

## **Global Campus Documents**

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September 6, 2006

Dr. B. Joseph White  
President, University of Illinois  
364 Henry Administration Building  
Urbana-Champaign MC-346

Dr. Chester S. Gardner  
Special Assistant to the President  
377 Henry Administration Building  
Urbana-Champaign MC-348

Re: "Global Campus" Proposal

Dear Joe and Chet:

As you know, the University Senates Conference (USC) has closely followed the development of a plan for a "Global Campus" of this University, the latest version of which is set forth in the May 2006 OVPAA document "The University of Illinois Global Campus Initiative: Final Report." We thank you for listening to our comments on the various drafts for the past several months. We write now to express our present sense of the initiative, and to provide our advice with respect to it.

In brief: we are strongly supportive of online education, and of the idea that the University of Illinois can and should be a leader in its development and provision. We are also strongly supportive of your goal of providing affordable, broadly accessible, high quality undergraduate and graduate education via the Global Campus initiative. Nevertheless, we have serious reservations with respect to the proposal under consideration. The assumptions made in the business plan set forth in the "Final Report" seem to us to be very optimistic, and we are concerned about the financial consequences for the rest of the University if commitments are made to the Global Campus that cannot be met out of its separate funding and revenues. Even if the business plan is sound, however, other aspects of the proposal as it stands give us pause.

*In particular, we are concerned about the absence of an academic plan – for both the graduate and the undergraduate programs contemplated.* Such an academic plan should provide structurally for the kinds of faculty guidance and academic-administrative oversight that are part of the fabric of the three existing campuses of this University, and that have played a central role in ensuring the University's reputation for quality and integrity to date. It seems evident to us that this guidance and oversight can only come from the faculty and academic affairs offices of the three existing campuses.

The “Final Report” does envision meaningful roles during the research and development or “start-up” phase for UI tenured and tenure-track (or “partner”) faculty and academic affairs offices at the three on-ground campuses, but those roles are severely restricted if not eliminated in the “formative” and “mature” phases of the Global Campus. Much like any new business, during the start-up phase of experimentation and development, quality is guaranteed by the people actually doing the work – in this case, the UI faculty. But according to the “Final Report,” as the Global Campus scales up, moves into the formative and mature phases, and perhaps seeks NCA accreditation, it will increasingly be the LLC itself that oversees development, delivery, assessment, and review of courses and programs. Who, then, guarantees the academic quality of our online UI certificates and degrees? As defined in the “Final Report,” the Global Campus Instructors and Core Faculty will possess neither strong institutional connections nor the customary protections afforded by academic freedom and academic governance structures. Consequently, it is difficult to see how the current business plan guarantees academic quality in the formative and mature phases of development.

In our view, it is clearly the University’s tenured or tenure-track faculty who are best qualified to guide, oversee, and guarantee the continued educational quality of the Global Campus. Therefore, we recommend that the Academic Council as described on pages 25-27 of the “Final Report” be re-envisioned as a campus senate with more fully developed links to the other three senates and the University Senates Conference, and that a more dynamic, engaged role for UI “partner faculty” be developed for the formative and mature phases. We also recommend that there be three faculty members on the Board of Managers, one from each campus, and each with full voting rights, rather than just one non-voting faculty member from the entire University.

*If the Global Campus initiative is to receive significant faculty support, the development and articulation of a sound academic model that promotes and sustains the educational quality traditionally associated with the University of Illinois will be essential.* If the Global Campus can be developed in an academically responsible manner, without diminishing our quality and mission-related activity in other respects, the USC is supportive of it. In the absence of provision for adequate structural safeguards of the academic integrity and staffing quality of the course and degree offerings of the proposed campus, however, as well as of strong and clear assurance that it will not be allowed to become a financial and staffing burden for the rest of the university, we question the wisdom and appropriateness of its approval and establishment. Specific items of concern are detailed below.

### **Academic Principles**

The Conference believes that any UI “Global Campus” of the sort described in the “Final Report” should be developed in accordance with widely-accepted academic principles such as those defined by Dr. James Perley, the former president of the American Association of University Professors, and drafter of the AAUP’s statement of the Special Committee on Distance Education and Intellectual Property Issues of 1999. These include:

- “higher education is something more than career preparation and/or a collection of courses;
- teaching is something other than the ‘delivery’ of a prescribed set of course materials;
- learning is something more than the absorption of material;
- teaching includes a three-way interaction among students, teachers, and course material;
- learning includes generating the capacity to pursue and create new knowledge; and
- the most valuable courses are those that are designed and taught by faculty so that the courses can change with the pace, interests, and understanding of students and can expand as faculty and students develop new insights.”

“Back to the Future of Education: Real Teaching, Real Learning,” James E. Perley (Originally published in *The Technology Source* (<http://ts.mivu.org/>), September/October 1999. <http://ts.mivu.org/default.asp?show=article&id=1034>)

### **Marginalization of the Faculty**

The USC is deeply concerned about the fundamental absence of a real faculty – meaning full-time, tenure-track faculty with the protection of academic freedom – in the proposed Global Campus, especially in the formative and mature phases. The intended involvement of regular UI faculty in the initial planning and supervision of courses and degree programs notwithstanding, we see a campus staffed mainly by non-faculty staff who are given the responsibilities of delivering courses to students. We have serious concerns about the educational responsibility and probable resulting quality of this approach.

### **Decoupling Course Development from Teaching**

The proposal contemplates courses that would be created and developed by UI faculty, but taught by non-faculty. Decoupling course development from teaching is deeply problematic. Teaching is an iterative process, a complex multidimensional activity that involves interaction between the faculty, the students, and the materials over time. It should be a continuous and unbroken loop. Separating course development from teaching is a hallmark of training, rather than education.

### **Contingent Instructors**

The proposal contemplates hiring a large number of instructors whose pay and benefits will be modest at best, without the possibility of tenure and with no assurance of academic freedom. We think these circumstances, besides being exploitive, will negatively affect the quality of courses at all levels.

We are well aware of the trend of rapid growth in the number of non-tenure-track, part-time faculty in higher education. This is a trend, however, that we lament, and believe to be profoundly detrimental to the quality of higher education in our state and nation. We also note that the increased usage of part time and full time contingent faculty “is associated with a decline in graduation rates at four year institutions, with the largest impact being felt at the

public Masters' institutions," according to research from the Cornell Higher Education Research Institute. "Trends and Issues, Assessing Public higher Education at the Start of the 21<sup>st</sup> Century." Ronald G. Ehrenberg, July 2005.

[http://www.tiacrefinstitute.org/research/trends/docs/tr\\_070105b.pdf](http://www.tiacrefinstitute.org/research/trends/docs/tr_070105b.pdf)

We are told that the hiring practices of the Global Campus will be no different from our current practice of making extensive use of Teaching Assistants and contingent faculty to teach students. While this may be the case at UIC and UIUC for lower division students, most upper level undergraduates are taught by program faculty, and master's and doctoral students are nearly always taught by full time tenure-track faculty. Being taught by TAs and contingent faculty is not the whole or even the greater part of a typical student's educational experience at any of our three campuses, especially in the major and at the graduate level.

### **Value of the UI Degree**

We are concerned that, with no differentiation between a degree from the "Global Campus" and the traditional degree from our three existing campuses, the value of the traditional UI degrees at our (other) three campuses may be diluted and diminished by association, and by the indistinguishability of academic credentials.

### **Competition with Existing Online Programs**

We are proud of the successful online education programs (including UI on-line) at the three campuses; and we support the appropriate expansion of such programs as a component of a comprehensive University experience. Created and taught mainly by the full time faculty, these online degree programs are indistinguishable from their on-the-ground traditional counterparts. We question the wisdom and efficiency of establishing a separate structure that will undoubtedly compete with existing programs.

### **Problems of Online Ventures**

Online ventures have a significant history of difficulties. The March 2006 closing of AllLearn, the joint not-for-profit online venture of Oxford, Yale and Stanford Universities is the "...latest in a series of failed online learning university ventures..." according to "What Went Wrong with AllLearn?" in **University Business, The Magazine for College and University Administrators**. The article notes that a "large proportion of the collapsed online ventures ... have had explicitly for-profit motives..." including NYU Online, Columbia University Fathom, and Virtual Temple. The article lists some of the risks in "...creating a spin-off for-profit online venture separate from the university... include tension with the parent institution over straying away from traditional values and institutional identity, lack of faculty involvement, and concerns over assuring the quality of provision."

<http://www2.universitybusiness.com/viewarticle.aspx?articleid=57&p=1#0>

We appreciate that the business plan envisions a self-supporting and even revenue-generating enterprise, but we are concerned about possible negative impact on our current operation, especially in light of our continuing budget problems. We also wonder about contingency plans in case revenue projections do not meet expectations.

### **Lack of Shared Governance and Structural Linkage**

In the proposed Global Campus, as a for-profit corporation with a board of business managers, the customary faculty and academic-administrative roles articulated in the Statutes and embedded in long-standing institutional practices are absent. This structure bypasses shared governance and oversight at every level, including the USC. The proposed board includes only one non-voting faculty member. We wonder where the academic expertise to make sound academic decisions resides in this business model. We consider it imperative that an explicit structural role be given to the faculty and the provosts or vice chancellors for academic affairs on our existing campuses in the approval and oversight of any Global Campus programs involving colleges or departments on their campuses.

### **Statutory Concerns**

We recognize that this “Global Campus” may not be intended to be a full-fledged “campus” in the sense in which this term is used in the Statutes. The Statutes state:

*e. Campuses.* The formation of a new campus may be proposed by the president, by a senate, or by the University Senates Conference. The president shall submit the proposal for the new campus together with the advice of the senates and chancellors and the University Senates Conference to the Board of Trustees for action. If the proposal is adopted, the University Senates Conference shall serve as an advisory body to the president in developing procedures to implement the action of the board. (Article VIII, Section 1)

If the proposed “Campus” is not actually to be a “campus” as this term is used in the Statutes, this section and others relating to “campuses” of this University may be deemed inapplicable in regards to the Global Campus. If that is indeed the case, though, we question the appropriateness of the University itself using the term “campus” to name and characterize the entity. Even in that event, however, we expect that the spirit of this section of the Statutes will be respected, and that the “advice” of the senates, the chancellors and the USC be sought, welcomed, and given due consideration by the board before it acts upon the proposal to establish the “Campus” described in the “Final Report.”

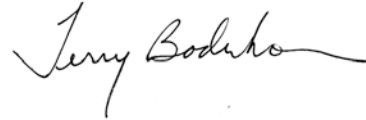
### **Conclusion**

The University Senates Conference embraces and endorses the general educational aims and aspirations as expressed in the “Final Report.” The USC considers the implementation of the proposed “Global Campus Initiative” to be appropriate, however, only to the extent that this can be done in a manner which guarantees long-term academic and educational quality, and with due regard for its impact on the character and quality of the rest of this institution.

We are pleased by your willingness to fully engage the USC in discussion of the Global Campus business plan over the course of this past year. We are also pleased by your clear commitment to developing and delivering a high-quality, broadly accessible online education to students within and beyond the borders of Illinois. As the Statutes make clear, the maintenance of academic quality is the faculty’s expertise and responsibility, and ultimately, our reputation is the source of public trust in the quality of our courses, certificates, and degrees. We look forward now to

working with you to develop a complementary academic plan that guarantees the long-term quality of our online educational programs.

Sincerely,

A handwritten signature in black ink, reading "Terry Bodenhorn". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

Terry Bodenhorn, Associate Professor and  
Chair, University Senates Conference

cc: Richard Herman, Chancellor, UIUC  
Sylvia Manning, Chancellor, UIC  
Richard Ringeisen, Chancellor, UIS

Vernon Burton, Chair, UIUC Senate Executive Committee  
Elliot Kaufman, Chair, UIC Senate Executive Committee  
Pat Langley, Chair, UIS Campus Senate

University Senates Conference Members:

Conwell Anderson, UIC  
Terry Bodenhorn, UIS  
Vernon Burton, UIUC  
Donald Chambers, UIC  
Karen-Chapman Novakofski, UIUC  
Lynn Fisher, UIS  
Nancy Ford, UIS  
Robert Fossum, UIUC  
Michael Grossman, UIUC  
William Jones, UIC  
Al Kagan, UIUC  
Elliot Kaufman, UIC  
Mary Mallory, UIUC  
Richard Schacht, UIUC  
Peter Scheff, UIC  
Gerald Strom, UIC  
Joyce Tolliver, UIUC  
Ann Weller, UIC  
Matthew Wheeler, UIUC  
John Wood, UIC

## UNIVERSITY OF ILLINOIS AT CHICAGO

### SENATE TOWN HALL MEETING ON THE GLOBAL CAMPUS INITIATIVE OCTOBER 10, 2006, STUDENT SERVICES BUILDING (SSB), 3:00PM

The meeting was called to order at 3:00pm by Ann Weller, Presiding Officer of the UIC Senate. She introduced President B. Joseph White and Special Assistant to the President, Chester Gardner. A total of 200 faculty, administrators, students and staff were present.

President White presented opening remarks on vision, goals, opportunities, challenge and change. He urged everyone to think about the University's Mission, and yielded the floor for discussion and questions.

Neil Nusbaum, Chair of the Department of Medicine (COM-R) suggested that part of the cultivation of the Global Campus process might be to look at ways of accommodating (retaining and graduating) students, on leave, already in our traditional system. President White talked about a young man from the Springfield campus whose National Guard unit was called up to Baghdad, and how the young man was able to continue his education online from Baghdad and return to school and finish his degree. The President said that there are all kinds of reasons that people are mobile today and the Global Campus is a means of addressing this issue. Special Assistant Gardner agreed, and said that this is an opportunity to take some time to develop the capacity to accommodate.

Professor Howard Bushe (LAS) asked about a proposal to maintain the quality of the University of Illinois degree in the face of this kind of outsourcing of teachers and students. And how will courses, which require some on-site activity like laboratory sciences be integrated into Global Campus? President White responded that the aspiration is for the University of Illinois to be the national leader in setting the standard for quality online education. The means of doing this is clearly through our tenured and tenure track faculty who are the subject area experts. He noted that his expectation is that faculty will be the master teachers in the program, responsible for course design and ensuring quality control. Faculty will have to partner with "supplemental" faculty to deliver courses effectively and at reasonable costs. Special Assistant Gardner added that it is important to understand that the model being proposed for the Global Campus is to leverage the intellectual knowledge of our faculty. The University currently relies on adjunct, teaching assistants and clinical faculty to do an enormous amount of teaching. Faculty on the Chicago and Urbana campuses are experienced in selecting, mentoring and training supplemental faculty for the credentials and knowledge that they have. In terms of handling lab courses over the Internet, the description of the Global Campus indicates that the degree program is largely but not solely taught on the Internet. Special Assistant Gardner provided example of programs in nursing and teacher education that would be alternatives to online requirements.

In response to a question raised about interested faculty getting involved with the Global Campus Program, Special Assistant Chester Gardner said that interested faculty should contact either him or the dean of their college.

Babett Neuberger, Associate Dean (SPH) asked will Global Campus degree programs compete with our current degree granting programs, and how will that work in terms of online programs already in place on the campus? What, if any, impact will there be in terms of diversion of resources from the three campuses to support the Global Campus Program? Special Assistant Gardner indicated that programs in high demand, based on market study will be selected for the Global Campus. He doubted that any of those programs are currently offered on campus. The Springfield campus is more concerned about this issue because they offer a number of online programs at the graduate and undergraduate levels. If Global Campus programs on the three campuses cannot meet demand in a particular area or a program is doubled in that area, we will

have to meet the test of demonstrating that there is excess demand that only a new program can achieve. In terms of Global Campus competing with existing online programs, if there is a large demand in an area where there is already an existing online program, that program would be invited to collaborate with the Global Campus program. If not, the process to develop a separate program would be started.

Dr. Gardner noted that the start up costs for Global Campus is estimated to be about 15 to 20 million dollars. He indicated that he and President White are working to raise those resources from private manufacturers and the Foundation. "We will not be reallocating resources from any of the campuses". One of the fundamental requirements for the Global Campus is that there is a clear path to profitability. We need to make sure that the Global Campus can pay all of its costs so it does not drain on the rest of the University. President White noted that it is clear that the best way to kill any enthusiasm with the Global Campus would be to siphon resources from the campus to support it. It is also clear that one way of stimulating enthusiasm over time with the Global Campus would be to make it a profitable venture that can provide resources to the campuses. Our aspiration is "no drain going in and surplus coming out."

Mo-Yin Tam (BA) said she knows that President White has studied online programs for a number of years and asked what lessons have been learned and what will he do differently? In terms of visions and aspirations, what would be anticipated in five years in terms of profit, enrollment and the number of online programs? President White responded that a lot of universities jumped into online education ten years ago when the Internet started to become popular and they lost a lot of money. Organizationally, this created scar tissue and they never wanted to do it again. These universities were too eager when the timing was not right. It comes down to mundane things like trying to deliver online education through low speed connectivity. Today, we know the role the Internet play in people's lives and the prevalence of high speed connections. He said that the time is more right today than it was years ago.

Special Assistant Gardner said the most important lessons he has learned is the need to get support and cooperation from the faculty. It is important that the Global Campus be discussed thoroughly within the University of Illinois because the model being proposed hinges upon the strong participation of our faculty. We need to have a good business plan for growth and expansion. Global Campus could become an international force in the world, but we want to focus on "Illinois first" and expand outward. We also need a critical mass of programs so students will have a variety of programs to choose from. Right now we are in the process of commissioning marketing studies for about a dozen programs to confirm that they are in high demand. Five years down the line we envision an enrollment of about 7,000. Ten years from now is difficult to predict, but if growth continues at half its current rate it is possible that the Global Campus could enroll as many students online as our residential campuses. Large enrollment is not the driver; we want to develop and deliver high quality product and generate some profits to benefit the whole University and be able to meet demand if it materializes.

Prith Banerjee (ENGR) focused on the price point for delivery, and noted that the cost of delivering education in a four-year undergraduate program is about one hundred thousand dollars. State universities can deliver it cheaper because of support from the state. If you are going to leverage the state support to provide an affordable online education then surely it is going to tap into the resources of the three campuses. If you are going to charge a high enough tuition to recover the costs then it may not be as affordable. President White noted that we will have differential tuitions, and the price point selected will be based on marketing studies. He indicated that they will know how to price the program, and if the numbers do not work out and the enrollment is not sufficient we will not move forward on that particular program.

Marc Culler (LAS) noted that one of the reasons in the report that other programs failed is because the markets were driven by the interests of the faculty in the departments rather than by market research. He said this does not seem to fit well with either the quality of education or the involvement of tenured faculty support. President White noted that the U of I Online has launched a program that failed. It failed because there were not enough enrollments to sustain it.

None of the programs that he is aware of with U of I Online were launched because a marketing study identified them to be ones that were in demand. Professor Culler asked how will you proceed if there is a conflict between the marketing research study and the faculty? President White said we would be foolish to move forward with a program if it does not have the potential to pay for itself. However, that is not to say one could not develop online versions of programs to serve on-campus students in a blended format. He noted that he would not want the need to demonstrate profitability in a program to discourage faculty from adopting online techniques into their teaching. The Global Campus has resources in terms of course designers and delivery mechanisms that could benefit faculty. Professor Culler then asked the President how he would proceed if there was a program that showed market demand but did not correspond with the faculty. President White said that if the Global Campus could be accredited within the next 3 or 4 years it could launch programs under its own accreditation.

Albert Schorsch, Associate Dean (CUPPA) asked, aside from the depth of our faculty knowledge how would U of I be different than the University of Phoenix, and how would it be the same in such an operation? President White responded that the University of Phoenix is an educational phenomenon with over 250,000 students, a high level of student satisfaction, and a market value of fifteen billion dollars. This is an undeniable success. The University of Illinois actually has real faculty experts. The University of Phoenix has practitioner faculty who are good at what they do, but if you ask the questions, are they knowledge creators? Are they experts in their field? The answer is no. The University of Phoenix is responsible to Wall Street, and actually has to maximize revenues and minimize costs to satisfy the company shareholders. President White said it is impossible to imagine how, if U of I is good enough, it cannot beat the University of Phoenix in quality, costs and accessibility.

Special Assistant Gardner said that Elliot Kaufman, Secretary of the UIC Senate, accompanied him and others on a trip to the University of Phoenix and were really impressed with their attention to their students as customers, and setting up their academic schedules to be especially convenient to their students. Their class week begins on Wednesday and ends on Tuesday because their students are working. Their students like accelerated class schedules taught over five or eight weeks. They like to begin their programs frequently throughout the year rather than traditionally in the fall semester like we do here at the University. He said they expect to incorporate all of those features into the Global Campus, as well as, critical attention to the instructors, and training them to teach online, mentoring them and assessing their work. In contrast we want to have very strong and vital academic connections to our residential campuses and the University faculty. That is the distinguishing feature of the Global Campus. That is what makes it unique; that is what will ensure that it would be successful.

Dick Simpson, Head of the Political Science Department (LAS), spoke to the premise that faculty are important in this process and have the intellectual horsepower to design programs that are substantially better than alternatives already on the web. He cited a practical problem in his department of dwindling faculty with no line with which to hire new faculty. He said his department use to be twenty-five faculty members, and is currently sixteen faculty members. He said that within the next two years he will lose the entire full professorship in the department with the exception of two. He noted that he will be able to hire one at a time replacements at assistant professor level. One of the things that would be more exciting besides the intellectual aspects of the Global Campus would be if it was more like IGPA, and you were saying that he could hire two or three new faculty members with a quarter time or half of their time working with the Global Campus and he could have the other half or three quarters of their time to teach the current courses. The College of Liberal Arts and Sciences is currently spending about five million dollars for adjunct faculty to deliver the courses that we have not been allowed to hire the faculty to deliver.

Special Assistant Chester Gardner noted that partial tenured faculty being employed by the Global Campus is an idea that is embraced, but depends on how the Provost and the dean of the colleges feel about that. IGPA works well, and there is a strong academic connection here on

this campus. He noted that he would like to see those kinds of arrangements emerge for the Global Campus. He noted that he sees this as the next opportunity.

Professor Simpson noted that pedagogically it worries him that U of I could become like the University of Phoenix. We might get wonderful scores of self satisfaction from the students, and they might be willing to pay for it. He noted that he would not be satisfied if the Global Campus was not delivering programs with a substantively degree of high standard. Dr. Gardner responded by stating that the process involves leveraging the intellectual capabilities of our faculty. He said we should look at Global Campus as being an opportunity not only to reach out, but as educators, to experiment. It is exciting to begin to look at the value that will be added that bringing these new advances and pedagogies can really make a difference in Global Campus. President White urged everyone to be fact based in making assertions about the effectiveness of online education

Lisa Froman (LAS) commented on leveraging faculty. She asked about changing the requirements for promotion and tenure, and noted that, assuming the University does not increase the faculty initiative, we will have to use the existing limited resources.

President White said he did not anticipate doing this. The faculty he is calling master teachers are people who have the ability to design a course and assure quality through a distribution. You can hold standards the same, but the work of the organization still has an impact on the value of its professional members. I think the value of these master teachers is going to go up.

Margaret Anderson, Office of International Services, asked would the Global Campus be available to UIC staff as part of the tuition program? Chester Gardner noted that the programs being developed in the Global Campus are full cost recovery programs. The intent now is to not provide tuition waivers for them except where we have to by law. Employees and their relatives would not get a tuition waiver because they have to generate the revenues sufficient to pay the expenses.

Yolanda Suarez-Balcazar, Head of the Department of Occupational Therapy (AHS) said that priority will be given to programs in high demand, and that are ready to launch the full program online. She asked what kind support and resources will be paid to departments that are ready to launch courses, but not yet full programs in terms of business plan and marketing? Assistant Chester Gardner noted that we do have a financial model which we are refining now to determine the appropriate compensation to provide a department for developing an academic program; what is the appropriate compensation to provide oversight and how would we go about computing the ultimate profit so that that unit can participate in profit sharing. In terms of individual courses, we are actually going to price it that way. So that model should fit quite well with programs that only want to develop one or two courses. The Global Campus will actually be going out and soliciting partnerships with academic units and funding all of the costs to develop program and providing units to participate in profits once programs becomes profitable. The Global Campus would have to look at recovering the development costs for one or two courses. He did not see why that could not be worked out.

Professor Suarez-Balcazar asked about accessibility for students with disabilities. Chester Gardner noted that they had, and will comply with 508 rules at a minimum. He noted that they are going to be working with the College of Applied Life Studies in Urbana which has a number of research programs in developing enhanced accessibility for students with disabilities on the internet. The University of Illinois has an outstanding reputation for serving disabled students and we want to embrace that reputation and enhance it with the Global Campus. President White added that we want the Hallmarks of the Global Campus programs to be high quality and highly accessible.

Seung-Whan Choi, Political Science (LAS) commented on the Global Campus initiative. He wished the University could catch up with his home land (South Korea) in terms of technology.

He noted that the Global Campus would be a good opportunity for the University to move forward and expand.

Special Assistant Chester Gardner thanked everyone for taking the time to explore this initiative and for sharing their ideas. For more insight on this initiative there are more documents on the website. He urged anyone with more questions to forward them via e-mail to him or President White.

**Prepared for the Senate by:**

**Elmira Perkins, UIC Senate Office**

**UNIVERSITY OF ILLINOIS  
CHICAGO SENATE**  
(Action Item, September 28, 2006 Senate Meeting)

Resolution on Global Campus

WHEREAS a proposal has been presented by the President of the University of Illinois to its Board of Trustees to establish a “University of Illinois Global Campus,” described in the document “The University of Illinois Global Campus Initiative: Final Report” (dated May 2006);

WHEREAS the proposed “Global Campus” would evidently be either a “campus” of the University of Illinois (as this term is used in the Statutes of the University) or a “unit organized at the University level” of some other nature;

WHEREAS the Statutes state, with respect to the formation and establishment of new “campuses” of the University:

**e. Campuses.** The formation of a new campus may be proposed by the president, by a senate, or by the University Senates Conference. The president shall submit the proposal for the new campus **together with the advice of the senates and chancellors and the University Senates Conference** to the Board of Trustees for action. If the proposal is adopted, the University Senates Conference shall serve as an advisory body to the president in developing procedures to implement the action of the board. [Article VIII, Section 1; boldface added.]

WHEREAS the Statutes also state, with respect to the formation and establishment of any other “unit organized at the University level”:

**d. Units Organized at the University Level.** Units organized at the university level, such as institutes, councils, and divisions, may be formed for the development and operation of teaching, research, extension, and service programs which are statewide or intercampus in their scope and which cannot be developed under a campus administration. Such an organization may be proposed by a senate, a chancellor, the University Senates Conference, or the president. The president shall submit the proposal for the new organization **together with the advice of the senates and chancellors and the University Senates Conference** to the Board of Trustees for action. [Article VIII, Section 1; boldface added.]

WHEREAS the “advice of the senates and chancellors and the University Senates Conference” is thus required by the Statutes to be “submitted” by the President to the Board “together with” any such proposal of either sort;

WHEREAS this requirement remains to be satisfied in the present case, with respect to the “advice” in this matter of the senates of the three campuses in particular;

WHEREAS there are significant questions with respect to the “Global Campus” as proposed that warrant close and careful consideration by all parties specified in the cited Statutes, rendering it important that the Board have the benefit of their advice before acting in this matter; and

WHEREAS the senates as well as the chancellors and the University Senates Conference must be given the opportunity to develop and transmit their advice sufficiently in advance of Board action on the matter for it to be given due consideration by the Board, taking due account of senate calendars and processes; therefore

BE IT RESOLVED:

THAT the President is called upon to adhere to the Statutes in this matter, and to suspend submission of the “Global Campus” proposal until he can (in accordance with the Statutes) “submit the proposal ... together with the advice of the senates, the chancellors and the University Senates Conference to the Board of Trustees for action”;

THAT, in light of the requirements of the Statutes cited above, the Board of Trustees is requested to defer action upon the “Global Campus” proposal set forth in the May 2006 “Final Report” until all parties specified have had the opportunity to develop and provide their advice with respect to it, and the Board has received and considered that advice;

THAT the senates (which do not meet during the summer months) be allowed a reasonable period of time – at least until the end of the 2006 fall semester – to examine and discuss the “Final Report,” obtain needed clarifications, engage in relevant consultations, and develop and submit their advice;

THAT adherence to the Statutes in this matter, and the importance of the advice developed through due consideration of the “Global Campus” proposal by those specified in the Statutes, take precedence over any reasons for haste in proceeding with its establishment.

**UNIVERSITY OF ILLINOIS  
AT CHICAGO**

Office of the Senate (M/C 303)  
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December 1, 2006

President B. Joseph White  
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414 Administrative Offices Building  
1737 W. Polk Street  
Chicago, IL 60612-7228

Dear President White:

I write on behalf of the UIC Senate in response to your letter of October 27, 2006 requesting our advice about the Global Campus initiative. This letter has been drafted by the UIC Senate Executive Committee and has been approved by the UIC Senate at its Nov. 30, 2006 meeting.

The UIC Senate embraces the concept that UIC has an “obligation to provide broad access to its educational resources.” We believe this concept is inherent in the mission of UIC and has been a defining concept of the UIC strategic plan. Therefore, we can respond affirmatively to the first two of your four key questions.

Yes, “the University of Illinois should strive to be an innovative, national leader in providing expanded access to high-quality, post-secondary education by establishing an entity with a mission and vision similar to that envisioned for the Global Campus.” We also find the goals that you propose for the Global Campus initiative, “1) high-quality programs; 2) flexible, convenient access; 3) affordability; 4) financial sustainability; and 5) educational innovation,” to be laudable and, hopefully, attainable.

We find that the third question, “Can we assure high-quality teaching with non-tenure system faculty by establishing appropriate credential requirements for Global Campus instructors, certifying their online teaching capabilities, mentoring them and regularly assessing their teaching performance?” raises some pivotal issues. Currently, on our campuses, we have large numbers of non-tenure system teachers, i.e., TAs, instructors, lecturers, etc., who provide a significant portion of the instruction that our students receive. We accept this as meeting our standards for “high-quality teaching” because of the educational delivery model that is used on our campuses. Tenured and tenure-track faculty establish appropriate credential requirements for these non-tenure system teachers, certify their teaching capabilities, mentor them and regularly assess their teaching performance. We believe that it is critical for the success of the Global Campus and its ability to assure high-quality teaching that this “Master Teacher” model be adopted for the Global Campus. We recognize, of course, that there should be flexibility in the delivery methods for the various programs offered by the Global Campus, but recommend that any such variations be recognizable as the “Master Teacher” model.

Although such a model is discussed in the Global Campus Initiative Final Report, what is left unclear to many of our faculty is how the Global Campus will handle the situation that could arise when the Global Campus has its own accreditation and attempts to create its own program(s) without a partnering campus

**UIC**

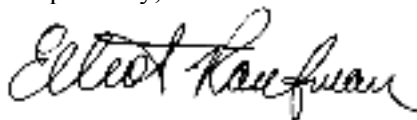
unit and, therefore, without the participation of campus tenured and tenure-track faculty. How will we “assure high-quality teaching with non-tenure system” teachers and without the participation of campus tenured and tenure-track faculty? We do not believe that this would be a viable situation for the Global Campus and recommend that all programs offered by the Global Campus always utilize some version of the “Master Teacher” model that includes the participation of campus tenured and tenure-track faculty.

In your last question, “Can we successfully embrace a business discipline in operating the Global Campus while working productively with the traditional academic culture in an environment of mutual respect and support?” you raise the issue of the business model proposed for the Global Campus. The Global Campus Initiative Final Report describes a for-profit Limited Liability Company (LLC). While this business model may appear to provide certain advantages, many of our faculty are concerned by such a departure from our “traditional academic culture”. The “for-profit” nature of the LLC raises many concerns. While we recognize that the Global Campus should be financially sustainable, would the motivation to create profits lead to an over emphasis of the “bottom-line” and, ultimately, begin to effect the academic decision making of the Global Campus? Would it not be better for the LLC to be a “not-for-profit”?

Should the Global Campus be created as a LLC at all? While the LLC would be wholly-owned by the University of Illinois Board of Trustees, it would seem to operate with significant independence from the university. While there may be many business-side advantages to the LLC model, we believe that many of the concerns of the faculty would be addressed if the Global Campus were created as a unit of and within the university. As a university unit, the Global Campus could be financially sustainable and hopefully become a positive resource for the rest of the university without being a “for-profit” entity. As a university unit, the Global Campus would not require its own accreditation and the continued participation of campus tenured and tenure-track faculty would no longer be an issue. Of course, we recognize that it would be desirable to create such a university unit in such a way as to partake of as many of the business-side advantages that a LLC would provide. We recommend that the for-profit LLC business model be reconsidered and the Global Campus be created as a unit of and within the university.

Thank you for seeking our advice on these issues of critical importance to the university. It will be necessary for our concerns to be addressed and our recommendations considered before the UIC Senate can endorse any proposal for a Global Campus. We request that the timeline for submission of a recommendation about launching the Global Campus to the Board of Trustees allow for fullest discussion and consensus.

Respectfully,



Elliot Kaufman, Chair  
UIC Senate Executive Committee

cc: Chester Gardner, Special Assistant to the President for the Global Campus Initiative  
Sylvia Manning, Chancellor  
Members, UIC Senate Executive Committee

# UNIVERSITY OF ILLINOIS

Chicago • Springfield • Urbana-Champaign

University Senates Conference  
377 Henry Administration Building, MC-348  
506 South Wright Street  
Urbana, IL 61801

November 28, 2006

Dr. B. Joseph White  
President, University of Illinois  
364 Henry Administration Building  
Urbana-Champaign MC-346

Dear Joe,

We are writing in response to your suggestion, made at the Senates Conference meeting of November 16, that a retreat of sorts be held during which time faculty members (selected by the campus senates and the Senates Conference) and administrators hammer out problems in the Global Campus proposal. We are glad that you recognize that you and we find ourselves at something of an impasse with respect to the Global Campus proposal, and that this presents a problem. There is little support for the proposal on the three campuses as it stands; that lack of support is likely to be made explicit in the December meetings of the senates. Your idea of a retreat in advance of the January Board meeting at which we would attempt to come up with a version of the proposal that could be supported by all concerned is an interesting one. We and our colleagues would be pleased if a consensus proposal could be developed for submission to the Board. A retreat might help to make that possible.

We and those we represent must be mindful of issues of legitimacy, timing, representation, and outcome; if we are to agree to a retreat, certain things will have to be clearly understood. For purposes of clarity, we will state our concerns about this suggested retreat (and anything that may come of it) as a series of points.

1) If the proposal as it stands is not open to modification, there is no point in having the retreat. If its modification is envisioned, then we must make provision for the modified version to be considered by the senates, chancellors, provosts, deans, and Senates Conference before it goes to the Board.

No agreement arrived at behind closed doors among those attending the retreat could possibly be considered to override and supersede the advice of the chancellors, provosts, deans, senates and Senates Conference. An agreement would have no legitimacy in the eyes of the campuses if used in that way. We are sure that prospective participants would want to be assured on this point before agreeing to take part.

It has become apparent to us that the deans will be essential to the success of any sort of Global Campus that might be established, and therefore representatives of the deans as well as the faculty of the three campuses would need to be among the participants at the retreat. No consensus will be viable if the deans are not a part of it, in view of the necessity of partnerships

with colleges on our campuses for any degree programs to be offered. Two deans from appropriate colleges on each campus would seem to us to be desirable, in addition to something like a total of a dozen faculty members from the three campuses.

2) Any modified proposal for the Global Campus would have to be submitted in writing and in a timely fashion to the senates and Senates Conference for their consideration in order to have legitimacy on the three campuses, or to supersede any previous actions or advice to the Board. Since the senates will not reconvene until after the January BOT meeting, submission of the proposal to the Board for approval and "launching" would have to be deferred until the March Board meeting.

3) It may not be possible to find a two-day period prior to December 20 during which such a retreat can be scheduled by those who need to be involved. We are now into the final three weeks of the semester, the busiest time of the term for faculty.

4) We should all understand that one possible outcome of the retreat would be an acknowledgment of irreconcilable differences about certain significant matters. If this were to happen, no consensus model could be recommended to the campuses and to the Board.

We hope that this all will seem reasonable and appropriate to you. We know that you would prefer to be able to take the Global Campus initiative to the Board in January; but if the retreat is to have legitimacy in the eyes of the three campuses, adjusting the schedule is unavoidable. The academic calendar is a fact of institutional reality just as much as is the Board's calendar.

Cordially,

Terry D. Bodenhorn, Chair, USC

O. Vernon Burton, Chair, UIUC SEC

Elliot R. Kaufman, Chair, UIC SEC

Pat Langley, Chair, UIS SEC

cc: Dr. Chester Gardner  
UIC SEC  
UIS SEC  
UIUC SEC  
UIUC Senate Global Campus Task Force  
University Senates Conference

To: UIS Campus Senate

From: UIS Global Campus Task Force

Date: December 4, 2006

Re: Task Force Report

Please find enclosed the final draft report of the UIS Global Campus Task Force for the Campus Senate.

The Task Force has been meeting regularly to fulfill its charge of reviewing the Global Campus Report and providing recommendations for consideration by the Senate. As you know, UIS had three town hall meetings, as well as discussion in Senate meetings, including one with President White and Dr. Chet Gardner. Our report is based largely on the sentiments expressed in those meetings, our own reflection and expertise, and the "Global Campus Initiative Final Report," which provides details of the model currently proposed.

As a campus that has fully embraced online learning, we share the broad goals expressed in the Global Campus proposal. So we find it ironic and unfortunate that we cannot endorse the current model. Our recommended changes are based on nearly ten years of excellence in online education, and we stand willing to rethink our conclusions and our recommendations if the model were to change. We strongly believe that for the Global Campus initiative to succeed, it must have wide support and participation from the faculty and staff at the three campuses.

We appreciate the opportunity to work on this important project. The relationship between the Global Campus and UIS is critically important to this campus and the University. If you have any questions, please do not hesitate to ask.

Respectfully Submitted,  
**UIS Senate Global Campus Task Force**

Vickie Cook  
Nancy Ford  
Rassule Hadidi  
Pat Langley  
Holly McCracken  
Ray Schroeder

Enclosure

CC: Chancellor Richard Ringeisen  
Provost Harry Berman  
College Deans  
Global Campus Task Force Members  
University Senates Conference

Motion passed by unanimous voice vote by the UIS Senate at its 12/8/06 meeting.

Motion to Approve the Final Report of the UIS Senate Global Campus Task Force.

That the UIS Senate endorses the UIS Senate Global Campus Task Force Report, and expressly withholds its endorsement of the Global Campus proposal as set forth in the May 2006 “Final Report” on the Global Campus Initiative from the OVPAA. The Senate urges reconsideration of the current proposal, in order to gain greater consensus than now exists with respect to its model, structure, guiding principles and relation to the existing campuses prior to the submission of any such proposal to the Board of Trustees for approval; and

That notification of this action, together with the full Task Force Report, be transmitted to the other two senates of the University, the University Senates Conference, and the president, for submission along with the OVPAA proposal (as the “advice” of the UIS Senate with respect to that proposal) if or when the president submits that proposal to the Board for action, in accordance with the relevant provisions of the *Statutes* (with respect to the formation of new “Campuses” and other new “University-level units”).

## Executive Summary

President Joseph White and Special Assistant Chet Gardner have asked the Senates to respond to a number of questions about the proposed Global Campus. The UIS Senate appointed a Task Force to prepare this Report, after a series of campus meetings, including one with President White and Chet Gardner. This Report attempts to answer the questions posed, relying on the model contained in the “Global Campus Initiative Final Report.”

We appreciate the invitation to engage in this lively and healthy debate about the proper role of online education as a way to provide high quality, large scale and affordable access to higher education learning opportunities. UIS has firmly embraced high-quality and innovative online education for nearly a decade. As proposed, **we can not agree that the Global Campus is the best structure for UI to provide quality online education.** Below are our key findings and recommendations that we think are compatible with the spirit of the goals of the Global Campus, will make it more successful, and at the same time, will gain faculty and staff support and participation.

If the Global Campus is to be credible; accountable; and above all, excellent, it must work closely with the campuses. If it proceeds without the support of the faculty and staff, we fear it will suffer a serious lack of respect and credibility, not to mention quality. We believe that GC should facilitate the goals of creating and expanding online programs and services through the three campuses, rather than putting scarce resources into a fourth entity which will duplicate and ultimately compete with campus online efforts. We can imagine the Global Campus as the critical support center which assists the campuses in extending high-quality online programs and services beyond statewide and regional boundaries. Obviously, we think that genuine and respectful partnership is the only way to proceed.

We support the goal of broad access to higher education. Access, however, is one goal among many and should always be subordinate to the goals of maintaining academic integrity, institutional accountability and responsibility.

Because of its over-reliance on large numbers of part-time instructors, the Global Campus model will not provide students with the excellent education for which UIS and UI are known. We believe that UI faculty from the three campuses must be centrally involved in all phases of the global campus development and implementation.

The proposed Global Campus business model will drive most of the academic decisions of the departments desiring to partner with the GC in Phase I and all of the academic decisions of programs that will be developed and delivered by the GC in Phase II. We cannot support such a model. Given GC budget control and the threat of starting a competing online degree program if the campus-based academic department does not reach agreement, we wonder whether the negotiations between the Global Campus and campus-based units will be those of equals. Program faculty must maintain responsibility for the quality of the curriculum, courses and their teaching. A single model should not be imposed on the partnering units across the board. Departments should decide all academic matters, including credentials of the faculty,

admissions, course content, length and format, and how to increase access. Finally unless the Global Campus addresses all the concerns about academic quality, degrees and certificates offered by the GC should be distinguishable from regular UI degrees.

### **Summary of Recommendations**

#### **Should the University of Illinois strive to be an innovative, national leader in providing expanded access to high-quality, post-secondary education by establishing an entity with a mission and vision similar to that envisioned for the Global Campus?**

- Global Campus planners should rethink creating a fourth campus, so that new and expanded online programs complement, not compete with or duplicate the institution's current offerings.
- The Global Campus should function as a center which supports and facilitates seamless growth in online programming, assisting the three campuses in extending programs and services beyond statewide and regional boundaries. Quality, credibility, and consistency should be its standards.
- The Global Campus should be structured in ways that facilitate continuity in curriculum, academic personnel, pedagogy, and support systems as opposed to distinct phases which differ markedly in curriculum development, teaching, governance, administration, accreditation, and fiscal operations.

#### **Have we identified the right goals for the Global Campus initiative: 1) high-quality programs; 2) flexible, convenient access; 3) affordability; 4) financial sustainability; and 5) educational innovation?**

- Quality should be paramount in determining models of online education.
- Campuses must retain the excellent niche programs for which they are nationally recognized. The GC should provide incentives for the campuses to encourage replication of these high-quality models, and to study the feasibility of growth in ways which do not threaten quality or reputation.
- Academic decision making should not be subordinate to enrollment benchmarks that are presumably necessary to realize the fiscal goals of the Global Campus.
- Innovation in course design, pedagogy and course management systems must continue to be tested and researched in order to provide faculty and students with the best possible learning environments.

#### **Can we assure high-quality teaching with non-tenure system faculty by establishing appropriate credential requirements for Global Campus instructors, certifying their online teaching capabilities, mentoring them and regularly assessing their teaching performance?**

- We encourage organizers to actively involve the greatest asset of the three University of Illinois campuses--the faculty--to play central and meaningful roles in the Global Campus' development and implementation, both in the short and long-term.

- We encourage rethinking the consequences of separating curriculum development and instruction. We believe that excellence in teaching and learning occurs when these processes are deliberately and intimately connected.
- We recommend an in-depth analysis and plan for exploring the difference kinds of academic, technical, and business support systems required to deliver successful and excellent online education, especially given the students populations identified by GC planners.

**Can we successfully embrace a business discipline in operating the Global Campus while working productively with the traditional academic culture in an environment of mutual respect and support?**

- We strongly urge the consideration of an alternative structure for the Global Campus that does not include the conflicts in mission that an LLC presents; excellence in education should not have to compete with profitability.
- If the Board of Trustees believes that the a hybrid of the public land grant institution and the private LLC is in the best interest of the University, then we urge that the governing body of the LLC include a balance of members who have strong records of supporting the land-grant mission of the institution; understanding issues of academic design, creation, and delivery of quality, adult-centered online instruction; and protecting academic quality and integrity over profit.
- The Global Campus and local campuses should reach binding contractual agreements as early in the development process as possible, so that complete academic plans and budgets are agreed to before proposals are submitted for approval through program review processes. These contracts should specify that the Global Campus cannot offer degrees, certificates, and courses independently or in competition with the partnering unit without the partnering unit's prior agreement.
- Hiring decisions about instructors should be made by partnering academic departments consistent with their models for quality and expansion, not the Global Campus. Units should not be limited to hiring "practitioner" faculty, but also include instructors who have the same credentials departments require teaching in on-campus programs, including graduate faculty credentials for graduate programs. Continuing faculty should supervise the adjunct and contingent instructors.
- Academic program faculty must maintain responsibility for the quality of the curriculum, courses and their teaching. A single model, such as that discussed in the Report, should not be imposed on the partnering units across the board. Departments should decide how to scale up through the use of a Master teacher model, the use of full-time contract instructors, or some other cost effective model. They should decide admissions standards, course content, and length and format, using academic criteria appropriate to the discipline.
- Unless all of the concerns about academic quality are sufficiently addressed, degrees and certificates offered by the Global Campus should be clearly distinguishable from regular UI degrees and certificates.

**Should the University of Illinois strive to be an innovative, national leader in providing expanded access to high-quality, post-secondary education by establishing an entity with a mission and vision similar to that envisioned for the Global Campus?**

UIS has already answered the question of whether we should provide innovative national leadership through expanding access to high-quality online education. We have a rich mix of online and traditional education, and are nationally recognized as a leader in online education.

- UIS is nationally recognized for leading the way in implementing online inter-institutional collaborations to share expertise and promote diversity and global perspectives. An IBHE grant program has funded online inter-institutional partnerships with Chicago State University and Northeastern Illinois State University.
- UIS has developed groundbreaking partnerships to promote global awareness. Our College of Liberal Arts and Sciences has developed joint online course offerings with BRAC University in Bangladesh and an on-going offering of classes with the prominent European university, the Warsaw School of Economics. Our College of Business and Management has signed an agreement with Dongbei University of Finance and Economics, Dalian, China to offer their students a blended M.S. degree in Management Information Systems. They are in the process of developing a similar arrangement with Zhejiang University in Hangzhou, China.
- UIS has initiated highly successful online class-merging projects with faculty members and their classes at Columbia University (NYC) and Lesley University (Cambridge).

Our success has come from the knowledge and expertise of our full-time faculty and academic staff. Here is a snapshot of our online demographics as of fall 2006:

- We offer 20 academic programs online (Masters and Bachelors degrees, minors, and Certificates: see Appendix 1.
- Online majors accounted for 20% of all UIS headcount
- Online majors increased by 25% to 958 since fall 2005
- 26.5% of all UIS credit hours were generated by online courses
- Over 41% of UIS students took at least one course online
- 24.7% of UIS students registered solely for online courses
- Over 38% of online majors have mailing addresses outside of Illinois
- About 84% of in-state students have addresses outside our county
- Nearly 33% of all students registered in online classes fall 2006
- The average age of B.A./B.S. students is 34.6 for online; 26.1 for on-campus students; the average age of M.A./M.S. is 34.6 for online; 31.5 for on-campus students
- 71% percent of all UIS courses utilize course management systems

Over the past decade we have systematically and carefully grown our online programs, based on the full consent and cooperation of academic programs and their faculty. Through our experience we have learned a number of important lessons about online education.

- Online teaching can not be reduced to simply adapting traditional classroom courses for online students. It requires faculty to engage in new ways of thinking and to create different kinds of resources and learning communities in order to facilitate deep connections to disciplinary content. Continuous revision is required as students and faculty interact with one another and the materials.
- The best teachers are those who understand both the differences and similarities between online and traditional teaching and learning, and who freely mix and match pedagogies and technologies in the service of learning.
- To guarantee that online education, most especially degrees, are equal in quality to traditional classroom education, program faculty must exercise control over all academic aspects—credentials of the faculty, admissions, curriculum, and teaching.
- Creating and expanding online programs is a time consuming and multi-dimensional process that requires a high level of deliberation and collaboration among various constituents. This highly collaborative approach to online teaching can lead to campus wide innovation.

Obviously, UIS has whole-heartedly embraced the goal of providing innovative national leadership through expanding access to high-quality online education. We believe that we have cultivated a community open to innovation and committed to providing online learning experiences for students that are equal to traditional education and that UIS is a better institution for our online efforts. We applaud your efforts to bring the UI more fully into this exciting arena of education, and note that UIS has much to offer as we move in this direction.

The question of the best approach to achieve the goals of the Global Campus (often referred to as GC) is more complex and difficult. We have carefully studied and discussed the Global Campus Initiative Report (hereinafter referred to as the Report). We held three town hall meetings to solicit the views of the campus, and we devoted numerous Senate meetings, including one with President White and Chet Gardner, to the subject. We established a Senate Task Force to provide more in-depth study and to write this report. The UIS faculty and staff have worked for nearly a decade to implement goals for online learning that are often identical to those of the GC. Reluctantly, **we can not agree that the proposed model is the best structure for the UI to provide quality online education.**

### ***The Need for a Partnership Model***

We have no doubt that if we collectively identify the best and brightest faculty and staff who are experienced in online education, UI could collaboratively create an approach that would deserve the UI name and also garner the support of the faculty, support staff, and current students. Because we share the UI name, each constituency has a legitimate stake in how it is used and how it is perceived. If the Global Campus is to be credible, accountable, and above all, excellent, it must work closely with the campuses. If it proceeds without the support of the faculty and staff, or if it becomes the campus distinguished by its isolation and disconnection to faculty and staff, we fear it will suffer a serious lack of respect and credibility, not to mention quality. We at UIS are also concerned about the potential for our hard earned reputation for excellence in online programs taught by our faculty to be damaged, collaterally, so to speak, by the reputation of a Global Campus which would operate, under the UI name, like some of the virtual online universities our online transfer students find lacking.

**We believe that Global Campus should facilitate the goals of creating and expanding online programs and services through the three campuses, rather than putting scarce resources into a fourth entity which will duplicate and ultimately compete with campus online efforts.**

We could support a Global Campus that would be akin to an UI portal to online learning, the hub or center which helps build, support and increase our capacity to educate more students. We can imagine the Global Campus as the critical support center to existing online programming, assisting UIS, UIUC and UIC to extend programs and services beyond statewide and regional boundaries. Specifically, the Global Campus might undertake functions which cross the three campus borders and which would benefit from centralization:

- Enlist existing expertise to provide online programs and instruction;
- Enable consistent and effective recruitment and marketing;
- Foster opportunities for training and technical assistance;
- Foster opportunities for research on online education;
- Identify and coordinate participation in strategic partnerships; and
- Support integrated instructional and service systems.

We already know that the demands of the Global Campus will require our faculty and staff to choose between competing priorities, work for the Global Campus or work for our campus. In Phase Two, when partnerships end, we see direct competition between the GC and campus based programs. With online students accounting for around 25% of our total, UIS has much to lose. We ask whether it is wise to help build an entity that has the capacity to put our online programs in jeopardy, either by losing current levels of enrollment or future growth. If the Global Campus came to us, not as our potential competitor in the form of a for-profit LLC insisting on the use of part-time faculty and a centralized curriculum, but as an organization committed first and foremost to helping us expand and improve our offerings according to our local customs and values, we would be more than willing to find ways to partner.

Additional benefits of a highly collaborative partnership approach include facilitating the creation and expansion of programs and services in ways that reinforce system-wide goals such as transferability, retention, and matriculation--particularly troublesome issues for online institutions.

If the Global Campus is to appeal to both large numbers of new and transferring distant students, it must develop academic and business systems that will integrate essential functions and facilitate seamless entrance screening, advising, enrollment, and registration processes. These services can also foster a sense of affiliation with the institution, which is particularly important to distant students. For nearly a decade, we have noted certain characteristics of our online students. Many of our online programs admit students who are transferring from virtual universities, such as the University of Phoenix. Among the reasons they cite for transferring is the need for personal attention and advisement from faculty members and academic support personnel. Some of these students have already attended as many as 12 to 15 colleges or universities. And they frequently change majors from one online degree program to another. We believe partnership, not competition, is critical to seamless and excellent student services.

Obviously, we think that genuine and respectful partnership is the only way to proceed. Partnerships between the Global Campus and the three campuses can help us achieve the goal of making high-quality and affordable education available to large numbers of students who cannot come to our three campuses.

### **Recommendations:**

1. Global Campus planners should rethink creating a fourth campus, so that new and expanded online programs complement, not compete with or duplicate the institution's current offerings.
2. The Global Campus should function as a center which supports and facilitates seamless growth in online programming, assisting the three campuses in extending programs and services beyond statewide and regional boundaries. Quality, credibility, and consistency should be its standards.
3. The Global Campus should be structured in ways that facilitates continuity in curriculum, academic personnel, pedagogy, and support systems as opposed to distinct phases which differ markedly in curriculum development, teaching, governance, administration, accreditation, and fiscal operations.

**• Have we identified the right goals for the Global Campus initiative: 1) high-quality programs; 2) flexible, convenient access; 3) affordability; 4) financial sustainability; and 5) educational innovation?**

We applaud these five goals, noting that they match the objectives of our online programs. Of course we want programs which are affordable and financially sustainable. We address our concerns about goals related to high-quality programs, access, and educational innovation.

We continue to be committed to high-quality programs, which, at UIS, are characterized by small class size, classes taught primarily by full-time faculty members with terminal degrees, and personalized interaction between faculty members and their students. Such traditions and values are aligned not only with our strategic plan, but also with successful models for online teaching and learning which so many of our faculty and staff members have embraced. As we discuss more fully below under Question 3, we are open to alternate models of online teaching which retain program faculty control over the curriculum and teaching, but also include the expanded use of instructors hired, supervised, and evaluated by the full-time faculty.

We agree increased access to higher education is a worthy goal, and is entirely consistent with our historical and contemporary strategic goals. We all know about massive for-profit online universities and their success at recruiting large numbers of students. Certainly the access to learning opportunities they have provided is admirable, but we are also aware of serious issues in retention, matriculation and quality of the curriculum and faculty. These institutions often tend to base their programs more on "customer" preferences for a fast-track design than on academic decision making that accounts for disciplinary standards and knowledge about how students learn. **Access is one goal among many and should always be subordinate to the goals of maintaining academic integrity, institutional accountability and responsibility.**

As for innovation, we at UIS have been changing and innovating since the day we started our online programs. Our collective experiences have taught us that to be innovative, online education cannot

standardized into singular models of curricular design, pedagogy, or technologies including course management software. Rather, we constantly focus on integrating the best instructional practices with the best technologies. This provides faculty members the freedom to structure learning experiences in ways that methodically and deliberately strengthen student engagement. We agree with the UIUC Global Campus Task Force:

We see the future of online learning as an increasingly collaborative and dynamic activity, in which students will be engaged not only in the acquisition and mastery of knowledge, but also in its production. Technology will not be primarily a delivery system, but a collaborative, highly social workspace. The Global Campus proposal simply does not convey a sense of the dynamic/evolving nature of online education. Even the best current approaches and technologies for online education will quickly become anachronistic, as the latest approaches to teaching and learning are transformed by new research, new technologies, and new practices.

--UIUC GCTF Report, Issue Five: The Need for Innovation.

<http://www.senate.uiuc.edu/xgc0701.asp>

We believe that innovation in online education will develop in high-quality niche, rather than mass markets which offer fairly standardized degrees. UI now has a number of outstanding nationally recognized online programs on the three campuses. The involvement of the regular faculty is the common denominator for all these programs, regardless of their current size or potential to grow. Overemphasis on numbers, plus a one-size-fits-all approach will not enhance quality or produce innovation. Faculty across the campuses will not support it because it is contrary to almost everything we are now doing in online classrooms.

### **Recommendations:**

1. Quality should be paramount in determining models of online education.
  2. Campuses must retain the excellent niche programs for which they are nationally recognized. The Global Campus should provide incentives for the campuses to encourage replication of high-quality models, and to study the feasibility of growth in ways which do not threaten quality or reputation.
  3. Academic decision making should not be subordinate to enrollment benchmarks that are presumably necessary to realize the fiscal goals of the Global Campus.
  4. Innovation in course design, pedagogy and course management systems must continue to be tested and researched in order to provide faculty and students with the best possible learning environments.
- **Can we assure high-quality teaching with non-tenure system faculty by establishing appropriate credential requirements for Global Campus instructors, certifying their online teaching capabilities, mentoring them and regularly assessing their teaching performance?**

We have serious reservations about the large scale use of non-tenure system faculty in the Global Campus. As the proposal now stands, we must answer this question in the negative. We believe that part-time instructors are not able, except in the limited circumstances described below, to offer students the richness of learning that full-time faculty offer. We understand that GC will involve University of Illinois system faculty and academic staff in the initial years. Less clear, however, are the roles full-time faculty will have as the GC matures, particularly after its anticipated accreditation. In our view, because of its over-reliance on large numbers of part-time instructors, the Global Campus model will not provide students the excellent education for which UIS and UI is known. **We believe that UI faculty from the three campuses must be centrally involved in the GC in all phases. We emphasize that it is critical to identify and negotiate the faculty roles and responsibilities now, not at some future date after the Global Campus is launched.**

We often hear that faculty are the heart of any academic institution. After all, they are teacher-scholars, and those are two core functions of any great educational institution. Only a few decades ago, university teaching was understood to be a unified and indivisible activity, which consisted of the full-time faculty teacher-scholar creating and teaching a course, and then modifying it based on current knowledge and the complex interaction of students, teacher and content. Also understood was that individual courses were part of a coherent curriculum, created by faculty teacher-scholars based on their collective understanding of the discipline. Now, largely because of models of education such as the one before us, we talk of the “development” and “delivery” of courses as separate functions. Likewise, the rich concept of teaching gives way to the more mechanistic notion of “delivery.” Students become “customers,” and education becomes a “product,” rather than a complex interactive process of intellectual and personal growth and change. Despite the trends towards the commodification of teaching and learning, we still believe that teaching is a primary role and responsibility of the faculty who must have complete control over the curriculum and academic standards. As the academic gatekeepers, we are held accountable to the institution, the students and the public. **One of the most disturbing aspects of the Global Campus proposal is the lack of central and meaningful faculty roles, rights, and responsibilities as teacher-scholars.**

We have no quarrel with the judicious use of part-time instructors to enhance and complement the expertise of the full-time faculty across the university. At UIS, we are able to employ a number of outstanding instructors, in part because of our access to state government and its attendant institutions, and a major medical center. All of us know excellent part-time instructors who we respect and value as colleagues. But we also recognize the limitations of the large scale use of part-time faculty. For example, we tend to use part-time faculty to teach electives rather than core courses, and for applied rather than theoretical courses in the major. These adjuncts have other duties and commitments, including their full-time employment which gives the very professional and practical expertise we seek when hiring them.

Full-time faculty are committed to improving their disciplines through scholarship and affiliation with professional organizations; they have lively relationships with their local to global peers, and are likely to contribute not only to the ongoing education of their students, but also to larger institutional, disciplinary, and societal needs. Full-time faculty can and do invite students into this world of professional knowledge and community of scholars. For part-time instructors who must pay for their own professional development, access to this world is limited not only for them but also their students.

At UIS, one of the strongest attractions for all of our students is that they are mainly taught by the full-time faculty. In fact, the same faculty member is likely to teach both on-campus and online sections of the same course. Our strategic plan emphasizes that we offer a high-quality private liberal arts education at the public university price. We have not used Teaching Assistants to any great extent. The thought of large scale use of part-time instructors to teach our students the majority of their coursework is unsettling, to say the least. Nonetheless, we want to emphasize that we are open to proposals which place the courses and the teaching squarely under the control of full-time faculty, but which could include the expanded use of part-time instructors hired, supervised, and evaluated by the full-time faculty. Because we do not rely on TAs to the extent that UIUC and UIC, we do not have a systematic approach in place for training and developing effective part-time instructors. We would need to develop such a system, but will require appropriate resources.

A number of other concerns arise from the proposed Global Campus model that decouples program and course development from instruction, assigning the former to full-time faculty and the latter to part-time instructors. It is clear to us that a quick survey of best practices supports the notion that the best teaching is an integrated activity that involves course creation, teaching, and continuous oversight as unified work.

#### ***Drop in Retention Rates.***

In institutions which have separated these activities, the evidence shows a marked detachment, not only by students whose retention rates begin to drop when taught by part-time instructors, but also by instructors who may have minimal commitment to the institution, the curriculum, students, and improving learning.

#### ***The Potential for Curricular Fragmentation.***

The curriculum is hopefully a logical and cohesive pathway that functions as a gateway to ongoing study (such as graduate school) or professional employment for students. We wonder about potential curricular fragmentation if full-time faculty who are steeped in the discipline have little or no control over it. We find no mention of access to online lower division general education courses which are required for students to enter, if not finish the degree completion programs.

#### ***The Need for Integrated Academic, Technical, and Instructional Supports.***

The importance of accessible and responsive technical and academic support for students cannot be overstated. To be successful, the Global Campus must develop critical instructional programs such as writing, tutoring, and test and study skill development programs in order to address the broad academic deficiencies that logically exist among students admitted under open entrance criteria.

#### **Recommendations:**

1. We encourage organizers to actively involve the greatest asset of the three University of Illinois campuses--the faculty--to play central and meaningful roles in the development and implementation of the Global Campus, both in the short and long-term
2. We encourage rethinking the consequences of separating curriculum development and instruction. We believe that excellence in teaching and learning occurs when these processes are deliberately and intimately connected.

3. We recommend an in-depth analysis and plan for exploring the difference kinds of academic, technical, and business support systems required to deliver successful and excellent online education, especially given the students populations identified by GC planners.

**• Can we successfully embrace a business discipline in operating the Global Campus while working productively with the traditional academic culture in an environment of mutual respect and support?**

### ***The Limited Liability Corporation Structure***

The consideration of a Limited Liability Corporation (LLC) is one of the most divisive ideas of the Global Campus initiative. For faculty and staff alike, it raises serious concerns about fundamental academic values, shared governance, accountability, and evaluation, including a shared definition of success. While the Illinois LLC Formation Code § 805.180 was written by attorneys for attorneys, it is apparent even to the non-expert that there are disadvantages in using an LLC format within a public university structure.

As noted in the Global Campus Report, other institutions have tried similar models of profit-driven educational entities and failed. As recently as May of 2005, for-profit schools have been cited as focusing on delivering but not assessing learning. Allegations of poor quality and mismanagement of funding have been reported, as well as substantial financial losses.

Our main concern with a for-profit LLC is the built in conflict of interest between an entity which seeks profit and an educational organization whose first concern should be excellence in education. If the costs of utilizing best practices to guarantee quality are high, what will be the priority of the Board of Managers, quality educational practices or profit?

We are not necessarily opposed to models which are more efficient than state practices which often confuse cumbersome red tape and bureaucracy with accountability. More sound business methods could provide both flexibility and accountability. However, a non-profit business model may be better suited than an LLC for a new endeavor in higher education that is driven by its land-grant mission. Perhaps one of the most successful not-for-profit organizations is that of the University of Massachusetts online (UMASSonline). Their program has widespread faculty support and student approval ratings, and also made \$23 million dollars profit in AY 2005-2006. They promote themselves as having “the same high-quality programs,” taught by “the same world-class faculty” of their various campuses. Their course format generally follows “the campuses' standard academic calendars and begin in early fall, spring, and summer.” <http://www.umassonline.net/home.html>

### ***The Business Plan Must Not Dictate Academic Decisions***

None of us have seen an academic plan, but President White has promised that it will be forthcoming and meet high standards of excellence. For the GC to consider partnering with a campus program, it will require the program to conduct a detailed market analysis and then develop a business plan to demonstrate financial viability. White indicates the academic plan will evolve in two stages, the first involving programs developed in collaboration with the three campuses and the second involving programs developed by the Global Campus itself. The proposed Global Campus model and the assumptions it embodies, however, will necessarily drive most of the academic decisions of the departments desiring to partner with the Global Campus in Phase I and all of the academic decisions of

programs that will be developed and delivered by the Global Campus in Phase II. **Unless something radically changes, the business plan will predetermine academic decisions which should be made by faculty.**

An additional concern is the unequal power in negotiating under the threat of competition by the Global Campus. The Report indicates that in Phase I, the GC Dean will negotiate costs with academic programs, the appropriate campus Dean, and the Provost who has final approval. The Global Campus will be responsible for all program costs and will compensate the program for its contributions in curriculum development, general program oversight, student admissions, and, if applicable, clinical supervision. Under this model, academic programs and their faculty will be working for the Global Campus, fulfilling contractual obligations to it. **Given GC budget control and the threat of starting a competing online degree program if the campus-based academic department does not reach agreement, we wonder whether the negotiations between the Global Campus and campus-based units like those at UIS will be those of equals, at arms length.**

The business plan and budget may end up driving the academic plan, rather than the other way around, in a number of other areas.

### ***Centralized Curriculum Management Practices***

The Report proposes the use of centralized curriculum management practices. The GC will provide model templates and guidelines for required course content. It will work closely with faculty in design of course content. The content design elements guided by faculty are proposed to include: 1) specifying the program requirements (the curriculum) and developing the course syllabi; 2) specifying the expected learning outcomes for each course; 3) developing methods of assessment; 4) defining program and course enrollment requirements and pre-requisites; 6) providing teaching and assessment guidelines for the course(s). Once the program design is completed, GC course designers will develop (in collaboration with the partnering academic unit) the actual course materials that will be delivered by instructors via the Internet. The program and design work will be completed as work-for-hire products, with the Global Campus owning the intellectual property, and the involved faculty able to retain access to the course materials for use in classes they teach. The GC will select the content management system used in the delivery of courses. Issues of content, form, and pedagogy are academic issues that are highly interdependent. **These curriculum management practices have tremendous academic repercussions. The division of labor inherent in using centralized curriculum management practices will, in all likelihood, lower costs at the expense of quality course development and teaching.**

### ***Hiring, Supervising and Evaluating the Instructors***

The Global Campus Report represents that profitability depends upon the use of part-time practitioner faculty to rapidly scale (up and down) academic programs. It indicates that the GC instructors will be employed at will, and paid to teach part-time one or more courses. Although partnering academic units will specify the educational and professional credentials for instructors, GC employees will select and hire the instructors. In Phase II, the Global Campus will hire and select core “faculty” using whatever criteria it develops. These faculty will have multi-year contracts and no tenure. Some of them may hold joint appointments between their home unit and the GC. Stipends for teaching are tied to student enrollment numbers. Prior drafts of the Report indicated that campus faculty were to be paid modest stipends for assisting in course development (but less than the \$6,000 paid via the UIS Sloan grant). Instructors were to be paid more modestly---about \$3,000 for a fully enrolled class.

The terms and conditions of employment largely dictate the quality and reputation of the instructors who the Global Campus will be able to attract to teach its courses. The quality of the faculty will determine the quality of the students' education, which in turn, will heavily influence the institution's reputation. **We believe the proposed terms and conditions of employment, most especially for instructors, are not likely to enhance the quality of education or the reputation of the GC or the UI campuses.**

Typically the most credentialed faculty at a university teach a department's upper division and graduate courses. When part time and contingent instructors are employed, they are mainly employed to teach lower division, non-specialized, and non-core courses within a department. The GC model would have adjuncts and contingent faculty delivering most of a student's coursework, including upper division and graduate courses. With the GC as the hiring entity, departments will have no direct control over these instructors who will be teaching their curriculum. **This is inconsistent with achieving quality.**

### *Format of Courses*

According to the Report, courses will be offered in accelerated formats of 5-8 weeks, a schedule convenient for working adult learners. Courses will be offered more frequently than regular semesters, and during the summers and over holiday periods. **We believe that the content, length, and frequency of the delivery of courses should be determined the same way it does on-campus: from the preparation of a detailed curriculum and scheduling plan by Department faculty who make their decisions in large part based on their knowledge of the discipline and an assessment of the nature and complexity of the content and the abilities and needs of the students.**

### *Admissions*

The Report indicates admissions criteria are to include educational experience (e.g. degree or credit earned), performance (e.g. minimum GPA), and program pre-requisites. All students who meet admission criteria will be admitted. The Report anticipates that partnering academic units will provide advice on and general supervision of student admissions and enrollment criteria. Academic units determine admission criteria for their students and make admissions decisions. **These are academic policies that must be set by academic departments and campus governing bodies such as curricula committees of the Colleges and Senates.**

Finally, a number of important academic concerns are not addressed or even envisioned in the GC Report. For example, we find not a word about what the lack of tenure and its attendant, academic freedom, will mean for teaching and learning on a university campus. We find no discussion or allowance for the offering of courses outside the online majors--electives. We see no provisions for offering general education courses for undergraduate students, which we know they will surely need as either entrance or exit requirements. There is no recognition of the fact that high-quality courses are updated every time a faculty teaches a course. These concerns and others that are not in the Report could have a significant impact on the business plan, because if taken into account, they could represent increased costs and decreased profits.

## **Recommendations:**

1. We strongly urge the consideration of an alternative structure for the Global Campus that does not include the conflicts in mission that an LLC presents; excellence in education should not have to compete with profitability.
2. If the Board of Trustees believes that the a hybrid of the public land grant institution and the private LLC is in the best interest of the University, then we urge that the governing body of the LLC include a balance of members who have strong records of supporting the land-grant mission of the institution; understanding issues of academic design, creation, and delivery of quality, adult-centered online instruction; and protecting academic quality and integrity over profit.
3. The Global Campus and local campuses should reach binding contractual agreements as early in the development process as possible, so that complete academic plans and budgets are agreed to before proposals are submitted for approval through program review processes. These contracts should specify that the Global Campus cannot offer degrees, certificates, and courses independently or in competition with the partnering unit without the partnering unit's prior agreement.
4. Hiring decisions about instructors should be made by partnering academic departments consistent with their models for quality and expansion, not the Global Campus. Units should not be limited to hiring "practitioner" faculty, but also include instructors who have the same credentials departments require teaching in on-campus programs, including graduate faculty credentials for graduate programs. Continuing faculty should supervise the adjunct and contingent instructors.
5. Academic program faculty must maintain responsibility for the quality of the curriculum, courses and their teaching. A single model, such as that discussed in the Report, should not be imposed on the partnering units across the board. Departments should decide how to scale up through the use of a Master teacher model, the use of full-time contract instructors, or some other cost effective model. They should decide admissions standards, course content, and length and format, using academic criteria appropriate to the discipline.
6. Unless all of the concerns about academic quality are sufficiently addressed, degrees and certificates offered by the Global Campus should be clearly distinguishable from regular UI degrees and certificates.

Respectfully Submitted,  
**UIS Senate Global Campus Task Force**

Vickie Cook  
Nancy Ford  
Rassule Hadidi  
Pat Langley  
Holly McCracken  
Ray Schroeder

## Appendix 1

UIS offered its first online course in Fall 1997 and its first degree, the M.S. in Management Information Systems, started in the spring of 1999. We currently offer twenty academic degrees, minors, and certificates and we have plans to offer two to three additional degrees online within the next few years.

Many of our programs were developed with financial support of the Alfred P. Sloan Foundation, which was interested in funding real faculty (full-time tenure track) at real brick and mortar institutions to deliver already existing degrees online. The Sloan Foundation wanted to fund high-quality liberal arts online undergraduate completion degrees—rare among online offerings around the country at the time. With their support, we added Computer Science, English, History, Mathematics, and Philosophy. In a second round of Sloan funding, we moved into professional degrees and certificates, adding Business Administration, Economics, Environmental Studies, Human Services Administration, Legal Studies, Management Information Systems (minor), the Masters in Computer Science, and Public Administration.

We have also received substantial grant support from a number of other sources including FIPSE, SBC, Elluminate, Illinois Century Network, the Illinois Department of Public Health, and the IBHE. UI central administration also funded the development of some degrees and provided matching funds for the Alfred P. Sloan foundation grants.

### Start Up Program

1999	M.S., Management Information Systems, College of Business and Management (CBM)
1999	B.A., Liberal Studies, College of Liberal Arts and Sciences (CLAS)
2001	Certificate, Career Specialist, College of Education and Human Services (CEHS)
2002	M.A., Teacher Leadership, CEHS
	B.A., English, CLAS
2003	B.S., Computer Science, CLAS
	B.A., History, CLAS
2004	B.A., Mathematics, CLAS
	Minor, Mathematics, CLAS
	B.A., Philosophy, CLAS
	Minor, Philosophy, CLAS
2005	M.S., Computer Science, CLAS
	M.S., Environmental Science, College of Public Affairs and Administration (CPAA)
	M.A., Human Services Administration, CEHS
	Minor, Management Information Systems, CBM
	M.A., Public Administration, CPAA
	Post Secondary Certificate, Mathematics, Teacher Education Program, CHHS
2006	M.A., Legal Studies, CPAA
	B.B.A., Business Administration, CBM
	B.A., Economics, CBM
2007	Post Master's Certificate Concentration, Chief School Business Officer, CEHS

Motion passed by voice vote (with one audible dissenting voice) by the UIUC Senate at its 12/4/06 meeting.

Motion from the Senate Executive Committee (Action Agenda) upon the recommendation of the Global Campus Task Force:

That this Senate endorses the Global Campus Task Force Report, and expressly withholds its endorsement of the Global Campus Initiative proposal as set forth in the May 2006 “Final Report” on the Global Campus Initiative from the OVPAA, urging its reconsideration, with a view to attaining greater consensus than now exists with respect to its model, structure, guiding principles and relation to the existing campuses prior to the submission of any such proposal to the Board of Trustees for approval; and

That notification of this action, together with the full Task Force Report, be transmitted to the other two senates of the University, the University Senates Conference, and the president, for submission along with the OVPAA proposal (as the “advice” of the Urbana-Champaign Senate with respect to that proposal) if or when the president submits that proposal to the Board for action, in accordance with the relevant provisions of the Statutes (with respect to the formation of new “Campuses” and other new “University-level units”).

To: UIUC Senate  
From: Vernon Burton, SEC Chair  
Nicholas Burbules, SEC Vice-Chair  
Date: November 16, 2006  
Re: Global Campus Task Force Report

In May 2006 the Office of the Vice President for Academic Affairs (VPAA) produced a document setting forth a proposal to establish a "Global Campus" of the University of Illinois that would be a new initiative separate from the three existing campuses and devoted to the development of online educational programs at both the undergraduate and graduate levels. This proposal was the result of a year-long effort led by then-VPAA Chester Gardner to develop a plan that would realize the vision articulated by President White of making the University of Illinois a leader in online educational programs, as well as in other forms of the educational part of our University's land-grant mission. The "Final Report" was released to the campuses later in the summer of 2006 for their information, consideration and comment. It was President White's original intention to have the proposal presented to the Board of Trustees for action at its November meeting. At the request of the campuses, submission of the proposal to the Board was rescheduled for its January 2007 meeting, to give the campuses more time to develop their responses to the proposal prior to Board action.

Senate Executive Committee (SEC) decided to establish a Global Campus Task Force to develop a report on the Global Campus Initiative that might serve as the basis of a response of our Senate to that proposal. (As was observed in the Resolution passed by our Senate in September, the Statutes make provision for "the advice of the senates" with respect to any proposal to form a "unit organized at the University level" to be submitted by the president to the Board of Trustees when the president submits any such proposal to the Board for action.) That Task Force has been meeting weekly and corresponding frequently during the past two months. In the course of its deliberations the Task Force interviewed a number of deans and solicited email input from faculty, staff, and students. The Task Force also met with President White and Dr. Gardner (now Special Assistant to the President) to discuss the matter and a draft of its report.

The Task Force has now submitted its report to SEC. SEC has received the report with appreciation, and has decided to place it on the December 4 Senate agenda as a proposal for action, with the recommendation that it be endorsed. The SEC further recommends that, if endorsed by the Senate, the report be transmitted with notification of its endorsement to the other two senates, the University Senates Conference, and the president, for submission along with the proposal if or when the president submits the proposal to the Board for action.

## LETTER OF TRANSMITTAL

To: Vernon Burton, SEC Chair  
From: Global Campus Task Force  
Date: November 16, 2006  
Re: Task Force Report

Enclosed is the report of the SEC-established Global Campus Task Force.

As you know, the Task Force has been meeting regularly over the past three months gathering information (including input from select deans, faculty and students) in order to fulfill its charge of reviewing the Global Campus Report and providing recommendations for consideration by SEC and the Senate. During an invited session on the Global Campus at the November 13<sup>th</sup> SEC meeting, a draft of the report dated November 7<sup>th</sup> was presented with the understanding that the Task Force was scheduled to meet with President White and Dr. Chet Gardner on November 15<sup>th</sup> to discuss the initiative and draft report. To that end, the Task Force requested flexibility in terms of finalizing the report and SEC indicated that the report would appear on the December 4<sup>th</sup> Senate meeting agenda unless the Task Force advised otherwise.

At our November 15<sup>th</sup> meeting with them, President White and Dr. Gardner indicated a willingness to consider revisions to the Global Campus proposal that would address the concerns expressed in the report, as well as concerns raised by others, and raised the possibility of further discussion of the matters at issue. It may be that those discussions will yield a more consensual outcome to take to the Board of Trustees.

Hence, the Task Force wishes to be clear that its report and recommendations pertain to the model of the Global Campus as it is currently being proposed. The Task Force is fully prepared to consider a modified proposal if and when it is completed; indeed, we strongly hope that a consensus proposal can be achieved. As emphasized in the report, we share the broader goals expressed in the Global Campus proposal, and we welcome any opportunity for further discussions about how best to attain them.

Until then, we can only evaluate the proposal as it currently stands. Since the proposal under consideration has not changed, the Task Force has not found it necessary to make any substantive changes in the draft report of November 7<sup>th</sup>.

We appreciate the opportunity to work on this important project. Let us know if we can be of further assistance. We hope the enclosed document is helpful to you, the campus, and the institution.

Enclosure

C: Chancellor Herman  
Provost Katehi  
Academic Council of Deans  
Global Campus Task Force Members  
University Senates Conference

**Global Campus Task Force Report, UIUC (XGC.07.01)**  
**November 15, 2006**

**Preface**

We as a Task Force were appointed by the Executive Committee of the Faculty-Student Senate of the University of Illinois at Urbana-Champaign, with the charge of considering the Global Campus Initiative as described in the “Final Report” on this matter produced by the Office of the Vice President for Academic Affairs in May 2006, and preparing a report with recommendations to be submitted to our senate for possible action.

We begin by crediting President Joseph White and Special Assistant Chester Gardner with stimulating a crucially important debate about our obligation as a land grant institution to provide wider and more affordable access to higher education learning opportunities, and the role that online courses and programs can play in that context.

We also want to emphasize that we share with them and embrace the vision of an expanded online presence for the University of Illinois that exemplifies our fundamental values of academic quality and innovation. This Task Force includes several faculty members who have been active in online education – in some cases for close to a decade. Our report reflects their knowledge, experience and convictions.

President White and Special Assistant Gardner have demonstrated a willingness to engage – with us and with others – in open discussion about this proposal, and to listen and reply to criticisms. They further have expressed in many forums a preference for a “partnership” approach to the Global Campus proposal. We believe that they are quite right to do so, and to acknowledge (as they readily and frequently have) that, without strong faculty support and involvement, this initiative will fail. Without the active involvement of our faculty, with their expertise and experience, the Global Campus cannot have the kind of academic quality with which this University would want its name to be associated. And without the willing and dedicated involvement of campus colleges and departments, the proposed Global Campus will have no courses and degree programs to offer unless and until it achieves accreditation in its own right – which cannot happen for some time, and will not happen without the accumulation of the sort of record that faculty involvement alone can give it.

We believe that such a genuine “partnership” approach is the only way that the Global Campus can be made to work – and work well, in a manner worthy of this University. It is in that spirit that we have prepared this report.

The key question for us is whether the Global Campus proposal in its current form adequately reflects that “partnership” approach, and makes sufficient provision for it to be followed. In our judgment it does not (yet) do so. We also have a variety of other concerns, which we believe are or will be widely shared on this campus, and perhaps on the other two campuses as well. We therefore state clearly at the outset: We cannot recommend Senate endorsement of the proposal as it stands. Indeed, in its current form,

we recommend that the Senate expressly withhold its endorsement, and urge its reconsideration, with a view to attaining greater consensus than now exists with respect to its model, structure, guiding principles and relation to the existing campuses prior to the submission of any such proposal to the Board of Trustees for approval. We are unwilling to endorse a proposal that, in our view, as it stands, is problematic in its academic and business plans, has the potential for unintended consequences that could be serious, and leaves much to be desired as a way of translating the aspiration to leadership in online education into reality.

However, we also accompany the expression of our concerns with recommended revisions to the proposal – revisions which, in our view, retain the essential vision and purposes of the Global Campus. We are not wedded to these specific ways of addressing these concerns, and are open to others. It will not suffice, however, simply to assure us that, once commitment to the implementation of the Global Campus initiative has been made, our concerns will be addressed. We are not content with the idea of endorsing the Global Campus proposal in its present form and trusting that our concerns will be sufficiently heeded in the course of its implementation. We note that modifications to address these concerns are possible, and that the results can be a modified proposal that we and the campuses can endorse. We believe that a Global Campus implementing our suggested changes will be more successful in making this University a respected leader in the development of online education.

We understand that time is short if the Global Campus issue is to be considered and acted upon by the Board of Trustees in January 2007. But we frankly believe that it would be a mistake to take the matter to the Board before there is more of a consensus on the kind of Global Campus we are to have than there is at present. We believe that the University should be guided by two principles in this matter, as in any new venture: “It is better to do it right than do it quickly” and “Begin as you are prepared to continue.” If “partnership” is to characterize the Global Campus initiative, there is no more important time to practice it than now, at this formative stage. And there is no more important way for the University administration to demonstrate its commitment to that principle than through responsiveness to the sorts of concerns expressed here, and perhaps to be expressed in the near future by the deans and other parties who will be essential to the success of any such endeavor.

We believe that revisions of the sort we suggest will *better serve* the vision and purposes of the proposal, both in terms of improving the likelihood that the desired levels of quality and innovation will be achieved by the Global Campus, and in terms of securing wider and more genuine support from the faculty and academic units whose contributions will be indispensable to its success. At the present time that level of support does not exist. Therefore, we believe that it is premature to present a proposal to the Board for the establishment and launching of a Global Campus before an academic plan has been developed – with the active involvement of the offices of the chancellors and provosts, and of the colleges and departments whose degree programs would be involved – that has clear expressions of sufficient faculty and academic administrative support and willingness to participate to ensure its viability.

## **Issue One: The separation of design and delivery**

It is an essential design principle of quality teaching of any sort, whether online or in the classroom, that subject matter and pedagogy are inseparable. Questions of form cannot be isolated from questions of content. Experience in teaching must continually feed back into redesign and reformulation of class content and objectives. In the present context, online technologies should not be thought of simply as a “delivery system” for content derived from somewhere else. And yet this seems to be the dominant model of course development expressed in the Global Campus proposal: regular faculty develop high-quality content, and lower-cost adjunct instructors do most of the delivery (at a rate apparently envisioned to be in the range of \$3K-\$4K per section). While other, more collaborative models are not ruled out, the basic organizational framework and business strategy of the proposal seem to assume this division of labor: and, indeed, if lowering production costs to achieve “up-scalability” is the primary value, some such division seems inescapable.

Unfortunately, this is not the recipe for quality. It does not reflect best practice in some of the leading online programs on this campus. And it makes no provision for ongoing, continuous improvement in teaching, which requires the close collaboration of course content providers, designers, and instructors. Moreover, knowledge changes, technologies change, approaches to online teaching are continually changing – and these issues of content, form and pedagogy are highly interdependent. Quality education – particularly at the envisioned levels of undergraduate degree completion and graduate degree programs – is not a routine matter in which course “content,” once developed, can simply be replicated for courses year after year (to be “delivered” by remote-controlled adjuncts hired on an enrollment-driven basis to do so). Ongoing development, updating, and redesign will require the continuous involvement of faculty experts in the subject areas.

Additionally, there is also a need for faculty expertise in researching and evaluating online programs – not as a separate step or add-on, but as an integral part of the process of course and program development.

Furthermore, the best online programs on this campus are conceived as a total educational experience, rather than a series of courses to be completed in order to attain a credential. Many of these programs operate with a cohort model that greatly enhances the quality of the educational experience and significantly improves retention and completion rates. This requires careful planning, coordination, advising, and student support that must involve faculty and departments. It is not just a matter of collecting and delivering a sequence of courses.

A corollary of this argument is that departments and units also need to be centrally involved with technical support (which is often continuous with academic advising and content-related issues). The best campus programs offer such customized technical support, at least in part. In-house IT support is also quite important for ensuring quality

and reliability of service. These functions cannot be entirely outsourced to a generic customer service unit.

While the proposal makes clear that involvement with campus faculty is essential during the start-up phase of the Global Campus (when all degrees will be issued by the originating units), it is vague and noncommittal about ongoing involvement after the Global Campus receives independent accreditation (if and when it does so). As we read it, ongoing academic involvement with the campus faculty as providers of course content would become discretionary once the new campus becomes accredited. In places it appears that the Global Campus could take over or “franchise” campus programs and begin teaching them on its own. Reference in the Global Campus proposal to “work for hire” and recent changes in campus intellectual property rules reinforce faculty concerns that course material they help develop could be taken over and taught without their consent or involvement.

Our concern with respect to the kind and extent of ongoing faculty involvement and control over academic matters that is to be anticipated under the present Global Campus model was heightened when we were informed that regular U of I faculty interested in actually teaching sections of Global Campus courses themselves would be paid at (or only slightly above) the same rate as would adjunct academic personnel. This almost surely would be attractive to very few of our faculty; and if it is indicative of the level of compensation envisioned for faculty in oversight roles in Global Campus courses, such compensation would be unlikely to attract the kind of sustained and significant faculty involvement in course development, instructor selection and supervision, and ongoing course revision and improvement that a quality program would require. While some individual faculty or departments might be willing to franchise their content for a fee, we believe that most existing online programs on this campus would never participate under such terms.

In summary, the issues of ongoing faculty involvement are not separate from issues of quality, just as issues of teaching form and content are not separable. Courses need to be delivered in real collaboration with those who develop them, because development and delivery represent an iterative loop, so that the experience of teaching the course informs its continuing redesign. Our emphasis on faculty involvement is not due to faculty self-interest or preserving traditional prerogatives for their own sake. Rather, it reflects our conviction that these partnerships are essential for the very success of the endeavor.

*Recommendations:*

- 1. The proposal needs to make clearer provisions for ongoing significant university faculty involvement in, and control over, initial and continuing course development, not as a discretionary option but as a basic feature of Global Campus courses.*
- 2. Departments and academic units must retain control of degree programs and courses they offer through the Global Campus not only during the start-up phase, but also in the longer term.*

*3. The Academic Council conceived in the proposal needs to be reconceived as something more than an advisory panel, with representation from the regular faculty of the three campuses having the confidence of their campus and participating college administrations and faculties. Like an Academic Senate or Graduate College, it must have the authority to review, approve, or reject academic courses or programs to insure the highest academic standards.*

*4. The Global Campus as proposed is intended to offer a variety of undergraduate "degree completion" and graduate degree programs, at least initially in partnership with such programs offered by colleges on our three existing campuses. Since it is proposed to utilize existing degree programs and courses that may be taken in satisfaction of them, it will be essential that more than a few colleges and departments on our three existing campuses agree to offer their courses and degree programs under the Global Campus's auspices, format (8-week on-line courses) and model (with most instruction being "delivered" by part-time adjunct academic personnel). It has been asserted that there is interest in a number of colleges on our campuses in involvement in the Global Campus. Since the viability of such an enterprise will depend upon this, we consider it essential for a representative sampling of such prospective participating programs to be identified and described.*

### **Issue Two: The need for a partnership model**

One of the serious shortcomings of the current Global Campus proposal, in our view, is its character as a separate fourth "campus" or entity distinct from the three existing campuses. This might or might not be a justified model if the proposal were calling for an actual new branch campus of the University: but as an *online* enterprise, we believe that it reflects a questionable understanding of the future of online education. The online future is likely to feature a flexible range of learning opportunities (for all students), ranging from entirely online to entirely in-class, with a range of intermediary options. Students of the future will expect and even demand this. Isolating online opportunities in a separate institutional entity is exactly the wrong model for this future. We suggest that the Global Campus (even if it does eventually develop and offer some degree programs on its own) instead should be conceived and designed in a seamless relation with the three existing campuses, for several reasons.

First, the University of Illinois "brand" (in the current manner of speaking) is generated by the quality and reputation of the other three campuses; and however successful the Global Campus may be as a teaching enterprise, there will always be an interdependence of status – both perceived and real – that gives all three existing campuses a stake in how the Global Campus represents this University. For many people around the state, around the country, and around the world, the Global Campus may well become a prominent part of the public face of the University of Illinois – for better or for worse. We must attempt to ensure that it is for the better.

Second, the reputation and impact of the online programs currently run by this campus are directly dependent upon (and in turn reflect upon) the reputation and impact of the departments and faculty who create and support them. A number of departments across our three campuses have been national leaders in the development of creative and high-quality online programs. These departments have gained visibility and influence by creating high-quality online programs, and vice versa; and there must never be an incentive for decoupling these programs from these departments.

Third, "fourth campus" language fails to capture the significance, or potentially transformative impact, of the Global Campus proposal. A university-wide online teaching endeavor will not be like a campus, where separate articulation decisions can be made between it and the other three. If the Global Campus is successful, its content will migrate throughout the three existing campuses. (Indeed, it would be unfortunate if this were not to happen.) Therefore, the proposal needs to recognize that the Global Campus will (or at any rate should) become and remain integrally involved with the programs, degrees, and standards of the existing campuses. It would not be an actual fourth "campus," but rather something integrated with, across and among the campuses. And it should not be envisioned as (or allowed to become) a free-standing operation with which only a few colleges and departments of one or two of our three campuses have any interest in "partnering."

Fourth, and building further on this point: the University's strategy for technology-based teaching and learning must anticipate not only the influence of on-campus teaching upon online teaching, but also the ways in which the latter may be capable of positively influencing the former. Most faculty members who teach online report many influences and benefits that change their on-campus teaching as well. Organizing our primary and most visible online effort as a separate entity will deprive the existing campuses of a major source of influence bringing new technologies and new pedagogies into contact with campus teaching more generally. This is essential, we believe, if the entire university is to be transformed over the coming decades – as it needs to be. Some departments have expertise in this area, while others may need supplemental technical support and guidance – but every involved department needs to become more knowledgeable about these new possibilities, so that they can adapt them and learn from them, as well as teach with them. The other campuses would not be well served by concentrating and thereby compartmentalizing online efforts in a "fourth campus."

Fifth, current online programs provide a major source of support for graduate students, both as course designers and as teaching assistants; it has increasingly become an indispensable part of *their* professional development to acquire these skills. Why should departments outsource these activities entirely to Global Campus staff, depriving their own students of a source of pedagogical and professional development (and support)?

For all of these reasons, and others, we believe that the Global Campus must be conceived and structured in close partnership with the existing campuses, not as a separate entity. The issue of content migration, we believe, is especially salient: the Global Campus curriculum should develop in such a way that it can and will eventually

infuse the offerings of all the campuses; but that is very unlikely to happen if the present model prevails and the Global Campus goes its separate way once it receives accreditation.

*Recommendations:*

- 1. The Global Campus proposal must provide specific procedures for consultation and coordination with faculty, student and academic administrative leaders of the existing campuses.*
- 2. Features of the current proposal which emphasize the structural separateness and independent decision-making of the Global Campus – both at the outset and subsequent to accreditation – need to be rethought and brought into closer accord with the connections that will need to exist and be maintained with the three existing campuses if the relations between them are to be as healthy and mutually beneficial as they should be.*
- 3. While we are not necessarily opposed to the organization of the Global Campus as a Limited Liability Company (LLC), we feel that the case for doing so needs to be made more clearly, and believe that our institutional interests would be better served by organizing it as a “not-for-profit” LLC rather than as a “for-profit” LLC. (See Issue Six below.)*

**Issue Three: Initial and subsequent stage planning**

The Global Campus proposal draws a bright line between its policies during its start-up phase and when it eventually seeks (and obtains) accreditation as an independent degree-granting entity. This bifurcation elicits a good deal of faculty suspicion about where this project is heading.

Will Global Campus partnership with campus units cease once their degrees are no longer needed? Will programs and courses initially developed in collaboration be claimed as “work for hire” and taken over by the Global Campus under its own degree status? Will the Global Campus eventually compete in – and even try to dominate – student markets where campus online and on-site programs have a significant stake?

These are not questions about the intentions behind the Global Campus proposal; they are questions about what the design of the present model will permit (and even encourage) five or ten years from now, when those involved in it now may no longer have roles in it. What guarantees are (or can be put) in place to assure that these scenarios do not occur? What incentives do campus units have in helping to build an institutional entity that could eventually be competing with them? These are real concerns. Why structure the Global Campus in such a way as to make possible and invite problems of this sort in the not too distant future?

We share and embrace the goal of attaining a position of national leadership in quality online education. We are in complete agreement with the desirability of expanding,

upgrading, and enhancing our online programs and instructional efforts; of seeking ways to “scale up” the availability of our best and most innovative programs in order to increase access to them; and of encouraging and helping programs that are not yet involved with online education to move in that direction. As we have argued, this requires a close partnership between the Global Campus and the other campuses, and structures which better reflect the need for and importance of such partnership, and would be more conducive to its development.

Even where the Global Campus might eventually want to develop its own programs and offer its own degrees in areas where campus units are unwilling or unable to do so, this decision needs to be made in a collaborative context. One reason for this is that a unit that is not willing or able to be involved at one time might want to become involved at some later time. Another reason is that separate and distinct GC degree programs could still have impacts on enrollments in corresponding programs on the existing campuses, even if they are aimed at different audiences. Care must be taken to ensure that the Global Campus and the three existing campuses do not wind up working at cross-purposes with one another.

*Recommendation:*

*Broad issues of articulation and coordination with the other campuses need to be clarified and addressed now, not deferred to a later time – e.g., after problems have already arisen, or when the Global Campus is seeking accreditation. Some details may be unforeseeable; but it is already possible to anticipate areas of unnecessary conflict and harmful competition.*

#### **Issue Four: “Massification” versus “niche” markets**

The Global Campus proposal is already making assumptions about student numbers and admissions processes, based on marketing models rather than on academic criteria. While “scalability” is a value in expanding access, lowering costs, and enhancing income, it is not a value that should be allowed to trump all others.

Considerable expertise exists on this campus about developing high-quality, innovative, and scalable programs (including judicious use of supplemental instructional personnel). But the degree of scale that is compatible with other educational goals is an issue that will vary from program to program; some may lend themselves more readily than others to large-scale instruction delivered primarily under regular-faculty supervision rather than by regular faculty themselves. To commit to the principle that all applicants meeting minimum established standards will be admitted, and with the assurance that sufficient numbers of sections of GC courses will be created to serve the demand for them by all admitted students who satisfy stated prerequisites, puts the academic cart before the horse.

First, we remain highly skeptical that the kinds of very large student numbers envisioned by the Global Campus proposal will be compatible with the values of quality and

innovation also espoused in it. We have real concerns about the reconcilability of a program model that admits everyone who meets a (presumably fairly low) minimum standard with the profile of a university with high standards of admission and correspondingly high expectations for student performance and degree completion. But even if it is the case that there are large numbers of prospective students who are nearly comparable to those we now admit to our onsite programs and who are capable of comparable levels of performance, we have serious doubts about the possibility of delivering high-quality instruction at the advanced undergraduate and graduate levels in most disciplines in a model that relies upon part-time adjunct personnel to do most or all of the actual teaching. We also question whether there are many departments or colleges on our three existing campuses that would be prepared to allow their degrees to be earned in this way.

Second, decisions about the appropriate degree of scalability, and how many students can be served within a credible framework, need to be made in consultation with the faculty and designers who know the curriculum and instructional philosophy of their courses and programs best. The notion that additional sections can simply be added on, to whatever extent demand for the programs and courses requires, reinforces the very “delivery system” model that we argued earlier threatens quality because it does not reflect best practice in online teaching.

Third, there is considerable evidence that the future of online markets is not in mass programs, designed to serve large numbers, but in tailored programs designed to serve “niche” markets with high-quality customized courses and programs. This is especially (but not only) true for graduate and professional programs. Identifying and developing such programs will indeed require some market analyses, as the Global Campus proposal acknowledges; but it will also require collaboration with faculty attuned to the trends and future needs emerging in various fields and disciplines.

In short, it is possible that many of our existing models of online education are replicable, and that at least some of them would lend themselves to “up-scaling” through the use of appropriately educated, trained and supervised personnel; and we would welcome a Global Campus model that provided a framework for doing so in such cases. But we are extremely wary of the sort of “one size fits all” mentality that seems to prevail in the current proposal: something may work in some types of courses and undergraduate programs but not work in others; and what works for undergraduate programs may well not work for graduate programs. Again we stress that, if we are to go down this road at all, it is essential that decisions in these matters be made collaboratively, and not settled or forced by policies laid down in advance. (See Issue Eight below.)

*Recommendations:*

*1. Assumptions based on a business model that would constrain or preempt academic decisions, in ways that would compromise program quality, should not be locked in.*

*2. The Global Campus proposal needs to be flexible enough not to require mass numbers to achieve break-even or profitable income. Accommodations need to be made for collaboratively developing customized “niche” programs as well as large-enrollment programs.*

### **Issue Five: The need for innovation**

Innovation is just as important as quality; and the Global Campus needs to be about innovation in online teaching and learning, not only reduced costs and increased access (indeed, innovation will be essential to achieving both of the latter). The proposal assumes a “Blackboard” style of course design and delivery that is already becoming anachronistic for many online programs. We believe this to be a mistake, and a serious weakness of the proposal.

The key to the future of online teaching and learning is to break down the assumption that the task at hand is simply taking existing course content and syllabi and refashioning them for a new delivery system. The future requires a vision of varied and flexible teaching and learning opportunities in which all sorts of traditional roles and activities that we think of today as natural or inevitable will be transformed or even made superfluous.

If this University is to be a leader in the development of online education, it needs to position itself at the cutting edge, rather than commit itself to the mass delivery of commonplace-model online courses, with the promise of an “Illinois” degree. We see the future of online learning as an increasingly collaborative and dynamic activity, in which students will be engaged not only in the acquisition and mastery of knowledge, but also in its production. Technology will not be primarily a delivery system, but a collaborative, highly social workspace. The Global Campus proposal simply does not convey a sense of the dynamic/evolving nature of online education. Even the best current approaches and technologies for online education will quickly become anachronistic, as the latest approaches to teaching and learning are transformed by new research, new technologies, and new practices.

Current trends and research into both online and classroom based education have increasingly utilized computer simulations as a learning tool, for example. Simulations enable students to learn more efficiently and effectively while challenging the individual to learn content more completely. Since most simulations represent real-life situations for the individual the content can enable learning in a number of different scenarios, testing after learning, and receiving feedback all in the same session.

For Illinois to be a leader in these areas, it has to be continually experimenting with and innovating new technologies and new approaches to online teaching and learning. Many of the best programs in online education developed at Illinois have been characterized by such innovation and creativity. The business plans and criteria for course development and delivery exemplified in the current Global Campus plan, however, display other priorities, leaving little room and offering few incentives for such efforts.

*Recommendation:*

*The business plan and provisions for involving campus faculty and departments must create incentives and support for innovation and not just efficient course delivery. Specifically, mechanisms for ongoing involvement and development, emphasized elsewhere in this report, need to be established that give faculty an opportunity to bring their best content knowledge, understanding of future trends in their field, and teaching creativity into closer connection with the opportunities created by new technologies and new uses of existing technologies such as simulation-based interactive content.*

**Issue Six: The “For-Profit” LLC structure**

One of the most controversial aspects of the Global Campus proposal is the idea that the Global Campus would be organized as a “for-profit” Limited Liability Company (LLC) within the University system. There are many arguments for and against this proposal and we cannot review them all here. But the following seem most salient for us.

We recognize that the LLC model has been appropriate and successful for Illinois Ventures and the Research Park, and we understand the opportunities for capitalization an LLC represents. Nevertheless, we believe that this model works both for and against the purposes espoused in the Global Campus proposal.

The overarching problem is whether a “for-profit” entity committed to strict “business discipline” can maintain quality, innovation, and intellectual integrity as its highest values, or whether there will be continual pressures (expanding the “customer” base, cutting costs, emphasizing standardization and efficiency above all) which will erode these noble principles.

President White has said, at different times, that the Global Campus will be mission-driven, not profit-driven; that it will be for-profit, but with a nonprofit ethos; and that it will be cognizant of profits, but not profit-maximizing at all costs. This is reassuring; but these assurances need to be reflected in the proposal itself, incorporating stronger protections of these values into the governance structure as well as the governing principles of the Global Campus, whatever its organizational status.

However, many of us do not share the assumption that in order to achieve increased access to an Illinois education a separate “for-profit” entity within the University must be established. There are other models, we believe, that could more successfully serve the purposes of expanding access and lowering costs, while enhancing revenues beyond the level needed to become self-sustaining and enabling the University to benefit from these revenues.

For example, UMass online has been called the most successful large-scale university online program because it has been careful to observe this principle in its design and construction. It is also worth noting that while the University of Massachusetts program

is non-profit in its financial structure, it does bring in considerable revenues, increasing from \$3.1M in 2001 to \$23M for the 2005-2006 academic year. During that same period, online enrollments increased from 5,009 to 21,682. More than 90 percent of the revenues are retained by the UMass campuses to support education and research programs (c.f. <http://www.umassonline.net/news/815.html>).”

We recognize, however, that there may be counterbalancing benefits to a “not-for-profit” LLC model. We acknowledge ways in which university institutions can be slow to move in taking advantage of certain opportunities, and perhaps a more business-oriented sensibility is needed in this era. We also recognize an emerging future that will feature new institutional hybrids and private/public partnerships that blur all sorts of traditional dualities. A “not-for-profit” LLC may be that sort of hybrid, featuring the best of both kinds of institutional wisdom.

We have been made aware of two potential issues with a for-profit model. One is whether university faculty, in the course of their duties, can properly allocate time to a for-profit endeavor. Most of us have just finished completing the State of Illinois Ethics Training, which emphasized in very strong terms that university time, resources, equipment, and so on, cannot be used for profit-making purposes. Where does this restriction leave us?

Second, it is likely that a for-profit entity will be subject to constraints on the use of copyrighted material that do not apply to governmental bodies and non-profit educational institutions. We do not know the extent and nature of legal precedents in this area, but clearly, if the Global Campus is a for-profit undertaking, its business plan will need to take this into account, and may expect to pay a high price even for excerpts from copyrighted teaching materials. It will also, very likely, require renegotiating the university libraries' existing contracts with publishers for online databases and full-text resources, which are currently licensed on the understanding that those libraries support a non-profit educational enterprise.

*Recommendations:*

- 1. We strongly urge the consideration of alternative models for the Global Campus to that of its organization as a “for-profit” LLC.*
- 2. If it is judged that the benefits of a public-private hybrid outweigh the disadvantages, then we urge the adoption of a governance structure for the LLC that balances and protects the interests of academic quality and integrity over profit maximization. Specifically, we believe that there should be a significant number of voting members of the proposed Board of Managers with an academic affiliation with the University, including at least one from each of its three existing campuses.*
- 3. Copyright issues and potential costs to the Library for licensing databases are serious considerations and must be considered as part the overall business strategy of the proposed Global Campus.*

## **Issue Seven: The primary functions of the Global Campus**

President White has said, rightly, that the University needs a system to “turbocharge” our online initiatives: (1) to significantly boost the size and reach of the good programs that we have; (2) to stimulate the development of new programs from the campuses that have a potential to serve a large state, national, and even international audience; and (3) to develop in selected areas new programs where there is neither capacity nor interest on the other campuses. We agree with the value and importance of each of these – *in this order of priority*.

We strongly favor a model for the Global Campus that can and will help promote and expand the other campuses’ online offerings. We see value in creating a university-wide entity that could (i) provide technical and design support to units in scaling their programs; (ii) help with marketing across state, national and international levels; (iii) facilitate student applications and enrollments; (iv) help with the hiring and maintenance of supplemental instructors who would work with faculty in course delivery teams; and (v) facilitate better planning and coordination across the campuses as online courses and programs become a potential university-wide resource for all students.

A Global Campus of an appropriate sort could certainly centralize certain functions and thereby achieve some economies of scale. We agree that there is significant room for improvement in this regard. There may also be good reasons for the Global Campus to take the initiative in proposing, developing and offering new courses and programs that are especially well suited to the interests, needs and circumstances of its emerging clientele; but we are not convinced that separate accreditation is necessary for it to be able to do that.

In our view, the primary emphasis of the kind of Global Campus that would be most appropriate for this University and would be most likely to succeed in partnering with its existing campuses and units should be on building more, larger, and better online programs that are primarily based in units on campuses, rather than through establishing an independent entity that is intended to become an autonomous degree-granting fourth campus of the University as soon as that becomes possible. Even where a measure of independent discretion may be desirable, there is still a need for decisions to be made in consultation with those affected on the existing campuses, for a host of reasons already emphasized.

Finally, aside from previously stated concerns about forming a separate “fourth campus,” there are a number of other questions about just how separate such an institution even could be. What consideration has there been for student governance? How would essential services and codes of conduct be established to support student success (e.g., a student code, library services, tutoring, writing workshops, counseling, disability support, etc...)? Indeed, an alternative model might be made even *more* profitable by not needing to expend resources to maintain itself as an entirely stand-alone academic institution.

*Recommendation:*

*Without replicating the structure of UI Online, we believe that the Global Campus's primary functions should be in collaborating with and coordinating across campus programs, building upon and preserving the value of what units are already doing, rather than duplicating or competing with them. This includes drawing upon the expertise of those in academic and administrative units of the campuses currently serving in programs similar to those that are or may be proposed by the Global Campus.*

### **Issue Eight: The Business Plan and the Academic Plan**

One of the claims made for the Global Campus proposal is that while certain business processes and assumptions are being put in place, within a broad governance structure, detailed decisions about academic matters will be deferred to a later time, and made in consultation with involved faculty.

Unfortunately, what we see is that decisions with significant academic implications are already being made, and locked in place, for reasons relating to the business plan. For example: decisions have already been made about the length of terms, and thus of courses – decisions that clearly would have to grow out of a coherent academic plan, not precede it. Seven or eight week terms may or may not be judged, in the end, as a suitable compromise between quality teaching and student convenience and flexibility; or they might make sense for some courses or programs, but not others. The fact that all existing courses on our campuses can in principle be offered in eight-week summer sessions does not mean that all existing courses can appropriately be taught in that intensified format (which both doubles the hours per week that the courses are expected to meet, and reduces by half the number of weeks students have to do the various sorts of readings, lab work, essays, and other course assignments).

The decision also seems to have been made that Global Campus will have a standard “course management system” (CMS), with the only remaining question being that of which one it is to be. But this too is a decision with academic repercussions. Many current campus programs prefer customizable open-source or home-grown options. Adoption of a required CMS is a significant constraint on the very possibility of innovation and new models of teaching and learning that we see as the distinctive virtue of any program worthy of this campus and university.

Decisions about admission and course size policy likewise have already been made. There may be understandable business or marketing reasons for them. But they are academically significant decisions. The same applies to the decision already made that the appropriate venue for engaging an undergraduate audience is through degree completion – even though this is the area most requiring advanced levels of faculty expertise – and that undergraduate degree completion programs may appropriately be offered with no provision for courses outside of the major, other than whatever courses may be both available and appropriate for non-majors in other majors available on the Global Campus's list of participating degree completion programs.

Our concern here is not to argue that these are necessarily bad decisions: but they are emblematic of a process in which options are becoming more and more constrained before faculty and departments have even gotten involved; in which business decisions seem to be driving academic decisions; and in which the values of quality and innovation already seem to be compromised by another set of considerations.

It is partly for such reasons that the approach of approving establishment of a Global Campus of the sort proposed now, and then working out details and addressing such concerns later, is unacceptable to us. It would seem all too likely that, unless changes are agreed to and clearly expressed in advance of our endorsement, the kind of Global Campus proposed is the kind of Global Campus that we will get. The history and experience of many involved in the planning process to date have not been encouraging. And that does not bode well for the prospects of the Global Campus initiative.

*Recommendations:*

- 1. We do not believe that substantive academic matters should be settled or locked in place by decisions of other sorts prior to the formation of an Academic Council and agreements with the campus units designing and overseeing these programs.*
- 2. To the extent feasible within the realities of convenience and cost-effectiveness, single models of course provision, admissions, and accountability should not be imposed across the board. (Otherwise the very benefits of developing diverse, innovative, and flexible approaches will be lost.)*

**Issue Nine: Risks and exit strategies**

All of us hope to see a Global Campus worthy of this University come into being and thrive. We recognize fully the opportunities this initiative represents for us all. But we also are leery of allowing optimism and enthusiasm to carry us away, and of failing to look and think well before we leap. The history of online education has been rife with such failed promises. We respect and admire the high-mindedness and energy that have gone into the planning process for the Global Campus. But we end with two caveats. One is that the best of intentions, the best of plans, have unintended consequences. We have tried to spell out several of them that particularly concern us. We do not see clear provisions in the Global Campus proposal for anticipating and minimizing these possible effects, and we have frankly not always been satisfied that our concerns have been fully heard or taken seriously.

The other is that despite all of our efforts and good will, the Global Campus – however well conceived – may fail. In a few years it could be seen as a lost opportunity, a failed experiment, or a waste of money. We sincerely hope this will not turn out to be the case. If it does fail, however, for whatever reasons, there need to be clearer provisions for the protection of the wider University, its finances, its reputation, and its existing campuses.

*Recommendation:*

*Thought needs to be given now to the sort of monitoring that will need to be done of whether the Global Campus – in whatever form it may be established – is succeeding sufficiently to be worth continued institutional commitment, either in that form or in some modified form, and also to our exit strategy and responsibilities in the event that it becomes clear that a negative decision is warranted.*

**Conclusion**

In this report we have been guided by two questions and principles: (1) What structures and policies will allow the Global Campus the greatest chance to succeed at its mission of expanding access to opportunities for higher learning, within a framework of quality and innovation that is worthy of the name of the University of Illinois? (2) What revisions to the current Global Campus plan are necessary to respond to expressed faculty concerns and to garner the kind of enthusiastic support that is necessary for its success? While these two concerns may not run in exactly the same track, in our view they overlap to a very considerable extent.

We are fully aware of a criticism that has been leveled in the past: that faculty are intimidated by this proposal for the wrong kinds of reasons – that they are resistant to change; that they don't sufficiently appreciate the importance of expanding access to higher education; that they don't want to re-examine or fundamentally rethink their teaching in the ways that transforming their courses into an online mode requires. There is some truth in this. But it would be a mistake to construe the reservations indicated above as mere expressions of these sorts of attitudes.

We believe that the proposed model has been developed with far too little input from those on our campus (and presumably also on the other two existing campuses) with the most experience in online teaching, and in positions of responsibility for the very sorts of programs under consideration – from the faculty who teach the courses through the department and college executive officers to the key campus administrators. The Global Campus initiative will fail if they do not feel that they share ownership of it, and that it is something with which they not only are willing to be associated but want to be associated; and yet few of them have even been consulted about it in any meaningful way to date. It therefore is not surprising that it is seriously flawed in many respects.

There is a danger of committing to an implementation plan for a well-intentioned initiative before its ramifications have been thought through as well as possible, and before many minds have been brought to bear upon its possible unforeseen and unintended consequences. We have no reason to question the intentions and values of anyone associated with the present proposal. On the contrary: we consider ourselves to be making common cause with them, and share their aspiration for this University to be a national leader in the development of online education. Our main purpose here is to identify problems with the present proposal, and to be sure that consideration is given to alternative approaches that may better serve the same goals, with less risk of the sorts of

negative consequences that would be fatal to the initiative, and damaging to the University.

We acknowledge that the campuses of this university (with the partial exception of UI Springfield) have been slow to take up the challenge of significantly expanding online learning opportunities, and to envision a future in which online teaching will become crucial to our competitiveness (let alone our preeminence) in the academic marketplace. While we have generated several very good (and even profitable) programs, there has not been much consideration given to ways of “scaling up” those programs or stimulating their development across a broader range of colleges and disciplines.

Under such circumstances it is understandable that thought would be given to establishing a university-wide plan, and structure, to do what the campuses have not yet done. But as we have emphasized, the autonomous “fourth campus” approach is not the only way to do that, and may not be the best way. An alternative that would focus not only initially but also subsequently upon the principle of partnership with academic units, and upon providing a facilitating structure *for them* to expand and extend their offerings, would preserve and promote the key aims of the Global Campus proposal, but within a somewhat different and less problematic institutional framework.

And so we conclude by emphasizing a word that we have used throughout this report: *partnership*. If we are to have a Global Campus, it must emerge through a genuine partnership process involving faculty and administrators at all levels, and will survive and flourish only through a partnership of units at all levels on our three existing campuses. The proposal before us has initiated this process; but in our opinion it is not a proposal that is sufficiently well considered to be ready for launch. A university-wide online initiative is worthy of institutional commitment only if it has widespread confidence and support on our existing campuses, and if there is substantial interest in their colleges and departments in partnering with it. Until that is the case, action to establish and launch a Global Campus of the sort proposed will be premature.

Respectfully submitted,

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