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ABSTRACT
        This report describes the efforts of South Dakota's six
public universities to increase their quality, accountability, and
efficiency. Through the initiatives of the South Dakota Board of Regents,
which is the governing authority, they have moved from a system that funds
institutions by enrollment to one that provides base funding with incentives
for performance. The universities undertook a program to eliminate
under-enrolled classes and reinvest the savings in faculty development and
technology. A new series of councils links the research and teaching
activities of the six faculties. The institutions' progress in working
together more effectively addressed concerns of the state's elected officials
and business leaders, who felt that the institutions were inefficient and
incapable of change. Under mandate from the Board of Regents, they also began
to recast their separate general education requirements around a coherent set
of learning goals that students would be expected to achieve at any of the
six universities. The number of general education courses was reduced from
520 to 130 across the system, and students are required to complete general
education requirements in foundation-level courses in their first 2 years.
Listed at the end of the report are learning goals, major initiatives,
interviewees, and institutional statistics. (RH)

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PERSPECTIVES
March 2000

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South Dakota Board of Regents Institutions

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South Dakota Board of Regents Institutions

The Problem: *Lawmakers of a sparsely populated, geographically extensive state sought to increase the quality, accountability, and efficiency of its six public universities.*

The Solution: *Build a set of financial and academic initiatives at the system level to improve educational quality, serve the state more effectively, and increase public trust in the capacity of these institutions to utilize resources to best advantage.*

South Dakota's six public universities had taken a number of steps through the mid and late 1990s to respond to changes in the state's financial environment. In a period when the state's budgets were being reduced in all areas, these institutions were under intense pressure to make themselves more efficient and accountable. Through the initiatives of the South Dakota Board of Regents, which has governing authority over these universities, they moved from a system that funds institutions by enrollment to one that provides base funding with incentives for performance. The universities embarked on a comprehensive program to eliminate under-enrolled classes and reinvest the savings in faculty development and technology. They created a series of academic discipline councils, linking more closely the research and teaching activities of faculty across all six institutions. In both academic and financial terms, South Dakota's public universities had taken steps to work more effectively as parts of a whole. Their collective progress helped address concerns of the state's elected officials and business leaders, many of whom had come to regard these institutions as fraught with inefficiency and incapable of change.

In 1998, these institutions took on yet another challenge. Under mandate from the Board of Regents, they began work to recast their separate general education requirements around a coherent set of learning goals that students would be expected to achieve at any of the six universities.

What Prompted the Mandate?

A central motivation for the board's action was its conviction that students in South Dakota's university system should attain early in their undergraduate careers the basic skills that would help them to become effective learners, in both their advanced coursework and later in life. The system had recently implemented a general education proficiency examination, administered to students at the end of the sophomore year, as a measure of their progress in attaining general education knowledge and skills; this step had increased awareness that general education requirements differed from one institution to another. Patricia Lebrun, a member of the South Dakota Board of Regents, observes: "There was a strong feeling among board members of the need to protect the value of the education that students were receiving in South Dakota's universities. We wanted to make sure that an education from any of these institutions included solid foundations in verbal and mathematical skills."

Board members were also concerned about the extensive range of offerings — over 520 courses across

> *Board conviction: undergrads should attain early on the basic skills to help them be effective learners in both advanced course-work & life.*

the system — that students could take to satisfy the general education requirements. It was possible for students to postpone much of their general education coursework until their senior year — and to meet those requirements with 300- and 400-level offerings that would ordinarily be considered as courses in fulfillment of the major. "There were lots of abuses to the concept of general education," says Wendell Hovey, professor of engineering at South Dakota School of Mines and Technology. Carol Peterson, vice president for academic affairs at South Dakota State University, concurs: "There was a tremendous smorgasbord of courses in every catalog that would satisfy the requirements, and the relation of those courses to the philosophical framework of general education was loose. Among other things, this situation made it hard to assess the impact of general education on students." Some members of the board also expressed concern about the number of students who took five years or more to complete the baccalaureate degree: they feared that the range and complexity of general education requirements had come to hinder students' timely completion of their degree programs.

In addition to these concerns about quality and coherence, the board's focus on general education derived from external political pressures. South Dakota's vocational-technical schools were pressing to have the credits that students earned from their own general education courses accepted by the state's four-year universities. The pressure for accepting these credits was being exerted not just by the vo-tech institutions themselves but by the state legislature. Erika Tallman, assistant to the president at Northern State University, explains, "The board understood that in order to negotiate what credits our institutions would accept or not accept we would need a clear guiding rationale for general education — a statement of the skills and knowledge we expected every graduate of South Dakota's universities to have. Part of the

reason for this mandate was to help faculty understand the reality of the pressures being applied to the board itself."
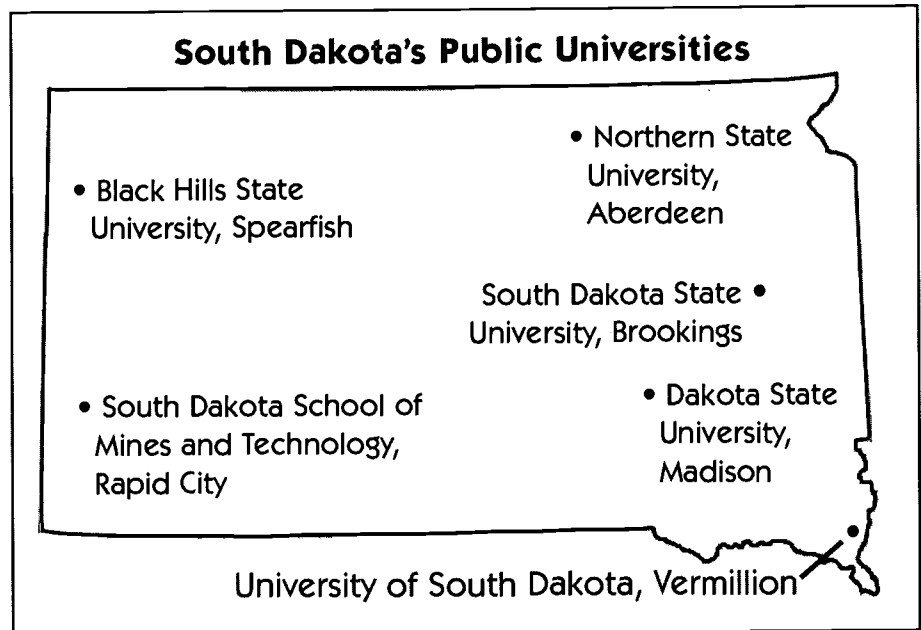
Making It Happen

Recasting general education at the system level required strategies for working both within and across these six universities. What were the factors that made the process work? "Being told it would work," says Wendell Hovey. Robert Burns, professor of political science at South Dakota State University, agrees that the board's mandate to the institutions gave the process an expediency it might otherwise have lacked. "The reason the change could occur," he says, "is that the regents made clear it was going to happen. The role of the campuses would be to determine the components of the system-wide requirements."

No less important than the mandate itself was the time frame the board imposed for completing the task. "Members of the board understood that the mandate would seem intrusive to many faculty," says Harvey Jewett, the president of the South Dakota Board of Regents. "Our concern, frankly, was that the initiative might be out-slowed by those with vested interests in retaining the status quo. For this reason, the board gave a deadline for completing the initiative — a time long enough to complete the task but short enough that it could not be dragged on indefinitely."

Many recall that the initial response of faculty members to this directive was less than receptive. A common faculty reaction to the news of the mandate was: *What in hell are the regents doing, messing with*

South Dakota's Public Universities

- Black Hills State University, Spearfish
- Northern State University, Aberdeen
- South Dakota State University, Brookings
- South Dakota School of Mines and Technology, Rapid City
- Dakota State University, Madison

University of South Dakota, Vermillion

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this? General education and the major have always been the domain of faculty. Who do they think they are, meddling with the academic program? Some institutions had recently revised their own general education requirements and were upset at the thought of repeating the process under the aegis of common system requirements.

A key element in overcoming such resistance was the fact that in issuing the mandate the board also pro-

*Board role = the mandate.
*Campuses' role = to determine components of system-wide requirements.

vided support for accomplishing it. It set aside funds to create a system-wide leadership team of key faculty members as well as the chief academic officers of all six universities. In the summer of 1998 this team, led by the system's chief academic officer, participated in a four-day program on implementing strategies for institutional change at the Wharton School's Aresty Executive Education Center at the University of Pennsylvania. The

extended time together, away from their own campuses, also allowed members to devise plans for carrying out the team's specific charge.

"We learned that system-wide there wasn't a dime's worth of difference between our programs after you took out the frills."

The system-wide team had some initial concerns about how readily six institutions, with their different missions, could formulate a statement of common goals for general education. As a first step, the group created a table of common elements from the individual general education requirements at each of their institutions.

"We learned that system-wide, there wasn't a dime's worth of difference between our programs after you took out the frills," says Lyle Cook, vice president for academic affairs at Black Hills State University. The common principles that emerged from this work became the foundation for eight learning objectives that are the pillars of the new system-wide requirements (see below, page 9).

Beyond the Comfort Zone

Carol Peterson recalls that there was a fair amount of comfort in the broad statements of learning goals that emerged from the work of the system leadership team. "The discomfort," she says, "stemmed from

8 learning goals— see p. 9.

the question of which courses would fulfill those goals." Self-interest was by far the largest obstacle to overcome in reaching agreement about the system-wide requirements. "The existing general education requirements," as Bob Burns points out, "had

provided the bread and butter for a large number of departments." The fact that the system had recently moved from enrollment funding to base funding of institutions helped ease the way to a broad rethinking of which courses could fulfill the new system requirements. But there was real dismay in some quarters at the removal of courses from the list of those that would satisfy the new general education requirements. The Board of Regents had stipulated that each university submit a list of courses from its own catalog that would address each of the eight learning goals, but it reserved final judgment on which courses would be allowed to fulfill the system requirements.

The outcomes at stake in this process extended beyond questions of enrollment numbers and funding. "There are always the turf issues," says Lynn Rognstad, assistant vice president for academic affairs at the University of South Dakota. "But the fights were not just about economics; behind the disputes there were different conceptions of what should be essential in a student's education." Robert T. Tad Perry, executive director of the South Dakota Board of Regents, observes: "The campuses tended to think of general education in programmatic terms, but the board considered it a foundation of skills a student needs to graduate." "We discovered," says Erika Tallman, "that to the public, and to the Board of Regents, general education meant the acquisition of basic speaking, writing, and mathematical skills. But faculty were more likely to consider general education as a set of broad learning experiences to enhance a student's perspective and outlook, sharpen skills of critical thinking, and get a foundation of values for living their lives. Throughout the process there was a tension between these two points of view."

An important factor in the success of the initiative was the board's willingness to compromise on some issues. The regents had hoped originally to have a

very restrictive core of courses from any given campus that would satisfy the general education requirements. But there were many faculty members, particularly in the social sciences, who objected strongly to the reduction in the scope of courses that could meet certain requirements. In the course of negotiating this issue, the board granted individual campuses some increased flexibility in developing general education goals in addition to the system-wide requirements. Beyond the 30 credit hours in fulfillment of the system requirements, each university was allowed to submit a proposal for up to 15 hours of coursework that would satisfy its own particular learning goals, reflective of its individual mission and identity.

How do the general education requirements at these institutions differ from what went before? One important difference is that the goals are stated and organized in terms of the learning skills students should acquire as a foundation for undergraduate study. "In the past," says Bob Burns, "we tended to identify general education with courses. The regents' mandate helped us to see general education in a more meaningful frame of skills and abilities — and it gave us a way of talking with our students about why we required the things we do." Burns says that while there had been "coherences" in the former general education requirements, the requirements at the system level are now described in terms of educational goals and criteria. "It is presented in a more coherent intellectual framework than before."

In addition, under the new program, students are required to complete their general education requirements in their first two years of study. The courses they can take to satisfy these requirements must be at the foundation level; they cannot be 300- or 400-level courses.

"The real effect of the new requirements," says Tad Perry, "is that we added speech communication at the system level, and we reduced the smorgasbord of courses that satisfy the general education requirement from 520 to about 130 across the system." Carol Peterson points out that this change will simplify the task of assessing the impact of the general education program on the students in the South Dakota system. Beyond this, the adoption of system-wide requirements reduces the frustrations of students who wish to transfer from one institution to another within the system. "Prior to this step," according to Peterson, "there was still a lot of inappropriate wrangling among our institutions about who would accept whose credits. As institutions, you can't treat consumers in such a capricious way if you are part of a state system."

Key point = each university could propose up to 15 hours of coursework to satisfy its particular learning goals.

Lessons Learned

Reflecting on their experiences in recasting the general education program, faculty, administrators, and regents of South Dakota's public universities point to a set of common lessons that could apply to any state system or individual institution undertaking a similar task.

Real effects: added speech communication & reduced gen. ed. courses from 520 to 130 across the system!

Establish a foundation of trust and mutual respect among the board, administration, and faculty. Harvey Jewett stresses that one of the most important

factors in the success of this process is the basic trust that exists between the Board of Regents and the members of these universities. "The board does not have an antagonistic relationship with the administration and faculty," he says. "It's not that we always agree. We can criticize one another, but we take it in good spirit." In the end, Jewett believes, faculty trust that the Board of Regents is working in their behalf — in part because they know that in South Dakota higher education operates within very real financial constraints. "We're a small state, without much money," he says. "The South Dakota Legislature only appropriates about $1.5 billion per year, of which the state's universities receive about 15 percent. Faculty have a good understanding of that. They can do the math as well as we can, and they trust that the board is trying to build as effective a set of institutions as possible with the resources it has."

Foster a habit of collaboration. The effort succeeded in part because the habit of collaboration had been cultivated so consistently among these institutions through the preceding years. "It's important to understand that this step was just one of many taken in a continuum," says Pat Lebrun. "It's part of a natural progression of what you do if you intend to work together as a system." The earlier work to establish inter-institutional academic discipline councils in business, education, languages, and physical sciences had laid important groundwork for the general education project. The campuses had also been working together on the Reinvestment for Efficiencies project, which replaced some duplicative functions on individual campuses with a system-wide approach to such things as enrollment management. Both the presidents and chief academic officers of the South Dakota universities affirm that the close and productive working relationships with their counterparts at the other campuses were important factors in bringing about this change. Dorine Bennett, associate professor of health

information systems at Dakota State University, finds that working together had become more of a habit with her faculty colleagues as well. "As in the earlier board initiatives," she says, "we had to put aside the mindset of competing with one another. That's something the Board of Regents has helped us to do over the years."

Establish a time frame for completing the initiatives in a reasonable, expeditious manner without getting bogged down in excessive abstraction or political disputes. Many people attest that the inclusion of a limited time frame in the mandate allowed the work to proceed in a purposeful way. Donald Dahlin, vice president for academic affairs at the University of South Dakota, observes: "Though all of us could have wished we had more time, the time frame meant we couldn't get sidetracked in abstract discussion." Each campus worked in its own way to submit a list of courses from its curriculum that would satisfy the system-wide requirements for general education. While these processes were not without anxiety or frustration, each campus nonetheless completed its work on time. Those who played major leadership roles agree that without a firm deadline the process might well have extended indefinitely.

Invest in the creation of a strategic team, and maintain avenues for communication and feedback — particularly in a system that includes several universities separated by hundreds of miles. Wendell Hovey believes that one of the most important factors in the success of the general education project was the regents' investment of resources to ensure that the process went forward systematically across the six universities. Hovey underscores the value of creating a system-wide leadership team of faculty and administrators, as well as providing this team with the support it needed to succeed. "The difference between a committee and a team," he says, "is that if a committee doesn't succeed in its charge it generally doesn't matter much to anyone —

either its own members or the rest of the institution. But a team feels a personal stake in its own success." Hovey believes that, in the process of meeting and forging a set of common learning goals for their general education programs, the system-wide leadership group moved beyond the mindset of a committee to become a genuine team. To have simply mandated the process and then required each institution to comply on its own would not have worked as well. Dorine Bennett points out that the continued interaction of the leadership team after its members returned to their respective campuses imparted a sense of momentum that helped each campus to proceed. The team maintained communication across the six universities through conference calls, e-mail, and the Web. This kind of interaction provided opportunities for team members to gauge the progress on their campus against that of others and sound out other team members on issues as they arose.

Target goals that faculty themselves consider to be important. One of the key reasons for the success of the general education initiative, in Don Dahlin's view, is that it addressed a set of issues that most faculty members regarded as a real problem. Even though the regents came to the issue from a different perspective, their sense that the universities could do a better job of developing students' writing, speaking, and mathematical skills was in basic accord with concerns that faculty members had developed about their students. Dahlin says: "The process would have been harder if it had set about to achieve goals that faculty members themselves didn't perceive to be important."

Provide capable staff support to ensure that the process moves forward in a timely and efficient way. Faculty, administrators, and regents alike stress the importance of having a strong and committed staff that can keep the process moving steadily. Pat Lebrun credits the staff of the Board of Regents for its role in keeping this

complex process on course. Several administrators underscore the importance of enlisting the talents of people in their institutions who are skilled at group processes. Erika Tallman believes that staff support is a critical factor in the success of any project that requires the creative input and leadership of faculty. "Faculty are busy people," she says. "If you do all the work in small committee, they will resent the fact that they weren't consulted. But if you dump the work on them without providing support, the outcome could very well get bogged down." By all accounts, maintaining the right mix of expectation and support, communication and receptivity increases the chances that an initiative of this sort will reach its goal.

Then and Now

By anyone's account, the South Dakota Board of Regents institutions have undertaken a tremendous amount of change through the past several years. As one who has served more than 30 years in the South Dakota system, Jerald Tunheim, president of Dakota State University, says, "We've had more change in the last four years than in all the others combined — true change, as opposed to the things that come and go."

*Key element=> institutions' ability to keep reallocated funds in their budgets—sign of policymakers' increasing trust and confidence.

Have the changes initiated by the board made a difference in the way that legislators, administrators, and faculty members themselves regard these institutions? Tad Perry says that state legislators' perception of the

institutions has changed substantially since the mid-1990s. "It's a totally different policy conversation today," he says. "In the last several years, there has developed more confidence among legislators that the system is capable of managing itself and of making change." Harvey Jewett points out that the Board of Regents institutions are the only recipients of state funding in South Dakota that are allowed to keep reallocated funds in their budgets. "That has been enormously liberating," he says. "It has increased our ability to manage the institutions and plan for the future — and it's a telling sign of the confidence that both the governor and the legislature have developed in these institutions."

At the same time, there is within the universities a greater feeling of trust in the state government. Collectively and individually, these institutions have real cause to believe that their attempts to be more cost-effective will not simply reduce the funds the state makes available to their campuses.

*Some faculty concerns:
1) how quickly things happened &
2) how board concerned itself w/minutiae of requirements & courses.

Any major change in an institutional culture produces feelings of misgiving as well as achievement. A feeling often reported on these campuses is that the changes brought on by the regents have been too many, in too short a time. Many have considered the steps of recent years to be "an avalanche of initiatives," and the work of implementing them has put a strain on the system. Some object to the process by which the changes have come about. Even though faculty have had chances for input, many feel that the initiatives

were essentially top-down, and that the board's direct involvement in academic affairs was excessive. "In the general education reform as in the other changes," says Carol Peterson, "the frustration of faculty would be how it happened, how quickly it happened, and how closely the board concerned itself with the minutiae of requirements and courses." Pat Lebrun acknowledges that "we came under the most criticism for the fact that the board mandated the changes. At the same time," she says, "the external pressures on the board were very great. We had to demonstrate to policymakers that these institutions could and would change themselves."

Do faculty feel that the changes in the general education requirements and other board initiatives have made these a better set of institutions? "The answer," as John Hilpert, president of Northern State University, observes, "would be filtered through the individual experience of each person you ask. In departments where there have been system cuts for redirected investment, there are misgivings. Generally, people appreciate the goals the board is trying to achieve — such as the improvement of faculty salaries, and the use of technology for better learning. But it's a difficult situation for departments that operate with fewer resources."

In describing the range of board initiatives through the past five years, members of these campus communities convey an appreciation for something gained, combined with a sense of longing for things that have passed out of their tradition and control. By all accounts, many faculty have lamented the paring down of curricula that resulted from the "seven-ten rule" — which stipulates that no graduate course with an enrollment of less than seven and no undergraduate course with an enrollment of less than ten will be allowed to run in a given semester. At the same time, most faculty members appreciate that it was the savings from this policy that funded both the faculty development program and

the major investments in technology infrastructure. While they understand the logic of centralizing operational functions such as enrollment management services, of creating academic discipline councils across institutions, or of reframing general education from a system-wide perspective, many members of these universities express a longing for a time when the sense of institutional identity and pride came from having more complete control of their own programs and budgets.

For all that, the prevailing sentiment in these institutions is one of support for the Board of Regents initiatives. Having spent an earlier phase of his career in a state university system in which the central governing board was weak, Lyle Cook believes that "it's better in the long run to have a strong board of regents to hold in check institutions whose eyes can grow bigger than their stomachs. All institutions can gain if you have a strong central system."

"There will always be mixed feelings about the Board of Regents agenda," says Lynn Rognstad. "Some people on the campuses are unsupportive. But others know that the external environment is very different, and that to be competitive we cannot remain the same."

"There has been real change in these institutions," says Jerry Tunheim. "Much of it is very positive. And it's hard to argue with success."

Learning Goals of the South Dakota Board of Regents Institutions System-wide Requirements for General Education

1. Students will write effectively and responsibly and understand and interpret the written expressions of others.
2. Students will communicate effectively and responsibly through speaking and listening.
3. Students will understand the structures and possibilities of the human community through the study of the social sciences.

4. Students will understand and appreciate the human experience through arts and humanities.
5. Students will understand and apply fundamental mathematical processes and reasoning.
6. Students will understand the fundamental principles of the natural sciences and apply scientific methods of inquiry to investigate the natural world.
7. Students will understand and be sensitive to cultural diversity so that they are prepared to live and work in an international and multicultural environment.
8. Students will be knowledgeable and competent users of computer technology.

Milestones

Major initiatives undertaken within the South Dakota Board of Regents Institutions, 1995-1999:

1995: The governor of South Dakota pledged that any savings the Board of Regents institutions realize will not revert to the state but can remain in the system's budget for reinvestment.

1996: Implemented Reinvestment Through Efficiencies Program; the program targets opportunities for budget savings throughout the six universities in the South Dakota system — and redirects 10 percent of institutional general funds to seven priority areas including academic centers of excellence, curriculum design, faculty development, and technology infrastructure.

1996: Began two-year pilot of the General Education Proficiency Exam, an initiative to require every rising junior student to demonstrate proficiency in general education competencies.

1997: Established System-wide Discipline Councils in business, education, foreign language and physical sciences; these councils utilize interactive technology to unify more closely the program resources as well as curriculum

development, research, teaching, and administrative activities of faculty of the same academic discipline across the state's public universities.

1997: Initiated Salary Competitiveness Program, partially funded by a reallocation of 5 percent of base budgets, in order to bring faculty and professional staff salaries more closely in line with national market levels, and to make individual performance and merit the central criteria in the determination of individual compensation.

1997: The Board of Regents adopted a policy statement, "Unified System of South Dakota Public Higher Education," stating clearly the board's expectations of the system and institutional operations.

1998: Redirected resources equivalent to nearly 5 percent of general funds to new state policy incentive funds for institutions that successfully increase the rate of access for state residents, stimulate economic growth through program enrollment, increase academic achievement of students, increase inter-institutional collaboration, or increase external funding sources to an institution.

1998-99: Reviewed and revised general education requirements to reflect a common set of learning goals that students must attain at any of South Dakota's six public universities.

1999: Initial development of a system-wide Electronic University Consortium for distance education delivery.

People Interviewed for this Article

Dorine Bennett, associate professor of health information systems, Dakota State University

Robert Burns, professor of political science, South Dakota State University

Lyle Cook, vice president for academic affairs, Black Hills State University

Donald Dahlin, vice president for academic affairs, University of South Dakota

John Hilpert, president, Northern State University

Wendell Hovey, professor of civil and environmental engineering, South Dakota School of Mines and Technology

Harvey Jewett, president, South Dakota Board of Regents

Patricia Lebrun, member, South Dakota Board of Regents

Robert T. Tad Perry, executive director, South Dakota Board of Regents

Carol Peterson, vice president for academic affairs, South Dakota State University

Lynn Rognstad, assistant vice president for academic affairs, University of South Dakota

Erika Tallman, assistant to the president, Northern State University

Jerald Tunheim, president, Dakota State University

Institutional Statistics

South Dakota has a population of 738,000 residing in a geographical area of some 77,000 square miles. A time zone divides the eastern and western parts of the state, and there are pronounced cultural differences between these geographical halves as well; in many ways the state's landscape and culture define a threshold conjoining the midwestern and western regions of the U.S.

The institutions under the governance of the South Dakota Board of Regents include six four-year universities:

Black Hills State University, a liberal arts university, originally a normal school, located in Spearfish; enrollment 3,747.*

Dakota State University, an institution located in Madison and specializing in programs in computer management, computer information systems, electronic data processing, and related programs; enrollment 2,003.

South Dakota School of Mines and Technology, emphasizing programs in science and technology, located in Rapid City; enrollment 2,275.

Northern State University, a liberal arts university, originally a normal school, located in Aberdeen; enrollment 3,164.

South Dakota State University, a comprehensive land-grant institution, located in Brookings; enrollment 8,540.

The University of South Dakota, a comprehensive research university, located in Vermillion; enrollment 6,887.

Total headcount enrollment in the system: 26,616.

* All enrollments are fall 1999 headcounts of undergraduate and graduate students.

Exemplars
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