



Administrative Integration Steering Committee

Progress Report

April 27, 2006

Background

In October 2004, University of Wisconsin System President Kevin Reilly authorized a review of possibilities for consolidating the Madison administrative offices and functions of the University of Wisconsin Colleges and the University of Wisconsin-Extension. The stated goal was to “identify cost savings and efficiencies that could be achieved through merging the administrative operations of the central offices of the institutions.”

The UW Colleges, which operates 13 freshman/sophomore campuses of the UW System, offers an Associate Degree in Arts and Science. Its general education, liberal arts curriculum prepares students of all ages and backgrounds for baccalaureate and professional programs, as well as for lifelong learning, leadership, service and responsible citizenship. The UW Colleges’ campuses provide outstanding academic preparation for students, assuring successful preparation for transfer to baccalaureate institutions.

Through UW-Extension, all Wisconsin people can access university resources and engage in lifelong learning, wherever they live and work. Educational programs include technical management education and business counseling at 13 Small Business Development Centers, as well as continuing education classes, outreach programs and online degrees delivered in partnership with all 26 UW System campuses. At 72 county Cooperative Extension offices, educational programs address local needs of youth, families, government, agriculture and others. The statewide networks of Wisconsin Public Television and Wisconsin Public Radio provide learning opportunities and educational links across the state.

Consultant David J. Ward submitted his report, *Opportunities for Consolidation of Administration Between the UW Colleges And UW-Extension*, to President Reilly on Jan. 14, 2005¹. In that document, Ward emphasized the following statement:

Considerations of cost savings and administrative efficiencies through consolidation or merger of the UW Colleges and UW-Extension must be consistent with maintaining and improving public access to higher education in the State of Wisconsin. The State of Wisconsin now ranks 31st in the proportion of its workforce that holds a college degree. Given the strong link in the New Economy between education level and per-capita income, Wisconsin will not be able to maintain the current level of public infrastructure and services and quality of life for Wisconsin citizens unless more college educated workers are added to the state’s workforce. The State and the University will need to greatly improve those numbers in the future as the global economy gets more competitive or the state will face a race to the bottom in competing for low value jobs with a noncompetitive workforce.

¹ See <http://www.wisconsin.edu/news/2005/01-2005/uwc-uwexreport.pdf>.

On Feb. 10, 2005, the University of Wisconsin System Board of Regents authorized UW System President Kevin Reilly to recruit a single chancellor to lead both the University of Wisconsin Colleges and the University of Wisconsin-Extension. The regents called for the two institutions to share one chief administrative officer who will be responsible for integrating administrative functions located in the two Madison offices. The new chancellor would also be responsible for exploring additional operating efficiencies in a way that would preserve the education and outreach missions of both institutions.

This initial action did not authorize the merger of the two institutions, their respective facilities, policies or budgets. Rather, this move focused solely on recruiting a single chief executive. In granting this authority, the regents recognized the importance of the UW Colleges and UW-Extension as public gateways for Wisconsin residents. They acknowledged the institutions' common characteristics and shared histories, as well as long-standing partnerships with county and local governments. Most important, they recognized the opportunity to reduce administrative costs while preserving and enhancing educational access.

Steering Committee

The Administrative Integration Steering Committee (AISC) was appointed on Feb. 15, 2005², following action by the University of Wisconsin System Board of Regents to authorize the search for one chancellor to lead both the University of Wisconsin Colleges and University of Wisconsin-Extension.

Committee members agreed upon the following goals:

1. Identify, select and guide multiple work teams responsible for assessing specific Madison-based administrative functions/units and options for integration
2. Recruit a qualified organizational development consultant to provide objective guidance for the integration process
3. Promote collegial dialogue across the two institutions to advance and support the administrative integration
4. Establish processes that allow for broad input from faculty, staff and external stakeholders
5. Provide the new UW Colleges/UW-Extension chancellor with a thorough analysis of strategies for increasing administrative efficiency while maintaining the quality and integrity of educational programs and services in both institutions
6. Monitor and prioritize resource requirements associated with the integration process
7. Assess and resolve emerging issues, working closely with UW System leadership to approve any significant changes to the process

² See http://www.wisconsin.edu/uwc-uwex/documents/2_15_05_fyi.pdf

Interim Chancellors Margaret Cleek (UW Colleges) and Marv Van Kekerix (UW-Extension) co-chaired the committee, comprised of 12 representatives from the faculties, academic staffs and central administrations of both institutions. UW System Executive Senior Vice President Don Mash serves as the liaison to University of Wisconsin System Administration. The group met twice monthly until January 2006, when a monthly meeting schedule was adopted.

Early in the process, review of the literature on organizational mergers indicated that many of these efforts in the business world simply do not work.³ Common causes for failed mergers include:

- Confusing “vision” with strategy, and the failure to implement sound strategies designed to achieve measurable goals
- Culture shock, as certain groups of employees become disenfranchised and leaders ignore the human effects of intense merger-related activities
- Inadequate due diligence, as leaders fail to anticipate potential risk
- Poor execution, often attributed to lack of direct involvement by senior management
- Negative public response, when organizations fail to anticipate the range of possible reactions and concerns by clients and stakeholders

While supportive of the UW System’s quest for administrative efficiency, AISC members remained keenly focused on employee effectiveness. The committee recognized the considerable risk associated with “tossing people together in newly amalgamated” units and departments, in which individuals come from institutions with very different cultures, values, beliefs and business processes.⁴

The Steering Committee agreed to a procedure that was thoughtful and recognized the complexity of the challenge. Both institutions have unique missions, funding streams, partnerships and stakeholders. In the initial stages, committee members shared information about each institution’s organizational structure, mission and culture. Members from both institutions have worked to ensure that the identity, culture, and unique assets of their institutions are preserved, and that neither institution’s mission is adversely affected.

The committee’s work has been always challenging, and, in the early stages, occasionally contentious, but it has also offered a significant and valuable learning experience for all members. Members have been deeply committed to ensuring the best interests of those served by our two institutions and those who work for these institutions.

³ Terrance A. Deal and Allan A. Kennedy, *The New Corporate Cultures: Revitalizing the Workplace After Downsizing, Mergers, and Reengineering* (New York: Perseus Books, 1999).

⁴ *Ibid.*, page 61

Progress Report

Progress on Stated Goals

Goal 1: Identify, select and guide multiple work teams responsible for assessing specific Madison-based administrative functions/units and options for integration.

Seven work teams were identified, and their respective accomplishments are described below. For additional detail on each group's progress, see formal reports submitted by each work group on the AISC Web site: <http://www.wisconsin.edu/uwc-uwex/subcommittees/>.

The **Administrative Services Subcommittee** completed its review of various functions including purchasing and internal audit, and continues work on other areas such as facilities planning and management, risk services, extramural grants, accounting services, financial administration and general support services. They have recommended maintaining two auditor positions but coordinating the two positions so that one senior auditor provides oversight for the other. They also recommended consolidating the two purchasing functions at the point the two institutions are more fully integrated. Sue Schymanski, interim vice chancellor for administration and finance at UW-Extension, and Steve Wildeck, vice chancellor for administrative services at UW Colleges, lead this seven-member committee, which includes representation from UW System.

The **Consolidated Office Operations Subcommittee** first implemented a strategy for consolidating and managing the chancellor's calendar and e-mail (see IT committee accomplishments). This group also developed processes for coordinated scheduling and began analyzing options for the chancellor's office location. In March/April 2006, new opportunities for location for all UW Colleges and UW-Extension central offices were explored with UW-Madison officials. Steve Wildeck and Sue Schymanski continue working with UW-Madison on long-range facilities planning issues. Based upon consultation with Chancellor-designate David Wilson, a plan was developed to co-locate senior leadership from both institutions in close proximity his office, to be located in the existing executive offices at 432 North Lake Street. This will involve re-locating existing UW-Extension personnel in the facility to two other locations (UW Research Park and The Lowell Center), co-locating the two provosts' offices on the fourth floor, and moving a number of UW Colleges personnel to the Lake Street facility.

The **Communications Subcommittee** initially focused on developing and implementing communications strategies to support the AISC, addressing the information needs of internal and external audiences. David Giroux, director of public information at UW-Extension, and Teri Venker, special assistant to the chancellor for marketing and communications at UW Colleges, co-chaired the five-person group, which included representation from UW System. The group provided communication support and counsel for both interim chancellors, organized statewide audio conferences for all

employees, provided e-mail updates and other communications, and developed special Web sites and materials for external audiences.

The **Equal Employment Opportunity and Diversity Programs Subcommittee** completed its work and submitted its final report to the Steering Committee. Co-chaired by Yvonne Horton, associate dean and associate director of Cooperative Extension, and Lyn Reigstad, human resources director at UW Colleges, the group identified ways to share resources, services and training. They have begun implementing ideas included in the plan. For example, a face-to-face and audio-conference training about working with people with autism was offered jointly to UW-Extension and UW Colleges employees. When UW-Extension hired a new director of workforce equity and diversity (Vallerie Maurice), the new position description was written to reflect leadership responsibilities for these recommendations.

The **Human Resources Subcommittee** is in the early stages of its work. David Prucha and Lyn Reigstad, who are the human resources directors for each institution, co-chair this eight-person subcommittee. The work group is conducting a human resources functional analysis for each institution. When the functional analysis is completed, the group will assess the capacity needed and potential integration opportunities. The committee co-chairs have met with Al Crist, associate vice president for human resources at UW System, to share progress and explore opportunities for collaboration.

A subcommittee was appointed to address opportunities for **Increasing Baccalaureate Degrees**, and the group has written a plan to help more Wisconsin residents reach that goal. Building on the capacity and experiences of both institutions and creating partnerships with the state's four year institutions, the subcommittee has laid the groundwork for the **Adult Student Access Initiative**, designed to:

- Expand the opportunity for adult students to pursue and achieve the associate degree as a step toward acquiring a baccalaureate degree
- Identify potential adult learners in the state who are not now being served
- Recruit and counsel these learners regarding the higher education opportunities in the UW System
- Make better use of prior learning assessment with adult learners
- Expand the opportunity for adult students to pursue and achieve the baccalaureate degree by using highly accessible formats on existing campus-based undergraduate degrees
- Retain adults through superior learner services

UW System received a biennial budget request related to this initiative on March 17, 2006. The Adult Student Initiative has benefited from feedback gathered during face-to-face discussions with a number of stakeholder groups including:

- UW System provosts
- UW-Extension's Systemwide Extension Council
- Continuing Education Extension Committee

- UW Colleges deans, associate deans and department chairs
- UW System president's cabinet
- Individual conversations with many others

UW Colleges and UW-Extension have a unique ability to carry out this work. The recent UW System Accountability Report indicated that only UW-Superior and the UW Colleges have increased enrollments of nontraditional students in the last 10 years. This strong record, combined with distance-education capabilities in both institutions and UW-Extension's county-based network, creates a strong foundation for carrying out the initiative's goals.

UW-Extension's Outreach and E-Learning division has reallocated funds to create a modest beginning for this important work. New funding is needed to build an initiative that can successfully serve the unique learning needs of adult students.

The subcommittee, co-chaired by Campus Executive Officer and Dean Andy Keogh of UW-Marshfield and Interim Dean and Director Leon Zaborowski of UW-Extension's Outreach and E-Learning division, included 10 faculty, staff and administrators from both institutions.

The **Information Technology Subcommittee** conducted a comprehensive review of Instructional Technology (IT) services and identified services that are potential targets for consolidation. The committee completed its first report in August and continues to provide progress reports as its work progresses. Originally, this work group was co-chaired by Chief Information Officers Ron Kraemer and Dick Cleek. During the course of their work, Ron Kraemer accepted a position at UW-Madison and was replaced by UW-Extension Interim Director of Information Systems Bill Meyer. Dick Cleek assumed the role of Interim CIO for UW-Extension in addition to his duties with the UW Colleges.

This subcommittee identified a number of work groups whose members are academic and classified staff from both institutions that are engaged in doing the work under review. Work groups are focusing on: consolidating servers of both institutions at one location in the Pyle Center, implementing a common e-mail system for both institutions, experimenting with common help desks, exploring LAN unification, and working on a UW-Extension registry. One example of potential efficiency is in IT security. Both institutions have a component of one position that is responsible for security. It may be possible to combine those responsibilities into one full-time position that could focus more fully on this important area.

In addition to the core subcommittee, about 30 staff members are involved in work groups. UW System Administration staff participated in this comprehensive review of IT functions.

Goal 2: Recruit a qualified organizational development consultant to provide objective guidance for the integration process

The AISC discussed use of an organizational development consultant at several early meetings. The group did not identify a clear role for such a consultant and decided instead to use consultants as necessary to carry out needed work. In August, the Steering Committee hosted a session for 30 faculty, staff and administrative leaders from both institutions to provide input on potential organizational models and engaged a consultant to manage this complex group process. At that meeting, participants began to embrace a more bold vision – of a single, unified institution. This finding was presented to the Board of Regents in October, during a joint presentation by then-Interim Chancellors Margaret Cleek and Marv Van Kekerix.

Goal 3: Promote collegial dialogue across the two institutions to advance and support the administrative integration.**Goal 4: Establish processes that allow for broad input from faculty, staff and external stakeholders**

Although Goals 3 and 4 were stated as distinct objectives, the related actions overlap, as open dialogue across the institutions has led to broad input from a number of stakeholders. Progress for both goals is summarized here.

Institutional leaders have taken numerous opportunities to promote communication and dialogue within and across the two institutions. These include:

- Five “brown bag” statewide audio conferences where all employees were invited to participate, hear updates from the interim chancellor(s) and ask direct questions
- Monthly e-mail updates from the interim chancellor’s office to faculty, staff and classified staff across both institutions
- Visits to the UW Colleges campuses by the interim chancellor(s)
- Major articles and interviews published in five consecutive issues of *Extension News and Ideas*, a quarterly newspaper for UW-Extension faculty and staff
- UW Colleges e-newsletter, *Central Stuff*
- UW Colleges Academic Affairs newsletter, *Academic Matters*
- Presentations to the UW Colleges and UW-Extension Boards of Visitors
- Regular briefings for both institutions’ governance groups
- Audio conferences and briefings with advisory groups including: Systemwide Extension Council (SEC), Continuing Education Extension Committee (CEEC) and Cooperative Extension field staff
- Regular updates for administrative staff in both institutions
- A dedicated AISC Web site (<http://www.wisconsin.edu/uwc-uwex>), updated and available to all internal and external audiences

- Extensive listening sessions held as part of chancellor-search process served as another venue to solicit broad input about the integration
- Progress report presentation by co-chairs to the September Board of Regents meeting hosted by UW-Extension in Washington County
- Updates for members of the Wisconsin Associated County Extension Committees (WACEC) at six winter regional meetings and for the WACEC Board of Directors
- A full-length feature article in *Wisconsin Counties* magazine
- An April 15, 2005 memo to all county board members and chairs, providing background about the integration process and addressing potential concerns

Although separate from the AISC, the Transition Team⁵ has kept committee members apprised of efforts to gather broad input from internal stakeholders across both institutions, with a goal of helping the new chancellor identify top priorities and strategies for gathering additional input.

Goal 5: Provide the new UW Colleges/UW-Extension chancellor with a thorough analysis of strategies for increasing administrative efficiency while maintaining the quality and integrity of educational programs and services in both institutions

A briefing book containing a comprehensive review of the AISC's work was prepared for Chancellor-Designate David Wilson. Those materials were reviewed with him during a January teleconference. Since that time, Chancellor-Designate Wilson, Interim Chancellor Marv Van Kekerix, UW Colleges Provost Margaret Cleek and UW-Extension Interim Provost Ellen Fitzsimmons have held weekly teleconferences to provide progress reports about the AISC and related operational issues.

Chancellor-Designate Wilson visited Wisconsin in late March for a two-day orientation, which included detailed overviews of educational programming in both institutions. UW System Executive Vice President Don Mash, a member of the AISC, will continue to play a lead role in the new chancellor's orientation.

Goal 6: Monitor and prioritize resource requirements associated with the integration process

Very little work of the AISC to date has required any significant financial expenditures. However, several actions have been taken that do have financial implications. The biggest single fiscal commitment is that made by UW-Extension's Outreach and E-Learning division to support the proposed Adult Student Initiative. In addition, the UW-Extension Chancellor's Office has re-purposed some existing funds to serve new cross-institutional needs. For example, the former UW-Extension Cross-Divisional Innovation

⁵ See http://www.uwex.edu/chancellor/documents/wilson_memo_011806.pdf for information about the Transition Team.

Grants are now available to UW Colleges campuses and units as “Program Innovation Funds.”

The human resources and time commitment in this work has also been significant. While this has not been measured formally, administrative leaders have absorbed an increased workload as a result of this integration. With one chancellor serving two institutions, we essentially have a “half-time” chancellor for each organization. This creates an almost unmanageable schedule for the chancellor, and pushes significant responsibility to the two provost positions. This shift will require ongoing review to ensure that top institutional priorities are being met.

For the new chancellor, the amount of time needed for internal meetings (based upon expectations set by the previous two chancellors) is unrealistic. Efforts continue to adjust people’s expectations for the chancellor’s personal involvement in a wide array of group meetings and administrative activities. This is will remain a challenge for the new chancellor for some time.

Beyond the top executive, most administrative managers and staff members in both institutions report significant additional time spent in meetings as they work to identify efficiencies and opportunities for collaboration.

Combining the CIO positions is another example of short-term overload. The overload can be addressed with the addition of a deputy CIO position in the future. It is reasonable to expect that actual savings in this specific area may be realized in three to five years.

Goal 7: Assess and resolve emerging issues, working closely with UW System leadership to approve any significant changes to the process

Early in the committee’s work, members decided to take advantage of naturally occurring opportunities. For example, when UW-Extension’s EEO and diversity director left the organization, a work group was formed to address potential efficiencies in that functional area. When a search committee was formed to fill this position, it included representation from the UW Colleges.

Likewise, when UW-Extension’s chief information officer resigned, the UW Colleges CIO accepted interim responsibilities for UW-Extension IT operations. Other work groups have benefited from participation or consultation of UW System staff including Instructional Technology, Human Resources and Administrative Services.

In August 2005, the committee hosted a facilitated discussion of potential models for integration. Attendees were drawn from faculty, staff and administration of both institutions. This session ended with consensus that while integrating administrative functions could provide some efficiency, combining the institutions could create the opportunity for program synergy. This idea was presented to the Board of Regents at the September 2005 meeting by then-Interim Chancellors Marv Van Kekerix and Margaret Cleek.

Other Progress

Although the committee remains focused on administrative functions, members continue to demonstrate great enthusiasm about potential new programmatic synergies. Faculty and staff at both institutions have sought opportunities to learn more about each other and to work together in ways that will better serve Wisconsin residents.

New collaborations have emerged through this process in the form of new programmatic collaborations, expanded professional development opportunities, new pilot programs, and increased communication among the respective governance and advisory groups.

New Collaborations

Datacasting as a Distance-Education Delivery Method – This UW-Extension cross-divisional innovation grant (FY 2005-06) will create and/or adapt three existing UW-Baraboo/Sauk County courses for delivery via Wisconsin Public Television's digital signal (datacasting) to campus and home locations.

UW-Extension Program Innovation Fund – UW-Extension's Cross-Divisional Program Innovation Fund was renamed and re-purposed to reflect the institution's new partnership with the UW Colleges. UW-Extension financial resources are now available to campuses/units in both institutions, and training for all faculty and staff members statewide was made available via WisLine Web to help both institutions learn about grant opportunities and develop proposals.⁶

Cross-Institutional Diversity and Multicultural Program – Redirecting some existing UW-Extension funds, the interim chancellor selected five special projects where one-time grants might allow UW Colleges and UW-Extension staff to work together on programs targeting diverse audiences, or programs that increase institutional capacity for serving diverse audiences.⁷

Americorps*VISTA – Greg Lampe, associate vice chancellor at UW Colleges, is a member of the UW-Extension Americorps*VISTA Advisory Council. A proposal is being developed to request an Americorps*VISTA member that will link a county office with a UW College campus.

District Meetings with Cooperative Extension and UW Colleges – Representatives from several Cooperative Extension districts and UW Colleges are meeting together to learn more about each other and potential areas for collaboration. UW Colleges deans and other senior administrators have also

⁶ See <http://www.uwex.edu/provost/proginnov/> for additional background on PIF and Cross-Division Innovation grants.

⁷ See <http://www.uwex.edu/chancellor/fyi/fyi106.cfm> for the announcement of these grants.

attended district meetings of the Wisconsin Associated County Extension Committees (WACEC) – a key grass-roots stakeholder group for UW-Extension.

Fund Development Collaboration – The UW-Extension Fund Development Team, comprised of managers of individual endowments and fundraising operations across the institution, held a joint meeting with UW Colleges deans to discuss potential collaboration. UW-Fond du Lac Dean/CEO Dan Blankenship has joined the development team.

Professional Development

Extension Administrative Leadership Program (EALP) – Staff members responsible for this long-standing professional development program have begun discussions with UW Colleges counterparts to expand participation to additional UW Colleges employees. Previously, participation was offered only to UW Colleges faculty and staff from continuing-education offices.

UW Colleges Annual Colloquium – This event will include a delegation from UW-Extension and presentations from UW-Extension educators have been submitted for conference review.

Program Impacts Workshop, Fund Development Training, Grants Writing Workshops – These professional development offerings, coordinated through the UW-Extension provost's office, invited UW Colleges faculty and staff to attend. UW Colleges employees attended each event.

Training for Microsoft Conversion – A training team comprised of one employee from each institution offers training for UW-Extension employees using Microsoft Outlook for e-mail and calendar.

ADA Training – Training on Web accessibility and working with people with autism are being offered to employees in both institutions. Wisline Web training on Web accessibility is being offered to both institutions.

Governance and Advisory Group Collaboration

The UW-Extension Status of Women Committee now includes representatives from both institutions, with the addition of liaison Elizabeth Zanichkowsky, chair of the UW Colleges Women Studies Program.

An ***EEO advisory group*** recently appointed at the Colleges and the **Extension Diversity Council** will systematically explore ways to coordinate efforts with the potential of creating one body.

Faculty/Academic Staff governance leadership exchanges are creating better understanding of governance in each institution, as representatives from both institutions attend each other's governance meetings.

Next Steps

From the earliest stages, the AISC adhered to a process that was thoughtful and deliberative. Although challenges have been numerous and great, the committee remains committed to ensuring the best interests of those served by, and employed by, the two institutions.

UW Colleges and UW-Extension will remain as two separate institutions unless the Board of Regents takes formal action. Actions necessary to create a single institution may be initiated at any time, but will likely require significant research, planning and preparation by representatives from both institutions, UW System Administration and the UW System Board of Regents.

Chancellor-Designate David Wilson has formed a Transition Team, chaired by Teri Venker of the UW Colleges and David Giroux of UW-Extension. That team is charged with identifying key issues that need his attention and designing a systematic process for gathering statewide input through listening sessions with key stakeholders.

The Transition Team is expected to submit its report by May 1, 2006. Listening sessions will be conducted through the fall of 2006, and feedback from these conversations will be used to formulate a new "strategic vision" for the two institutions. During the spring of 2007, Chancellor Wilson plans to share this strategic vision and specific plans for the future of UW-Extension and UW Colleges at a special event.

Addressing the UW System Board of Regents in January 2006, Chancellor-Designate Wilson explained how this process will provide direction for UW Colleges and UW-Extension:

In crafting a shared vision for where we eventually want these two institutions to go, to be of greater service to the 5.3 million citizens of the state, I will listen to many voices along the way.

I am reminded of the words of one of my favorite poets – Langston Hughes – who said something like, first in the mind is an idea, then the brain figures out a way to achieve this idea, then the hand seeks other hands to help. In the end, it is not just one person's idea, it's not just one person's dream, it belongs to everybody – all the hands that helped to build it.

In my first year as chancellor, I will seek out to join hands with many. I will gather broad input from our students, from our partners, from our faculty, from

our staff, from the public, from UW System colleagues...and, of course, from you, the Regents.

The vision that we create for these institutions will, in part, be based upon that wide input. Rest assured that proposals that we bring back to the Board for consideration will be the product of an open, inclusive communication process.

In the coming months, I am planning a series of listening sessions around the state to gauge emerging needs of Wisconsin citizens and communities. At the end of this process, I will come back to you with proposals for deeper integration of these institutions along programmatic lines in order to respond to those identified needs.

At minimum, a formal resolution to create a single institution by the Board of Regents is required. Approval of such a complex action would likely require presentations, discussion and review by one or more committees and the full board.

Even after formal action by the Board of Regents, a fuller integration/merger of these two institutions would require considerable time and attention. Reconciling two sets of governance policies, for example, would involve painstaking review by faculty and academic staff members, followed by formal approval of those new policies. Similarly, efforts to unify accounting systems, payroll records and other established systems and business processes would each require considerable effort.

If the regents ultimately move to create a single institution, it would be the most significant structural change to the University of Wisconsin System since its creation in 1971.