

PROGRAMMING FOR THE NON-TRADITIONAL MARKET
IN THE UNIVERSITY OF WISCONSIN SYSTEM

This document has been prepared as an administrative guideline to assist in the implementation of regent policy on integration between UW-Extension and UW System institutions. These guidelines, which supersede ACIS 3, provide a format for a uniform definition of the nature and purpose of credit outreach, provide a general framework for credit outreach, and designate responsibility for credit outreach within the University of Wisconsin System.

Supersedes ACIS 5.4 dated May 1994

Other Relevant Documents:

Regent Policy, April 1982

Regent Policy, May 1985

Regent Policy, May 1988

ACPS-4

ACIS 5.0, 5.1, 5.2, 5.3

ACADEMIC CREDIT FOR THE NON-TRADITIONAL MARKET
(OTHER THAN CORRESPONDENCE COURSES)
REGARDLESS OF FUNDING SOURCE

INTRODUCTION

This document provides the broad parameters for credit courses that are offered through the University of Wisconsin System and intended to serve working adults and the non-traditional market. It sets forth the principles that guide the determination of funding, and describes budget policy. A glossary of terms is included.

The University of Wisconsin System has had a long history of providing off-campus credit courses, usually through Fund 104-2, for adults unable to reach the campus sites during the typical teaching day. Fund 104-2 has provided UW institutions an option for supporting credit-granting programs for adult learners. The purpose of Fund 104-2 has been defined as service to a particular Student Client Group (SCG). By segmenting these course offerings into a self-supporting program revenue fund, the use of Fund 104-2 has allowed the institutions to provide service to adult learners without diluting the support for the traditional campus based student clientele. Service to this client group has been managed within the missions, resources, and academic policy framework of the University of Wisconsin System and each of its institutions.

In the late 1980's the University System began a deliberate plan to limit enrollments to improve the quality of education provided to all students. During the 1990s, when budgets were tight and sometimes reduced, the System remained committed to maintaining a high level of access for immediate Wisconsin high school graduates (4th highest access nationally) by reducing undergraduate and graduate enrollment of continuing adults, working adults and nontraditional students.

In the 1999-2001 biennial budget (1999 Wisconsin Act 9) the state of Wisconsin provided the University of Wisconsin System with the ability to expend all revenues on the Academic Tuition appropriation as received. The continuing appropriation authority for Academic Tuition allows the University to begin to recognize as part of its core mission the education of non-traditional students at alternative times and locations. Consequently, programs developed for the non-traditional market can be offered in Funds 101-103 as well as in Fund 104.

Enrollment Management 21 (EM21) is the University of Wisconsin System plan for enrollment targets from 2001 to 2007. EM21 is a comprehensive policy designed to meet the needs of a dynamic Wisconsin economy and to offer high quality educational services to Wisconsin citizens. Among its goals is service to the adult market with programs designed to equip students to compete in an increasingly technological economy. As a part of EM21, campuses will provide opportunities for working adults to earn degrees and/or credit-bearing certificates that will enhance their earning power, therefore improving the Wisconsin economy. EM21 includes a plan to maintain the access rate to immediate Wisconsin high school graduates, one of the highest access rates in the country, while better serving minority and disadvantaged students

and reaching out to more working adult students. The changes are intended to accommodate regional and state needs while taking advantage of institutional uniqueness.

EM 21 includes 5 basic elements: maintaining core undergraduate access, expanding service to adult students, fitting graduate and professional needs to the state, expanding global experiences of students, and maintaining credits to degree. To help assure the success of EM21, the Board of Regents directed the UW System to review policies and procedures to remove operational constraints to creating new and innovative programming for non-traditional students. This policy paper is a response to that directive. In this policy, outreach to non-traditional students is defined both as outreach to high school students wishing to take college courses for credit and programming directed at working adults. This paper provides a broad description of the types of programming and funding sources that should be associated with those programs.

Enrollment Management 21 encouraged the development of policies that would be flexible enough to allow institutions to be innovative in providing services to new markets. Under EM21, authority was sought, and achieved, to allow the President of the System the authority to approve institutions' requests to charge service-based tuition and fees in response to demand for customized graduate, certificate, and other adult programs. Service based tuition/fees enable institutions to implement programs for the non-traditional market without significantly reducing support per student and therefore quality. This policy seeks to remove constraints to creating new programs.

As new programs are developed, regardless of fund, there must be a balancing of limited resources with the goal of increasing access. Programming developed for the non-traditional market should factor in the opportunity cost foregone for the traditional market. In reviewing new programs, campuses, and System Administration will evaluate their impact on overall support per student and other measures of quality. As programming for the non-traditional markets grows, institutions may meet with the President of the System and re-establish enrollment targets as long as indicators demonstrate that quality is being maintained.

Each institution has a Continuing Education Extension Committee (CEEC) representative who has been integral to developing the outreach to non-traditional students. As institutions increasingly incorporate non-traditional education into their core operation, it is important to utilize the expertise of those who have a rich history and knowledge of the non-traditional market. The UW System must coordinate the EM-21 plan and the statewide continuing education plan to provide a comprehensive approach to serving adult/non-traditional students.

I. TYPES OF PROGRAMMING AND FUNDING SOURCES TO BE USED

The following guidelines should be used when making decisions about funding source. Exceptions may be made in special circumstances with the approval of the Senior Vice President for Academic Affairs and the Dean of Continuing Education Extension.

The fundamental difference in the purposes of Funds 101-103 and 104 is that Funds 101-103 should be used for established degree and credit-bearing programs and certificates offered to working adults and non-traditional students. Fund 104 may be used for innovative start-up programs; experimental programs (including certificates that are experimental, untested in the market); high school students obtaining college credit; and individual, periodic courses (including professional development for teachers).

A. ADULT PROGRAMMING.

Institutions are encouraged to develop innovative programs to serve adult learners unable to attend on-campus during the week. A program is a series of courses linked together that lead to a certificate or a degree.

1. New programs, when there is a known market, should be incorporated into the institution's main mission on Fund sources 101-103.
2. Programming that is more experimental in nature should be offered through Continuing Education Extension on Fund 104-2. Experimental programs/efforts (as defined above) must be specifically approved by the offering institution(s)' Provost/Vice Chancellor(s), UW-Extension's Provost/Vice Chancellor, and, where required by ACIS 1.0, by the UW System Administration Office of Academic Affairs.
3. Individual, periodic courses provided by continuing education extension (as distinguished from credit-bearing certificates and degrees) should continue to be offered on Fund 104-2.
4. Innovative or experimental programs without a known market will be evaluated periodically by the offering institution's Provost/Vice Chancellor and UW-Extension to determine whether the programs should retain their experimental status. See Appendix A for more detail on University Extension.

B. HIGH SCHOOL PROGRAMMING. UW System institutions should, where possible, provide services to high school students wishing to obtain college credit while enrolled in high school. These programs should be funded on 104-2 and will be under the oversight of the Provost/Vice Chancellor of the institution providing the programming, University of Wisconsin Extension and the Continuing Education representative of the institution. See Appendix A for more detail.

C. Existing credit programs (as described in A. above) in Fund 104 should transition to Funds 101-103 as soon as possible, but no later than 2004. In order to accomplish this goal each institution's CEEC representative will work with the Provost in developing institutional continuing education plans. The plans may include movement of some of

the costs associated with adult/non-traditional student programming from Fund 104 to Funds 101-103.

II. PRICING POLICIES RELATED TO NON-TRADITIONAL MARKETS

Service Based Pricing. Programs that are offered, in whole or in part through a face to face delivery mode and are specifically designed for adults should use the service based pricing guidelines. These programs must incorporate additional services designed for these students such as flexible scheduling packages, flexible course delivery options, evening and weekend academic advising, registration, financial aid, free or special parking rates, etc., and can be priced to reflect the additional resources provided. Service Based Pricing guidelines are attached as Appendix B. Service Based Pricing is intended to simplify and shorten the process for developing and implementing new programs for the adult non-traditional market. Requests are approved by the President of the UW System within one month of submission. Service Based Pricing is distinguished from Differential tuition because service based pricing is for programming directed at the adult market, not traditional undergraduate programs.

Distance Education. Programming that is provided exclusively by distance education, (whether to traditional or non-traditional students) falls under the distance education pricing guidelines. See Appendix C for the distance education guidelines.

Contract Instruction. Institutions are encouraged to work with businesses to develop programming specifically designed to meet the needs of their employees. This programming may occur on site at the business, at the institution or another alternative site. Contract instruction, regardless of fund, must cover the cost of the program being offered and will not be delivered at a cost lower than the regent-approved cost per credit of traditional programs. Policies related to contract instruction can be found in FAP 44.

Institutions are also encouraged to increase the number of adult students who attend during traditional core hours. This type of additional enrollment would be accommodated within the institution's traditional enrollment capacity and at regular tuition levels. Care must be taken to ensure that the instructional support per student is not diminished by enrolling additional students at less than the full cost of instruction.

III. RESPONSIBILITY FOR CREDIT COURSES

The institution's Provost/Vice Chancellor has final approval for all course offerings of the institutions, including those offered through Fund 104. In addition to reviewing the courses for compliance with this policy, the Provost/Vice Chancellors also assure that their institution will meet its Fund 101-103 enrollment and tuition revenue targets.

Fund 104-2 is specifically reserved for use in developing programs of an innovative or experimental nature (pilot programs without a tested market) and for courses targeted toward high school students seeking college credit. Institutions may also offer individual courses on Fund 104 that are not part of a program but are part of the institution's regular

array of credit courses and meet the needs of working adults and non-traditional students (including teacher education courses).

Programming in 104-2 is not targeted towards the traditional on-campus student. Because of this, UW-Extension, in collaboration with UW System institutions, evaluates enrollments in all Fund 104-2 sections annually to assure that there are not substantial numbers of continuing on-campus students from the academic year enrolled in the courses. Where there are substantial numbers of such students, UW-Extension seeks resolution of this situation with the institution's Provost/Vice Chancellor and designated institutional CEEC representative.

This collaborative effort assigns to each party distinct and identifiable roles and responsibilities which can be found in Appendix A.

It should be noted that this is a dynamic period of time for the UW System and additional policy changes may be required to accommodate new programs and opportunities. Flexibility that has been granted by the Board of Regents will supercede this policy.

APPENDIX A

A. ROLE AND RESPONSIBILITY OF UW INSTITUTIONS OFFERING FUND 104-2 CREDIT COURSES

1. Develop institutional plans that respond to and support 1) constituent needs and 2) the Extension Statewide Plan (ESP).
2. Conduct courses according to the principles outlined below:
 - A. Institutional Provost/Vice Chancellors, or their designee, are responsible for assuring that what is offered in Fund 104-2 is consistent with UW policies. They will ensure that their institution's enrollment and tuition targets are met and Fund 104-2 will be used for the defined purposes. The CEEC representative must work closely with the Provost/Vice Chancellor in this effort.
 - B. Courses must be applicable toward a degree or certificate either offered by that institution on its own or as part of an approved collaborative agreement involving another UW institution, even though the registrant may not be seeking a degree or certificate.
 - C. Courses must meet the standards for instruction, content, student expectations, and evaluation that exist for the same coursework offered within the institution's authorized degree programs. Departments are primarily responsible for assuring equivalent quality for these courses and those offered on-campus.
 - D. Courses should utilize regular faculty, where possible, in accordance with Academic Planning Statement #4 known as ACPS 4.
 - E. UW-Extension assures statewide coordination by working with institutions in the development of institutional plans that are consistent with the Extension Statewide Plan (ESP) developed collaboratively by all institutions.
 - F. This fund also provides an option for institutions to develop collaborative courses and/or programs to serve adult learners unable to attend on-campus during the week. These experimental efforts must be specifically approved by the offering institution(s)' Provost/Vice Chancellor(s), UW-Extension's Provost/Vice Chancellor, and, where required by ACIS 1.0, by the UW System Administration Office of Academic Affairs.
3. Manage the annual Fund 104-2 allocation made by UW-Extension.
4. Report 104-2 data specified in the CDR and other reporting processes.

B. ROLE AND RESPONSIBILITY OF UW-EXTENSION

1. Work with the UW institutions to develop institutional plans and the Extension Statewide Plan for credit offered through Fund 104-2. The ESP will be periodically revised and will indicate areas of needs and priorities.
2. Assist the UW institutions in carrying out their institutional plans through inter-institutional agreements.
3. Monitor collaborative and coordinated statewide program planning for 104-2 credit offerings.
4. Manage systemwide allocation of Fund 104-2 expenditure authority.
5. Provide systemwide accountability through the review and evaluation of CDR data provided by UW System Administration and additional data collected by and reported to UW-Extension by the institutions. Assess outcomes compared to original plans for offerings, locations, enrollments, use of resources, and program outcomes.

C. ROLE AND RESPONSIBILITY OF UW SYSTEM ADMINISTRATION

1. Assist UW-Extension in the collection, assessment, and utilization of CDR data needed to oversee the fund.
2. Assist UW-Extension in monitoring the use of Fund 104-2 to ensure compliance with this policy.

D. COORDINATION

The institution's Provost/Vice Chancellor for Academic Affairs is responsible for overall coordination of credit programming for the nontraditional market. The Provost/Vice Chancellor for Academic Affairs, in consultation with the CEEC representative is responsible for internal coordination of planning and budgetary oversight for the use of Fund 104-2.

Collaborative programming is encouraged. UW-Extension will monitor 104-2 data to assure that there is not unnecessary duplication of offerings. When questions arise, UW-Extension will resolve the matter with the involved institution's designated institutional representative and/or Provost/Vice Chancellor.

E. BUDGETARY POLICY

Systemwide and institutional plans will guide the allocation of expenditure authority for Fund 104-2 from UW-Extension to the other institutions. The institutions are responsible for managing their annual allocation, collecting tuition, monitoring expenditures, providing for compensation of instructional costs, and justifying to UW-Extension the

assessment of other costs to be charged against Fund 104-2. Therefore, charges in 104-2 must be based on at least full cost recovery and may be higher than regular tuition.

Costs covered by 104-2 funded credit courses should include salary and fringe benefits for faculty, other instructional and program staff, travel expenses, instructional materials, media production and access charges, and promotion. They may also include course development costs, support staff, and other assignable costs.

F. GLOSSARY OF TERMS AND UNDERSTANDINGS

For the purposes of this policy, the following terms are understood to have the following meaning:

ACPS 4. Academic Planning Statement No. 4 "University of Wisconsin System Policy on Academic Year Definition and Assorted Initiatives" includes policies on such relevant items as faculty appointments, compensation to faculty, unanticipated faculty assignments and off-campus credit instruction. The latter section references ad hoc instruction and is supplemented by the "Administrative Appendix to ACPS-4" that includes "Definitions of Part-of-Load/Ad Hoc/Overload Appointments and their Application for Use with Section 6.e. Relative to arrangements for staffing off-campus credit courses." The appendix concludes with a section titled "Provisions for Part-time Teaching Staff (either on part-of-load or ad hoc appointments as defined above for Section 6.e. of ACPS-4).

EXTENSION STATEWIDE PLAN (ESP). The development of the ESP is a two-step process. First, each institution develops a plan for its use of Fund 104-2. These plans focus on the intended audience, identified educational needs, delivery methodologies, involved disciplines, planned offerings, locations, anticipated outcomes, and identification of necessary resources. Secondly, these plans are combined with additional demographics and resource analyses by UW-Extension and used in working with the institutions to develop and continuously update the ESP for the most effective use of Fund 104-2.

FUND 104-2. This fund is used to offer credit programs of an experimental/pilot nature, courses not specifically associated with a program and credit courses for high school students as defined on page one of this document. The fund is administered through UW-Extension but managed at each institution. Each year UW-Extension transfers program revenue spending authority, FTE authority, and a very limited amount of General Purpose Revenue (GPR) according to plans prepared by each institution. The institution uses these resources to offer credit courses consistent with this policy and the mutually agreed upon plans. The fund is almost totally operated on generated program revenues.

APPENDIX B
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Service-Based Pricing Guidelines and Procedures

Definitions

Non-Traditional student means either:

- students who are age 25 and above, part or full time, at the under-graduate, professional or graduate level, or
- students who are enrolled in programs delivered in a non-traditional manner (i.e. flexible as to time, place, media, or mode of instruction).

Service-Based Pricing

Service based pricing applies to graduate and other adult non-traditional programs for credit.

Programs can be:

- Certificate or degree programs. Programs are defined as a series of courses leading to a certificate or degree.
- Individual courses or a series of courses designed to provide students with a specific set of competencies, including those designed for and delivered to a specific business
- Delivered on or off-site.

Traditional aged students who are taking one of the above categories of program also would be subject to service-based pricing except as noted in #7 below.

Guidelines

1. The program is a graduate or other adult non-traditional program.
2. The program is designed primarily for adults and meets one or more of these seven criteria outlined in the **Enrollment Management (EM-21)** Policy:
 - a) Offers flexible scheduling packages
 - b) Offers flexible course delivery options
 - c) Provides ancillary services **such as evening or weekend services (academic advising, registration, financial aid, etc.), program specific career advising, free or dedicated parking, book delivery services, etc**
 - d) Implements degree completion programs
 - e) Provides more geographic dispersion
 - f) Works with area employers to develop programs to meet training needs
 - g) Provides Certificate and customized Master's degree programs
3. Information about the market and competitive pricing is submitted by the institution as part of the approval process.

4. The program is priced to take into account fixed and variable costs, future enrollments and frequency of offerings, recognizing new and additional program cost implications.
5. As with other program revenue courses, Service-Based Pricing programs will be responsible for the cost of fringe benefits.
6. For informational purposes only, the institution should describe any incentive systems that reward the sponsoring academic units.
7. Tuition for all students taking these courses will be charged outside the credit plateau, at the service pricing rate. However, in the case where currently enrolled degree seeking students are taking some of these courses as part of their regular degree program, the chancellor may waive this principle and charge within the credit plateau.
8. These courses/programs must at least recover direct costs without institutional subsidy. These courses/programs are presumed to be offering additional services to their adult students. These programs also will return 100 percent of tuition revenue to the institution. Therefore, it is presumed that the charges will be above the current tuition schedule.
9. **Courses which are part of a service-based program will not be open to student auditors.**

Procedures:

To facilitate timely program response to the adult market, the approval process will proceed on an accelerated basis.

1. Institutions should submit all associated materials to the President no less than two months before the proposed rate is scheduled to go into effect.
2. The proposal should be sent simultaneously to the Vice President for Finance and Associate Vice Presidents for **Office of Policy Analysis and Research (OPAR)** and Budget & Planning.
3. The proposal will be reviewed for compliance with above guidelines, Board of Regents EM-21 Policy, and other pertinent Regent and administrative policies.
4. The President will provide written action within one month, after staff review.
5. The President will report her action to the Board of Regents.
6. Existing tuition rates in programs initiated through Fund 104 (**Continuing Education Extension**) which become Fund 101-103 (**State General Program Operations funds**) are exempt from this review process.
7. Once a program has an approved Service Based Pricing rate, it does not need re-approval from the President for regular future rate increases which are *at or below* the percentage increase for the relevant regular graduate or undergraduate rate. The rate increase should simply be submitted as part of the annual budget process to the UW System Office of Budget & Planning.
8. If the rate increase in any year after initial approval is *higher* than the relevant regular graduate or undergraduate rate, itemization of the rationale within the above guidelines on costs and market will be sent to the President for approval.

APPENDIX C

PRINCIPLES FOR PRICING DISTANCE EDUCATION CREDIT COURSES, DEGREE AND CERTIFICATE PROGRAMS

1. Access for Wisconsin residents to undergraduate education through distance education courses does not have to be provided solely on a cost-recovery basis and can be supported by GPR/Fee funds.
2. Academic and student support services for distance education courses should adhere to system-wide standards to assure high quality distance education programming.
3. UW institutions will identify distance education costs (such as instruction, development, support services, electronic delivery, and administrative overhead) using a common methodology. Costs may be calculated at the course or program level.
4. Pricing distance education courses and programs should take into account fixed and variable costs, future enrollments, and frequency of distance education offerings. Prices may be charged at the course or program level.
5. Institutions may choose to increase the price charged for distance education courses and programs to take advantage of market opportunity. Conversely, institutions may choose to decrease the price charged for distance education courses and programs according to the following factors: derivative benefits to faculty or institution, access/mission relationship, multiple sources of subsidy (e.g., grants, contracts, unused or marginal capacity), or competition.
6. Tuition for all students taking distance education courses will be charged outside the credit plateau, i.e., each distance education credit would be charged at the per credit rate. However, institutions will have the flexibility to waive this principle and charge within the plateau for their own students.
7. There is no change to current policy (FPPP 44) which allows institutions to waive segregated fees for students enrolled exclusively in courses held off-campus. Institutions should consider a number of factors when determining if segregated fees are appropriate including student input, the benefits received by off-campus students, and whether the price charged will be a disincentive for students to register for distance education courses.
8. Institutions will be held accountable for their distance education pricing and cost analyses (consistent with the above principles) by keeping records demonstrating the use of a common methodology. UW System Administration will report annually to the Board of Regents on distance education pricing activities.
9. These principles do not pertain to non-credit continuing education courses and programs. Existing institutional and system policies are sufficient for determining costs and setting prices (see Continuing Education Fee Policy).