UNIVERSITY OF NORTH CAROLINA

PROGRAM DUPLICATION STUDY

Submitted by

James H. Woodward

November 1, 2011

EXECUTIVE SUMMARY

The University of North Carolina serves two principal purposes:

- to provide educational opportunities, at the university level, to the people of North Carolina; and

- to enhance the future economic, societal, cultural, and personal well-being of the people of North Carolina.

The academic programs conducted or proposed to be conducted on a given campus represent that campus' judgment as how to best pursue these two purposes.

During the last 20-25 years, the University's attention to the second purpose has evolved so that it now has campus-wide importance at each institution. With the adoption of the recommendations of the UNC Tomorrow Commission, its importance has been appreciably enhanced.

Through its constituent campuses, the University currently offers slightly more than 1,900 degree-granting academic programs. Since the University assumed its current structure in 1972, there has been a net gain of only109 academic programs, or an average of fewer than three per year. As will be discussed in what follows, however, this modest growth is now challenged by the large number of new program proposals precipitated by campus responses to the recommendations of the UNC Tomorrow Commission.

At this point in time, "unnecessary program duplication" does not appear to be a serious problem within the University. This is principally due to a demanding process for the consideration, review, and approval of new programs and a fairly rigorous process for reviewing the productivity of existing programs. However, both of these processes warrant careful evaluation and strengthening if "unnecessary program duplication" is not to become a problem in the future—perhaps in the new future. Justification for this opinion and related recommendations are given in the body of this report.

The demand for higher educational services will continue to grow in North Carolina. How effectively and efficiently the University responds will be greatly impacted by the nature of the evolution of online education. As presented in the report, this is a topic that warrants University-level action, including deliberation and policy-setting by the UNC Board of Governors.

In summary, the University of North Carolina does not have an "unnecessary program duplication" problem at the current time. However, the emergence of such a problem within the next several years is a distinct possibility. The report presents recommendations that, if adopted, will help ensure that it doesn't.

TABLE OF CONTENTS

Page No.

I.   WHY DOES THE UNIVERSITY OF NORTH CAROLINA EXIST?

A study of a University-wide topic such as "unnecessary program duplication" should be guided by an understanding of why the University of North Carolina exists. That understanding can be aided by reviewing certain documents readily available at www.northcarolina.edu. Excerpts from those documents especially pertinent to this study follow:

- Article IX of the Constitution of the State declares: "The General Assembly shall maintain a public system of higher education…"

- The Higher Education Reorganization Act of 1971 "asserted the basic objectives and purposes for the University of North Carolina: to foster a well-planned and coordinated system of higher education, to improve the quality of education, to extend its benefits, and to encourage an economical use of the state's resources."

- As part of a comprehensive mission review conducted in 1992, the UNC Board of Governors adopted a general mission statement for the University that was incorporated into statute in 1995. That mission is "to discover, create, transmit, and apply knowledge to address the needs of individuals and society. This mission is accomplished through instruction…; through research…; and through public service, which contributes to the solution of societal problems and enriches the quality of life in the State. In the fulfillment of this mission, the University shall seek an efficient use of available resources to ensure the highest quality in its service to the citizens of the State."

- The UNC Tomorrow Commission, which issued its report in December 2007, was given the following charge:

  "The University of North Carolina is dedicated to the service of North Carolina and its people. In order to efficiently and effectively fulfill its three-pronged mission of education, research and scholarship, and public service in the 21st century, the University should proactively anticipate and identify the needs facing our state over the next 20 years and, consistent with its mission, develop and implement responses to those needs."

With those statements as a backdrop, perhaps the purposes of the University can be summarized as follows:

- To provide educational opportunities, at the university level, to the people of North Carolina.

- To enhance the future economic, societal, cultural, and personal well-being of the people of North Carolina.

For most of the history of the University, its purpose was fairly well contained in the first statement with, perhaps, "young people of North Carolina" being substituted for "people of North Carolina." Today, of course, the University embraces responsibility for providing educational opportunities to people of all ages.

Although the second purpose has long been pursued through health-related and "land grant" activities, that purpose has emerged as having University-wide, and campus-wide, importance during the last 20-25 years. More recently, it has been given enhanced importance by the adoption of the recommendations of the UNC Tomorrow Commission.

Programs conducted—or proposed to be conducted—on a given campus represent that campus' judgment as how best to pursue the two purposes stated above. Through them, the contributions of the campuses of the University of North Carolina are demonstrated worldwide.

II.   WHAT IS A "PROGRAM?"

In pursuing the purposes stated in the previous section, each campus provides instruction, research and scholarly work, and public service. It does so through programs and other activities, some structured and some not. For example, NC State provides a structured instructional program at the baccalaureate level in electrical engineering. UNC Charlotte provides public service through structured projects conducted by its Urban Institute. An English professor at UNC-Chapel Hill conducting research on an 18th century British writer is providing research, but probably not through a structured program.

Although a campus might have structured, or at least formally organized, programs of instruction, research, and service, the research and service programs generally derive from the instructional programs. An example can be found in the area of real estate at UNC Charlotte. An undergraduate instructional program in business administration was initially put in place. Over time, that led to the development of a concentration in real estate taught by faculty with expertise in that area. Those faculty were expected to do research and to be engaged with the real estate development community. Ultimately, a Center for Real Estate with a Board of Advisors was formed to support the research and the community engagement. If there had been no instructional program, faculty with expertise in real estate would not have been appointed and subsequently engaged with research and service activities, many through the Center for Real Estate.

Assumption: The contents of this report on "unnecessary program duplication" will focus on structured, instructional programs.

As of spring 2011, there were slightly more than 1,900 "structured instructional programs" listed in the UNC Academic Program Inventory. The approximate distribution by level is as follows:

Baccalaureate	1,000
Master's	700
Doctoral	200

Each program is assigned a CIP code defined by the National Center for Educational Statistics (NCES), which is responsible for collecting and presenting statistical data and information for the nation. As noted on the Center's web site (www.nces.ed.gov), "The Classification of Instructional Programs (CIP) provides a taxonomic scheme that supports the accurate tracking and reporting of fields of study and program completion activity."

Although two programs with the same CIP code should initially be viewed as duplicative, a further look at the content of the programs is generally warranted before a conclusive statement can be made. Some academic disciplines are highly segmented by

NCES, whereas others are not. The following gives the number of subdivisions (CIP Codes) for some common academic disciplines:

No. of CIP Codes	Discipline
9	History
17	Mathematics and Statistics
27	Psychology
54	Engineering
82	Foreign Language, Literatures, and Linguistics
100	Education

Assumption: Academic Programs with the same CIP code will be viewed as duplicative unless a review of the programmatic content shows otherwise.

III. ACADEMIC PROGRAM OFFERINGS WITHIN THE UNIVERSITY

If the University of North Carolina is obligated to pursue the two purposes stated previously, then the addition of new programs should be anticipated as the campuses strive to respond to changing societal and personal needs. For the same reason, the elimination of some existing programs should also be expected. As indicated in the following table, the "adding and winnowing" of academic programs within the University of North Carolina has been underway since the current system was formed.

TABLE I

Actions by the UNC Board of Governors

July 1972 – October 7, 2011

	Established	**Discontinued**
Bachelor's	341	281
Master's	304	226
Doctoral	103	26
Subtotal:	748	533
Associate	0	19
Intermediate (CAS & EdS)	0	87
Total:	**748**	**639**

This net growth in the number of academic programs offered by the University over nearly 40 years does not appear excessive given the factors that reasonably influence those offerings. Obviously, the overall "body of knowledge" has grown, and continues to grow, in size and in complexity. If structured programmatic offerings reflect this "body of knowledge," a net growth in the number of programs should be anticipated. For example, no campus offered degree programs specifically in nanotechnology in 1972.

The University serves a state in which every sector is increasingly complex and, therefore, increasingly dependent on higher education. That complexity and dependence drive growth in program offerings, especially at the graduate level. This can certainly be seen over the last ten years. TABLE II shows the number of programs established and discontinued, by level of degree, for each of these ten years.

The net growth in the total number of programs over the last decade has been modest—fewer than three a year. However, most of this growth has been at the doctoral level. While a more rapid growth at this level would reasonably derive from the

increasing complexity of our society, as will be discussed in Section IV, care must be taken in the University's new-program approval process to ensure that the authorization of new programs at this level is fully compatible with the approved missions of the affected campuses and that it reflects statewide considerations.

In summary, the University should be expected to continue adding new program offerings in the future as it strives to properly serve its students and state. However, acceptance of this view <u>does not</u> imply anything about the role of a specific campus in providing those offerings. That role will be influenced by a number of factors, the most prevalent being how online education evolves within the University. (A section devoted to online education will follow in this report.)

<p style="text-align:center">TABLE II</p>
<p style="text-align:center">Actions by the UNC Board of Governors</p>
<p style="text-align:center">July 1, 2001 – October 7, 2011</p>

Established

Year	B	M	I	D	TOTAL
2010-2011	6	9		3	18
2009-2010	13	15		5	33
2008-2009	0	1`		0	1
2007-2008	14	11		5	30
2006-2007	21	13		5	39
2005-2006	33	19		4	56
2004-2005	15	11	1	9	36
2003-2004	19	11		5	35
2002-2003	10	16		8	34
2001-2002	12	7		2	21
Total:	**124**	**113**	**1**	**46**	**303**

Discontinued

Year	B	M	I	D	TOTAL
2010-2011	39	23		2	64
2009-2010	1	5		0	6
2008-2009	40	30	2	5	77
2007-2008	1	3		0	4
2006-2007	4	2		1	7
2005-2006	20	18	4	2	44
2004-2005	6	4		0	10
2003-2004	3	19		0	22
2002-2003	5	2		0	7
2001-2002	9	4		0	13
Total:	128	110	6	10	254

Associate of Arts Degrees	15
Post-Baccalaureate Degree Programs	8
Grand Total:	**277**

IV.   ESTABLISHING AND DISCONTINUING PROGRAMS

At this point in time, "unnecessary program duplication" does not appear to be a major problem within the University because there has been a demanding process for the consideration, review, and approval of new programs and a fairly rigorous process for reviewing the productivity of existing programs. However, both of these processes warrant careful evaluation and perhaps strengthening if "unnecessary program duplication" is not to become a problem in the future—perhaps in the near future. Justification for this view is provided in what follows, as well as associated suggestions.

New Program Review Process

With the 1972 restructuring of the University of North Carolina, each campus was assigned an academic mission formally approved by the Board of Governors. That "assigned mission" provided boundaries within which a campus could propose new degree programs and, if approved, could offer those programs. For example, in 1990, the missions assigned to UNC Charlotte and to North Carolina A&T State University did not include doctoral work. Hence, neither campus could request permission to plan a doctoral program, even if a good argument might be made as to why such a program should be offered.

Although there had been some individual adjustments to the assigned missions of the campuses, there had not been a broad review of those missions prior to 1991, when President Spangler and the Board of Governors engaged a team of outside consultants to conduct such a system-wide study. One outcome of that review was an expansion of the missions assigned to UNC Charlotte and NC A&T to include doctoral work. The Board of Governors approved that expansion of missions in the spring of 1992.

At that time, adjustments were also made to the missions assigned to other UNC campuses and, over the years, additional adjustments have been approved. Nonetheless, those "assigned missions" continued to provide fairly rigid boundaries for the academic programs proposed and delivered by the various campuses until UNC Tomorrow.

The UNC Tomorrow report pretty much opened the floodgates for the new program proposals. The campuses were charged with finding new ways to respond to current and future state needs and to the educational needs of enrolled students. This led to over 200 new programs being identified as needed. As of June 2011, 43 program proposals were under review by the Office of the President. Twenty-five of these 43 were at the doctoral level, some submitted by campuses not previously engaged in doctoral work.

In many ways, the impact of the UNC Tomorrow report has been very positive for the state. There is no question that the campuses are now more focused on understanding and responding to the current and future needs of North Carolina. However, identifying a community or regional need that can be met with a new academic program does not necessarily justify approving that program. Just as with a new road that might benefit a

particular community, it's a matter of weighing the cost and benefit against the cost and benefit of responding to the needs of other communities and regions in the state.

If the assigned mission for a campus previously determined what new programs it could propose, can it now be said that new programs approved determine the new assigned mission? If so, then the order is wrong. The mission should drive the program, and not vice versa.

Appendix A presents the University's Policy on Academic Program Planning. The first sentence in the second paragraph is as follows:

> *"Campuses shall continue to have a lead role in identifying academic program needs and in formulating proposals to meet those needs."*

> Recommendation: In determining what programs a given campus can propose, the role of the mission formally assigned to that campus should be strengthened.

> A first step would be to modify the above sentence so it would now read,

> *Each campus shall continue to have a lead role in identifying academic program needs and, when those needs can be responded to with programs consistent with the campus' assigned mission, formulating proposals for those programs.*

With the decrease in staffing resulting from recent budget cuts, the Office of the President does not have adequate staff to handle, in a timely manner, the large number of program proposals it is now receiving.

> Recommendation: The Board of Governors should delegate to the Office of the President the authority to approve a request to plan a program when that program is clearly compatible with the historic mission of the proposing campus and when the associated costs appear to be modest. Such approvals shall be routinely reported to the Board of Governors, along with the justification for those approvals.

It has now been 20 years since there has been a system-wide review of assigned campus missions. If those assigned missions are to clearly and effectively define boundaries for academic program proposals, a new system-wide review is likely needed.

> Recommendation: Consider a system-wide review of the missions formally assigned the campuses. Such a review should utilize a team of outside consultants. The goal would be to arrive at an aggregation of campus missions that, in total, best meet the current and future needs of North Carolina.

Even if a broad system-wide review of campus missions is not desirable in the near future, any substantial expansion of program offerings by discipline or level of degree should be preceded by a state-level evaluation of need and how that need might best be met. An example would appear to be engineering. There is clearly a growing need for technical education in North Carolina. Given the substantial incremental cost of new engineering programs that can achieve specialized national accreditation, careful attention should be given to how that need can most efficiently be met. It might be time to repeat the statewide study of engineering education that was conducted several years ago.

An expansion of program offerings at the doctoral level warrants particular study because of cost and the unique nature of doctoral work. In a given discipline, the content of a master's program is generally a smooth extension of the contents of the bachelor's-level program. For example, it is not uncommon for a specific course to be dual listed as undergraduate and graduate. However, the addition of a doctoral program is not an easy or simple extension of the master's program. Unlike most master's programs, a doctoral program is research-based. While doctoral program requirements routinely include additional course work, the central program requirement is the dissertation. The topic for the dissertation normally derives from discussion with faculty who are engaged in research and therefore knowledgeable about the "frontier of knowledge" in the discipline. For a faculty member to then properly guide and assist the student's dissertation research, that faculty member must be an active researcher. Hence, the implementation of a doctoral program must be preceded by the assembling of faculty who are conducting publishable research in that discipline.

> Recommendation: Any substantial expansion of program offerings by discipline or level of degree, especially at the doctoral level, should be preceded by a state-level evaluation of need and how that need might best be met.

Process for Reviewing Existing Programs

The University of North Carolina has had in place a fairly rigorous process for reviewing existing programs since 1995. The most recent review took place in the fall of 2010 and the resulting report, submitted to the Board of Governors in February 2011, is provided in Appendix B. As stated in the first sentence, "The UNC Board of Governors has the statutory responsibility to review academic programs biennially to identify those programs that are of low productivity or low priority or are unnecessarily redundant."

The process implemented to carry out this responsibility utilizes degree production thresholds to identify programs subject to further review. For example, a bachelor's degree program offered by a campus is flagged if "the number of degrees awarded in the last two years is 19 or fewer—unless upper division enrollment in the most recent year exceeds 25, or degrees awarded in the most recent year exceed 10."

Using such program productivity criteria, the fall 2010 study identified 264 programs that warranted further review. That review utilized materials submitted by affected campuses and took into consideration factors such as "centrality to the institutional mission, high societal need, regional uniqueness," and so forth.

The outcome was the elimination of 60 degrees that previously had been listed in the University's Academic Program Inventory. This included 36 baccalaureate, 22 master's and 2 doctoral programs. The specific programs are listed in Appendix B.

As part of this study, recent activities in a number of states were reviewed. Appendix C presents a brief summary of some of those activities, which reveal that the UNC methodology for reviewing existing programs is very similar to what has recently been used in Missouri and Louisiana. In Missouri, the Governor charged the Department of Higher Education (MDHE) with "conducting a statewide review of all degree programs at our public institutions." The MDHE used productivity thresholds to identify programs that would receive detailed analysis by the state department. As presented in a February 2011 report, these thresholds resulted in 438 programs being selected for detailed analysis. Broad criteria were then used by MDHE for that analysis. (See the notes on Missouri for further detail about the outcome.)

In Louisiana, the Board of Regents recently initiated and oversaw a review of academic programs. Also using productivity thresholds, the staff identified 456 "low completer programs" and charged the various campuses with conducting a self-review and, for each program, submitting "a proposition and justification for one of the following actions:

1.   Termination;
2.   Consolidation;
3.   Continuation or Maintenance."

As indicated in the notes on Louisiana, through action by the Board of Regents this past April, 109 programs were terminated and 189 consolidated.

The three distinct steps in the UNC methodology and what was used in Missouri and Louisiana are as follows:

- Program productivity is the parameter used to identify those academic programs subjected to detailed evaluation.

- The detailed evaluation is conducted by a central entity using general criteria, including consideration of program duplication and materials submitted by the campuses.

- The implementation of the results follows interaction with the campuses, but is finally accomplished, directly or indirectly, by a central entity.

While UNC conducts its review every two years, those recently done in Missouri and Louisiana appear to have been one-time reviews precipitated by the recent economic downturn.

Internal Campus Reviews

Although the UNC review process has served effectively to "winnow" under-performing programs in recent years, it can be strengthened. One area where attention is warranted relates to what the campuses do internally. While each campus is likely to have a process in place for periodically reviewing programs, it is also likely that these campus processes vary considerably. Some may be associated with strategic planning, some related to institutional and specialized accreditation, and so forth. Still, they vary in purpose, criteria, timing, and probably rigor.

>   Recommendation: The Office of the President, working with the campus leadership, should develop common criteria and other characteristics for internal campus reviews that include attention to program productivity. The campuses should then develop and present for approval internal campus review processes that are shown to incorporate these criteria and other common characteristics.

If this recommendation is accepted, it should be recognized that any internal review process of this type is particularly burdensome to a campus because of the necessary involvement of large numbers of faculty, staff, and administrators. Although the adoption of the "common criteria and other characteristics" should be required, the campuses should be permitted flexibility in determining the specifics of the review process. Even though the University-level program productivity review is biennial, that is too frequent for the campuses to be required to conduct the internal reviews. The appropriate frequencies should be a topic for discussion with the campuses.

Very comprehensive internal reviews are currently underway at NC State and UNC Greensboro. While no specific review process is being recommended here for systemwide adoption, the lessons learned by these two campuses will be of great value if the above recommendation is accepted.

The NC State Strategic Realignment initiative is an extensive campus undertaking with the stated goal of achieving greater effectiveness and efficiency throughout the institution. Although other topics such as organizational structure are subjects of this review, considerable attention is being given to academic programs. For example, undergraduate programs have been flagged for detailed evaluation based on five variables including enrollment, number of applications, degrees awarded, SAT scores, and selectivity. An undergraduate program is flagged if it is in the lowest quartile in two or more of the five variables. For graduate programs, seven variables are used. Programs are flagged if they fall in the bottom quartile for five of the seven variables or are "identified as programs of greatest concern in the analysis of specific attributes…"

The programs identified during this first step will undergo a more detailed evaluation during the 2011-2012 academic year. However, it is not obvious that duplication or programs offered by other campuses will be specific considerations.

Although this particular part of the Strategic Alignment initiative falls under the Provost, all aspects of the process have involved faculty and staff. Programs identified for elimination and consolidation will ultimately be submitted to the President and Board of Governors for final action.

UNC Greensboro has initiated a highly structured, internal program review process based on the work of Robert Dickeson, as presented in his book, *Prioritizing Academic Programs and Services*. It may well be the most sophisticated and thorough review ever undertaken by a campus of the University of North Carolina.

Extensive quantitative data is collected for each academic program. For each college, the information for its programs is provided to a committee of staff, students, and a majority of faculty. That committee must then segment all college programs into three categories, with Group 1 consisting of those programs with the highest ranking.

The findings of the college review committee will be forwarded to a University Program Review Committee comprised principally of faculty and academic administrators, with faculty again being a majority. The report of this committee will go to the Provost and "shall make recommendations that one-third of all programs it reviews (plus or minus one) be (1) discontinued, (2) curtailed; (3) combined with other UNCG programs; (4) combined with other UNC system programs; or (5) continued with budget-neutral interventions to address program quality, functions and demand, or efficiency." Hence, the topic of program duplication is to be considered.

The recommendations of the Provost are to be submitted to the Chancellor and then to the Board of Trustees in the spring of 2012. The Chancellor will then submit recommendations to the President and Board of Governors for consideration and final action.

Again, the University of North Carolina has had in place a fairly rigorous process for reviewing existing programs since 1995. Although it has been recommended that internal campus review processes be evaluated and perhaps strengthened, the University-level process warrants no more than "tweaking." Some suggestions for that "tweaking" follow:

- Consider increasing the program productivity thresholds so that more programs are subjected to detailed evaluation.

- Review the criteria currently used for that detailed evaluation with the Chancellors, and perhaps Chief Academic Officers, with the goal being a broadly understood and accepted prioritization of those criteria.

- Engage the Board of Governors early in the discussions about the criteria and their prioritization, given that Board approval must ultimately be sought for any modifications to the current process.

V. ONLINE EDUCATION

As discussed in Section III, the demand for higher education in North Carolina can be expected to continue to grow. That growth in demand will be dispersed geographically. The University's response will be to expand services in the form of academic programs, as well as outreach service activities. The rate and degree of this expansion and its associated cost effectiveness will be highly dependent on the nature of the evolution of online education offered by the University of North Carolina.

One of the great strengths of the University is the degree of academic autonomy afforded to each campus. This results in many very smart people working every day to identify new and better ways to serve North Carolina. It also has resulted in each campus having different admission policies, academic calendars, course numbering, registration procedures, grading policies, degree requirements, and so forth. It would not be incorrect to describe the University as a confederation of strong academic institutions.

This academic autonomy served the state very well <u>until</u> technology connected us and took each institution off campus. Consistent with normal practice, this technology led to each campus developing its own online education offerings governed by campus-specific policies, procedures, and internal politics. The aggregation of campus-specific policies and procedures is an irrational system-wide set of policies and procedures for online education.

President Ross is providing explicit support to an effort by his staff and faculty leadership to improve the delivery of online education in North Carolina. That effort is guided by a working paper presented in the spring and entitled <u>UNC ONLINE</u>. The opening paragraph of the paper, which is provided in Appendix D, states the following:

> *In the decade since internet-based courses became widespread, each UNC institution established a unique online presence. At varying rates, campuses developed their own internal mechanisms for offering online courses, programs, and degrees, funding course and program development, collecting tuition and fees, and providing academic support services. Although this method of expansion allowed each campus to meet the academic needs of its students, little sharing of best practices occurred and extensive duplication of effort resulted.*

The paper proceeds to offer a number of worthwhile recommendations for improving the current policy structure. While adoption of those recommendations would certainly yield improvement, the result would likely be an improved, but still flawed, system-wide policy structure. Later in this section, an alternative approach will be discussed that might be pursued in parallel with actions based on the recommendations of the <u>UNC ONLINE</u> paper.

As is apparent, various elements of a proposed online program, including the anticipated service area, can differ from those of the same program that might already be offered on the campus. Accordingly, any proposed online program should continue to be

subject to the normal review and approval process for new programs. Likewise, existing online programs should be considered as distinct academic programs in the biennial program productivity review process.

Online Programs vs. Online Courses

While the focus of the campuses has been the development of online programs, online courses are also available to students formally admitted to a degree program at a specific campus. This is the same as for face-to-face courses taught on that campus. The program, the courses, and the student are "owned" by the campus.

Can a student enrolled at one UNC campus take an online course offered by another UNC campus? The bureaucratic hurdles are so great that such cross-enrollment is seldom accomplished. These hurdles are illustrated by the particular policies and procedures that govern a student from another campus (home institution) who desires to take an online course offered by UNC Charlotte (visited institution).

- Student must be approved by the home institution to take an online course(s) through UNC Charlotte.

- Student must then be approved by UNC Charlotte.

- After the approval process is complete, the student will be admitted to UNC Charlotte by the Registrar's Office as a visiting student.

- There is no application fee.

- The Office of the Registrar will register the visiting student into the online course(s) provided space is available in the class.

- All courses offered by UNC Charlotte through the UNC Online Program are 100% online courses.

- The visiting student is subject to UNC Charlotte's tuition and fees.

- Visiting students will not receive a bill. All payments are made online.

- The visiting student is responsible for payment of all charges in full by the due date regardless of any pending Financial Aid to be received at their home institution.

- The visiting student is subject to the same refund schedule as all UNC Charlotte students should they decide to drop or withdraw from a course.

- The visiting student is subject to the same drop/add/withdrawal schedule as all UNC Charlotte students.

- Once the grading process has been completed for the term, the visiting student must request a transcript be sent to the home institution. The request should be submitted to the UNC Charlotte program coordinator. There is no fee to have a transcript sent from UNC Charlotte to the home institution.

Because UNC Charlotte follows the enrollment processes outlined by the Office of the President, the approach on other campuses would be similar. Note also that the processes are essentially the same if the home institution is not a UNC campus.

Online Education in Other States

Appendix C presents notes summarizing recent activities related to higher education in several other states. In each case, there are initiatives underway to expand the availability of online education. Each of these initiatives incorporates a pivotal system-level role with system-level policies and procedures. Further, these initiatives pursue an expansion of online <u>course</u> offerings, as well as online <u>program</u> offerings. For example, the University of California Commission on the Future proposed a pilot program to develop 25-40 very high-quality, lower division online courses for asynchronous delivery. In Georgia, the courses offered allow "University of Georgia System students the opportunity to complete the first two years of their collegiate careers in an online environment."

A review of other states also shows that foreign language programs are routinely among those programs being dropped because of low productivity. This unfortunate trend is likewise true within the University of North Carolina. Following a May 2011 meeting, a group of UNC foreign language department chairs recommended the formation of a UNC Foreign Language Assembly (UNCFLA). One goal of this proposed consortium "would be to merge low productivity programs of the same language into a statewide program…" Of course, there are other worthwhile goals, not all of which utilize online education. Understandably so, these goals and recommendations build on campus-based policies, practices, and procedures and, in some instances, reflect compromises that derive from campus differences.

<u>Suggestion</u>: Utilize the emerging collaboration in the languages to develop a pilot program for online education governed by a set of system-wide policies and procedures.

These system-wide policies and procedures should derive from what is best for the state and the students being served, rather than what might be considered best for a particular campus. Whereas a campus could opt out of the envisioned UNCFLA consortium, all UNC campuses should be required to participate in the suggested system-wide pilot program.

What might be some of the characteristics of such a pilot program?

- It would only include undergraduate language courses.

- A participating student would have to be formally enrolled at one of the campuses.
- The courses available in the online course pool would have been reviewed and approved based on quality requirements.

- All campuses would participate in submitting courses for inclusion in the online course pool, with the degree of participation reflecting differing campus faculty capability.

- Any student enrolled at one of the campuses could take courses available in the online course pool, regardless of the campus or campuses producing the courses.

- The registration process would be the same as if the course was an on-campus offering of the campus in which the student is enrolled.

- The campus that produced the course and the student's home campus would share the tuition paid by the student.

The above listing simply illustrates some of the characteristics that might be incorporated into the suggested pilot program. Should the suggestion be adopted, it is likely that a group should be assembled to develop a full, and perhaps more thoughtful list.

New Campus for Online Education?

Could the University of North Carolina establish a separate "campus" specifically to offer online education? While it could from a legal perspective, such a separate entity is probably not feasible because of the complexity and costs associated with achieving institutional accreditation. Institutional accreditation is a necessity for numerous reasons. For example, federally sponsored financial aid is generally not available to students enrolled in unaccredited institutions; accredited universities and colleges will not normally provide transfer credit for coursework taken at unaccredited institutions; and so forth.

Institutional accreditation is achieved through one of six regional bodies. The Commission on Colleges of the Southern Association of Colleges and Schools is the "regional body for the accreditation of degree-granting higher education institutions in the Southern States." Each campus of the University of North Carolina is accredited by the Commission of Colleges of SACS. (This is normally shortened to "SACS Accreditation.")

The principles of accreditation can be found at the SACS web site. One requirement in particular, provides a clear indication of the complexity and cost associated with achieving institutional accreditation. Principle 2.8 in Section 2: Core Requirements states the following:

> *"The number of full-time faculty members is adequate to support the mission of the institution and to ensure the quality and integrity of its academic programs."*

At SAC's December 6, 2011, annual meeting, final approval is expected for a change that would insert "each of" in the statement so that the latter portion would then read,

> "…to ensure the quality and integrity of <u>each of</u> its academic programs."

In addition to <u>institutional</u> accreditation granted by regional accrediting bodies, <u>program</u> accreditation is available for certain disciplines through national, specialized accrediting bodies. For example, the national accrediting body for engineering programs is the Accreditation Board for Engineering and Technology (ABET). The importance of such program accreditation is indicated by the requirement found in most, if not all, states that restrict a professional license to graduates of ABET-accredited engineering programs.

Hence, in order for a separate UNC campus to successfully offer online education, it would have to achieve institutional accreditation by SACS and, for certain specific programs, achieve programmatic accreditation from the appropriate national bodies. How, then, has the University of Phoenix, the largest online educational institution in the country, managed? It holds institutional accreditation from The Higher Learning Commission of the North Central Association, one of the six regional accrediting bodies. Further, the professionals programs appear to hold programmatic accreditation. For example, the business programs hold accreditation from the Accreditation Council for Business Schools and Programs.

Simply stated, the University of Phoenix has made the regional investments in personnel and infrastructure. Although adjunct faculty are widely used, the university has full-time faculty and academic administrators. Its offerings are not solely online. It provides online courses <u>and</u> on-site courses. In North Carolina alone, The University of Phoenix has eight physical locations: one in Asheville; one in Greensboro; three in Charlotte; two in Raleigh; and one in Fayetteville.

In summary, because of the complexity and costs associated with accreditation, the establishment of a separate UNC campus specifically for online education offerings does not appear to be feasible. Expansion of online education offerings should be accomplished through the existing campuses.

Concluding Comments Regarding Online Education

Regardless of whether the suggested pilot program is pursued, it is apparent that online education will be of increasing importance as UNC strives to serve the current and future educational needs of the people of North Carolina. Hopefully, it is also apparent that for online education to be effectively or efficiently developed and delivered, UNC must ensure that a rational, system-level set of policies and procedures is in place. How

that is accomplished while maintaining the appropriate level of campus academic autonomy warrants focused attention and deliberation by the Board of Governors.

Suggestion: the UNC Board of Governors should consider a workshop on online education similar to what was recently held for the University of Florida Board of Governors. The agenda for that workshop can be found at www.flbog.edu.

APPENDICES

A.   Policy on Academic Program Planning

B.   2010 Review of Academic Degree Program Productivity

C.   Notes from the Review of Recent Activities in Several Other States

D.   Working Paper Entitled "UNC ONLINE"

Prepared by: Sandie Gravett, Chair, UNC Faculty Assembly, and Professor, Department of Philosophy and Religion, Appalachian State University

Steven Hopper, Director of Online Services & CTO for UNC Online, UNC General Administration

Dan Lewandowski, Campus Liaison, UNC Online

Elmer Poe, Assistant Vice Chancellor, Emerging Academic Initiatives, East Carolina University

Policy on Academic Program Planning

North Carolina citizens and institutions must be prepared to compete in a rapidly changing global environment. Consistent with this mandate, the University of North Carolina Board of Governors, the University's General Administration, and the constituent universities shall be guided by the needs of the people of North Carolina in their academic degree program development, approval, and discontinuation actions. Academic program planning and procedures must be nimble, efficient, and responsive to those needs at all levels.

Campuses shall continue to have a lead role in identifying academic program needs and in formulating proposals to meet those needs. The University's General Administration shall also engage in the identification of academic program needs. General Administration shall develop procedures to regularly review workforce and societal needs and, on at least a biennial basis, identify degrees and programs beneficial to the State. General Administration shall also periodically draw on the expertise of the faculty to identify longer-term emerging trends that may have implications for new degree programs. In its analysis, General Administration shall always consider whether all regions of the State are adequately served by the University. As referenced in this policy, needs of the State and its citizens are inclusive of requirements growing out of local, regional, national, and global challenges.

Once academic program needs are identified by the campuses or by General Administration, General Administration, in consultation with the campuses, shall forward, after appropriate review, recommendations to the Board of Governors regarding how best to meet those needs. All campuses shall have an opportunity to participate in a process for recommending the best way to address those needs. Disciplinary and cross-disciplinary processes that utilize campus faculty and administrators shall be established to recommend whether expansion of a current degree program, collaboration in a joint degree program, an online degree program, or a stand-alone degree program is the best option. Campuses are urged to give high priority to collaborative or joint program development.

In these processes, faculty expertise is essential for sound academic decision making at the campus and system levels. At the campus, disciplinary, cross-disciplinary, University, and Board levels, analysis and recommendation of the need for a new academic program, the place for its establishment, and the method of its delivery shall be based on:

(1)   number, location, and mode of delivery of existing programs,

(2)   the relation of the program to the distinctiveness of the campus and the mission of the campus,

(3)   the demand for the program in the locality, region, or State as a whole,

(4)   whether the program would create unnecessary duplication,

(5)   employment opportunities for program graduates,

(6)   faculty quality and number for offering the program,

(7)   the availability of campus resources (library, space, labs, equipment, external funding, and the like) to support the program,

(8)   the number and quality of lower-level and cognate programs for supporting the new program,

(9)   impact of program decision on access and affordability,

(10)   the expected quality of the proposed degree program,

(11)   feasibility of a joint or collaborative program by two or more campuses, and

(12)   any other consideration relevant to the need for the program.

General Administration shall, in collaboration with the campuses, promote the expansion and availability of online degrees and other programs which facilitate access to higher education for all citizens. As the availability of online degree offerings increases, General Administration, in collaboration with the campuses, shall incorporate consideration of online offerings into the assessments of proposals for new academic degree programs. Online program development is part of the academic planning and assessment processes, and campuses will continue to take the lead in proposing the establishment of online degree programs.

While the responsibility for quality, efficiency, and productivity of academic degree programs rests at the campus level, General Administration shall be responsible for periodic reviews to determine whether productivity and quality review processes are followed. Campuses shall regularly review the priorities of their offerings and are to be prepared to discontinue programs that no longer meet any significant need. In collaboration with the campuses, General Administration shall review and revise standards for offering degree programs at various levels and by various methodologies. The University shall balance responsiveness with due diligence and a state-wide perspective. In achieving this balance, General Administration shall develop expedited program review processes for rapid response where warranted. The campuses' faculty and administration and General Administration shall assure a continuing commitment to academic excellence.

The President, after consultation with the campuses and the Board of Governors, shall promulgate regulations to implement this Board of Governors policy and is authorized to provide guidance to the campuses in their academic program development and discontinuation.

APPENDIX B

THE UNIVERSITY OF NORTH CAROLINA

**2010 REVIEW OF ACADEMIC DEGREE PROGRAM
PRODUCTIVITY**

February 2011

The UNC Board of Governors has the statutory responsibility to review academic programs biennially to identify those programs that are of low productivity or low priority, or are unnecessarily redundant. These reviews complement institutional self-studies for accreditation and professional accreditation for various disciplines. As a result of academic program review, administrators can decide to strengthen programs, to consolidate programs, to initiate alternative strategies such as distance learning to improve productivity, to identify programs that will benefit from collaboration and the consolidation of resources, or to discontinue programs that are not productive. The Board's Committee on Educational Planning, Policies, and Programs developed productivity criteria and guidelines for identifying programs for productivity review. These criteria are:

- Bachelor's degree programs: the number of degrees awarded in the last two years is 19 or fewer—unless upper division enrollment in the most recent year exceeds 25, or degrees awarded in the most recent year exceed 10.

- Terminal master's degrees: the number of degrees awarded in the last two years is 15 or fewer—unless enrollment in the most recent year exceeds 22, or degrees awarded exceed 9. Ed.S. and CAS programs: the number of certificates awarded in the last two years is 15 or fewer—unless enrollment in the most recent year exceeds 9.

- Doctoral degree programs: the number of degrees awarded in the last two years is 5 or fewer—unless enrollment in the most recent year exceeds 18, or the number of degrees awarded in the most recent year exceeds 2.

- First professional degree programs (medicine, dentistry, veterinary medicine, pharmacy and law): The number of degrees awarded in the last two years is 30 or fewer—unless enrollment in the most recent year exceeds 30, or the number of degrees awarded in the most recent year exceeds 15.

The 2010 process, the eighth review since 1995, identified 264 programs that met the Board's criteria for review. In some previous reviews, certain programs were exempted from review at the system level (*e.g.*, undergraduate academic core programs, interdisciplinary programs that rely on courses from other programs, some health sciences programs, and teacher education programs). In order to respond fully to the expectations for efficiency that are necessary in the current environment, UNC constituent institutions were asked to provide feedback on all 264 programs identified in this cycle.

The programs were reviewed not only in terms of enrollments and degree productivity, but also in terms of the appropriate balance of available resources against (1) the obligation to respond to the demands of society for certain kinds of employees, (2) program costs, and (3) considerations of the broader responsibilities of the university community to society and the duty to maintain the strength and vitality of that community.

Reasons for retaining a program include: centrality to the institutional mission, support provided for other necessary programs, high societal need, providing access and opportunity for underrepresented groups, maintaining institutional program diversity, regional uniqueness and

relevance of the program, lack of any significant savings for program elimination, and recent developments that may lead to increased enrollments in the future. Similarly, program discontinuations involve degrees that are no longer considered central for the campus mission, that are chronically underenrolled, or that no longer are addressing the need for which they were created. In some instances, as noted in Appendix A, degree programs are being merged or combined with other programs in order to realize administrative and curricular efficiencies.

As a result of this review process, UNC constituent institutions and UNC-GA concur in recommending to the Board of Governors the elimination of 60 degrees currently listed on the Academic Program Inventory. Of the 60, 36 are baccalaureate, 22 are master's degrees, and 2 are doctoral programs. In some cases the program offerings will be completely eliminated, and in other cases the program courses will be merged into a broader academic program that will facilitate administrative and curricular efficiency. The list of programs proposed to be removed from the UNC Academic Program Inventory is presented below in **Appendix A. Appendix B** presents the academic program review instructions from General Administration that guided this process.

It is anticipated that as UNC GA interacts with campuses in coming months, more program discontinuations and mergers will be brought to the Board of Governors for authorization. In the present review process, a number of additional degrees were identified by UNC constituent institutions for discontinuation or merger that could occur after additional information or clarification of campus intent is provided.

Appendix A. Proposed Degree Discontinuations & Mergers for February 2011 Board of Governors

Appalachian State University

	CIP Code	*Program Title*	*Campus Response*
Master's			
	131308	Family and Consumer Sciences, Education	Discontinue
	131309	Technology Education	Discontinue
	540105	Public History	Restructure; combine with History 540101

East Carolina University

	CIP Code	*Program Title*	*Campus Response*
Bachelor's			
	500701	Art	Discontinue

Fayetteville State University

	CIP Code	*Program Title*	*Campus Response*
Bachelor's			
	131317	Social Sciences, Secondary Education	Discontinue
	131330	Spanish Education	Discontinue
Master's Degrees			
	230101	English	Discontinue
	451001	Political Science	Discontinue

NC A&T State
University

	CIP Code	Program Title	Campus Response
Bachelor's			
	10000	Earth and Environmental Sciences	Combine with BS Agricultural Sciences 010000
	10103	Agricultural Economics	Combine with BS Agricultural Sciences 010000
	131308	Family and Consumer Science Education	Combine with BS in Family & Consumer Science 190101
	131309	Technology Education	Discontinue
	131314	Health and Physical Education	Discontinue
	160999	Romance Languages and Literatures, French	Discontinue
	310501	Health and Physical Education	Discontinue

	CIP Code	Program Title	Campus Response
Master's			
	10103	Agricultural Economics	Combine with MS in Agricultural Sciences 010000
	10903	Animal Health Science	Combine with MS in Agricultural Sciences 010000
	11102	Plant, Soil and Environmental Science	Combine with MS in Agricultural Sciences 010000
	131309	Technology Education	Discontinue

North Carolina
Central University

	CIP Code	Program Title	Campus Response
Bachelor's			
	131302	Art Education	Discontinue; offer as concentration in Art 500701
	131305	English, Secondary Education	Discontinue; offer as concentration in English 230101
	131311	Mathematics, Secondary Education	Discontinue; offer as concentration in Math 270101
	131312	Music Education	Discontinue; offer as concentration in Music 500901
	131314	Physical Education	Discontinue: offer as concentration in PE 310501
	131322	Biology, Secondary Education	Discontinue; offer as concentration in Chemistry 400501

	131323	Chemistry, Secondary Education	Discontinue; offer as concentration in Biology 260101
	131324	Theatre Arts Education, K-12	Discontinue; offer as concentration in Theatre 500501
	131325	French, Secondary Education	Discontinue; offer as concentration in French 160901
	131328	History, Secondary Education	Discontinue; offer as concentration in History 540101
	131329	Physics, Secondary Education	Discontinue; offer as concentration in Physics 400801
	131330	Spanish, Secondary Education	Discontinue; offer as concentration in Spanish 160905

Master's

	131314	Physical Education	Discontinue; offer as concentration in PE 310501

NC State University

	CIP Code	*Program Title*	*Campus Response*
Master's			
	131203	Middle Grades Education **M.Ed. & M.S.**	Discontinue
	131305	Curriculum and Instruction, English **M.Ed. & M.S.**	Discontinue
	131315	Curric & Instruct, Reading **M.Ed. & M.S.**	Discontinue
	131318	Curric and Instruct, Social Studies **M.Ed. & M.S.**	Discontinue
	160901	French Language and Literature	Merge into new MS Foreign Lang & Lit 160101
	160905	Spanish Language and Literature	Merge into new MS Foreign Lang & Lit 160101

UNC Asheville

	CIP Code	*Program Title*	*Campus Response*
Bachelor's			
	520205	Industrial and Engineering Management	Discontinue

UNC - Chapel Hill

	CIP Code	Program Title	Campus Response
Bachelor's			
	160499	Slavic Languages	Merge with German 160501
	310301	Recreation Administration	Already discontinued; remove from inventory
Master's			
	310301	Recreation Administration	Already discontinued; remove from inventory
Doctoral			
	160102	Linguistics	Discontinue
	160499	Slavic Languages and Literatures	Discontinue

UNC Charlotte

	CIP Code	Program Title	Campus Response
Bachelor's			
	131305	English, Secondary Education	Discontinue, teacher licensure available in English
	131311	Math, Secondary Ed (**BA and BS**)	Discontinue, teacher licensure available in Math major
	131323	Chemistry, Teacher Licensure	Discontinue; teacher licensure available in BS Chem
	131325	French, K-12	Discontinue; teacher licensure available in BA French
	131326	German, K-12	Discontinue; teacher licensure available in BA German
	131328	History Education	Discontinue; teacher licensure available in History major
	131330	Spanish, K-12	Discontinue; teacher licensure available in BA Spanish

UNC Greensboro

	CIP Code	Program Title	Campus Response
Bachelor's			

| | 190505 | Restaurant and Institution Management | Discontinue |
| | 511005 | Medical Technology | Discontinue |

Master's

| | 131305 | English | Discontinue |

Western Carolina University

| *Bachelor's* | *CIP Code* | *Program Title* | *Campus Response* |
| | 511005 | Clinical Laboratory Science | Discontinue |

Appendix B. Instructions for Academic Program Review Responses

The University of North Carolina
Program Review and Recommendations Form
(Complete this form for each program identified.)

Date:

UNC Institution:

CIP Discipline Number:

Title of the Program:

Degree Abbreviation (e.g. B.S., B.A., M.A., M.S., Ph.D):

1. The accompanying guidelines list questions about centrality to mission, quality, faculty and physical resources, demand, costs, duplication, and consequences of deletion. After considering those issues, which of the following does the campus recommend?

_____Retain the program in its present configuration with low enrollments likely to continue.

_____Retain the program in its present configuration with specific steps to be taken to increase enrollments.

_____Restructure the program by combining it with one or more other campus programs.

_____Actively investigate collaboration with other UNC campuses in order to conserve program resources and increase course enrollments.

_____Discontinue the program while assuring graduation for any currently enrolled students.

2. Explain the above response—either the rationale for leaving the program in its current configuration or specific steps proposed to increase enrollments and/or conserve resources.

3. Name/e-mail/phone of department contact person:

Guidelines for Program Productivity Review

In reviewing the degree program and completing the form accompanying these guidelines, please consider the following questions. A response to each question is not required, but please address these issues in your review wherever relevant.

1. Centrality to University's Mission
• How important to the mission of the institution is this program?
• Can this program be combined with a similar or related program in the present department or in another department?

2. Quality of the Program
• What is the quality of the program and what indicators are used to assess the quality?
• Is the program accredited or has accreditation been sought?

3. Faculty Involved
• How many faculty members are teaching in this program?
• What is the average teaching load of the faculty in the department?

4. Facilities/Equipment
• Are available space and equipment adequate and appropriate for the program?

5. Demand
• Is the program serving the predicted number of students?
• What are the job prospects for these graduates?
• Are there courses in the program that are essential supporting courses for other programs?

6. Costs
• Could some program options or concentrations be consolidated or eliminated?
• What is program productivity as it is reflected in course enrollments?
• Does the program have under-enrolled courses?
• Would the department rather spend those dollars on other programs/activities?

7. Duplication
• Can this program's objectives be accomplished equally well through another program?
• Are courses in the program duplicated in other programs/departments?
• Could enrollment be increased by sharing some courses through distance education?
• Is this program distinctive in the UNC system?

8. Critical Mass
• What would be the impact on departments or programs if the program under review were eliminated?

9. Recommendation about the Program

As a result of this review, your institution is to make recommendations that address these major questions:

• Should the program be continued as a separate degree program? If continuation is recommended, provide a sound and compelling reasons.

• If the recommendation is to continue the program, can it be made more productive? If so, how? What steps would be taken to strengthen the program and make it more productive? Should the program be consolidated or merged with other existing programs? If so, which ones?

• Should the program be discontinued? If so, on what timetable? If the program is discontinued, would there be any savings of funds or resources that could be reallocated to other programs and activities of greater productivity or higher priority? If so, what would be the savings?

APPENDIX C

Notes from the review of the following states:

- California

- Florida

- Georgia

- Indiana

- Louisiana

- Missouri

- Nevada

- Ohio

- South Carolina

CALIFORNIA

The University of California Commission on the Future, co-chaired by the Chairman of the Board of Regents and the President of the University, issued its report on December 1, 2010. The report presents recommendations intended to "secure and advance our mission" in a time of diminishing resources. The contents of this final report derived from the efforts of five working groups, each of which dealt with a topic implied by one of the following questions:

1. What is the appropriate size and shape of the University going forward?
2. What alternate educational delivery models will both maintain quality and lower educational delivery costs?
3. How can UC best meet the needs of California and at what levels of access and affordability assuming diminishing resources? Should there be greater reliance on the California State Universities and California Community Colleges for access?
4. How can traditional and alternate revenue streams be maximized in support of UC's mission?
5. What are new models for various aspects of the research enterprise...?

The working groups were comprised of 18 to 24 members and included regents, faculty, campus administrators, students, and business leaders. The reports from the working groups were provided to the UC Academic Senate, the Council of UC Staff Assemblies and the UC Student Association for review and comment prior to the Commission formally endorsing the recommendations presented in the December 1, 2010 report. Several of those recommendations would appear pertinent to the unnecessary program duplication work:

Recommendation 4. Strengthen the campus academic program review process by identifying best practices for consolidating or reformulating programs to reflect academic and budget priorities and strategy of each campus. (It was noted in the report then, "The Office of the President and the Academic Senate have a special responsibility to press campuses to explore the possibilities and facilitate them.")

Recommendation 6. Continue timely exploration of fully online instruction for undergraduates, as well as for self-supporting programs and in university extension.

Upon adoption of the report of the Commission on the Future by the UC Board of Regents, under the leadership of President Yudof, the Office of the President developed what it refers to as "Proposed Expanded Recommendations." This appeared to represent an effort to translate the more general recommendations of the Commission to actionable recommendations with specific responsibilities assigned. Of the Proposed Expanded Recommendations, those most directly related to the University of North Carolina project would appear to be the following:

Recommendation 1. Systematically collect and present information on the effectiveness of comprehensive review by our campuses and Academic Senates including (1) the elimination of unnecessary program duplication, (2) programs discontinued due to low enrollment, low degree production, and/or quality concerns, particularly those not responsive to state need or student demand. Request the Chancellors work with campus Academic Senates.... (Note: There is a discussion of developing a system-wide framework.)

Recommendation 4. Convert all UC campuses to a system-wide semester calendar. (Note: Seven of the UC campuses are on a quarter system.)

Recommendation 6. Accelerate and broaden the pilot program on online instruction. (Note: This would involve the development of 25 to 40 very high quality online courses for asynchronous delivery of lover division courses.)

Recommendation 7. Initiate planning for a coordinated approach to the delivery of online instruction. (Note: The principal challenge is noted to be "securing the needed shared governance support.)

The University of California's website provides no additional information regarding the status of the various recommendations. The most recent meeting of the Board of Regents was March 15-17. I could find no agenda item that appeared related.

FLORIDA

The Florida constitution created the Board of Governors of the State University System of Florida to "operate, regulate, control, and be responsible for the management of the whole university system." The responsibilities include "defining the distinctive mission of each constituent university...., and avoiding wasteful duplication of facilities and programs."

The strategic plan currently guiding the System was adopted in 2005 and is entitled the State University System of Florida's Strategic Plan for 2005-2013. The plan reflected the environment of the time—growing demand for higher education in Florida and growing resources expected so that the demand could be met.

The annual reports since 2005 show an increased use of measurable goals and related benchmarks. They also show a particular emphasis given to online education. One particular indication has been the establishment of the Florida Distance Learning Consortium, authorized by legislative act in 2009. The FDLC is "to facilitated collaboration among public postsecondary educational institutions in their use of distance learning to increase student access to associate and baccalaureate courses and degree programs...." The FDLC serves as advisory to the System Board of Governors and to the State Board of Education.

The Board of Governors is in the midst of updating the strategic plan of the State University System of Florida, as evidenced by a review of the agendas and minutes of recent Board meetings. It is worthy of particular note that at its March 23,2011 meeting, the Academic and Student Affairs Committee of the Board held a workshop entitled "Introduction to E-Learning and Policy Implications." The agenda and supporting materials for that workshop are available at www.flbog.edu.

Although I could find no specific information at the website regarding program review at the System level, each annual report includes information about new programs and programs deleted. The 2010 annual report states that during 2009-10, seven new baccalaureate programs were implemented, whereas 10 were terminated and 3 suspended. At the graduate level, 15 new programs were initiated, whereas 10 were terminated and 16 suspended. This includes four new doctoral programs and one doctoral program terminated.

GEORGIA

The University System of Georgia adopted its most recent strategic plan in 2006. That plan presented six, broadly-stated, strategic goals. For each subsequent year, an annual report of the progress made toward achieving those goals has been given. The only goal that might precipitate consideration of unnecessary program duplication is Goal Six: Increase efficiency, working as a system. However, neither the strategic plan nor any of the annual reports mention program duplication, deletion, etc.

The reports do illustrate a growing emphasis on online education. The FY 2010 annual report indicated an increase of 27 percent over FY 2009 in the course sections offered and an increase of 34,495 in students enrolled. Particular notice was given to the acquisition of a new online registration system, INGRESS, which was expected to be operational in the spring 2011 semester. "This application allows students to register for any online course from their home institution, and eases the burden on faculty and administrators in such functions as registration and recording grades and class attendance." The new system will apparently also be accessed through the website www.georgiaonmyline.org.

I was particularly impressed with eCore, short for electronic core curriculum. "eCore allows University of Georgia System students the opportunity to complete the first two years of their collegiate careers in an online environment."

INDIANA

"The Indiana Commission for Higher Education is the state's coordinating agency for higher education. It's statutory purposes (IC 20-12-0.5-3) are to plan and to coordinate Indiana's state-supported system of post-secondary education...; to define the educational missions of public colleges and universities;...; to approve or disapprove for public institutions the offering of any additional associate, baccalaureate or graduate degree...; to review all programs of public institutions and make recommendations to the governing board of the institution, the Governor, and the General Assembly concerning the funding and disposition of these programs;...

In 2007 the Commission adopted a plan for the future of higher education in the state entitled <u>Reaching Higher: Strategic Directions for Higher Education in Indiana</u>. The principal elements of this plan dealt with increasing access and increasing graduates, while controlling student cost and debt as much as possible. It also emphasized the need to expand the role of the relatively small system of community colleges.

Since the plan was released in 2007, there have been specific strategic initiatives, goals, and benchmarks approved and periodic progress reports issued. However, in none of the reports does the topic of unnecessary program duplication or concern about program productivity appear.

The role of online education appears to have received increased attention, particularly on the campuses. On October 27, 2010, President Michael McRobbie formed a committee "to propose a comprehensive online education strategy for Indiana University. The group was chaired by the dean of the School of Informatics and issued its report entitled <u>Strategic Plan for Online Education</u> on March 9, 2011. Several extracts from that report might be of particular interest:

> "The most important need and opportunity for undergraduate online education is t to offer alternate sections of popular undergraduate courses."

> "A primary reason for offering graduate courses and programs online is to meet the needs of ... citizens who cannot get to university campuses..."

> "There is a clear need for a high level IU administrator to serve as a 'gatekeeper' to oversee intercampus issues regarding online offerings."

LOUISIANA

The State of Louisiana Board of Regents is "a state agency created by the 1974 Louisiana Constitution" and is responsible for coordinating all public higher education in the state. The Board is explicitly given the power, "to revise or eliminate an existing degree program, department of instruction, division or similar subdivision." Although there had been statewide reviews of the curriculum inventory every 5-10 years, the Regents recently conducted a more detailed review stating that "the Regents find it both desirable and necessary to conduct a review of low producing academic programs again, this time including both productivity and duplication in the evaluation of existing program to make determinations about program viability and continuation."

The staff initiated the project by assuming a "program was targeted for review and examination as a Low Completer if, during the last three years (2007-08, 2008-09, 2009-10), it had fewer than the following numbers of degrees conferred:

Baccalaureate	24
Masters	15
Doctoral	6"

Lists of 456 low completer programs were sent to the campuses with a request that a self-review of each program be conducted and "to respond by February 28 with a proposition and justification for one of the following actions:

1. Termination
2. Consolidation
3. Continuation or Maintenance, with a compelling argument and plan for increasing productivity. In cases where other programs of the same type and level exist in the state, campuses were asked for reasons to warrant duplication and expect marked increases in productivity, including arrangements for collaboration, new delivery mechanisms, etc."

The staff of the Board of Regents received and reviewed the responses from the campuses and submitted it's report to the Board for action at it's April 27, 2011 meeting. That action is summarized below for the 456 programs:

- 109 direct terminations
- 189 consolidations
- 107 programs conditionally maintained in a probationary status
- 51 programs fully maintained

As has been seen in other states, many baccalaureate programs in foreign language are to be terminated and a good number of specialized teacher education programs "are to be done away with or become concentrations within broader education programs."

Although not directly related to the recent program review, in June 2010, the Board of Regents issued its Strategic Plan (2011-2015). In order to help achieve the goal of increasing opportunities for student access and success, the plan lists several strategies. One strategy is, "Promote electronic (distance) learning activities in each region of the state."

MISSOURI

At a higher education summit on August 17, 2010, Governor Jay Nixon called for a statewide review of academic programs and instructed the Missouri Department of Higher Education (MDHE) to collaborate closely with the two-year and four-year institutions "to develop and conduct a statewide, systematic review of all degree programs at our public institutions." He further stated that the resulting report was "to be submitted to me and the General Assembly by February 1st of 2011." Lastly, he called for increased collaboration including, for example, the sharing of faculty, increased online education, sharing or consolidating low-enrollment programs across multiple institutions, and so forth.

The statutory authority for program review by the Department of Higher Education is stated as "responsibility for recommending to governing boards of any institutions in the state the development, consolidation, or elimination of programs, degree offerings, physical changes where action is deemed…in the best interests of the institution…and or the general requirements of the state."

The MDHE had first initiated periodic program reviews in 1983. However, the strong charge by Governor Nixon provided an urgency and weight that probably had not existed previously. This new review was initiated by confirming productivity thresholds to identify programs that would receive detailed analysis by the MDHE. For four-year institutions, those thresholds were (1) an average of ten degrees awarded during the last three years for baccalaureate programs; (2) an average of five for masters programs; and (3) an average of three for doctoral programs.

As presented in the February 2011 report, these thresholds resulted in 438 programs being selected for detailed analysis, supported principally by materials submitted by the campuses. The results were as follows:

72	Programs deleted.
10	Programs consolidated.
8	Programs moved to inactive status.
48	Programs set aside because of having been approved within the last five years.
158	Programs to be reevaluated in three years.
142	Programs for which campus justifications accepted.

The decisions by the MDHE were principally influenced by four broad criteria:

- Contribution of program to institutional mission
- Statewide needs
- Access
- Program expenditures

Not unlike what is found in North Carolina and in other states, Missouri identified a number of baccalaureate programs in German, French, and Spanish that were below the productivity thresholds. Likewise, a large number of Education programs fell below the

46

productivity thresholds, perhaps due in part to the tendency to give overly-detailed and distinct names or titles to education programs that differ little in overall content.

It should be noted that the MDHE has the authority to recommend but not actually eliminate an existing program. The authority to eliminate a program resides with the institution's governing board. However, the MDHE has the statutory responsibility for approving new programs and will henceforth place any new program on "probationary status" with a required follow-up review at the end of five years. If the program is not meeting the performance goals, the MDHE may then recommend termination.

NEVADA

The Nevada System of Higher Education was formed in 1968 to oversee all state-supported higher education in the state. The System is comprised of two doctoral-granting universities, one state college, four community colleges and one research institute. The control and administration of the System is vested by the state constitution and legislative action in an elected Board of Regents. One specific legislative act includes the following:

> "The Legislature hereby encourages the Board of Regents to review periodically their mission for higher education, as the number of institutions within the System expands and the focus of each institution is defined and further redefined, to determine whether there is unnecessary duplication of programs or courses within the System, which might be more appropriate for a different institution."

On March 1, 2011 the Nevada legislature enacted Assembly Bill No. 220, which amended earlier legislation by adding specificity regarding institution and program review and requiring annual reports.

At a special meeting of the Board of Regents on April 8, 2011 Chancellor Daniel Klaich submitted his most recent report on actions taken within the system in response to reduced state funding expected for FY 12 and FY 13. The actions were reported by campuses and included the elimination or consolidation of a substantial number of academic programs. It appears as if each campus decided on what programs were to be eliminated or consolidated without any guidelines being provided by the Office of the Chancellor.

In a plan also developed by the Office of the Chancellor, several decisions were announced that are perhaps of interest to North Carolina. One, in particular, limits the requirements for a baccalaureate degree to no more than 120 credits. It is noted that a similar limitation has been enacted by the Texas legislature and is found in systems in Georgia, Maryland, Tennessee, Mississippi, and Montana.

OHIO

When the Governor signed House Bill Number 2 on May 15, 2007, the State of Ohio fundamentally changed the governance structure for higher education. The Chancellor of the University System of Ohio would subsequently be appointed by the Governor and serve as a member of the Governor's cabinet. The members of the Board of Regents would henceforth, be appointed by the Governor and the Board would serve as an advisory body to the Chancellor.

The first Chancellor appointed by the Governor was Eric Fingerhut who had previously served as a U.S. Congressman and as a member of the Ohio State Senate. The second Chancellor appointed by a Governor was announced in March of 2011 and had previously served as state auditor and the state's Attorney Governor.

H.B.2 provides an extensive list of duties and powers of the Chancellor of the University System of Ohio. Contained in that bill are the following:

- The Chancellor shall recommend "programs that could be eliminated because they constitute unnecessary duplication…"

- "The Chancellor and state colleges, universities, and other state-assisted institutions of higher education shall jointly develop a process for determining which existing graduate or professional programs constitute unnecessary duplication…"

When Chancellor Fingerhut left office in March, it was noted in at least one editorial that he "allowed each school to keep its unique identity while decreasing duplication and sharing resources." However, I can find nothing that indicates the pursuit of unnecessary program duplication was given particular attention during Chancellor Fingerhut's service.

Shortly after H.B.2 was enacted, House Bill Number 119 was passed. It included a requirement that the new Chancellor oversee the development of the ten-year strategic plan for higher education in Ohio. That plan, which is for the period 2008-2017, was formally submitted on March 31, 2008. Its goal "is to raise the educational attainment of our state each year, and to close the gap between Ohio and competitor states and nations." It notes that to accomplish that goal, three things must be done:

1. "Graduate more students.
2. Keep more of our graduates in Ohio.
3. Attract more degree holders from out-of-state."

The 140-page document presents a number of strategies, actions, and benchmarks that, in aggregate, are aimed at achieving the intended goal. One key strategy of particular note relates to technology infrastructure and is outlined as follows:

"The Board of Regents will create a single, integrated technology infrastructure to provide:

- Access to online advising services that allow students and parents to easily determine the best way to obtain a college education in Ohio, apply for admission, and register for courses at multiple University System of Ohio institutions and campuses.
- A common application system.
- A readily assessable and easy to use online system for researching courses at different schools, enrolling and transferring credits, and completing necessary financial transactions.
- A federated system of authentication that makes it possible for students and faculty to access resources at multiple campuses through a single account."

Of course, the presentation of the strategic plan coincided with the county's slide into a recession that saw revenues in Ohio, as well as most other states, decline and, hence, the funding of public higher education decrease. While the decrease in funding obviously affected the implementation of many elements of the strategic plan, a review of the 2009 and 2010 status reports show that progress has been made. My impression of the areas where progress is most noteworthy are indicated below:

- Considerable expansion of online education and the associated administrative policies and systems.
- Focused investment in several centers of excellence.
- Some consolidation of programs in the northeastern part of the state.
- The development of statewide metrics for the performance of teacher education programs. (Report issued December 15, 2010.)
- Progress towards all Ohio students in 2-year and 4-year institutions having a "common semester system in 2012."

The documents I've accessed are those available on the website of the University System of Ohio. I saw nothing in these documents that indicate focused attention on the topic of unnecessary program duplication.

SOUTH CAROLINA

South Carolina formed a Higher Education Study Committee through legislative act in 2007. That committee issued its report entitled Leveraging Higher Education for a Stronger South Carolina in March 2009. There have been periodic status reports on the implementation of the proposed actions, the latest issued in March 2011.

The recommendations in this report were principally directed at increasing accessibility, increasing graduates, and, hence, increasing the education level of the people of South Carolina. One specific recommendation was as follows:

> Develop a coordinated set of blended online/on-campus degree programs delivered cooperatively through different institutions.

A task force has been working on carrying out this recommendation and on November 30, 2010 agreed that the Criminal Justice program would be the pilot program. Progress by the Task Force has been slow, perhaps because of the severe budget reductions in South Carolina.

Through legislative act, the State Commission on Higher Education was formed and granted the "authority and responsibility for a coordinated, efficient, and responsive higher education system in the State consistent with the missions of each type of institution "as defined by the Legislature. The act establishing the Commission requires the Commission to examine the State's institutions relative to specified critical success factors for administrative efficiency including "the elimination of unjustified duplication of and waste in administrative and academic programs."

It is not apparent that the Commission has given focused attention to unnecessary program duplication. However, a staff member, Dr. Gail M. Morrison, presented a paper to the Commission on May 28, 2010 entitled Perspectives in Program Duplication. She concludes that unnecessary program duplication is not a particular problem in South Carolina because of the rigorous process followed in approving new programs and because of the biennial process the Commission has in place "by which it measures program productivity for enrollments and graduates against a set of productivity standards. Programs which do not meet these standards are given the option to come into compliance with the standards over a four-year period or they must be terminated."

51

APPENDIX D

UNC ONLINE

Introduction

In the decade since Internet-based courses became widespread, each UNC institution established a unique online presence. At varying rates, campuses developed their own internal mechanisms for offering online courses, programs, and degrees, funding course and program development, collecting tuition and fees, and providing academic support services. Although this method of expansion allowed each campus to meet the academic needs of its students, little sharing of best practices occurred and extensive duplication of effort resulted.

UNC Online, created and maintained by UNC GA and populated with data provided by UNC constituent institutions, went live in the fall of 2007. It achieved its goal of presenting descriptions of and information about online courses, degree, certificate, and licensure programs offered by UNC campuses.

As the site is currently constituted, however, students or prospective students cannot initiate any meaningful educational activity at a UNC campus. For example, to register for programs or gain specific admissions assistance, students must navigate away from UNCO and find help via campus websites and administrative offices. These interfaces often prove cumbersome and bewildering.

In 2008 UNC GA created a resilient, expandable, system-wide electronic platform on which new cooperative and collaborative networks may be built. Several applications followed. The Inter-institutional Course Registration System (services.northcarolina.edu) helps students locate and apply for online courses offered at UNC schools other than their home campus. Last year, services.northcarolina.edu expanded to include a Test Proctoring Network. This year, work on system-wide mentor/mentee network began alongside discussions of a course evaluation platform.

In light of the rapid evolution of online learning since UNCO's inception and with the burgeoning online learning needs of students, faculty members, and campuses within the UNC system, the original focus of UNC Online demands reconsideration. The opportunity exists to merge UNCO with services.northcarolina.edu, reconceptualize the needs of the targeted population, and improve the academic experience of students across the UNC system. This effort will

- expand access to UNC campuses
- improve the online learning experience of UNC students
- provide platforms for offering wholly new academic opportunities, e.g., consortia programs, to both traditional and non-traditional student populations
- offer a range of pathways to degree completion for UNC students
- encourage and enable coordination and collaboration among campuses

- eliminate duplication of common online services within the UNC system
- enrich the online teaching experience of faculty members
- generate substantial cost savings across the university system
- enhance the reputation of The University of North Carolina

Functional Capabilities

The current network architecture created for services.northcarolina.edu can be adapted to allow

all students to
- more easily manage the application, registration, and admissions processes,
- map their academic experiences to a single system of record in order to
  - aggregate their transcripts and credit hours in order to audit them against UNC degree requirements
  - perform a "gap" analysis to determine the best way to complete degree requirements
  - view equivalences between and among UNC and NCCCS courses
  - determine AP/IB credits at their institution of choice
  - receive automatic credit transfer/course acceptance information
  - transfer among campuses
- search for and browse among course and program offerings at UNC and NCCCS campuses
- access course and program tuition and fee calculators for all UNC campus programs and courses
- register for online courses
- arrange payment of tuition and fees or collection/dispersal of financial aid
- receive academic advising online

students affiliated with multiple campuses to employ their "federated" identities to
- sign into and manage
  - various Learning Management Systems (Blackboard, Moodle, SAKAI) at different campuses
  - aggregate payment of tuition and fees
  - aggregate financial aid
  - aggregate library privileges

faculty members to
- access a common bank of courses and repository of learning objects
- create learning communities to discuss best practices and share learning objects with colleagues
- request and locate instructional design services

departmental, college, campus, and system administrators to
- create multi-campus consortia and coordinate multi-campus initiatives of many academic and administrative varieties
- streamline internal operations.

The list only offers a sampling of the possibilities for an expanded and rededicated UNC Online. Once faculty members and UNC administrators comprehend the scope of the system and personally experience its ease of use, their creativity will drive further innovation.

For one possible schematic representation of this model, please see the appendices.

Issues Requiring Consideration

A rededication of UNCO impacts the university system at every academic and administrative level. The list below identifies some of the issues UNC GA and the campuses will confront as UNCO evolves:

- How to conceptualize what a "seamless academic experience" means, including

    - identifying how to modify existing rules that restrict the number of online courses a student may take and the number of hours a student must be in "residence" at his/her home campus

    - facilitating the development of equitable tuition policies and fee structures to assist students who take courses on multiple campuses/online regardless of their status as traditional on-campus students, distance education students, or out-of-state or foreign students

    - identifying what factors compose a fair policy for SCH assignment for students enrolled in online courses within the system or as parts of consortia

- managing campus competition for online programs and resources and discouraging students from choosing coursework based on where a course is offered and the reputation of a given campus

- clarifying what student services should be available online

- developing a set of core courses to be offered online to count toward degrees at any of UNC's campuses

- How to facilitate the design of appropriate quality control policies for all UNC online courses and programs.

- How to assure alignment of course and program requirements with SACS, state, and federal guidelines.

- How to facilitate appropriate assistance and incentives for faculty members in terms of course development and intellectual property issues, departmental workloads, and ongoing training.

- How to encourage faculty participation in online activities in terms of annual evaluation, peer review, review for promotion and tenure, merit raises, teaching awards, and campus relationships.

Appendix 1: One Possible Model for a Seamless Education Experience
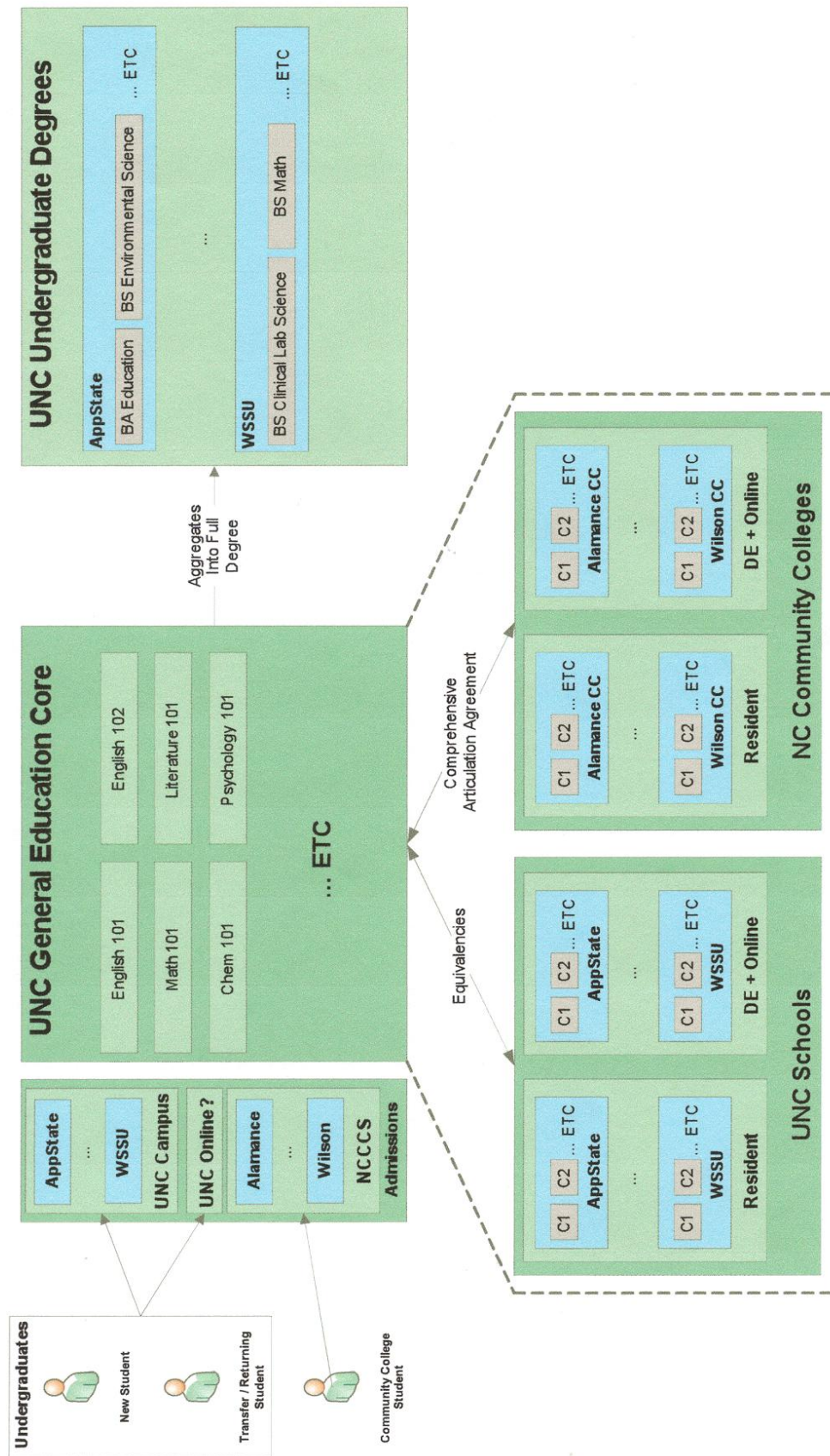
Appendix 2: A General Model for Navigating UNC Degree Requirements
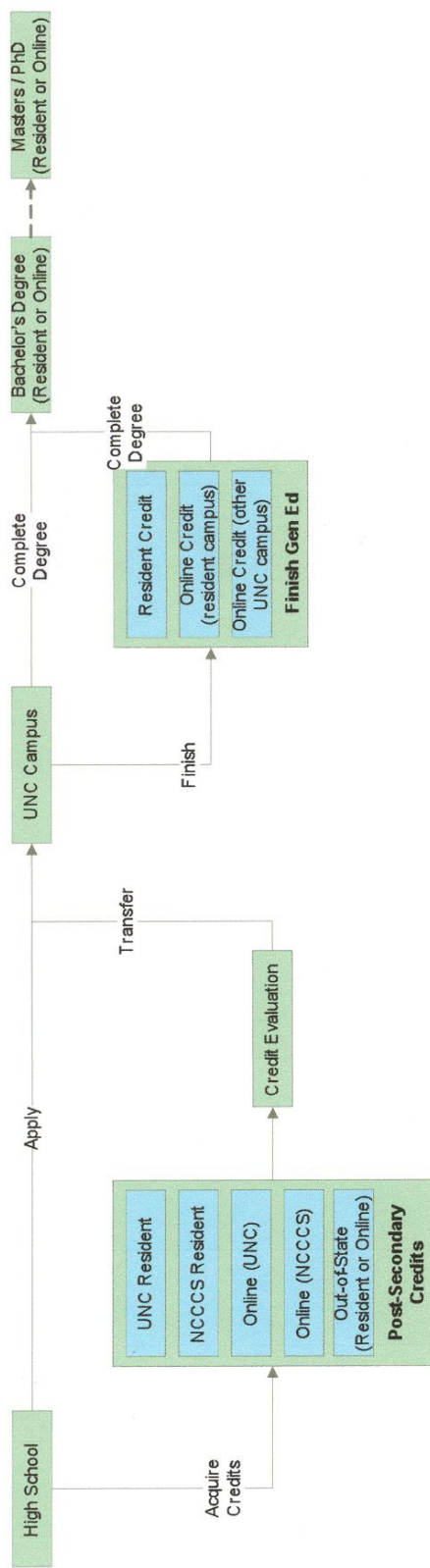
Appendix 3: Excerpts from "A Profile of UNC Based on Key Trend and Accountability Data" highlighting the growth of distance education and online education within the past several years.

URL: http://www.northcarolina.edu/accountability/index.html

While UNC has long offered degree programs at sites distant from its campuses, the campuses are managing a major transformation in providing educational programs at a distance. Campuses have been developing online degree programs throughout the decade, and in July 2007 the University launched the University of North Carolina Online as the vehicle for aggregating all campus offerings and providing interested students a more convenient way to access online degree programs.

As of May 1, 2010, 232 fully online degree, certificate, and licensure programs were available by way of UNC Online. Of those, 150 were degree programs, 61 baccalaureate completion programs, 87 master's degree programs, and two doctoral degree programs. It is evident that online and face-to-face distance programs will be a growing part of UNC's strategy to provide access and meet the post-secondary educational needs of North Carolinians.

On an annual basis, there were 56,046 unduplicated students enrolled in distance education in FY 2009, an increase of 709% over FY 1999. These students were registered for 412,600 credit hours. Of particular note is the distribution of the enrollment. About a third of the enrolled students were between the ages of 18 and 24, about a third between 25 and 34, and about a third 35 and above. This means that approximately two-thirds of online and face-to-face distance credit hours are taken by people 25 and up. It is quite clear that among other roles, online and distance education will play a major role in providing degree-based life-long learning. Fifty-eight percent of our online degree programs are at the master's level.

Online degree programs and courses are attracting growing enrollments. Figure 1.3C shows the total online annual unduplicated headcount enrollment. It has grown by 36% in the past two years, while online credit hours have grown by 45%, which suggests that online students are taking more courses. While online degree programs are available for students away from the campus, many online courses also are available to on-campus students. Figure 1.3E isolates the portion of online credit hours that are taken by students away from the campus. Overall, we show a growth of 55% over the past two years. The non-fundable online student credit hours are taken predominately by students from out-of-state. These credit hours are prohibited from being included on the University Funding Formula. Those student credit hours not supported by State appropriation are funded entirely from student tuition. The growth in these credit hours has been almost 275% since 2006-07.

FIGURE 1.3A. GROWTH IN UNDUPLICATED HEADCOUNT ENROLLMENT IN UNC DISTANCE EDUCATION PROGRAMS, FISCAL YEARS 1999 – 2009
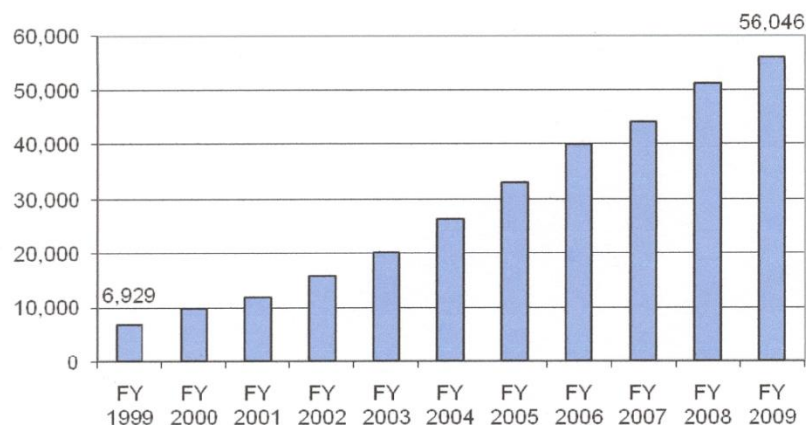
FIGURE 1.3B. PERCENT INCREASE OF ENROLLMENT IN TYPES OF COURSES IN UNC, FALL 2004 – FALL 2009
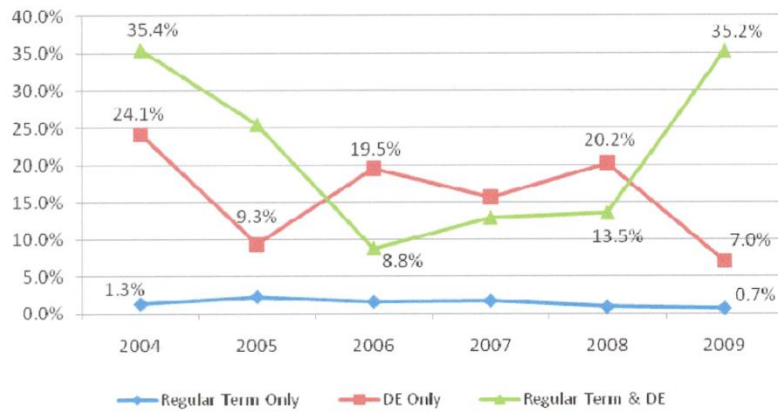

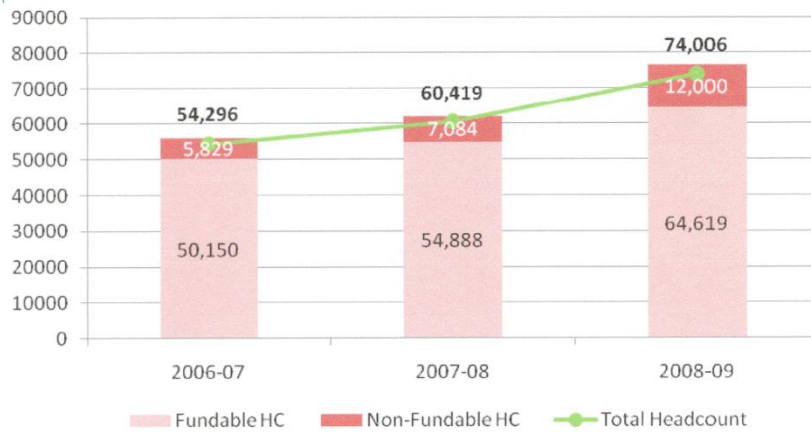## FIGURE 1.3C. ONLINE UNDUPLICATED HEADCOUNT ENROLLMENT

FIGURE 1.3D. TOTAL ONLINE STUDENT CREDIT HOURS

Bar chart showing Total Online Student Credit Hours by year:

- 2006-07: Total SCH 302,490; Fundable SCH 278,591; Non-Fundable SCH 23,899
- 2007-08: Total SCH 352,747; Fundable SCH 321,622; Non-Fundable SCH 31,125
- 2008-09: Total SCH 439,628; Fundable SCH 384,560; Non-Fundable SCH 55,068

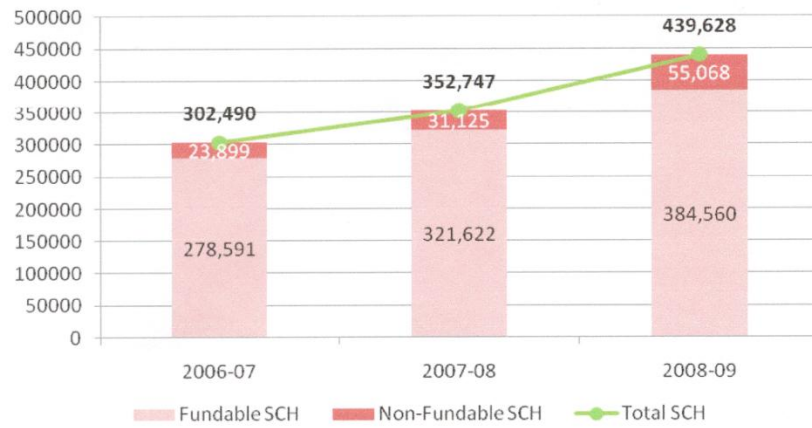Legend: Fundable SCH, Non-Fundable SCH, Total SCH

FIGURE 1.3E. ONLINE STUDENT CREDIT HOURS TAKEN AWAY FROM THE CAMPUS

Bar chart showing Online Student Credit Hours Taken Away from the Campus by year:

- 2006-07: Total SCH 152,854; Fundable SCH 142,543; Non-Fundable SCH 10,312
- 2007-08: Total SCH 186,498; Fundable SCH 165,295; Non-Fundable SCH 21,203
- 2008-09: Total SCH 236,889; Fundable SCH 198,374; Non-Fundable SCH 38,516

Legend: Fundable SCH, Non-Fundable SCH, Total SCH