents need to be informed of the many advantages of the UW Colleges, including their accessibility and record of student success. Small class sizes, quality of instruction and personal attention need to be emphasized. The UW Colleges will need a significant infusion of resources to market its enhanced mission.

*A. Recommendation: The UW Colleges needs to increase its marketing to prospective students statewide.*

### **Findings:**

1. The UW Colleges need to actively recruit more high school students.
2. The UW Colleges need to market creatively to potential students. Students are smart and savvy.
3. The UW Colleges can be enhanced by more aggressively reaching out to adult students.
4. The UW Colleges can be enhanced by more aggressively reaching out to the workforce in their service areas. The institution's outreach activities work and could be expanded.

### **Actions:**

1. Intensify the UW Colleges' pre-college program efforts so that more high school students are aware of the UW Colleges. Pre-college programming will move prospective college-bound students into the institution's pipeline.
2. Strengthen partnerships and expand interaction between UW Colleges' faculty members and middle and high school teachers within the UW Colleges' service areas. Reward faculty for their outreach efforts.

3. Conduct additional market research with high school students, students currently enrolled in the UW Colleges and adults 22 and older to determine new strategies and tactics for marketing to these populations.
4. Conduct additional market research with local businesses to determine their higher education needs.
5. Conduct additional market research with local businesses to determine new strategies and tactics for marketing to this constituency.

*B. Recommendation: The UW Colleges needs to expand its marketing efforts so that the pathways to a higher education become more transparent and understandable to residents across Wisconsin.*

**Findings:**

1. Residents need to understand how higher education works in Wisconsin.
2. The interactions between the UW Colleges and Wisconsin Technical College System (WTCS) campuses and their constituencies need to be clearer about how the public can move between the institutions.
3. Where populations are served by both the UW Colleges and the WTCS there is confusion over the mission of each institution. For example, there is confusion over course selection, the transfer of courses, the meaning of the associate degree offered at each institution, and the perception of the rapid growth of the WTCS as compared to the UW Colleges.
4. In recent years, the central marketing office has experienced a decrease in staff time devoted to marketing and a decrease in its budget.
5. The average staffing is 1.25 FTE in University Relations/Marketing at each of the 13 UW Colleges' campuses.

**Actions:**

1. Collaborate with the UW-Extension and the WTCS to develop a statewide marketing campaign to clarify the pathways to a higher education in the state.
2. Market the Guaranteed Transfer Program more effectively to entering UW Colleges' students and the UW-Madison Connections programs to prospective students.

3. Develop joint brochures marketing the UW Colleges and WTCS distance education and face-to-face academic program offerings.
4. Increase the role of the campus-based University Relations/Marketing office to play a more active role in projecting the image and program offerings of the campuses.
5. Increase public information and marketing budgets on the UW Colleges' campuses and in the central office.
6. Increase staffing where needed in the University Relations/Marketing offices on the UW Colleges' campuses.
7. Increase staffing in the central marketing offices.
8. Develop a UW Colleges integrated communication and marketing plan. Clearly communicate the plan to city officials, county board members and the public.

## Theme #5: Funding; Insufficiencies; Ways and Means

The Commission believes that the funding structure for the UW Colleges needs to support its enhanced mission. For the UW Colleges' mission to be enhanced to serve the citizens of the state, increased resources will need to be secured. The UW Colleges' funding sources include campus foundations, local, county, state and federal support, and tuition of students enrolled at the 13 campuses and in the UW Colleges' Online program.

*A. Recommendation: The UW Colleges must work to decrease its dependence on student tuition dollars through increased state support and a revamped tuition structure that more effectively supports its mission.\**

### **Findings:**

1. The UW Colleges general academic program budget relies on two primary sources of funding: tuition and state support.
2. Over the years state support for the UW System has declined resulting in increases in tuition. In 1996, students paid approximately 36 percent of their educational costs. This figure has steadily increased over the last ten years due to stagnant or declining state aid. In 2006, students paid approximately 56 percent of their educational costs.
3. In the last six years, the UW Colleges' reliance on tuition to fund its general academic program has gone from 33% to 64%. That heavier reliance on tuition makes it difficult to budget because of the ebb and flow of enrollments.
4. When the UW Colleges raises its tuition rate, it undermines its access mission. Higher tuition costs have a negative impact on students and their families in general, but especially on lower income families, including many minority students.

5. As UW System institutions implement their respective growth agendas and aggressively pursue graduating high school students, the UW Colleges' enrollments are subject to decline.
6. The national tuition rate for public two-year institutions is \$85 dollars per credit. The Wisconsin Technical College System (WTCS) cost per credit is \$89; the WTCS cost per credit for the liberal arts program is \$117. The UW Colleges cost per credit is \$177. Re-structuring tuition is a key point for the UW Colleges since tuition is inextricably linked to its access mission.
7. The state provides tax support for the WTCS and the UW Colleges, while the role of the property tax in funding WTCS results in different pricing for liberal arts and/or general education courses competing for the same clientele.
8. The tax support for the WTCS institutions is greater than for the UW Colleges. The UW Colleges' tuition, therefore, is higher than WTCS institutions. There should not be that much difference between tuition at public two-year institutions in Wisconsin.
9. The state and local tax payers are subsidizing to a greater degree the first year of education at the WTCS (30 credits transfer to the UW System). The state should be equally committed to supporting the UW Colleges and its access mission.
10. The cost per student for WTCS liberal arts programs is higher than the UW Colleges cost per student.

**Actions:**

1. Charge differential tuition to students who are participating in UW System collaborative degree programs through UW System comprehensive institutions. Demands and costs vary for different degree offerings and tuition should reflect those factors.
2. Increase the tuition differential between UW System 4-year institutions and the UW Colleges.

3. Recommend to the UW System Administration that the funding base for the UW Colleges be made less dependent upon tuition revenue. Such a change would:
  - a. Allow consideration of an overall UW Colleges tuition decrease to enhance access and provide consistency with WTCS general education/liberal arts tuition rates, and
  - b. Provide operating stability for the UW Colleges, in its role of the UW System's enrollment "shock absorber."
4. Lower the tuition rate for the UW Colleges so that it is more closely aligned with the low tuition rate for liberal arts and general education courses of the Wisconsin Technical College System.
5. Convince the UW System to increase support for the UW Colleges.
6. Convince the governor and legislature to increase support for the UW System and, specifically, a fair share for the UW Colleges.
7. Encourage the campus deans to develop cost-recovery programming that meets a specific community need.
8. UW Colleges' campuses should provide innovative services for their communities. Revenue generated by these kinds of activities could be used to support campus programs. For example, the UW-Washington County has established a survey and research center that serves the business community in their service area.

\*The Wisconsin Technical College System representative has a counter opinion on this recommendation. See Appendix C.

*B. Recommendation: The UW Colleges campuses' relationships with the local county boards and city governments need to be preserved, strengthened and enhanced.*

**Findings:**

1. Overall, the partnership between the local campuses, the counties and cities, and the state works very well for the UW Colleges. Local officials realize the presence of a university campus is a huge asset for economic development in the Knowledge Economy.
2. The counties and cities make annual financial contributions toward the operation, improvement and expansion of campus facilities. In 2006, counties and cities will provide a total of \$9.1 million of local financial support in 2006:
  - a. \$1.0 million in physical plant operations
  - b. \$1.5 million in minor remodeling and building improvement projects
  - c. \$6.6 million in debt service on major renovation and construction projects across 12 campuses
3. In total, the UW Colleges has 76 buildings and over 2 million square feet of space. This cumulative square footage compares favorably with larger comprehensives such as the UW-Whitewater campus.
4. The UW Colleges campuses occupy 1,130 acres. This acreage number compares favorably to the UW-Madison campus which has approximately 900 acres.
5. The state operates the academic and support programs that go on inside the facilities.
6. It is up to the UW Colleges to convince the counties that each of the 13 campuses is a good investment. Each new building project is a reaffirmation by the counties and cities of their support for, and recognized value of, the UW Colleges.

7. Counties and cities have eventually supported nearly all of the UW Colleges' proposals for new/improved facilities.
8. Concerns have been raised at the county level (especially in Waukesha County) that UW Colleges' campuses are attracting students from counties outside the county that is providing financial support for the campus. There is the offset, though, of the spending by the students in the host county.

### **Actions:**

1. The campus deans need to be active and visible in their role as community leaders. The local campus deans in partnership with the UW Colleges' administrative staff should continue to build strong relationships with county boards and city governments across the state.
2. The UW Colleges should pursue a collaborative funding model whereby a county outside a UW Colleges' campus service area might provide monetary support for educational opportunities in their county. For example, Sawyer County could negotiate a funding package with UW-Barron County and the Barron County Board that would support the campus educational program efforts in Sawyer County.

***C. Recommendation: The UW Colleges must work to diversify auxiliary revenues and increase operating efficiency.***

**Findings:**

1. The UW Colleges has a small budget at \$84 million compared to other UW System institutions. In part, this is due to the UW Colleges not having *extensive* auxiliary income from bookstores, residence halls, food service and the like.
2. UW Colleges faculty members primarily teach and do not attain large research grants at the same rate or magnitude as other UW System institution faculty members.
3. The UW Colleges has residence halls on two campuses (UW-Marathon County and UW-Richland). The residence hall at UW-Marathon County houses both UW-Marathon County students and students attending North Central Technical College. Many students in the UW-Richland residence hall are international students. UW-Barron County will be building a residence hall in the near future and a market study and master plan is being conducted at UW-Baraboo/Sauk County. The residence halls could over time (the UW-Milwaukee new dorms will be making money once the bond is retired) provide significant income for the UW Colleges. County /city governments play a major role in determining if a residence hall will be built on a campus. Local foundations could play a role in putting up dorms where the demand exists.

**Actions:**

1. As the UW Colleges increases its baccalaureate degree offerings, continue to actively seek federal, state, and local grants that will support enhancing the UW Colleges' mission.
2. Continue to contact private foundations to seek support for enhancing the UW Colleges access and student success missions.
3. Study the feasibility, where appropriate, of privately funded residence halls for the UW Colleges' campuses.

4. Implement lean manufacturing principles, where appropriate, to increase efficiencies at the UW Colleges and UW System.

*D. Recommendation: The UW Colleges should increase its fundraising activities in the campuses' service areas and statewide.*

**Findings:**

1. The UW Colleges receives gifts and grants from private donors.
2. Private gifts have been received to construct buildings on several of the UW Colleges' campuses. These gifts have ranged from \$500,000 to \$4 million.
3. Grants have been won to provide support for students and to advance initiatives. Foundation support for annual scholarships across the campuses is \$560,000 with the average campus scholarship funding being \$43,000.
4. Offering four-year degrees on the 13 campuses should increase the fund raising appeal, as proven by the \$2 million in funding for the new baccalaureate nursing program at UW-Washington County.

**Actions:**

1. Work to bring more potential funding partners to the table.
2. Enlist UW Colleges' alumni for fund raising activities in the UW Colleges' service areas.
3. Place a development officer who is actively involved in fundraising on each campus to direct fund raising efforts. Development officers could be shared by the smaller campuses.
4. Authorize a central investment officer as requested by the campuses to manage the funds raised at the campus level. Centrally, fund raising and investment return targets could be established for campus foundations.

## Theme #6: The Wisconsin Accord

The Commission believes that Wisconsin needs to invest in a more highly educated populace. The state must increase its investment in the capacity of our higher education system if it is to be competitive and create sustainable long-term economic vitality, an educated population, higher per capita income, the resulting higher tax revenues and wealth. The Wisconsin Accord is needed to ensure that deserving students have the ability to attain higher education. Investment in a higher education system at a scale necessary for a knowledge economy is difficult with current state finances. Such investment could come, however, from an application of our current tax structure to an increased Wisconsin per capita personal income. The increased per capita personal income would result from a more educated populace which was required to stay within the state's borders. Disinvesting in Wisconsin's higher education system and communities will not relieve the tax burden of our citizens. In fact, it will accomplish the opposite; it will result in a "brain void." State government must be diligent that no tax dollar is wasted or spent frivolously. That said, it must recognize that dollars dedicated to higher education are not expenditures but rather investments that result in a knowledge resource that will yield tremendous financial rewards in the future.

*Recommendation: Wisconsin needs to make a self-funding investment in the state's higher education system to create capacity ensuring that all residents who desire a higher education have an opportunity to receive a higher education. The Commission calls for "The Wisconsin Accord" to make it possible for every deserving person in the state to pursue higher education.*

### Findings:

1. Capacity to invest in Wisconsin's higher education system would be created by investing monies generated by a state bond issue. Funds for repayment of the bond would be generated through current or modified

tax structure being applied to a higher per capita personal income and greater commerce occurring within state borders.

2. Recipients of Wisconsin higher education opportunities from the bond proceeds would be required to remain in the state for a predetermined time period.
3. The aging of the baby boomer generation means that by 2030 Wisconsin's elderly population will nearly double while the working age population (18-64) will at best grow very little and may actually decline. Therefore, the state will have nearly twice as many people in the "government service consumer" stage of their lives while the number of citizens working and contributing significant tax revenues may be less than it is today.
4. Wisconsin's tax system is incompatible with its economy. While Wisconsin's economy has been steadily shifting from a manufacturing based economy to a new millennium knowledge service based economy, our tax structure has not evolved. In other words, the Wisconsin system taxes items which have physical substance, while our economy has continued to grow into one in which knowledge is the growing asset and income producer.
5. As the state's economy grows, it is highly likely that the growth will be a result of an increase in intellectual property, not hard assets. The current tax system does not yield sufficient pay-backs from such growth. This incompatibility has begun to inhibit the ability of government to provide a basic level of service to its citizens and works to preclude significant higher education investment. In the future, this incompatibility could well inhibit the growth of Wisconsin's business community and new economy.
6. Evidence suggests that in the next two decades, Wisconsin will face a significant shortage of workers. This is a result of the large number of baby boomers now beginning to retire and the insufficient number of the young people who are educated within our borders staying in Wisconsin to add to or lead our economic efforts. The year 2011 is the turning point where the number of people entering the Wisconsin workforce will be less than the number exiting for retirement. With the economy needing more, not fewer workers, we are facing a "brain void."

7. Unlike the mature and baby boomer generations who searched for employment and relocated to where they were able to successfully find employment; the generation X and millennial generations are selecting communities in which to live based on quality of life, relocating to those communities, and then, seeking employment once arriving.
8. Today's youth seek and move to locales which provide a quality education system, diversity in the population, a clean environment, recreation opportunities, a well maintained infrastructure, entertainment opportunities, the arts, and the like – the very things government funds or government programs help to promote.
9. Our state, as well as our nation, is moving ever so swiftly toward a knowledge-based economy wherein knowledge based businesses seek the input of educated people.
10. Unlike manufacturing businesses, knowledge-based businesses can more easily relocate to where talented and educated people are located. It follows that the more educated people the state has, the more attractive the state will be to those businesses that need such talent to generate profit. Creation and retention of these educated people will result in knowledge-based business employment and, over time, an increase in the per capita personal income.
11. This pool of talented young people will attract knowledge-based businesses which will employ them and raise the Wisconsin per capita personal income. If Wisconsin's per capita personal income is raised from \$1200 to \$1300 (still far below Minnesota), then the state will have sufficient income tax revenues to repay the bond issue over a period of years. This assumes no increase in sales tax revenues which also would increase. If higher education recipients wish to leave the state prior to time obligation, a pro rata repayment could be required or a loan forgiveness schedule would cease.
12. If per capita personal income is increased by more than \$1,200 to \$1,300, then the increased revenue, net of the taxes used to pay off the bonds, would also be invested into Wisconsin communities making them attractive to talented young people thereby eventually reducing the need to use education "handcuffs."

13. The private sector does two things with efficiency and unparalleled success; employ people and create wealth. Both of these require a pool of talented and educated people.
14. Increased higher education among a state's population is directly correlated to per capita personal income.
15. Tuition has been rising rapidly because of lower state support for the universities, making it essential that there are more funds for off-setting scholarships and grants.

**Actions:**

1. The Commission recommends that a task force be named to further study The Wisconsin Accord.
2. The Commission recommends that the state borrow a sufficient amount of money to create greater financial access in the form of grants and scholarships for Wisconsin residents who wish to receive a higher education.
3. The Commission recommends that once the money is secured, and the parameters and requirements of The Wisconsin Accord are defined, that the state clearly communicates to residents that all who desire higher education in Wisconsin can receive a higher education.
4. The Commission recommends that recipients of The Wisconsin Accord be required to spend time in the state after graduation to pay back the state for the up-front investment in his or her education.
5. The Commission recommends that a self-funding mechanism be established to capture the incremental taxes on the higher income from the graduates. It would work similar to Tax Incremental Financing bonds, where higher property taxes on the improved property values are used to pay off the bond over a period of years. In the case of The Wisconsin Accord, the state would capture the taxes on the improved per capita income that would not have been created without the education front-end investment.

## Appendix A

### *Letter from UW Colleges Campus Deans*

November 27, 2006

Dear Chairs and Members of the Commission on Enhancing the Future of UW Colleges:

We, the Campus Deans of the thirteen University of Wisconsin Colleges, thank you for your service on this very important commission. The continued success and growth of UW Colleges is of vital importance to the future of higher education in Wisconsin. The recommendations which you make will have far-reaching implications for the economy and the overall quality of life within our state for years to come. As the senior campus administrators within the UW Colleges, we are uniquely positioned to understand the Colleges as well as the impact and importance of your recommendations. We would like to take this opportunity to share with you our collective thoughts on the future of UW Colleges.

In looking to the future, we believe that UW Colleges should build upon past strengths and project those forward. We also believe that UW Colleges and its thirteen campuses should embrace innovation and embody flexibility in the execution of their missions. The campuses of UW Colleges have always excelled at the dual missions of reaching out to underserved populations and providing access to quality higher education to all.

We propose to enhance our **outreach mission** by:

1. Further establishing non-traditional, place-bound, and returning adult students as our special market emphasis.
2. Developing and delivering a new baccalaureate degree designed to support the workforce competencies needed in the knowledge economy of the 21<sup>st</sup> century. This new degree would emphasize key skills in communication, leadership, and critical thinking. This degree would augment the quality of life for its holders and

enhance the productivity of the state's workforce. This would require limited degree-granting authority. The degree would be unique and not duplicate those already available within the state.

3. Facilitating additional baccalaureate and graduate degree programs through the university center model in collaboration with other institutions both public and private. This approach would allow comprehensive and doctoral UW institutions to bring their degree programs within reach of a large, new market of learners. These collaborations could be arrayed along a continuum ranging from on-line and hybrid delivery modes to the "embedded faculty" model currently in place between UW-Platteville and the UW-Fox Valley, UW-Rock campuses. This embedded model is particularly attractive and is currently being considered at other UW Colleges campuses.

We propose to enhance our **access mission** by:

1. Extending the new relationship between the UWC and UW-Extension to deliver expanded, cost effective, convenient, UW transferable education to every corner of the state. These programs would include our traditional Liberal Arts curricula as well as our new and innovative baccalaureate degree and collaborative bachelor's degrees.
2. Working with UW System and the state's comprehensive and doctoral universities to replace the labyrinth of individually negotiated inter-institutional, credit-transfer protocols with a truly seamless credit-transfer system. Such a system should include but not be limited to the generation of dual transcripts, shared faculty, and redistribution of sustaining resources.
3. Collaborating with the Wisconsin Technical College System (WTCS) to enhance accessibility to higher education by increasing the number of portals available into the UW System.
  - a. In areas where both UWC and WTCS institutions exist, the Colleges should provide faculty and facilities to conduct Liberal Arts programs beyond the thirty WTCS credits now transferable for students enrolled at a WTCS institution. This would prevent further duplication of courses and

programming at the taxpayer's expense. In areas where both institutions are not present, the UW Colleges should be given authority and resources to "embed" faculty into the WCTS institution to provide access to the second year of Liberal Arts programming. A WCTS-to-UWC associate degree completion program should be a high priority for the commission.

- b. In order to facilitate this collaboration, the tuition rate for UW Colleges should be restructured to match the tuition rates available through WCTS institutions by means of additional GPR support from the state.
- c. These accommodations would preserve the nationally recognized excellence of the Colleges and the WCTS institutions by allowing them to concentrate their resources more fully on their separate and discrete educational missions.

We believe the time is ripe for a bold new vision of higher education within our state. As we work to extend the range of student access to higher education, and to deepen the competencies and competitiveness of our workforce, UW Colleges, in partnership with UW-Extension, is positioned to be a leader and innovator. The establishment of creative curricula, new and innovative educational collaborations, and flexible, dynamic scheduling protocols will be a solid beginning. The suggestions presented in this letter are practical and constructive. They are rooted in our past success and allow us to reach forward to more effectively serve emerging educational needs. We recognize that we must be flexible and innovative if we are to contribute to the educational foundations of a knowledge-driven world. We thank you for considering our thoughts on the future of UW Colleges, as we embrace the motto of our state: *Forward*.

Best Regards,

Thomas Pleger, Interim Campus Dean, UW Baraboo/Sauk County

Paul Chase, Campus Dean, UW-Barron County

Daniel Blankenship, Campus Dean, UW-Fond du Lac

James Perry, Campus Dean, UW-Fox Valley

Daniel Campagna, Campus Dean, UW-Manitowoc

James Veninga, Campus Dean, UW-Marathon County  
Paula Langteau, Campus Dean, UW-Marinette  
Andrew Keogh, Campus Dean, UW-Marshfield/Wood County  
Deborah Cureton, Campus Dean, UW Richland  
Diane Pillard, Campus Dean, UW-Rock County  
Mary Beth Emmerichs, Interim Campus Dean, UW-Sheboygan  
David Nixon, Campus Dean, UW-Washington County  
Patrick Schmitt, Campus Dean, UW-Waukesha

## Appendix B

### *Compressed Video Colleges-wide Town Meetings Summaries*

On Friday, December 8, 2006 the Commission on Enhancing the Mission of the UW Colleges held two ninety-minute compressed video Colleges-wide Town Meetings, one for students and one for faculty and staff. Commission Co-chair John Torinus presided at both sessions and Commission lead staff member Greg Lampe moderated the meetings. During the noon session, students from nine campuses participated in the Town Meeting. Both traditional and returning adult students actively participated. During the 1:30 p.m. session, faculty and staff from all thirteen campuses participated in the Town Meeting.

#### **Student Session Findings:**

1. There is a need for more teleconference/distance education courses.
2. Broaden the curriculum to allow instructors more variety in teaching courses.
3. UW Colleges' faculty should be able to teach upper division courses. Doing so, would offer more variety to the instructor's teaching load and more variety in course offerings.
4. Concerns were expressed over the access to and affordability of the UW Colleges.
5. The UW Colleges needs to offer more degree completion programs on the campuses geared to returning adult students.
6. Can the UW Colleges offer four-year degrees other than through collaborative degree programs? Can the Colleges offer its own bachelor's degree?
7. Broaden online course offerings. Overcome the political hurdles posed by whose degree it is and serve students.
8. Core courses are not offered at good times or every semester. It is very difficult for returning adult students to enroll in the core courses that they need.
9. There is a need for a unified record system in the UW System. Having a unified record system could eliminate paper work hurdles when applying for entry into college or a program.

10. The UW Colleges should make known that senior citizens and persons with disabilities can audit classes for free. This would be perceived positively by the communities the UW Colleges' serve.
11. To keep students from transferring early from the UW Colleges, more upper division/third year courses should be offered. The four-year campuses encourage students to transfer early so they will not be a year behind when they do transfer after the sophomore year.
12. Staying on a local campus gives students an advantage in finding a summer job.
13. Tell students that it is in their financial best interests to stay at a UW Colleges' campus. The UW Colleges is a bargain.
14. Outreach to high school students needs to be stronger. High school students need to be informed about the advantages of attending a two-year college.
15. More aggressively market the benefits of the UW Colleges. Small class size, quality of instruction, personal attention, and free parking need to be emphasized.
16. Marketing the UW Colleges will be even more important with the comprehensive campuses growing by 8 percent over the next few years.
17. Student loans and scholarships are difficult to get and run out over time. The state does not support working moms with children. It does not allow daycare assistance for many types of education. The state favors work rather than education. State support for higher education is diminishing and tuition continues to increase.
18. Returning adult students find themselves in unique situations that are not well supported by the federal financial aid program. Financial aid is often determined by assets and returning adult students are not always eligible for loans.
19. Students do not always understand the loan burden that comes after they are finished with their degree. Loan consolidation is very difficult because of the enormous fees associated with it.
20. The state needs to step in and provide some relief in areas where the federal government falls short.
21. The state seems to support building prisons more than supporting higher education. Prisons are competing with higher education for the state's scarce resources.
22. Carry through with the idea of a compact to require students to stay in the state and contribute to the economy after they graduate with a degree.
23. The opportunity to complete bachelor's degrees on UW Colleges' campuses is very important. There was strong support expressed for the collaborative degree programs available on the campuses.

24. There is a need for more upper level and interdisciplinary studies courses.
25. There is a need for greater lines of communication on UW Colleges-UW-Extension integration issues.
26. The funding of the UW Colleges is less than for the four-year colleges.
27. Leverage the position of the UW Colleges as the third largest institution to lower the costs of textbooks. Textbooks are very expensive. Perhaps put textbooks on tape to assist commuter students.
28. The segregated fee burden placed on students is disproportionate due to campus size. Could the fees be pooled centrally and redistributed to the campuses to make the burden more equitable?
29. The UW Colleges needs to make a stronger commitment to providing childcare on the campuses. Could this effort be supported centrally?

### **Faculty/Staff Session Findings:**

1. The UW Colleges needs to be more agile. Agility can be achieved through offering more hybrid classes.
2. Access to programs and degrees should be driven by local market needs.
3. Students are place-bound after they graduate. They need to earn degrees that local businesses require.
4. Place-bound students are place-bound for all four years, not just for two years. They are geographically, financially, and occupationally place-bound.
5. Lower tuition is needed. High tuition limits potential students' access to higher education.
6. There is a need for more evening classes and more weekend library hours.
7. A strong system needs to be in place for prior learning assessment. There was a feeling that the UW Colleges is behind the comprehensives in this regard.
8. MATC (Madison) is marketing two concurrent courses in an 8-week format. This way, students can take four courses in a semester and are considered fulltime.
9. Accelerated classes may not suit all students. Perhaps high functioning, successful students are better able to succeed in accelerated classes.
10. Venture capital needs to be invested in an accelerated program. Marketing is needed to secure the audience.
11. WTCS tuition should not rise; rather, UW Colleges' tuition should come down. Doing so would preserve access.
12. The UW Colleges is "in a box" and not allowed to evolve.

13. Market the UW Colleges as cost effective.
14. The “Big Bang” idea presupposes that the types of businesses that pay higher wages will choose to be in Wisconsin.
15. The knowledge base doubles every 7 or 8 years. Can we exploit the ability to charge more tuition and split the revenues with comprehensive university providers of the collaborative degrees?
16. Work harder to identify revenue streams for the UW Colleges.
17. There was strong support for the university center concept. Participants asked that a university center not be confined to only UW System institutions.
18. A suggestion was made to have a workforce development agency as a partner in the university center.
19. Many campuses are fully utilizing their space. More space could be needed when considering an increase in program offerings.
20. There will be a need for start-up money for market studies and for exploring possible collaborations so that the UW Colleges’ campuses can lure programs that are needed in the communities.
21. Completion programs also will need additional dollars for freshmen and sophomore courses.
22. How does K-12 factor into the university center idea? Might it be possible to use public school facilities for a university center that delivers academic programs?
23. Expand partnering with corporations to provide them with on-site training. Corporations often provide tuition reimbursement to their employees. The UW Colleges might consider charging a higher tuition rate to corporations for delivering on-site services.
24. The UW Colleges needs more marketing. If we tap into the resources of our collaborating partner, what happens to our brand?
25. It is important to think about the UW Colleges’ human resources when considering moving into having UW Colleges’ faculty teach upper division courses. It is important to tap into local campus’s expertise and take advantage of existing personnel strengths.
26. Increase funding for professional/faculty development to prepare the UW Colleges’ personnel for offering upper level courses.

## Appendix C

### *Wisconsin Technical College System Counter Opinions*

The following counter opinions were written by Commission member Kathleen Cullen, Vice President for Teaching and Learning, Wisconsin Technical College System, in response to the consensus reached by the Commission on the recommendations identified below.

December 21, 2006

#### Theme 1, Recommendation B

The WTCS has a well established delivery system for online learning. Therefore, it is the WTCS recommendation that the report encourage the UW Colleges to develop a leadership role within the UWS to offer on line learning and partner, where appropriate, with the WTCS and private institutions.

#### Theme 2, Recommendation C

The WTCS has a clear statutory mission to provide collegiate transfer programs under chapter 38, Wis. Stats. In s. 36.31, Wis. Stats., the Legislature clearly recognized that there may be situations where the University of Wisconsin and the WTCS would provide similar programming, but that those situations should be subject to extra scrutiny to ensure the most efficient use of public resources. Recently, criteria and procedures have been approved and implemented by the WTCS State Board to create programs as provided for in s. 36.31. The process for approving programs is based on student need, reasonable cost and demonstrated outcomes and requires collaboration among educational providers. It provides a measure of accountability that benefits both students and taxpayers.

In addition, discussions are underway at the UWS Board of Regents regarding the development of BOR criteria and procedures necessary to

carry out the intent of s. 36.31. It is the WTCS recommendation that this item continue to reaffirm the need for individual institutions from both Systems to continue to develop and implement new ways in which to serve Wisconsin citizens. Alternatively, the Commission could recommend clarification of the mission of the UW Colleges.

Theme 5, Recommendation A

The statement that the current average cost per student for existing WTCS liberal arts programs is higher than the UW Colleges cost per student implies that the UW Colleges are more efficient at delivering liberal arts education. In addition to differences in how the two Systems' calculate costs, the WTCS would assert that the cost per student differential is largely a function of the total number of students served by, and the location in high-cost labor markets of the technical colleges that currently provide liberal arts programs rather than a reflection of the efficiency of the UW Colleges. It is reasonable to expect that the WTCS average cost per student will decrease if technical colleges with larger total enrollments located in lower-cost labor markets are authorized to offer collegiate transfer programs. It is the recommendation of the WTCS that this observation be noted in the report.