

Agenda item:

USF Board of Trustees

March 30, 2008

Issue: *Path to Mission Differentiation*

Proposed action: Approve the *Path to Mission Differentiation* document, which establishes separate IPEDS (Integrated Postsecondary Education Data Systems) reporting for USF Tampa, USF St. Petersburg, USF Sarasota-Manatee, and USF Lakeland, beginning with the 2008-2009 academic year. *Path to Mission Differentiation* includes provision for separate participation in the Voluntary System of Accountability (VSA), as well as a plan and timeline to achieve separate accreditation, by SACS, for USF Sarasota-Manatee and USF Lakeland by 2012.

Background information:

The USF system meets its broad mission of higher education access and success, top-tier research, and meaningful community engagement through its structure of a main research and doctoral-granting campus, and regional institutions/campuses.

The attached *Path to Mission Differentiation* documents the evolving nature of the USF system; reinforces the authority of the USF Board of Trustees and President; and recommends actions which will further clarify and strengthen the complementary missions of USF Tampa, USF St. Petersburg, USF Sarasota-Manatee, and USF Lakeland, so allowing them to better meet the needs of the communities they serve.

The USF system was established by the USF Board of Trustees on October 26, 2004. Defining, differentiating, and clarifying the distinctive missions of USF's main research campus, and regional campuses is central to the continued success of the USF system.

Essential recommendations include establishing separate IPEDS datasets for USF Tampa, USF St. Petersburg, USF Sarasota-Manatee, and USF Lakeland, in reporting to the National Center for Education Statistics, starting in 2008-2009. These separate identifiers will expand local autonomy while strengthening accountability and enhancing campus recognition through differential classification systems developed by the Carnegie Foundation for the Advancement of Teaching, and rankings presented, for example, by *US News & World Report*. Ten of the fourteen public AAU universities with branch or regional campuses have established separate IPEDS for their campuses.

It is also recommends that USF Sarasota-Manatee and USF Lakeland follow the path set by USF St. Petersburg, as each seeks separate regional accreditation from SACS by 2012. This path follows the model of several AAU-member institutions and, in the case of USF Sarasota-Manatee, will ensure compliance with Florida statute. Legislation has been filed

for the 2008 legislative session mandating that USF Lakeland seek accreditation by SACS.

Recommendations include separate participation in the federal, Voluntary System of Accountability (VSA). Most importantly, *Path to Mission Differentiation* acknowledges the need to retain selected centralized functions to strengthen accountability and to realize cost efficiencies.

Strategic Goal(s) Item Supports: Goal II; Goal III; and Goal IV

Workgroup Review: BOT Academics and Campus Environment Workgroup, 1/17/08

Supporting documentation: Attached *Path to Mission Differentiation* document

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Paths to Mission Differentiation

Background

The University of South Florida was established in 1956. Today, USF encompasses the main campus, USF Tampa which includes USF Health, regional campuses in Sarasota-Manatee and Lakeland, and USF St. Petersburg, a separately accredited institution, as well as Direct Support Organizations (DSOs).

USF is one of three public higher education institutions in Florida designated by the Carnegie Foundation for the Advancement of Teaching in its highest tier—Research University with Very High Research Activity. This designation reflects the robust commitment to supporting research at the institutional level.

Regional campuses have been an important part of the University since 1966 when the first campus was established in St. Petersburg. In 2001, the Florida Legislature passed a law which furthered the maturity of the system. The law required USF St. Petersburg and USF Sarasota-Manatee to *“be operated and maintained as a separate organizational and budget entity of the University of South Florida and that all legislative appropriations be set forth as separate line items in the annual General Appropriations Act.”* Further, the law mandated that USF seek separate accreditation, through the Commission on Colleges of the Southern Association of Colleges and Schools (SACS) for USF St Petersburg and USF Sarasota-Manatee from the Southern Association of Colleges and Schools; for USF St. Petersburg the deadline for initiating the accreditation process was July 1, 2001 while for USF Sarasota-Manatee the deadline was July 1, 2002. Further, the law required the establishment of Regional Campus Boards and outlined their duties, which are statutorily limited to fiscal oversight. To ensure consistency among the different entities, President Genshaft established a Regional Campus Board at USF Lakeland.

As part of the accreditation process, the USF Board of Trustees approved the establishment of the USF system on October 26, 2004. The Florida Board of Governors approved the establishment of the system, for accreditation purposes only, on March 24, 2005. USF St. Petersburg was accredited by SACS in June 2006.

System Development

As the USF system matures, new structures and internal procedures are developed, and as appropriate, acted upon by the USF Board of Trustees. System Management Councils have been established to ensure communication and inclusion of stakeholders across the university system on substantive matters.

The USF Board of Trustees adopted the Governance Policy for the USF system on May 31, 2007. The document outlines roles and responsibilities of the USF system offices including that:

- The USF Board of Trustees is the public body corporate empowered to administer the University.
- The President is the Chief Executive Officer of the University.
- Further, the Governance Policy states that there will be centralized functions for the following:
 - Office of Diversity and Equal Opportunity
 - Office of Government Relations
 - Office of General Counsel
 - Office of Audit and Compliance
 - Office of Research
 - Purchasing Office
 - Union negotiations
 - Intercollegiate Athletics for NCAA programs
 - Graduate School
 - USF Libraries
 - Financial Aid
 - International Affairs
 - Decision Support
 - University Development (USF Foundation)

Accountability for these functions rests with the USF System President (who also serves as the President of the main campus), System Vice Presidents (who also serve as Vice Presidents of the main campus), and the USF Board of Trustees. USF St. Petersburg, due to its separate accreditation requirements, manages the Poynter Library and has elected to manage its own academic programs. SACS accreditation standards also require that the Regional Chancellor controls fund-raising activities and that USFSP has a formal relationship with the USF Foundation. In these matters, USF St. Petersburg follows an internal process similar to that found on USF's main campus. After internal review and processing, recommendations are reviewed within the structure of the system management councils; items are brought to the appropriate system council and policy items are forwarded to the USF Board of Trustees' workgroups for consideration and recommendation to the USF Board of Trustees.

The Governance Policy further acknowledges that “*campuses and institutions may develop distinct and complementary missions that are consistent with the overall USF mission that will respond to the specific needs of their local constituent communities and advance the university as a whole.*” This policy statement is consistent with the USF Strategic Plan 2007-12 (the Plan) which was adopted on May 31, 2007 by the USF Board of Trustees. The Plan outlines the vision, values, goals, and performance matrix of the institution. Central to the Plan is a continuing commitment to access and the metropolitan university mission, while simultaneously positioning the University for membership in the Association of American Universities (AAU).

Using selected public AAU institutions as models, including Rutgers, The Ohio State University, Pennsylvania State University, University of Pittsburgh, Texas A&M, and the University of Washington, the USF system will achieve its strategic vision by differentiating the roles and missions of its main research campus and its regional institutions/campuses. At the universities identified, the main campus holds AAU membership and is charged with advancing the research and doctoral mission, while branch campuses focus on increasing local and regional access to higher education, community partnerships, and responsiveness to locally-identified needs. Ten of the fourteen public AAU universities with branch or regional campuses have established separate identifiers to the federal Integrated Postsecondary Education Data System (IPEDS) for their campuses.

Actions for Consideration

As the USF system matures, several actions are appropriate for consideration. Each of the following recommendations is consistent with Florida Statute and USF’s adopted Strategic Plan, 2007-2012. While a system approach is recommended, decisions may be considered on an incremental basis.

- Support the application of USF St. Petersburg, USF Sarasota-Manatee, and USF Lakeland for individual IPEDS numbers. The goal is to have separate IPEDS numbers assigned in time for the 2008-2009 academic year. Submission will occur immediately following approval by the USF Board of Trustees.
- Establish USF as a participant in the Voluntary System of Accountability (VSA), reporting as a single institution initially with separate reporting by campus once separate IPEDS numbers are obtained for USF St. Petersburg, USF Sarasota-Manatee, and USF Lakeland.
- Develop and implement a plan and timeline to achieve separate accreditation by the Southern Association of Colleges and Schools for USF Sarasota-Manatee and USF Lakeland no later than 2012. A detailed plan will be developed by system staff and the regional Campus Executive Officers.
- Continue development of USF system infrastructure, policies and management procedures to ensure appropriate system oversight and accountability including, but not limited to, policy development and adoption by the USF Board of Trustees together with additional internal processes and reporting systems such as a common student information system.

IPEDS

Implementing separate IPEDS reporting will require:

- Agreement on the part of USF campuses/institutions to contract under one Program Participation Agreement (PPA) for federal student financial aid programs.
- Agreement to report separately through IPEDS to the National Center for Education Statistics (NCES), located within the U.S. Department of Education and the Institute of Education Sciences, while reporting as one to the Florida Board of Governors (BOG).
- Assistance from BOG staff in separate federal reporting.
- Modification of student, financial and human resource systems and data to ensure accurate institutional/campus reporting.

Benefits from separate IPEDS reporting, by campus/institution, include:

- Increased ability to meet regional and local needs, including student access.
- Expanded local autonomy.
- Enhanced performance and fiscal accountability through improved systems and reporting.
- Better responsiveness to local stakeholders.
- More relevant recognition by rankings such as the Carnegie Foundation for the Advancement of Teaching, and *US News & World Report*, and
- Improved clarity of relationships within the USF system.

SACS accreditation

As the USF system continues to mature, SACS accreditation is the recommended course for campuses currently operating as regional units of the main campus. This path also follows the model of several AAU-member institutions along with other peer and aspirational peer institutions of the University. Furthermore, Florida law mandates fiscal autonomy and Campus Boards, together with separate regional accreditation for USF St. Petersburg and USF Sarasota-Manatee. It is likely USF Lakeland will be added to this law in the 2008 legislative session. USF St. Petersburg received SACS accreditation in June, 2006, is recognized as a separate institution within the USF system, and serves as a model within the USF system.

It is recommended that USF Sarasota-Manatee and USF Lakeland achieve SACS accreditation no later than 2012. Due to the institutional resources required by the application process and in acknowledging the 2010 SACS follow-up reporting requirements for the USF system, it is recommended that one campus substantially completes its process before the second initiates its application process.

As envisioned, the System President will submit a letter of intent to seek separate accreditation to the Commission on Colleges of SACS. Once a timeline for submission of the application for separate accreditation is established the President will, in accordance with the USF system Governance Policies, delegate sufficient academic authority to the regional campus CEO to meet the Core Requirements and Comprehensive Standards of the SACS.

Following the model set by USF St. Petersburg, USF Sarasota-Manatee and USF Lakeland will seek accreditation for academic, professional, and administrative programs and functions, e.g. AACSB, NCATE, FDOE, and law enforcement.

USF System Infrastructure

The USF System is three years old as of October 26, 2007. The development of the system has been rapid and responsive and has occurred without establishing a separate and costly system administration. One of the major accomplishments is the separate accreditation of USF St. Petersburg. The successful accreditation effort would not have been possible without the dedication, focused effort, and commitment of administrators, faculty, and staff throughout the system. Through the accreditation application process and with several years experience working as a system, operations and procedures have been identified that require modification. These modifications ensure improved accountability, transparency, efficiency, and communication and must be made within the context of the System Policies.

Changes in some areas are complete, and have been implemented as required by SACS, e.g. separate diplomas and program development. Other areas are being addressed in a timely way, e.g. the development of separate transcripts and the development and implementation of residency requirements. As the USF system continues to mature, the system infrastructure must get stronger and roles, responsibilities, and procedures must be clarified and communicated.

Areas requiring review and possible changes to further clarify roles, responsibilities and reporting metrics include:

- Student identification with a single campus/institution.
- Institutional and/or program residency requirements with facilitated but managed transfer articulation (or course taking) between USF institutions.
- Development of articulation agreements among institutions, colleges and departments.
- Clear campus/institution identity for faculty and staff in the transactional systems and in decision processes.
- Reporting systems for students, including tracking and advising.
- Enrollment management as a coordinated and articulated system function (including the possibility of differential admission standards for separately accredited institutions).

- Institutional research and decision support in a distributed model including IPEDS key-holder responsibilities.
- Constraints on campus/institution specific modification of transactional system.
- Efficient cost models for shared services.
- Marketing and branding.
- Participation by regional campuses/institutions with the BOG and the leadership of the USF system offices.
- Separate degree granting authority
- Faculty governance.

Summary

While young in years, the USF system meets its mission of higher education access, top-tier research, and meaningful community engagement through its structure of a main research and doctoral-granting campus and regional institutions/campuses. Presently, the USF system includes USF and USF St. Petersburg. To continue the evolution of the system, it is recommended that:

- USF St. Petersburg and the two regional campuses seek separate IPEDS reporting (for the next cycle – i.e. Fall 2008).
- USF join the Voluntary System of Accountability (VSA), reporting as a single institution pending separate IPEDS reporting for USF St. Petersburg and the two regional campuses.
- No later than 2012, USF Sarasota-Manatee and USF Lakeland achieve separate accreditation from the SACS/COC.
- Further review and analysis support the implementation of system infrastructure needs to enhance efficiencies and to ensure fiscal and programmatic accountability.

Governance Policy for the USF System

The University of South Florida (USF) Board of Trustees is committed to building, strengthening and sustaining a premier, university system that adds value to the region, state, nation and globally through enhancing access to higher education resources; contributing to regional unification; leveraging distinctive regional advantages; promoting partnership opportunities; assuring and coordinating academic program quality; providing consistently high quality support programs and services across USF institutions, regional campuses and direct support organizations (DSOs); strengthening institutional control, legal compliance and risk management; and maximizing the economies of scale. USF holds a unified vision of cooperative excellence with each institution, regional campus and DSOs developing distinct and complementary missions that are consistent with the overall USF mission. USF deeply values the resource of existing collegial groups, such as the Faculty Senate, Student Government, A&P Council and USPS Council that constructively contribute to the university-wide strategic mission and goals. USF is committed to working collaboratively with such groups to identify, develop and refine best practices on matters of shared concern. All USF institutions, regional campuses and employees benefit from a focused collegial enterprise and share accountability to the USF Board of Trustees, Florida Board of Governors, the public and the students we serve.

1. The USF Board of Trustees is the public body corporate created by Article IX, Section 7 of the Constitution of the State of Florida and empowered (Section 1001.74 F.S.) to administer the University. The USF Board of Trustees is responsible for cost-effective policy decisions appropriate to the university's mission and the implementation and maintenance of high quality education programs within the laws and rules of the State. The USF Board of Trustees' charge is varied and includes approval of University rules and regulations, establishing specific degree programs, evaluating the System President's performance, fiscal oversight, monitoring of DSOs and strategic planning. The System President is hired by and reports directly to the USF Board of Trustees and is authorized (Section 1001.75, F.S.) to implement University policies, recommend regulations to the USF Board of Trustees, and is responsible for the operation of the University.

2. The USF system is comprised of institutions, regional campuses, and DSOs. The two separately accredited institutions are USF Tampa and USF St. Petersburg. USF Tampa includes USF Health, the College of Marine Science and regional campuses USF Sarasota-Manatee and USF Lakeland. The USF system operates within the USF Board of Trustees governance structure. The Regional Chancellor of USF St. Petersburg and Campus Executive Officers of Sarasota-Manatee and Lakeland are appointed by and report directly to the System President. Campus Boards are appointed by the USF Board of Trustees for USF St. Petersburg, USF Sarasota-Manatee and USF Lakeland. Pursuant to Sections 1004.33(2) and 1004.34(2), F.S. and Board of Trustees operating procedures the Campus Boards are specifically authorized and required to:

(a) Review and approve an annual legislative budget request to be submitted to the Commissioner of Education. The Campus Executive Officer shall prepare the legislative budget request in accordance with guidelines established by the State Board of Education. This request must include items for campus operations and fixed capital outlay.

(b) Approve and submit an annual operating plan and budget for review and consultation by the Board of Trustees of the University of South Florida. The campus operating budget must reflect the actual funding available to that campus from separate line-item appropriations contained in each annual General Appropriations Act, which line-item appropriations must initially reflect the funds reported to the Legislature for the University of South Florida regional campus for the fiscal year and any additional funds provided in the fiscal year legislative appropriation.

(c) Enter into central support services contracts with the Board of Trustees of the University of South Florida for any services that the regional campus cannot provide more economically, including payroll processing, accounting, technology, construction administration, and other desired services. However, all legal services for the campus must be provided by a central services contract with the university. The Board of Trustees of the University of South Florida and the Campus Boards shall determine in letters of agreement any allocation or sharing of student fee revenue between the University of South Florida's Tampa campus and the regional campus.

3. USF promotes a unified community culture and shared values through embracing the principles of academic excellence, academic freedom, quality programs and services, shared governance, and equitable working conditions for faculty and staff.

4. The System President is the Chief Executive Officer of the University, the USF system, and chairs the USF Executive Management Council. All Vice Presidents, the regional chancellor and campus executive officers report directly to the System President. The System President delegates system-wide authority to the Vice Presidents as appropriate. USF Vice Presidents with system-wide authority and responsibilities chair System Management Councils consisting of representatives from all USF institutions and regional campuses these include the: Academic Affairs Management Council; Student Affairs Management Council; Research Management Council; Health Affairs Management Council; Advancement Management Council; and, Finance/Budget Management Council. The Intercampus Faculty Council is chaired by a faculty governance leader and facilitates communication on system-wide faculty issues. Each Council's role and responsibilities, scope of activities, membership and operating procedures have been established for approval by the System President.

5. USF will strive for greater synergy through promoting mutual respect among all USF institutions, regional campuses and DSOs and strengthen collaborative relationships between all University entities in the areas of academic affairs, finance and budget, health affairs, research, student affairs, and advancement.

6. DSOs are separately incorporated by statute (Section 1004.28 F.S.), and operate exclusively for the benefit of USF consistent with the goals established by the Board of Trustees. The Board of Trustees is the ultimate governing entity authorized to establish and decertify DSOs and annually reviews and approves DSO budgets, audits and financial reports.

7. Upon separate accreditation of regional campuses, USF will establish consistent terminology for persons in like positions, accorded like authority, and fulfilling like responsibilities.

8. USF will develop, approve, promote and hold all institutions, regional campuses and DSOs accountable to a single, unified and transparent legislative agenda consistent with the University's strategic priorities approved by the USF Board of Trustees. All interaction with state, regional, national and international governing bodies will be conducted by the USF Board of Trustees, the System President, and their designees.

9. USF institutions, regional campuses and DSOs may develop distinct and complementary missions that are consistent with the overall USF mission that will respond to the specific needs of their local constituent communities and advance the university as a whole. It is in the University's best interest to ensure that all institutions, regional campuses and DSOs flourish and reach their full potential in academic strength and stature consistent with their individual missions and specialties. The USF system ensures access to undergraduate education to a broad public while also supporting graduate studies and research initiatives. All integrated and compact plans must be consistent with the University's strategic plan and will be approved by the USF Board of Trustees.

10. In order to ensure effective university operations the designated areas are managed centrally by an authorized and accountable office as follows:

- (a) Office of Diversity and Equal Opportunity and one Associate Vice President for Diversity and Equal Opportunity for DEO operations across all USF institutions and regional campuses;
- (b) Office of Government Relations for local, state, and federal lobbying efforts across all USF institutions and regional campuses;
- (c) Office of General Counsel for legal issues across all USF institutions and regional campuses;
- (d) Office of Audit and Compliance for local, state, and federal compliance across all university USF institutions and regional campuses
- (e) Office of Research for university-wide compliance on all contracts and grants;
- (f) Purchasing Office for one set of system-wide vendor contracts when cost savings are apparent;
- (g) Chief Negotiator representing management for the purpose of collective bargaining;
- (h) Department of Intercollegiate Athletics for NCAA programs across all USF institutions and regional campuses;

- (i) The Graduate School and the Dean of the Graduate School for coordination of graduate policies and programs for all USF institutions and regional campuses. As established by the Florida Board of Governors, USF Tampa which includes USF Health and the College of Marine Science is the only doctoral degree granting institution at USF. USF Tampa may deliver “hosted” programs in collaboration with other institutions and regional campuses when deemed appropriate;
- (j) The USF Library system and the Dean of USF Libraries for library operations across all USF institutions and regional campuses with the exception of USF St. Petersburg;
- (k) The Office of Financial Aid and the Director for all financial aid services, disbursements, compliance, and reporting across all USF institutions and regional campuses;
- (l) The Office of International Affairs and the Dean of International Affairs for all international programs across all USF institutions and regional campuses;
- (m) The Office of Decision Support, as the official data repository for all USF institutions and regional campuses (in collaboration with the Office of Budget and Finance), for university-wide data verification and submission to state and federal agencies;
- (n) The Office of University Development and the USF Foundation, under the Vice President; and
- (o) It is also the responsibility of the USF system to manage information technology resources, accounting systems and enrollment issues effectively and efficiently.

11. USF will maximize student access, transferability, and success through formal, seamless articulation agreements, where necessary, to ensure:

- a. Coordinated undergraduate admission requirements;
- b. Coordinated academic support structures;
- c. A unified student information system;
- d. Well articulated degree requirements; and
- e. University-wide level articulation across disciplines at the undergraduate level.

12. Implementation of institution-specific faculty governance and promotion and tenure processes will be closely tied to separate SACS accreditation and must be approved by the USF Board of Trustees. A formally established relationship with SACS is required before authority to implement such processes will be delegated. The University will facilitate fully informed choices by faculty in the event of a change of accreditation status for any USF institution or regional campus. Faculty may be granted courtesy appointments in a program/department/college on a campus different from the faculty member’s primary place of employment.

USF Board of Trustees, Adopted: May 31, 2007

USF System Organizational Chart

Discussion document for internal use only

Wednesday, December 5, 2007



