

MEMORANDUM

TO: Deans  
Faculty Senate Leadership

FROM: Kirk H. Schulz, President  
Elizabeth Chilton, Incoming Provost and Executive Vice President

DATE: June 16, 2020

SUBJECT: WSU System Roles and Responsibilities

Washington State University has enjoyed tremendous growth as Washington's Land Grant University over the past several decades. In 2020, we have 6 campuses (Everett, Global, Pullman, Spokane, Tri-Cities, Vancouver), teaching centers in Bremerton and Yakima, 4 Research and Extension Centers (Mount Vernon, Prosser, Puyallup and Wenatchee), and 39 Extension County Offices. We continue to have a significant impact on the Washington economy by providing educational opportunities for the next generation of Cougs, performing cutting edge research, and engaging with our communities in solving society's challenging problems. Our new system-wide strategic plan reaffirms our commitment to academic excellence for the public good.

Over the past several decades, WSU has evolved from a single campus into a highly complex interconnected system with a record of bold initiatives, connection with our communities, and enhancing the social mobility of our graduates. As we look forward to our next decade of growth and service to the State of Washington, we need to continue to evaluate ways in which we can optimize our system operations across all of our geographic and virtual locations.

With this goal in mind, I am pleased to share with you the final version of the report on WSU System Roles and Responsibilities. The report is extensive in scope and seeks to provide a multi-year set of recommendations on ways that we can optimize WSU system operations. Many of the report's recommendations support the goals of our new strategic plan and our vision of One WSU. As with any comprehensive plan, there will be active debate and dialog on the steps outlined – which is an important part of changing and evolving to better prepare us for our future.

Incoming Provost Elizabeth Chilton and I will be working on the development of an action plan for many of the recommendations made in the report and will provide this to the university community prior to the beginning of the Fall Semester.

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Immediately, we plan to work on many of the recommendations made in Section 2 and Section 3 on establishment of additional leadership groups to begin the process of optimizing system operations. We will also work on some of the suggested culture-change recommendations so that each campus is valued for its unique contributions as well as for its role in the system as a whole.

Any recommendations on proposed changes in reporting structure will be considered at a later time, after considerable consultation across the system. As we work our way through the recommendations and discussions over the next few years, we will do so in the context of the goals and values outlined in the WSU System Strategic Plan.

I want to express my appreciation for the outstanding job that the Roles and Responsibilities Working Group (Chip Hunter (Chair), Theresa Elliot-Cheslek, Laura Griner-Hill, Sandra Haynes and AG Rud) did in providing a comprehensive set of recommendations for preparing the WSU System for the future.

I look forward to building an even better WSU moving forward! Please reach out to us at any time with suggestions or questions.

**WSU Working Group**  
**System-Level Roles & Responsibilities**

**Report and Recommendations**

**May 2020**

Chip Hunter, Chair

Theresa Elliot-Cheslek

Sandra Haynes

Laura Griner Hill

A.G. Rud

## Executive Summary

The WSU Working Group on System-Level Roles and Responsibilities was charged by President Schulz in Fall 2019 with clarifying WSU system-level roles and responsibilities of leaders. The group, with the approval of the president, broadened the charge to include a description of our multi-campus system and how it currently functions, a description of the advantages of operating as a unified system, and a set of recommendations, aligned with the new strategic plan, that will enable us to realize those advantages. In this report, we provide an introductory overview, a description of the working group's process, and a series of five problem statements, with related recommendations.

**Introduction and Process** (p3): This section describes the charge to the Working Group and how we executed it. We note our unique structure among land-grant universities. We describe and categorize the type of structure our organization is, its advantages and disadvantages, and core requirements for optimal functioning. We then describe the process the Working Group used to understand system challenges, define problem statements, and develop recommendations designed to address those challenges and optimize system functioning.

**Section 1: Why do We Have a System?** (p7) In this section we provide a rationale for "*One WSU, One Degree, One Faculty*" -- Together we are Broader, Better, and Bolder -- and describe how it drives our mission, strategy, structure and culture. We recommend that deans, chancellors, and vice presidents complete an exercise ("What is Your Why") to describe what *One WSU* means for their students, faculty, staff and community.

**Section 2: What are the Roles of Each Part in the System?** (p11) In this section we note that lack of role clarity leads to inconsistency, confusion, and gridlock and we make the recommendation that all chancellors, deans, and vice presidents review the missions of their units, giving special attention to delivering on those missions with a commitment to "*One WSU, One Degree, One Faculty.*" We recommend creation of a mission for the Pullman campus and clarification of which leadership roles are primarily responsible for the health of the system as a whole.

**Section 3: What Should a System Structure Look Like?** (p16) In Section 3 we provide examples of inconsistencies and inefficiencies that result from our current structure, and we recommend adapting our current structures and roles in ways needed to promote strong functioning of our system and to enable us to achieve our strategic goals. Specifically, we recommend the formation of several councils, collaboratives, and committees that are designed to improve communication, build relationships, and realize the benefits of a system-based approach. We emphasize that the proposed structure is not, by itself, sufficient to promote the system-thinking.

**Section 4: System Processes.** (p34) An in-depth examination of system processes was beyond our scope, but feedback from university leadership clearly indicated three key areas that require attention: budgeting and financial controls, enrollment management, and marketing and communications. In Section 4 we describe why these are priority areas and recommend that they be considered collaboratively, using the *One WSU* mission and the tools described in Sections 1 and 5 of this report.

**Section 5: System Culture.** (p37) In Section 5, we note that we do not currently have a common mindset that reflects the spirit of "*One WSU, One Degree, One Faculty.*" Without a common understanding and strong relationships of trust, we are unable to move forward together as a system; thus, culture change

is necessary for us to realize our full potential, both locally, in campuses, colleges, and functional units, and system-wide. We propose three objectives that will form the basis of that culture change: (1) create a full understanding of characteristics of matrix organizations, and the advantages and disadvantages of operating as *One WSU* (as noted in Problem Statement #3 in this document); (2) identify key values, principles and behaviors that will embed *One WSU* as a standard way of working; and (3) create culture-building approaches that ensure that all faculty and staff have the knowledge, skills and motivation to enact these values, principles and behaviors. We provide a rationale for those objectives and skills needed to attain each objective. We also recommend that in conjunction with the “What is Your Why” exercise described in Section 1, each dean, chancellor, and vice president complete a “What is Your How” exercise. This exercise will help to define mindsets and behaviors that will help guide decisions that benefit both the local and the system missions.

## Introduction

The WSU Working Group on System-Level Roles and Responsibilities was charged by President Schulz in Fall 2019 with clarifying WSU system-level roles and responsibilities of leaders, with special attention to the roles of vice presidents. We were encouraged to consider these responsibilities across all campuses, including Pullman.

We received the charge in the context of a search for a new Provost, and the production of a new strategic plan for the WSU system. Given these developments, we broadened the charge of the group with the approval of the president. This report therefore provides a multi-faceted set of recommendations that cover system-level roles and responsibilities of leaders. It also considers the motivation underlying the system approach, the missions of our component units, an appropriate structure in which to embed the roles, attention to key processes, and, perhaps most critically, aspects of WSU culture that will need to be strengthened in order for system-level leadership to be effective.

A 2019 “white paper” authored by Craig Parks, included in this report as Appendix C, notes that systems commonly comprise either a number of relatively independent campuses, or a flagship campus that governs subsidiary campuses. A system of independent campuses is not suited to implementation of the draft strategic plan and its focus on “*One WSU, One Degree, One Faculty.*” A system centered on the flagship campus misses opportunities to capture the power and impact of operating effectively as one university across the state. At the heart of our recommendations, therefore, are a number of specific ideas that clarify the operation of the academic enterprise of WSU as a version of what is referred to in corporations as a “matrix organization.” At WSU, key dimensions of this matrix are college and campus. This design is already embedded in Executive Policy 29 at WSU: here we suggest clarifying and extending it.

At the core of the “*One WSU*” concept is the intent to maximize the whole vs. individual parts, seek to communicate and make decisions in ways that look across the whole organization. To achieve this, entities in the corporate context employ a matrix or cross-functional organizational approach. We are aware that a system structure elaborated in this fashion would be unique among multi-campus state universities. We encourage readers of this report to give attention to the full set of problem statements and recommendations here. We see neither clarified leadership roles, nor a new and improved structure, as the answer to all our challenges in operating across the system. To reiterate: mission clarity, processes, and culture must also be addressed.

We would like to outline the commonly-used definition of a matrix organization and four principles that the reader should keep in mind. These are mentioned throughout this document and are key to understanding recommendations.

**Definition of a matrix organization:** An organization that employs multiple-boss reporting relationships and where members are required to act and think *across* (vs. in their immediate area of responsibility), requiring practitioners to exercise influence versus control and authority to get decisions made and tasks completed. We see this as the structure required to truly realize *One WSU*.

**Advantages of a matrix organization:** Allows the organization to maximize the whole (“enterprise-wide thinking”), leveraging resources (vs. employing specialized resources in every branch of the organization). Matrix structures increase the ability of the organization to anticipate and adapt to the

ultimate “customers” the organization serves. These advantages are critical to execute on our *One WSU* strategy.

**Disadvantages of a matrix organization:** Matrix structure can be markedly slower than a strictly hierarchical structure. These disadvantages are acute when a matrix structure is poorly executed or executed only in terms of reporting relationships. When process, technology or culture are not “matrix-ready,” organizations become slow, decision-making process becomes arduous, individuals are pulled between loyalties and priorities of two bosses, and people find work-arounds. The approach outlined here is intended to minimize these disadvantages.

**Core requirements of a matrix organization:** There are several, detailed in Section 5 of this document. For introductory purposes, we would like to highlight the one we believe has the potential to be our greatest challenge in realizing the advantages of a matrix organization: healthy disagreement. Matrix organizations create conflict in the service of enterprise thinking. This type of structure is built on conflict and healthy disagreement, relies on it and provides forums for resolving conflict. While not necessarily a core strength throughout the system, the ability to debate is alive and well in the halls of our academe and can be channeled here.

**Mutually reinforcing elements:** This plan is a comprehensive, inter-related set of recommendations, all with the assumption that to drive any change in an organization, structure, process, technology and culture must align. This is not a menu of possibilities—it is a plan, and as such, eliminating parts will have ramifications on the ultimate success of the plan.

The approach outlined here is based on these parameters. We use *One WSU* as our over-arching descriptor for operating with system-thinking at WSU. The report here does not define a single “matrix” structure. Rather, it provides guidelines for realizing the benefits of operating as a system, cross-functionally, with structures that enable both system-level strategy and campus initiative, in a nomenclature familiar and descriptive for WSU readers.

## **Process**

The WSU Working Group on System-Level Roles and Responsibilities was originally charged by President Schulz with clarifying WSU system-level roles and responsibilities of leaders, with special attention to vice presidents. We were encouraged to consider these responsibilities across all campuses, including Pullman. We began by creating a set of statements of problems in the way our multi-campus system functions and from there moved to recommendations to address those problems. We met 16 times from December 2019-April 2020, including two all-day meetings, and circulated working documents for commenting between meetings. We worked with Susan Finerty, an expert in matrix organizations, and we consulted with senior leadership throughout the process.

*Phase 1:* In order to formulate our problem statements, we first reviewed input from campus leaders, leaders of academic units, and vice presidents and other leaders of functional areas. We gave special attention to a collection of system-level challenges, concerns, and successes that WSU leaders shared with President Schulz prior to the formation of our group. We also reviewed the white paper developed by Vice Provost Craig Parks on “Management of Multi-Campus Systems by Top 25 Universities,” which

we include as Appendix C or this report. We had extensive conversations about these documents and identified common themes across reporters as well as area- or campus-specific issues.

*Phase 2:* Noting that WSU Executive Policy 29 outlines “Policies, Responsibilities, and Authorities for the Operation of Multi-Campus Programs,” we identified the basic structure implicit in EP-29 as a “matrix” organization, and engaged Susan Finerty, who helped us frame the themes raised in Phase 1 in terms of how cross-functional organizations operate effectively. We then grouped our findings into five major problem areas and developed a series of deliverables our group would provide for each problem statement. We presented the problem statements and proposed deliverables at the president's cabinet and deans' retreat on January 29th, 2020.

*Phase 3:* From February through April, we reviewed feedback and questions received from senior leadership on our proposed problem statements and reviewed a number of historical documents. One of those documents, a 2004 white paper on "Washington State University as a Multicampus System: Principles for Development and a Guide for Implementation," provided insight and ideas especially relevant to our task, and we include it as Appendix D for this report. After a second all-day meeting to discuss specific recommendations, we created a first draft of our final report through an iterative process of drafting and commenting. We provided this draft to President Schulz for review, timed to complement the campus-wide feedback he was receiving with respect to the finalists for the position of provost/executive vice president. We continued to refine the report and now present the final report for consideration.

## **Appendices**

Appendix A: Typical Distinctions between Solid and Dotted Line Reporting Relationships

Appendix B: Typical Guidelines for Navigating Solid and Dotted Line Reporting Relationships

Appendix C: Management of Multi-Campus Systems by Top 25 Universities (2019)

Appendix D: Washington State University as a Multicampus System: Principles for Development and a Guide for Implementation (2004)



## SECTION 1: Why Do We Have a System?

**PROBLEM STATEMENT #1:** *Lack of clarity of the “why” behind the system approach leads to confusion and frustration in employing it.*

The system envisioned in the new draft strategic plan for WSU outlines “*One WSU, One Degree, One Faculty.*” Effective operation as a system, however, requires a shared understanding of the motivation for “systemness,” a word that has been used with increasing frequency by WSU leaders over the past few years. A multi-campus university system can mean different things to different people. This is especially true in the context of the diversity of approaches to multi-campus state university systems across the country, as described in the white paper developed by Vice Provost Craig Parks on “Management of Multi-Campus Systems by Top 25 Universities (Appendix C of this report).”

Key questions that that will motivate our commitment to a system include the following:

- What is the reasoning behind our system approach?
- How can we get to a common understanding of the rationale?
- How does this guide our mission, strategy, structure and culture?

**1.0 Our Tagline “Why” Statement:** To facilitate a common understanding of our system approach, we need a short, memorable way to reference it.

*Recommendation 1.0: Adopt the internal tagline “Together we are Broader, Bolder, Better” to motivate the system approach.*

### **Why One WSU?**

Behind the words Broader, Bolder, Better, there is further rationale that becomes obvious, but which also needs to be further explored.

**Overall:** *One WSU enhances the ability of the institution to fulfill its land-grant mission of providing access to higher education and applying our academic, research, and extension programs to address society’s most pressing needs.*

**Broader:** *One WSU allows for education and research across the State of Washington on multiple campuses and via extension and research centers. Our statewide presence, along with strong system communication and collaboration, informs and enriches our research, service, and education missions.*

Our multiple locations enable us to serve rural, suburban, and urban populations, and to better understand the spectrum of needs and opportunities across the state. Such breadth of service is a unique attribute of WSU and allows the university to impact lives not just locally or regionally but on a larger scale than if the campuses were separate entities.

**Bolder:** *Pullman-centric habits of thought, or elevating any local mission over a system mission, constrict our vision and blind us to greater possibilities. Pride in our system as a whole, as well as in the component locations of that system, opens our horizons and broadens our sense of what is possible.*

Historically, claiming *One WSU* is similar to the distinction associated with changing from a college (WSC) to a university (WSU). The change in name to WSU, and the resulting ability to expand its reach, increased the prestige of the institution and allowed for greater innovation. *One WSU* takes research,

teaching, and service to the broader, better, bolder step of providing enhanced value to students, stakeholders, and the communities we serve by backing our brand. It distinguishes WSU from other systems with hierarchies that bias one location over others and diminish the work of others. Being *One WSU* allows for value of the degree for graduates, greater influence with political bodies, and the ability to create unique programs that resource local businesses and other assets. As stated by the Regents in 2004, “These differences add diversity to WSU’s portfolio, strengths that a single campus could not provide, and help us to serve the citizens of Washington State.”<sup>1</sup>

**Better:** *One WSU* promotes breadth, coherence, efficiencies, and economies of scale. Working in the collective gives us leverage in fundraising and provides a broader platform for highlighting our accomplishments and unique attributes. Importantly, “*One WSU, One Degree, One Faculty*,” increases the value of the WSU diploma and the research conducted at every location. This brands WSU as providing exceptional quality and value in education, research, and service as guaranteed with one faculty and a unified curriculum.

Each of our campuses and extension centers, along with their communities, has unique needs and resources, in response to which faculty, students, and staff have developed unique strengths and bodies of knowledge. Working as a system allows us to integrate and maximize those strengths to serve the whole state, and especially the underserved, in ways that a single campus or school could never do. With our locations across the state and online, we can provide access to all qualified students, regardless of a student’s desire or ability to relocate for college. *One WSU* will promote greater fluidity of students and faculty across locations, which is another unique value proposition.

### 1.1 Process for Creating Individual “Why” Statements

The words above provide the overall framework, but to truly embed this concept into how we work, we need to give people the opportunity to find their own unique statements around what *One WSU* brings stakeholders in their particular part of the system.

*Recommendation 1.1: Chancellors, deans, and vice presidents complete a “What’s Your Why?” exercise. Describe their own why (as a group exercise) by answering the question: What does WSU operating as a system—broader, bolder, better—mean for your students, faculty, staff and community?*

The end deliverables for this process are precisely worded, brief statements that can be repeated in formal communication and informal communication. This will ensure all members of the WSU organization have a consistent understanding of the “why” behind WSU working as a system and this rationale is the foundation of behaviors and decisions.

The “why” statements for schools, colleges, campuses and functions serve as steady messages to refer to when we are tempted to act or decide in a way that is outside of the system; when we need to steer others back to the core of the system and what it brings.

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<sup>1</sup> See “Principles for Development and a Guide for Implementation,” included as Appendix D of this report.

**Table 1**

**Sample Template For Schools, Colleges, Campuses**

System Why:  What that means for:	BROADER	BETTER	BOLDER
Our Students			
Our Faculty			
Our Stakeholders			
Our Community			

**Table 2**

**Sample Template For Functions**

System Why:  What that means for:	BROADER	BETTER	BOLDER
Those we serve (the WSU faculty and students)			
Our Team			
Our Community			

## SECTION 2: What are the Roles of Each Part in the System?

***PROBLEM STATEMENT #2: Lack of clarity in descriptions of the high-level “roles” of each part of the system leads to unclear, inconsistently executed processes; overlap, inconsistency and lack of clarity in individual roles.***

Once the rationale of *One WSU* is clear (from Section 1), the question becomes, what role (at the highest level) do campuses, colleges and functions play in making this come to fruition?

In this section we outline recommendations for clarifying high-level roles of campuses, colleges, and functions. Section 3 moves to the implications of those recommendations for structures and individual roles. Our framework is centered on moving system leadership in a direction that distinguishes *system-level roles*, moving gradually but clearly beyond the current model that has grown up organically from its roots in Pullman campus administration.

At the highest level, three parts of the system are charged with delivering on the WSU mission through specific missions of their own, with these basic parameters:

- Campuses: Deliver on the WSU mission in ways uniquely suited to their geography, history, and local population, with as broad or as narrow a definition of their local mission, mapped to the WSU mission, as appropriate.
- Colleges: Deliver on the WSU mission through fostering academic excellence and community outreach in their areas of expertise: academic programs, research, extension, and community engagement.
- Functions: Support the priorities and needs of the overall system, campuses, colleges, and students, ensuring compliance, and promoting quality, efficiency, and effectiveness in their areas of expertise.

### 2.0 Mission Creation

*Recommendation 2.0: All chancellors, deans, and vice presidents review the missions of their units, considering the “broader, bolder, better” framework in this report, and in the context of the new strategic plan. Chancellors and Deans should give special attention to delivering on mission with a commitment to “One WSU, One Degree, One Faculty.”*

Mission definition and review should feature the following characteristics in order to advance the system:

- An inclusive process with input from external and internal stakeholders;
- Consistency with the system strategic plan;
- A clear statement that starts with “We exist in order to...” or an equivalent;
- Focus that defines the unique mission of the unit within the system;
- Specificity that guides the creation of the strategic plan for the unit.

From here, system leaders will need to undertake a further process of reconciling and confirming unit-level mission statements as consistent with the system-level and sufficient for defining clear unit-level contributions for system success. The collaboratives described in Section 3 would be appropriate venues for sharing of missions and discussion of associated issues. The President’s System Council described in Section 3 could give final approval to missions.

## 2.1 Campus Missions

*Recommendation 2.1a: Update campus missions, with missions subject to approval of System Council<sup>2</sup> and Board of Regents.*

All campuses in the WSU system have unique characteristics crucial to the full functioning of the system. The Regents put this succinctly in a 2004 document titled “Principles for Development and a Guide for Implementation” which we include as Appendix D in this report.

The campuses of WSU. . .have very different identities . . .WSU Pullman provides a major traditional residential campus where students are able to pursue their education with the single role of a student. The other campuses all bring opportunities for partnerships with other elements of the communities they serve. WSU Spokane brings a major medical community. Tri-Cities brings PNNL with its science and engineering expertise. Vancouver brings the semiconductor industry and major financial institutions.

These distinctions need to be updated to include Everett and broader definitions of the Spokane, Tri-Cities, and Vancouver campuses as they have grown and changed, but the outcome is the same. All campuses and extension centers are integral parts of a system put in place to fully realize WSU’s land-grant mission. Regents’ endorsement of the approach will serve to update the 2004 document.

At this stage in the growth of WSU, and with the development of the new strategic plan, which clearly envisions “*One WSU, One Degree, One Faculty*,” it is now crucial to identify clearly the mission of each campus: not to set that mission in stone, but to provide a guide for strategic decisions, investments, and coordination that will enable collaborative success.

For example, at the broadest level, the Vancouver and Tri-Cities campuses could be considered as “regional comprehensive campuses,” offering a relatively full range of academic programs, while focusing research and outreach on issues of specific concern to their local areas.

The Spokane campus could be considered a “regional specialized campus,” with its focus on the health sciences while serving the immediate Spokane area. It is important to consider both the regional mission as well as whether there is a mission for the “Health Sciences” distinct from the campus itself in order to clearly articulate strategy and structure both for the health sciences at WSU and for the Spokane campus itself.

The Everett campus, in startup mode, could define itself chiefly with respect to its role in serving the local community while leaving open possibilities for specialized focus and/or more comprehensive programming, and the flexibility to take advantage of growth opportunities. Everett might require relatively more frequent updating of mission and strategy in order to ensure focus and clarity of its role within the system. Everett might also serve as an example for any other “startups” with potential for growth, and other, smaller locations (e.g. Bremerton, Yakima, etc. all the way through to extension offices) could also be considered as candidates for mission definition at the point which they might serve as a venue for activities that span multiple WSU colleges or other multi-unit initiatives.

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<sup>2</sup> The President’s System Council is described more fully in Section 3 of this report.

*Recommendation 2.1b: Create mission for Pullman campus subject to approval of System Council and Board of Regents.*

One major element of dysfunction in the current system arises from history: the role of the Pullman campus. As the founding home of WSU, and the “home office” for most colleges and deans, most vice presidents including the provost, and the president, Pullman’s role *as a campus* in the current system is murky. For example, EP-29 outlines leadership roles for “urban campuses” but those roles do not exist in Pullman (chancellor, vice chancellor of academic affairs, academic director), and the baseline – barely articulated - assumption in EP-29 is that Pullman is the home of deans and department chairs who then work with “other campuses” on implementation. An effective structure requires a shared understanding of the missions of its component units. Of particular importance is establishment of this shared understanding of the mission and role of the Pullman campus. This mission cannot encompass the provision of system-level guidance that encompasses roles of other campuses: that mission must be executed at the level of the system.

Pullman is the largest and oldest campus in the system. It is currently the only residential campus, the home to intercollegiate athletics, “home” for a majority of alumni, and historically, the home office for most WSU leaders, academic and otherwise. In this report we make the working assumption that Pullman should begin to operate as one of the campuses in the WSU system, and from there, work through the implications of that assumption.

We encourage a clear and direct statement of the Pullman mission that takes into account the relative size and history of the Pullman campus and its overall contributions to WSU success. For example, the term “flagship” with respect to Pullman emerged during the WSU strategic planning process as a lightning rod for criticism, the concern being that this term diminished the role of other campuses. Whether or not the term “flagship campus” is used, we recommend that WSU embrace and celebrate the contributions, strength, and history of the Pullman campus, rather than to diminish those contributions. Given the relative sizes of the campuses, the majority of degrees are likely to be granted, and the majority of research likely to be performed, at WSU Pullman for the foreseeable future. The Pullman campus also has the current infrastructure to conduct activities at a much larger scale; to the extent that such scale is important in achieving system level goals, this too should be acknowledged.

Assigning Pullman a role as a regional comprehensive campus parallel to that of Vancouver or Tri-Cities, or as a specialized campus similar to Spokane, will produce confusion. External stakeholders of WSU understand that the Pullman campus is the founding and largest campus. Watering down the Pullman mission may be seen by many of these stakeholders as wasteful and bureaucratic: a sign that WSU has lost sight of the thousands of alumni who earned degrees from Pullman, and of the impact that WSU has had on the citizens of the state for 130 years. We recommend a set of mission statements for the campuses, including Pullman, that demonstrate focused purpose. Our overall system mission can draw on our history and contemporary impact, celebrate our evolution, and emphasize our state-wide presence.

Regardless of how we refer to it, defining the Pullman site as a campus will require a significant culture shift. Defining the mission of the Pullman campus is a critical first step, and one that is a prerequisite for the development of the first-ever strategic plan for Pullman as a campus. Section 3 offers recommendations on how to think about leadership positions for the Pullman campus in the immediate future, and how these might be distinguished from system-level leadership. To the extent that the recommendations in Section 3 are adopted, they may provide guidance with respect to who should lead the process of creating a Pullman mission, disentangling system responsibilities from those in Pullman.

## 2.2 College Missions

*Recommendation 2.2: Update or create missions for colleges subject to approval of System Council.*

College missions focused on academic excellence should be relatively straightforward to identify, though there may be a few rough edges or gray areas where college missions overlap with one another. Generally, college missions and their strategies are particularly significant in framing the “*broader, bolder, better*” opportunities provided by the system.

Two complexities might be noted and given attention. First, the missions of the three colleges that the health sciences comprise will need to be developed in concert with the Spokane campus mission and any envisioned mission for the health sciences as an integrated category. Second, to the extent that missions for colleges include extension, outreach, and serving local communities, these missions should be considered in complement to campus missions that do the same for the same geographies.

## 2.3 Functional Missions

*Recommendation 2.3: Update or create missions for functions subject to approval of System Council.*

We also recommend the creation and review of functional missions in areas led by vice presidents. Of particular importance will be clarity on the extent to which these missions focus on elements of the following:

- Center of expertise for their specific content area;
- Compliance, consistency and quality assurance in the functional areas;
- Facilitating the success of the academic mission through the provision of support and services to campuses and colleges;
- Accomplishment of focused, functional goals either in partnership with or relatively independent of the core academic mission.

## 2.4 Identifying System Leadership

What flows from the mission statements are distinctions: who is dedicated in *task* to maintain the health of the system? All WSU faculty and staff have a stake in the success of the WSU system—all are expected to *think* system-wide when making decisions, but there are some whose role is solely focused on the health of the system. That said, it is useful to articulate more clearly this expectation for key leadership roles in the system.

*Recommendation 2.4: Outline expectations for system-level thinking and specific system-level job responsibilities in position descriptions, in EP-29, and in other relevant policies and processes.*

The president and vice presidents are system-level officers; their first duty is to the success of the WSU system as a whole.

Deans, associate deans, school directors and department chairs have system-level academic responsibilities to the extent that their colleges, schools, departments, and responsibilities span campuses. The system to this day is primarily described (e.g. in EP-29) with respect to Pullman and “other campuses.” This mindset must be replaced at all levels with academic leaders’ assumption of shared responsibility for the success of students and faculty at all campuses, and with structure, policy, and processes that allow these leaders to take action that reflects this responsibility. Over the last



several years, colleges have begun to draw academic leaders from outside Pullman and Spokane; this should be encouraged and accelerated.

Chancellors, vice chancellors, and campus academic directors also share leadership responsibility for system success and for system-level thinking in their decision making. While they do not have cross-campus responsibilities, these leaders are responsible for the success of their campuses in delivering on the overall campus mission, consistent with the WSU strategy and mission. They share with the system-level academic leaders the responsibility for faculty and student success at their campuses. Their work is not done on “other” campuses,” or “urban campuses”: it is done on the campuses of WSU. Like the academic leaders of the system, they also must be supported by structure, policy, and processes that allow them to take action reflecting their responsibilities.

## SECTION 3: What Should a System Structure Look Like?

**PROBLEM STATEMENT #3: Inconsistency of roles and reporting relationships lead to redundancy; confusion; poorly executed process and policy; detrimental competition among parts of the system; turnover in provost role.**

As we move from the big picture questions of why *One WSU*, missions and high level roles of each component of the system we get into the more provocative questions of structure and reporting relationships. The new draft strategic plan for WSU envisions “*One WSU, One Degree, One Faculty*,” while also outlining an expectation that campuses serve unique functions in the *One WSU* system.

This highlights the potential for a system-wide organizational design that reflects WSU strategy along the key dimensions of campus and college. Explicit matrix organizations are rare in multi-campus systems (see Appendix C). However, rarity should not be a disqualifying feature for recommendations. In fact, innovative organizational design can be a strength, rather than a weakness, if we implement it effectively.

The structure of the current WSU system has developed *ad hoc* and opportunistically. Today, unguided growth of the system must be replaced by deliberate attention to structure and roles if we are to implement effectively and efficiently. Some elements of cross-functional design are explicitly codified with respect to academic decisions in WSU Executive Policy 29: the two dimensions in EP-29 refer to campuses and colleges. EP-29 itself was a useful attempt to document roles, responsibilities, and processes in the WSU system. In this report we outline processes for establishing a much broader context for EP-29 as well as considering the broader range of issues with respect to how WSU is organized beyond simply the academic mission.

For assignments of roles, responsibilities, and design of processes to be effective under a system structure, the component units must have missions that are broadly accepted across the organization. This was covered in Section 2 of this report. Even with accepted missions, however, we also emphasize as strongly as possible that structure is not, by itself, sufficient to promote system-thinking. An appropriate structure is necessary. It is not sufficient. Any accepted recommendations for structural change must be accompanied by swift attention to key policies and processes: we give examples in Section 4. And, as we discuss in Section 5 at the end, significant cultural change at WSU will be required before we can deliver on the “Broader, Bolder, Better” promises of a system that promotes “*One WSU*.”

### 3.0 Clarifying *One WSU*

Our effectiveness in operating as *One WSU* will rely on our ability to understand what the structure is and why it is employed. The what and the why inform the “how” or operations of the organization and behavior of people in the organization. We rely on Susan Finerty’s *Master the Matrix* (2012) for practical guidance here, using the following definitions and assumptions in analyzing WSU’s current structure and making recommendations on future structures.

**Definition of a matrix organization:** A matrix organization has traditionally been defined as “A mixed organization form in which normal hierarchy is overlaid by some form of lateral authority, influence or communication...there are usually two chains of command, one along functional and one along project lines.”<sup>3</sup> A more contemporary definition is “an organization that employs multiple-boss reporting

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<sup>3</sup> See Erik W. Larsen and David Gobeli, “Matrix Management: Contradictions and Insights,” *California Management Review*, 1987.

relationships and where members are required to act and think *across* (vs. in their immediate area of responsibility), requiring matrix practitioners to exercise influence versus control and authority to get decisions made and tasks completed.”<sup>4</sup> It is this second definition that really underscores why a matrix structure is needed to get to truly operating as *One WSU*.

**Advantages:** From a practical standpoint, matrix structures seek to ensure people in the organization “work across,” versus focus narrowly on their immediate area of responsibility. This cross-functional approach in communicating and decision-making allows the organization to maximize the whole (“enterprise-wide thinking”), leveraging resources (vs. employing specialized resources in every branch of the organization). Matrix structures increase the ability of the organization to anticipate and adapt to the ultimate “customers” the organization serves. To put these advantages into the WSU context, a matrix structure and way of thinking would reinforce *One WSU*, would allow us to truly make the most of resources and provide agility to navigating shifting needs of our stakeholders: students and their families, our faculty and staff, our communities, and the state of Washington.

**Disadvantages:** These multiple-boss reporting relationships and holistic thinking/acting require extra steps and broader input and involvement, which means the matrix structure can be markedly slower than a strictly hierarchical structure. These disadvantages are acute when a matrix structure is poorly executed or executed only in terms of reporting relationships. When process, technology or culture are not “matrix-ready,” organizations become slow, decision-making process becomes overly arduous, individuals are pulled between loyalties and priorities of two bosses, and people find work-arounds. In short, when the structure is the only element that reflects a matrix approach, you get all of the disadvantages (extra complexity and steps required in communication and decision-making) and none of the advantages.

The working group firmly believes this is where WSU is today—a hodgepodge of multi-boss relationships, a matrix structure partially specified in EP-29, and some verbiage around thinking and acting like *One WSU*. In the end, we do not reinforce our structure with process, technology, internal systems, or culture. The painful result is that we are experiencing all the disadvantages and few of the advantages of a true matrix organization. In short, we are failing to fully realize a true system-approach or what we call *One WSU*.

**Requirements:** Executing a system-based organization well requires *organizations* to have the systems, processes and culture to support alignment of goals, clarity of roles, effective decision-making and communication across the organization. To contribute to effective execution, *individuals* must have the ability to:

- Build strong, trusting partnerships across the enterprise;
- Work through system challenges: goal alignment, role clarity, decision-making;
- Get work done through and with others, often without authority or control;
- Make trade-offs in decision-making and prioritization;
- Manage ambiguity;
- Engage in healthy conflict;
- See perspective beyond their own immediate responsibility;
- Co-manage and be co-managed.

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<sup>4</sup> See [www.finertyconsulting.com](http://www.finertyconsulting.com)

Details on specific behaviors and cultural elements required to make a *One WSU* structure work are included in Section 5.

**Integrators**<sup>5</sup>: A system-based organization relies on “integrators” to create linkages among the separate units (for WSU, a unit would be a campus, school or function). There are many integrators that can be utilized. For our purposes, we recommend three: (1) co-managed/dual reporting relationship (defined further below); (2) idea sharing and decision-making forums (we propose councils and collaboratives later in this section) and (3) integrated, common processes (see section 4, below).

**Definition of a co-managed/dual reporting relationship:** These are reporting relationships that are a tool to encourage system thinking by providing a means for integration between two (or more) parts of the organization. For example, a person may report to a leader in their physical location and a leader that represents the content of their role. This reporting relationship is formed to ensure that the goals and approaches of the location and the content area align. The standard terminology is solid line and dotted line for the two managers. See Appendix A for further illustration.

**Requirements of co-managed/dual reporting relationships:** These reporting relationships are meant to be used to get to integration; this goal must be front and center when deciding *if* a role should be co-managed and *how* the parties in the reporting relationship work together. Other requirements include:

- Specifically defined roles at the organizational level (see Appendix A and B);
- Agreed upon roles specific to the people in the triad;
- Strong partnership and coordination between the two managers;
- Open, regular communication.

See Appendix B for further advice on making these relationships work.

*Recommendation 3.0: Commit to system-wide One WSU structure for managing the academic enterprise at WSU.*

### **3.1 Steps Toward Clarifying the *One WSU* Structure**

*Recommendation 3.1a: Revise and/or replace EP-29 with new guiding principles focused on mission, and implications flowing from those new principles.*

The current EP-29 document has the following statement on guiding principles:

#### GENERAL GUIDING PRINCIPLES

The operation of multi-campus academic programs at Washington State University is based on the following fundamental guiding principles:

Responsibility for academic program content, implementation, and quality is shared across the WSU system, primarily between the academic leadership on each campus and the dean and department chair/school director of the academic unit in which each program resides.

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<sup>5</sup> A more complete list of integrators includes networks, councils, management processes, business processes, digital tools/systems, aligned incentive systems, formal team structures, individual integrator roles. See Greg Kesler and Amy Kates, “Bridging Organization Design,” Jossey-Bass 2015)

Campus budget administration is the responsibility of the campus chancellor. (1987 Branch Campus Principles approved by the Faculty Senate)

Those affected by a decision, plan, or action shall have an opportunity to provide input and be informed of the decision, plan, or action prior to implementation.

An effective *One WSU* structure would assign key accountabilities on each dimension of the system, and shared responsibility for overall achievement of the system strategic plan and goals. For example:

*The operation of multi-campus academic programs at Washington State University is based on the following fundamental guiding principles:*

*System-level leaders, including but not limited to the president, chancellors, vice presidents, and deans, share responsibility for the success of campus, college, and system-level mission and strategies.*

*Campus-level strategies flow from campus missions that are clearly articulated and understood by system-level leaders.*

*College-level strategies flow from commitments to excellence in academic programs, research, and impact of outreach that are clearly articulated and understood by system-level leaders.*

*The system-level strategy of “One WSU, One Degree, One Faculty” guides actions at all levels.*

***Recommendation 3.1b: Maintain role of provost as described in EP-29:***

As chief academic officer for Washington State University, the Provost has ultimate responsibility for, and authority over all facets of the academic operations of Washington State University’s multi-campus academic programs.

***Recommendation 3.1c: Maintain chancellor and vice chancellor of academic affairs (VCAA) roles on Everett, Tri-Cities, and Vancouver campuses as described in EP-29:***

The chancellor has responsibility for, and authority over campus budgets, equipment, facilities, space assignments, and operations at the urban campus.<sup>6</sup> In coordinated conjunction with the President, the chancellor is responsible for maintaining and promoting the external image and relations of the campus to stakeholders, industry, the legislature, the surrounding community, and the general public, and will ensure that the Provost and the deans are well informed about campus activities and initiatives. The chancellor is also responsible for leadership regarding development activities for the campus.

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<sup>6</sup> The language in these five paragraphs is taken in entirety from the current EP-29. We do not recommend maintaining the language intact. For example, “at the urban campus” could read “at each campus” when EP-29 is revisited.

The academic administrative structure on each campus varies. The chancellors have the authority and responsibility to establish systems of academic governance on their campuses that are efficient and meet the needs of the campus community and the WSU System. This organizational structure will be widely shared with the Provost, deans and department chairs/directors and facilitate the policies articulated in this document.

Vice chancellors for academic affairs (VCAAs) have responsibilities and authorities that are delegated to them by their chancellors, and these can encompass any subset of responsibilities or authorities that the chancellor possesses. In particular, the vice chancellor for academic affairs is the chancellor's designee for matters pertaining to academic programs on the chancellor's campus, and acts as the campus's chief academic officer in representing campus academic matters to the WSU system.

Through delegation by the chancellor, the VCAA shares responsibility and accountability with deans for the content, implementation, and quality of academic programs that are based in colleges and offered on the VCAA's campus. The VCAA is charged with being proactive in identifying programmatic content and implementation that advances the strategic objectives of the VCAA's campus, including those that address local campus needs and that effectively utilize the professional foci of campus faculty. The VCAA will collaborate closely with appropriate deans for all campus strategic planning, program design, and program implementation efforts that involve or affect programs and operations of colleges. The VCAA has delegated responsibility for, and authority second only to the Provost, over all facets of academic operations for departments, schools, or programs that reside exclusively on their campus and are not within a college.

In the rare event that VCAAs cannot reach a joint decision or agreement with deans on the content and implementation of an academic program delivered on campuses, the Provost will exercise the authority of the chief academic officer to define a decision or the terms of an agreement.

*Recommendation 3.1d: Establish roles for VCAAs such that each VCAA reports both to chancellor and provost.*

Without such an authority structure, issues that require reconciliation between campus and system interests, and campus and college interests, must be managed by the Provost *through the Chancellors, who do not report to the Provost*. This undermines the Provost's ultimate authority over all facets of academic operations, and requires the President to give attention to issues that affect execution of the "One Degree, One Faculty" model that ought to be under authority of the Provost. See Appendix A for guidelines on dual reporting; we suggest that VCAAs have solid lines to their Chancellors and dotted lines to the Provost.

*Recommendation 3.1e: Review dual reporting roles for campus academic directors who report to VCAAs.*

Assess whether any dual reporting to deans and VCAAs by campus academic directors is associated with effectiveness of the "One Degree, One Faculty" model, and whether consistency is desirable. Circumstances vary; not all academic directors' range of authority corresponds neatly to college and department structures. Where deans and VCAAs can execute missions effectively, reconciling campus,

college, and department interests without dual reporting, such a structure might be unnecessary, imposing an additional layer of administrative activity, without corresponding benefit.

*Recommendation 3.1f: Consider necessity of VCAA roles on Spokane and Pullman campuses. Where roles are required, clarify role definition appropriate to campus structure.*

See below for more detail on Spokane and Pullman campuses. Choices with respect to VCAA role definition in Spokane are intertwined with definitions, delineation of duties, and reporting relationships of roles of chancellor and vice president of Health Sciences.

With respect to Pullman, where there is no chancellor, the provost is currently the *de facto* “chief academic officer in representing (Pullman) campus academic matters to the WSU system.” We suggest assessment of the effectiveness of this dual role in representing Pullman and system.

*Recommendation 3.1g: Reconsider other roles described in EP-29 upon more comprehensive review, including president, dean, associate dean, department chair/school director, and vice president of research, and adding other relevant roles as appropriate, and review for redundancy and contradictions.*

From here, next steps will involve going beyond the structure to consider policies, processes, practices, communication, and training in roles. See sections 4 and 5 of this report for more detail.

### **3.2. Clarify and Streamline Management of the Academic Enterprise under the Leadership of the Provost**

*Recommendation 3.2a: Consolidate and simplify the academic enterprise of WSU by reassigning vice presidents whose responsibilities are primarily advanced through the academic enterprise to report to the provost/executive vice president.*

In order to streamline and simplify system-level academic decisions and efforts, we recommend reassigning, to the Office of the Provost, three vice presidents whose responsibilities are primarily executed through the academic enterprise (colleges and campuses): the vice presidents of Academic Outreach and Innovation (AOI), International Programs (IP), and Research.

The challenges of working within a system structure include extensive expectations for communication, coordination, and collaboration. As currently constituted, Research, IP, and AOI, rely crucially on the campuses and colleges for success in delivering on their missions. These offices also serve those campuses and colleges.

Such complexity could be managed via a *One WSU* matrix structure similar to the one we recommend above for campuses and the academic enterprise. For example, the Office of Research could have responsibility for advancing the research mission (as detailed in EP-29), while the provost and deans could have broad responsibility for academic excellence in their own areas. At a single campus, one might envision a structure with academics on one dimension and functions such as these on the other. Given, however, that our recommendation is to commit to a *One WSU* structure across campuses and academic functions in order to implement WSU strategy, we do not recommend the further complexity associated with further dimensions of cross-functional structure (research, IP, etc.) that are closely intertwined with academics: colleges and campuses.

Instead, we recommend that, at a system level, these offices be assigned to the provost. The provost, in turn, can work with these vice presidents, as well as chancellors, VCAAs, and deans, to design effective policies, internal structures, and relationships to support system, campus, and college goals. We

envision that many of the initiatives of these offices will continue intact, and that the provost will assign to these vice presidents system-level responsibilities, in consultation with the president and chancellors. Folding their offices under the system-level office that has “ultimate authority for all facets of academic operations” provides coherence to the management of the academic enterprise.

One might raise concerns that adding still more reporting relationships to a provost who is already overseeing deans, vice provosts, and others, and to whom we are recommending adding a shared responsibility for oversight of VCAAs, makes the job of provost/executive vice president too unwieldy. We suggest that the consolidation of the positions and functions that serve the academic enterprise is more manageable than working across independent structures (that themselves span campuses ambiguously) to accomplish academic goals in areas of research, innovation, and internationalization. Further, this has the advantage of reducing the oversight responsibilities of the president, who oversees not only the provost and other vice presidents, but also chancellors. Over time, the provost may identify further opportunities to structure the office internally that reduce this complexity. Also, see our next recommendation.

*Recommendation 3.2b: Re-assign Corporate Relations function out of the Office of the Provost.*

While the corporate relations function has strong system-level reach, and touches the academic enterprise, it also has many facets that span beyond the authority of the provost, including Advancement, Government and External Relations, and the Office of the President. The reporting line through the provost creates an extra layer of coordination across offices that could likely be accomplished more efficiently in other ways: reassignment to one of the vice presidents in the above offices, for example, or directly to the president.

### **3.3 Vice Presidential Roles as “System” Roles**

*Recommendation 3.3a: Clarify that vice presidential roles are indeed **system-level** roles.*

We recommend that functions and vice presidential roles currently reporting to the president, not discussed above, be clearly identified as operating with system-level responsibilities, continuing to report to the WSU president.

- Advancement
- Finance and Administration
- Government Relations & External Affairs
- Human Resources
- Information Technology
- Marketing and Communication
- Student Affairs

We do not list the Department of Athletics here; see section below on Pullman.

In general, there are three possible structures for each of these offices: (1) a system-centralized structure, in which the entire function reports directly to the system-level vice president; (2) a decentralized structure, in which units, particularly campuses and colleges, employ their own staffs while the central structure provides a coordinating role; (3) a formalized *One WSU* matrix structure, with dual reporting lines.

The following are key considerations:



- The more extensively that functions are aimed at compliance and system-level quality-assurance, the more they should be centralized. This is a version of *One WSU* that prioritizes system-level uniformity over local initiative. System level vice presidents may establish individual campus roles and/or functional sub-specialties that span campuses, colleges, and other units.
- Where functions are aimed at local execution that entails the provision of support and useful resources to campus-level units, they should realize *One WSU* either through dual reporting lines characteristic of a matrix structure, or through coordinating roles for system-level leadership across units.
  - A matrix structure suggests that functional leaders embedded in units report both to the system-VP and to the local unit leaders.
  - Coordinating roles suggest a lighter touch and allow more room for local variation.
- Efficiency considerations can cut either way. Centralization can create opportunities through scale in staffing and purchasing; this is characteristic of a “shared services” model. On the other hand, tailoring functional staffing and activities to local needs and mission can reduce redundancy and increase the targeted value of local execution.
- Staffing for these support functions should vary substantially across local units, depending on mission, strategy, and size of those units. Not all campuses or colleges require all roles or functions.
- Because most system leadership is in Pullman, and to date, we have not had clear distinctions between system roles and Pullman roles, choices here will also be intertwined with choices made in supporting the Pullman campus. Different functions may face different kinds of issues and complexity in addressing these. See Section 3.4.1 below.
- Student Affairs presents considerable, and unique, complexity. We suggest special attention to this area, with attention to the following considerations:
  - Compliance, support, and efficiency issues described above;
  - The differences across campuses in the populations of students served;
  - The differences in the existing span and charge of the student affairs function across campuses, reflecting differences in student population, and the different histories and choices across the campuses;
  - An effective, collaborative relationship with the academic affairs activities housed under the Provost, in the chosen structure for those activities.

*Recommendation 3.3b: Initiate processes to clarify organizational design principles and roles for administrative and student support functions, establishing appropriate structures and roles for each function.*

With the above framework, WSU leadership can move inclusively toward clarity in identifying the responsibilities associated with system-level roles. We recommend consideration of two kinds of processes for further clarity, the details of which (as noted above) will vary considerably function by function.

- “Card-sort” exercises. For each leadership position, a “deck” of cards in which each card contains a description of a key task performed by the function, with all members of the leadership group are then asked to sort the cards for that position into groups: system-level task, campus-level task (and other unit-level task where appropriate). The sorted decks will be collected and analyzed for agreement among the participants. Through discussion led by an external facilitator, sources of significant disagreement are evaluated with respect to criteria for

effectiveness: compliance and quality control; effective provision of local services; efficiency. As recommendations emerge, HR and financial issues should be considered, with final decisions made by the president in consultation with the President's System Council (see below).

- Working groups. Small working groups comprising the relevant vice president and others knowledgeable about the function consider the same questions as the card-sort questions above. The group makes recommendations as in the card-sort exercise above. As recommendations emerge, HR and financial issues should be considered, with final decisions made by the president in consultation with the President's System Council (see below).
- It is the responsibility of the president, in consultation with the President's System Council (see below), to ensure consideration of possible ambiguity arising from overlapping duties *across* functions (e.g. Advancement, Government and External Relations, Marketing & Communication and responsibilities for communicating with stakeholders; similarly, Academic Outreach and Innovation, and Information Technology).

### **3.4 Major Inconsistencies in the Current Structure**

There are three major inconsistencies that, if not resolved, will continue to foster confusion and frustration with respect to decision authority and proper structures for collaboration. Addressing these inconsistencies will be necessary to establish clarity in system-level roles and working relationships. Further revisions of EP-29 will be inadequate without attention to these issues.

*Recommendation 3.4: Resolve three major inconsistencies.*

#### **3.4.1 Pullman as a Campus.**

Currently, Pullman as a campus is merged with Pullman as a system hub. Most significantly, there is no chancellor of WSU Pullman, with the following implications:

- The president of WSU is, in effect, the chancellor of WSU Pullman.
- The provost, to whom is assigned (EP29) "ultimate responsibility for, and authority over all facets of the academic operations of Washington State University's multi-campus academic programs" reports to the president, as do other vice presidents.
- Vice presidents, whom, we recommend in the prior section, be clearly charged with system-level responsibilities, are often directly responsible for decisions and operations on the Pullman campus that are picked up on other campuses by local officials.
- Executive Policies do not disentangle these roles.

The impact of these inconsistencies includes the following:

- Pullman-based policies and decisions may be rolled out as system-level policies through failures of coordination and communication.
- System-based policies and decisions may be more Pullman-centric than desirable due to role confusion or failure to take full perspectives on board.
- System-based policies and decisions may not be trusted or interpreted as system-level across campuses even when they are thoughtfully constructed with the system in mind.
- Pullman has no clear structures or processes for considering *Pullman* policies independent of those that affect the whole system.

Distinguishing system responsibilities from Pullman responsibilities, over time, will provide improved clarity and decision-making across the system and at individual campuses. This said, we are not recommending the creation of a new level of administration at WSU Pullman.

In fact, careful study of this situation may result in some rationalization that could over time decrease redundancies in administrative functions across all campuses. Beyond the creation of a Pullman mission recommended in Section 2.2, above, we offer further recommendations for establishing Pullman as a campus in a multi-campus system:

*Recommendation 3.4.1a: Clarify that the president is, in effect, also the chancellor of WSU Pullman, and that officials reporting to the president may do so in either or both of these roles, with the following implications:*

- Vice-presidential roles established as system-level roles report to the president of the WSU System.
- Work interactively with vice presidents, as detailed above and below, who are also working to resolve the challenges associated with wearing “two hats” simultaneously. Just as the president is also, in effect, the chancellor, other vice presidents, associate and assistant vice presidents, and the like, may also have roles serving Pullman. Consider dual titles clarifying these roles, mirroring campus titles where appropriate (e.g. Vice President and Pullman Vice Chancellor). Also consider retitling jobs that serve only Pullman with single titles reflecting their reporting relationships and responsibilities on the campus (e.g. replace “Associate Vice President” titles with “Associate Vice Chancellor” titles).
- Review the extent to which any direct reports to the president serve the Pullman campus rather than the WSU system, and clarify these roles as well. For example, is director of athletics a system-level role or a Pullman campus role?
- Review the structure of the Office of the Provost and EP-29 with respect to the equivalent of the VCAA role in Pullman. The title “Executive Vice President, Provost, and Vice Chancellor of Academic Affairs for Pullman” is unwieldy and likely unnecessary as long as the provost’s home office and the majority of dean’s offices remain in Pullman, but would accurately match the proposed structure here.
- Increase clarity in communication with respect to external stakeholders and in externally facing activities: which activities are system-focused, which are Pullman-focused, keeping in mind the mission of the Pullman campus as outlined in Section 2.

*Recommendation 3.4.1b: Encourage and facilitate flexibility in home office location for all system-level roles with responsibilities that span multiple campuses: particularly president, provost and all other vice presidents. Also consider dean and department chair appointments in this light.*

- In principle, the system location should be virtual. In practice, as long as the vast majority of vice presidents, the president, the provost, and the deans have primary offices in Pullman, it will be difficult to disentangle system- and Pullman-level decisions.
- The president can lead this through messaging and symbolic management, but will have to trade this off against stakeholders’ expectations for leadership focused on Pullman, which continues to feature a large majority of staff, students, activity, facilities, athletics, and alumni affiliation.
- Flexibility in location must also take into account budget and space limitations, the necessity of holding dual roles and operating responsibilities, travel costs, and the actual location of most activities.

*Recommendation 3.4.1c: Give more explicit attention to the “two hat” problem and build habits of clarity in communication. When individuals such as the President, and vice presidents, are acting in dual roles, which “hat” are they wearing?*

*Recommendation 3.4.1d: Review all Executive Policies with attention to clarity on system-level language to eliminate implications that Pullman is equivalent to the WSU System, or that only campuses that are not Pullman are campuses.*

*Recommendation 3.4.1e: Initiate review of administrative functional and student affairs roles located in Pullman, including vice presidents and their staffs. Focus on consolidating and clarifying roles that are system-focused as distinct from Pullman (this follows work on PS #1 and #2), in concert with above recommendations in Sections 3.01, 02, 03, and 04.*

*Recommendation 3.4.1f: Initiate review of academic leadership roles in Pullman, including Office of the Provost, vice provosts, deans and associate deans, and department chairs and school directors, with the goal that the provost, colleges, schools, and departments establish clear documentation and distinction between actions and responsibilities on the Pullman campus and as system-level leaders (this follows the work recommended in Sections 1 and 2, above). Also clarify policy, process, and exceptions for Pullman-based faculty and programs in the absence of a chancellor/VCAA structure in Pullman.*

*Recommendation 3.4.1g: Initiate development of Pullman-specific policies parallel with such policies on other campuses, taking into account key differences between Pullman and other campuses*

Should the WSU system continue to grow, and budgets permit, consideration should be given to the addition of a formal role for a WSU Pullman chancellor. From there, further reorganization of staff positions across the system should be considered, enabling effective execution of both system-level and campus-level responsibilities, including those responsibilities focused on the Pullman campus. At the same time, care should be taken across the system to identify efficiencies in administrative staffing. The goal should be to gain the advantages of the resources of an effective cross-functional organization such that from a system perspective, overall administrative costs are reduced.

### **3.4.2 Spokane as the Health Sciences Campus**

WSU Spokane currently has multiple features that produce inconsistencies. These result in further ambiguity in roles of department chairs, deans, chancellors of all campuses, and provost. Specifically:

- The chancellor of WSU Spokane and the vice president of Health Sciences (VPHS) make up a dual role, reporting directly to the president. If the provost is to have “ultimate responsibility for, and authority over all facets of the academic operations of Washington State University’s multi-campus academic programs,” the role of the provost with respect to the Health Sciences and its three colleges must be clarified.
- The three colleges headquartered and with “center of mass” in Spokane now report to the VPHS. Executive Policies had not previously had to accommodate Spokane as a campus when the deans of these colleges reported to the provost and the budget of these colleges ran through the Office of the Provost. Now that these colleges report to the VPHS in Spokane, Executive Policies including EP-29 no longer fit.

- To the extent that the VPHS has authority over college operations in the three Health Sciences colleges on other campuses, the fact that the authority flows from the VPHS role rather than the chancellor's role needs to be clarified and the differences in the roles identified, to facilitate communication and decision-making across campuses.
- The authority of the VPHS over "health sciences" activities in colleges outside the three health sciences colleges needs to be clarified.

Resolution of the above inconsistencies should reflect the missions and strategies of several overlapping units. These include the Spokane campus as a whole, the "Health Sciences" at WSU, and the three colleges headquartered at Spokane. Specifically, this will depend upon the agreed-upon mission for the Spokane campus: is it primarily a location for the headquarters of the health sciences across the WSU system? Does Spokane have elements of its mission reflecting its regional location? Resolution will also depend on the implications of these missions and strategies for other campuses and colleges, including Pullman, the mission and strategy for the Health Sciences, and the vision with respect to the overall authority of the role of the provost. Because of these complexities, we offer only a general recommendation here.

*Recommendation 3.4.2: Resolve inconsistencies between current arrangements in Spokane and the chosen structure for the system.*

We sketch three possible approaches to resolving these challenges. In each of these approaches, the role of the VPHS with respect to health sciences activities in units beyond the three health sciences colleges in Spokane (other campuses and other colleges) will need to be clarified. The roles of Spokane vice chancellors vis-à-vis the chancellor/VPHS on this campus, as well as vis-à-vis other units, will also need to be clarified:

- (1) Integrate WSU Spokane into the system and structure recommended above to produce a consistent system-wide structure. The most straightforward form of integration would be to separate the roles of VPHS and chancellor of WSU Spokane, having the VPHS report to the provost and the chancellor continue to report to the president. To the extent that the role of VPHS includes duties broader than oversight of the deans and colleges, but narrower than that of the chancellor, establish a specifically identified dual reporting relationship from the VPHS to provost and chancellor. The duties associated with the role of VPHS should also be clearly distinguished from the duties associated with the role of VCAA for Spokane.

Or

- (2) Modify the role of the provost, including authority and expectations, adjusting the role such that the provost no longer has ultimate responsibility for the academic operations associated with the health sciences. This would allow a continuation of the current reporting structure. A number of other specific policies and practices, from Faculty Manual through to EP-29, regarding the roles of the provost, deans, department chairs, chancellors, and VCAs, would need to be reconsidered. The match between this modified role and the expectation that there is "One WSU, One Degree, One Faculty," with two different authorities over degrees and faculties, should also be considered.

Or

- (3) Keep the current structure as is, with the VPHS/chancellor reporting to the president, and the provost retaining ultimate authority over academics. Establish a comprehensive set of policy and practice-based resolutions to the challenges posed above, as exceptions to the overall structure. These exceptions would be similar in character, but different in kind, to those currently made and/or recommended above for Pullman, with its absence of chancellor and VCAA. For example, clarify the roles of the VPHS/Chancellor and VCAA of WSU Spokane with respect to faculty promotion and to program approval and evaluation, as distinct from the roles played by other chancellors.

### **3.4.3 The Global Campus, Academic Outreach and Innovation.**

The appointment of the chancellor of the Global Campus, who concurrently holds the role of vice president of Academic Outreach and Innovation, also produces the potential for role confusion and inconsistencies regarding the differences between this chancellor role and the roles of chancellors on physical campuses. As with Spokane, resolution of this situation will depend largely on identification of the mission of the “Global Campus” and the relationship of that mission to those of other units.

For purposes of this report, we assume that the Global Campus will continue to operate as a virtual campus without faculty assigned specifically there as they are to other campuses. If the mission and strategy of the Global Campus develop such that faculty will be assigned primarily to that campus, this will have significant implications for the mission and strategies of all campuses and colleges. In that event, these recommendations should be revisited.

*Recommendation 3.4.3 Continue the combination role of chancellor of the Global Campus and vice president of Academic Outreach and Innovation, reporting in both roles to the provost, as recommended above.*

The provost and the chancellor/vice president should work together to define the two roles, including consideration of whether the roles should be split. We recommend that the chancellor role focus on overall strategy for the Global Campus, and on representation of the Global Campus learning modality and student body to other units in the system and to external stakeholders. The vice president of Academic Outreach and Innovation role should focus on operational delivery of learning through the Global Campus, and support of innovative delivery by other units on all physical campuses. In either case, policies and processes should clarify that the “Global Campus” is an entity, and the chancellor of the Global Campus, a role, that is unique in comparison to other campuses and chancellors.

### **3.5 Councils and Collaboratives as Structures for Implementing a System Approach**

Structure, role definition and reporting relationships will help WSU work better as a system, but the integration between these roles happens with councils and collaboratives—bodies like these are a core component to organizations that operate as systems; they will be key to realizing *One WSU*. These need to be examined and refined with a critical eye on the true purpose they serve, frequency of meetings and how they connect into each other.

It is critically important that councils and collaboratives approach decision-making with an especially clear focus on the charge of the group and use as criteria for decision-making the overall success of the system. To the extent that these groups emerge as “representative” bodies in which the members approach decision-making through negotiation or advocacy for their campus, college, or function, they will be less effective than if the members use their unique perspectives and expertise to contribute to decisions that benefit the system as a whole.

### 3.5.1 Overall Structure of Councils and Collaboratives

We suggest the following nomenclature to guide the establishment of councils and collaboratives:

*Councils* are groups that assemble regularly to identify and to triage issues, providing immediate guides to action. Councils are small enough to enable direct discussions that result in decisions for which the chair of the council holds primary authority and responsibility. Councils have limited defined membership in order to facilitate regular meetings and enable decision-making. The chair of each council has the discretion to include, *ad hoc*, other interested parties in council discussions where the advice of those parties will facilitate decision-making.

*Collaboratives* are groups that assemble regularly to identify issues, share ideas, provide input, and foster the building of relationships. Collaboratives focus on sharing of information and on directing issues toward individual roles and functions, councils, and *ad hoc* groups for further work and decision. Collaboratives can also serve as sounding boards for those individual roles and functions, council chairs, and *ad hoc* groups both with respect to decisions and evaluation of implementation.

It is important to note that we are not recommending the use of the word *committee*, nor the establishments of committee structures. That is not to say that committees can't be used—it is to say committees are *not* integrating bodies. They are groups that are formed around representatives from stakeholder groups. As such, these people in these groups represent the needs, priorities and preferences of their function, campus, school, etc.—they are not formed around a common goal, like a council, nor are they focused on sharing of information, like a collaborative. Committee decisions typically represent votes of the members. Voting is *not* an operating mechanism of a council (consensus is), and is not used in a collaborative, as they are not generally decision-making bodies.

This table can serve as a way to further explain this critical distinction:

	Councils	Collaboratives	Committees
Goal	Decision-making, triaging issues, providing immediate guides to action across a range of topic areas	Identify issues, share ideas, provide input, and foster the building of relationships	Decision-making specific to an initiative or project
Role of Members	Work as a team to make decisions that are best for the larger enterprise	Bring ideas and information that is helpful to other members	Represent the needs, priorities and preferences of their area of responsibility
Core operating mechanism	Team consensus (chair decision is final when consensus is not achieved)	Sharing information	Voting

We recommend the creation and/or formalization of a number of existing bodies and groups that meet regularly for the above purposes. The 2004 Regents document “Principles for Development and a Guide

for Implementation” provides a prior attempt to clarify membership and functions of councils, with the endorsement of the then-Board of Regents. We draw on this document for inspiration in recommending establishment of the councils and for some of the specifics here. In this report, however, we do not go through a one-to-one exercise of evaluating the individual elements of the earlier document, nor we do recommend returning wholesale to the structures and roles recommended in the document. The campuses have grown significantly; we now have Everett and the Global Campus; challenges in implementing the multi-campus system have led to much learning in the past fifteen years; and we have a new draft strategy for WSU that should be reflected in structure, policy, and processes.

### **3.5.2 President’s System Council**

*Recommendation 3.5.2: Establish a President’s System Council (PSC), with the president serving as chair and the provost, chancellors of the physical campuses, and vice president of Finance and Administration as permanent members.*

The PSC has responsibility for advising the president with respect to determining and updating the strategy and mission of the WSU system as distinct from, but inclusive of, the roles and missions of the individual campuses. The PSC will also advise the president on system-wide administrative policies and procedures, legislative requests and influence strategies, system-level planning, and system-level operating procedures. The PSC will ensure that input is received from other system-level officers on these issues as appropriate by content area.

Among the ongoing tasks of the PSC will be to identify and monitor detailed roles and responsibilities of the other councils, listed below, as well as the relationships among the councils. The PSC will also oversee position descriptions and roles and responsibilities for system-level officers and for administrative positions on the individual campuses, with appropriate delegation of implementation to the vice president of Human Resources.

Beyond reviewing strategy, structure, roles, and system-level processes, the PSC should engage in discussion of substantive issues relatively rarely, and only after determining that such issues are of significant system-level impact and cannot be resolved at other levels in the system.

### **3.5.3 Campus Academic Councils**

*Recommendation 3.5.3: Establishment of Campus Academic Councils (CACs) for each campus, chaired by chancellors of each campus.*

Members of the CAC will include the VCAA of the campus and deans with programs and/or faculty on the relevant campus. The chancellor, in consultation with the provost, may also invite deans with no current programs or faculty to join the CAC on that campus. Similarly, the provost, in consultation with deans and chancellors, may encourage the inclusion of a dean on a specific CAC where envisioned future programs match the college mission and strategy.

Each CAC has responsibility for advising the chancellor of that campus with respect to determining and updating the strategy and mission of that campus and its academic programs. Each CAC also serves as an advisory body to the relevant deans with respect to determining and updating the strategy and mission of colleges, the graduate school, and libraries.

Specific attention should be given to the construction of CACs for Pullman, Spokane, and the Global Campus. The Pullman CAC would include the president/chancellor, the provost (in place of VCAA), and



all deans with programs, faculty, and/or students in Pullman. Given the dual system-level roles of all the parties, and the comprehensive reach of Pullman programs, care should be taken to concentrate Pullman CAC discussions on Pullman-specific issues and not system issues.

In Spokane, the VPHS should also serve on the CAC even if the roles of VPHS and chancellor are separated. A separate structure similar to a CAC might be considered with respect to the Health Sciences *as distinct from the Spokane campus*. In this case, the CAC would comprise the VPHS and all deans with health sciences programs, faculty, and/or students.

The CAC for the Global Campus should be chaired by the chancellor of the Global Campus, and include all deans with programs offered through the Global Campus as well as all VCAAs with campus faculty teaching in the global campus.

Details of the span and scope of CACs below these strategic level considerations, frequency of meetings, and similar issues, should be further outlined by the PSC.

#### **3.5.4 Council of Deans**

*Recommendation 3.5.4: Establish a Council of Deans, chaired by the provost, with the deans as members.*

Depending on the chosen structure for Health Sciences, the provost should also consider inclusion of the VPHS. The Council of Deans has responsibility for advising the provost with respect to the overall WSU system strategy for academic programs, for implementation of that strategy through colleges, and for coordination of strategy for academic programs across colleges.

#### **3.5.5 VCAA Collaborative**

*Recommendation 3.5.4: Establish a VCAA Collaborative, chaired by the provost, with the VCAAs as members.*

The VCAA Collaborative shares information across campuses with respect to academic affairs, and will advise the provost with respect to the overall WSU system strategy for academic programs, for implementation of that strategy through campuses, and for coordination of strategy for academic programs across campuses. Consideration should be given to mechanisms for inclusion of the Pullman campus consistent with other structural decisions.

#### **3.5.6 The Provost's Collaborative (formerly called Provost's Council).**

*Recommendation 3.5.6: Continue the meetings that were formerly called the "Provost's Council," with membership including deans, VCAAs, vice provosts, and vice presidents with responsibilities most closely tied to academics.*

The makeup of the Provost's Council has varied over the last few years, and different provosts have assembled the group differently, including with respect to frequency of meetings. Generally, the group has enabled WSU leaders of the academic enterprise to discuss issues and share information, as well as being a vehicle for functional leaders to communicate with academic leaders. The relatively recent addition of VCAAs from Everett, Tri-Cities, and Vancouver to the group represented a positive step in system-level thinking.

Formalizing the Provost's Council as the Provost's Collaborative, chaired by the provost, will institutionalize the sharing of information and building of relationships that are key to system-level

mindsets. The charge of the Provost's Collaborative is to identify and discuss system-level issues that are centrally concerned with the academic mission of the university. The collaborative should also include the vice presidents of Academic Outreach and Innovation, International Programs, and Research (whether or not they report to the provost, as recommended above), the vice president of Student Affairs, and vice provosts.

The provost should regularly review this set of bodies – Council of Deans, VCAA Collaborative, and Provost's Collaboratives- as a whole, and propose to the System Council any modifications that would facilitate effective decision-making and information sharing (e.g. combining Deans Council and VCAA Collaborative; roles of vice presidents and vice provosts, etc.).

### **3.5.7 Functional Councils and Collaboratives**

*Recommendation 3.5.7: The PSC, once established, consider the formal establishment of functional councils or collaboratives for administrative areas, chaired by system vice presidents, with functional leaders for each campus (including Pullman) as members where appropriate. The PSC should also consider formalizing the functional council model for coordination across colleges, with college functional leaders as members, where appropriate.*

Functional councils have responsibility for advising the relevant vice presidents with respect to the overall WSU system strategy for the designated administrative function, for implementation of that strategy through campuses and/or colleges, and for coordination of strategy and implementation of the function across campuses and/or colleges. Functional collaboratives would facilitate information sharing across functions that are relatively less tightly coordinated across units.

Details of functional councils and collaboratives may vary extensively depending on the extent to which other recommendations in this document are adopted, as well as on the extent of coordination required across campuses and colleges by function. There are already a number of similar groups that meet regularly (e.g. associate deans for Research with vice president of Research; regular meetings of marketing and communication leads). This recommendation is not intended for implementation in addition to these existing groups. Rather, the existing groups should be evaluated, modified where necessary, and formalized.

The specific charge and structure of formalized functional councils should be overseen by the PSC, keeping in mind the suggested distinction between councils and collaboratives.

### **3.5.8 The President's Collaborative (aka The Cabinet)**

*Recommendation 3.5.8: Continue the meetings of the President's Cabinet, structured as a "collaborative" consistent with our terms here.*

Chaired by the president, members include the chancellors, the provost/executive vice president, and other system vice presidents (including any reporting to the provost as recommended above). The Cabinet as a collaborative identifies and considers system-level issues, particularly those that transcend the academic mission of the university and/or require integration of academic programs with other functional areas at a general level.

### **3.5.9 The System Leadership Collaborative**

*Recommendation 3.5.9: Continue the regular meetings of the system leadership group chaired by the President and comprising the chancellors, vice presidents, deans, VCAAs, and vice provosts.*

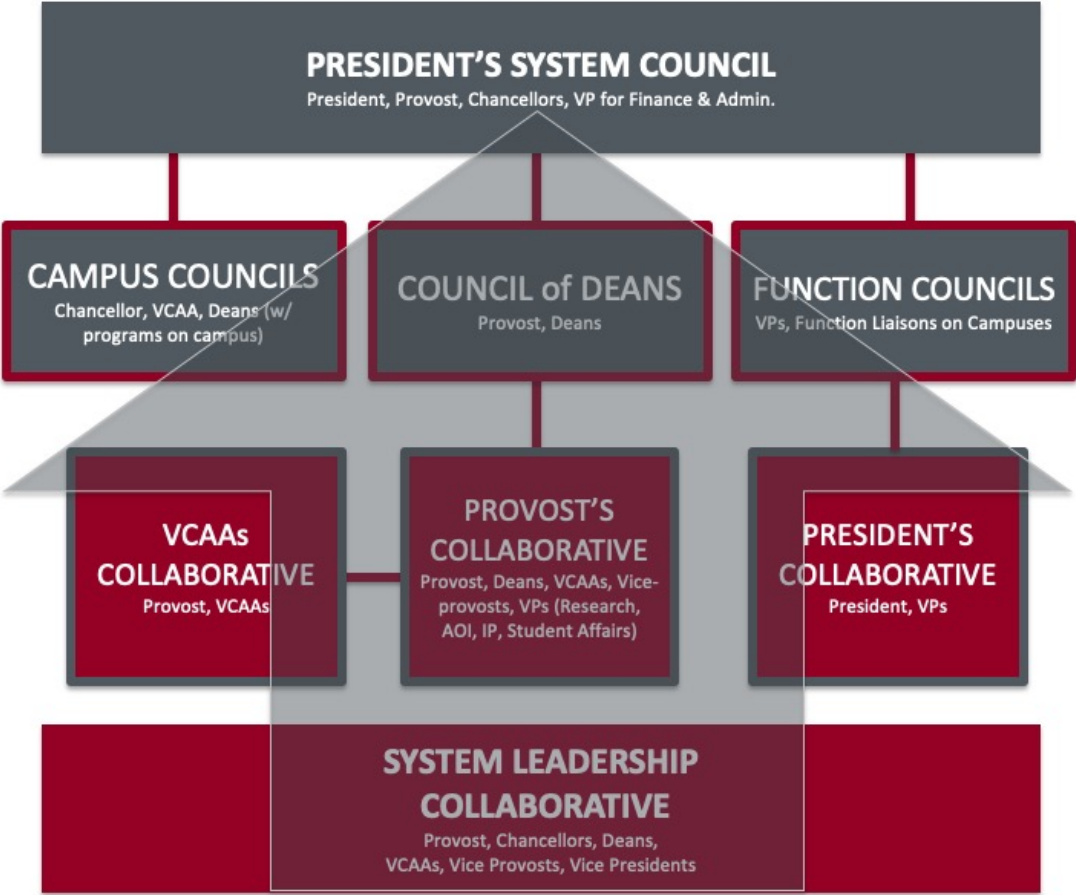
The System Leadership Collaborative, like the cabinet, identifies and considers system-level issues, particularly those that transcend the academic mission of the university and/or require integration of academic programs with other functional areas. The broader inclusion of the deans, VCAAs, and vice provosts in this collaborative, in comparison to that of the cabinet, reflects the extent to which success in the academic mission is central to the overall success of the system, and allows for a wider and deeper range of perspectives.

The System Leadership Collaborative is particularly important in fostering the building of relationships based on shared information. Its size makes it especially ill-suited to decision-making or thorough discussion of issues, so it should be considered as a sounding board, and a vehicle for directing issues toward individual roles and functions, established councils, and *ad hoc* groups for further work and decisions.

### **3.5.10 Other Councils and Collaboratives**

This report should not be taken as a complete listing of the appropriate set of councils and collaboratives: others might be established based on shared and overlapping concerns. We recommend that clear distinctions be made between formally established councils and collaboratives, and *ad hoc* meetings and groups. Further, we recommend that formal establishment of councils and collaboratives be reviewed regularly by the PSC and shared with the System Leadership Collaborative.

# WSU COUNCILS AND COLLABORATIVES



## SECTION 4: System Processes

### ***PROBLEM STATEMENT #4: Current processes and practices do not reflect a One WSU mindset***

A deep dive into current processes and practices was beyond the charge of the working group. We also recognize that reconsideration of the processes and practices that will be key to the health of the system is already under way (e.g. the University Fiscal Health Advisory Committee led by the vice president of Finance and Administration). That said, we want to reinforce a message we advanced in the Section 3: structural clarity is important, but structure in itself is not a comprehensive fix. Our original problem statement surfaced the following questions: What key processes, policies, and practices need to be examined in recommendations for system structure and roles? And what is the most efficient way to do this? “*One WSU*” will require process redesign in key areas, and further communication and education to ensure understanding and compliance around new processes.

#### **4.0 Key Areas Identified**

**System priorities:** Many federal and state agencies already see WSU as “one” entity. All process design, as well as our structural recommendations in Section 3, must be cognizant of that fact, its ramifications for policies and procedures, and its relationship to system responsibilities. We identified three key processes to prioritize early in our journey toward *One WSU*: budget, enrollment management, and communications and marketing. Without system-level attention to the processes for allocating resources, none of the recommendations in this document will have much effect. Budget processes and enrollment management are closely intertwined and are key to resource allocation. Beyond that, communications and marketing carry heavy symbolic weight and will reinforce a system culture, laying the groundwork for further changes in processes and practices.

#### **4.1 Budgeting and Financial Controls**

**Current practices:** The decentralized WSU budget has led to redundancies, inefficiencies, special budget “deals” across units, and inconsistent financial policies and practices. Decentralization is an impediment to development of system-wide fiscal policies. In addition, the diversity of current budget models creates numerous problems for system-level thinking and execution. For example:

- A department wants to support growth of a graduate program on a non-Pullman campus and wants to provide funding for graduate stipends. However, if the department wants to grant tuition waivers to those students, the campus, not Pullman, has to forgo the revenue represented by that waiver. Thus, despite the longer-term positive ROI that growth of a graduate program represents, in the short-term it may create a financial burden for the campus, which disincentivizes growth of graduate programs outside Pullman.
- Cross-registration of students across campuses is discouraged because it creates budget difficulties. Efficient teaching approaches, such as consolidating small courses across campuses through streaming, or enrollment of students in Global Campus courses where those enrollments could meet students’ needs, are difficult to implement, in part because they can result in critical revenue losses to colleges and/or campuses.

*Recommendation 4.1: Establish a system-level budget process.*

Although an ambitious undertaking, reforming the budget process is an essential step to becoming *One WSU*. Current practices impede the allocation of resources as needed to pursue strategic priorities *at the system level*. Reform of the budget process is the most important and the most complicated of the changes needed to create a more unified, effective, and functional institution. A systemwide approach to the budget will allow for identification and reduction of inefficiencies, alignment of financial priorities and decisions with strategic goals, and a coherent, equitable, and strategic approach to spending, across campuses, colleges, and units. In contrast, a budget process and models that do not reflect system thinking will undermine all structural recommendations.

We acknowledge that reform of budget processes and models will be contentious, but it is necessary. We also suggest that the councils and collaboratives described in Section 3 could serve as venues for debate, discussion, and vetting of changes.

#### **4.2 Enrollment Management**

**Current practices:** Currently each campus does its own recruiting; in some cases, multiple campuses pay firms to help recruit students from the same populations, effectively competing against one another and creating redundant expenditures.

*Recommendation 4.2: Establish a system-level process for enrollment management.*

WSU started the important step of examining enrollment management at a system level in Fall 2019.<sup>7</sup> As the AACRAO consultant stated, “*One WSU* is a powerful tool for students; the university needs to live the motto.” They also suggested that by living that motto, WSU would become a unique and influential leader in higher education. On the practical side, enrollment management is an area in which efficiencies could be gained leading to decreasing expenditures in this area while increasing yield. Among the recommendations by consultant, these stand out:

- Fluidity of movement among campuses for students regarding enrollment and services;
- Automation of processes, especially in admissions and financial aid;
- Significant improvement in communication among campuses regarding admissions;
- Coordinated distribution of scholarships and use of scholarships to induce enrollment;
- Accountability for course schedules that serve student needs;
- Focus on good clean data management accessible throughout the system;
- Elimination of competition across campuses for the same students.

#### **4.3 Marketing, Branding, Communication, and Websites**

**Current practices:** Each campus has its own communication team. In theory, all teams report to the central marketing and communication team; however, the outward-facing communications, marketing, branding, and websites are sometimes campus specific in ways that do not serve the system well. Because Pullman has often been conflated with “the system” as a whole, central messaging is frequently

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<sup>7</sup> We refer to a consulting report commissioned by then-Provost Montoya and produced by the American Association of Collegiate Registrars and Admissions Officers.

intermingled with Pullman communications, leading to a Pullman-centric feel despite efforts to be inclusive. In contrast, Vancouver, Spokane, Tri-Cities, and Everett communications often appear independent of or separate from the system as a whole.

For example, on the Vancouver, Tri-Cities, Spokane and Everett campus websites, each department has its own website. For the most part, campus-specific department websites outside of Pullman do not refer to the existence of the program on the other campuses, and they list only local faculty -- to read them, you would not understand that the anthropology, nursing, or human development departments, for example, all have programs on at least one other campus. Undergraduate students who visit these sites may be unaware of the full extent of opportunities to study at WSU, which harms both the students and the university as a whole. Graduate students and applicants for faculty positions may be confused or may not get the rich impression of a given department's resources and activities that it could if websites were better integrated or, even better, if there was one website with links to each campus, including Pullman. Pullman itself features a hodgepodge of approaches across units, ranging from extremely Pullman-centric representations of activities, to system-level representation that does not clarify Pullman activity.

*Recommendation 4.3: Continue to move toward a communications approach that formulates all campus-based communications, marketing, and websites in the context of the system.*

Reframing the Pullman campus as a campus with its own mission, rather than a Pullman-as-system campus, should help us reconceptualize our communications strategies and practices. Initial steps have been taken to change the branding of WSU and these efforts should continue. A united brand strategy that demands adherence to brand standards is important to *One WSU*. The brand does not stop with logos and color schemes, however. Marketing and communication, including websites, are representative of the WSU brand and should have consistency. Unfortunately, any changes in this direction will be costly and include system wide web design and maintenance. Efficiencies could be gained by better connecting separate departments across the system and the feasibility of this should be assessed.

## SECTION 5: System Culture

***Problem Statement #5: Lack of consistent mindset and behaviors that reflect true One WSU as a way of operating***

### 5.0 Summary

If *One WSU* is to be a fully and coherently articulated system and benefit from the advantages of an organization with a true system approach, as we have discussed, a key question that forms part of a fundamental change is: What elements of culture and behavior need to shift? What is the process for communicating these elements, building them into a workplace environment, and overseeing their success by holding people accountable for them? This is timely as we are in the process of hiring a new provost who will need to model this cultural and behavioral shift.

For our purposes, culture is the norms, rituals, language, and other aspects of our social life that makes a particular group such as WSU distinctive. Behavior is the everyday actions by those who work for WSU. Cumulative behavior is what forms a culture. Ultimately, mission, vision, strategy, role, and process leave a lasting impression on culture and behavior.

We see the culture element of this endeavor breaking into three objectives: (1) create a full understanding of *One WSU* cross-functional structures, and their advantages and disadvantages (as noted in Problem Statement #3 in this document); (2) identify key values, principles and behaviors that will embed *One WSU* as a way of working; (3) create culture-building approaches that ensure that all faculty and staff have the knowledge, skills and motivation to enact these values, principles and behaviors.

### 5.1 Creating a Full Understanding of One WSU: Its Advantages and Disadvantages

The definitions and rationale for a system approach as a way of structuring *One WSU* are fully described in Sections 1 and 3 and summarized here: A matrix organization is “an organization that employs multiple-boss reporting relationships...where members are required to act and think *across* (vs. in their immediate area of responsibility), requiring matrix practitioners to exercise influence versus control and authority to get decisions made and tasks completed.” By encouraging people to work and think “across”, cross-functional structures support a *One WSU* mindset, increase the ability of the organization to anticipate and adapt, and provide agility.

*Recommendation 5.1: Use the descriptions and definitions of a matrix organization (Sections 1 and 3) in the roll-out of this document and initiative and reiterate them in communications and other forums, such as the “What is Your Why” exercise of Section 1, and the “What is Your How” exercise described below.*

### 5.2 Embedding One WSU as a Way of Working

We should look at identifying and reinforcing a common set of values and principles (underlying our mission and vision) that would help guide decisions, with the aim to benefit both the local and the system missions. We must be willing to listen across differences and to find common ground. Are we all willing to put the good of the larger system first, assuming that the larger system ultimately serves local needs also? A most difficult conversation will be whether we can agree on a common set of values and principles informed by the culture and behavior associated *with One WSU* (again, underlying our mission and vision) that would help guide decisions, with the aim to benefit both the local and the system missions.



Another challenge is overcoming current cultural realities:

- Problem behavior which benefits either system at the expense of local areas/campuses or the opposite;
- Residual distrust and skepticism from the above; reciprocal behavior;
- Conflict avoidance: Not making tough calls, having difficult conversations, letting issues linger, kicking the can down the road;
- Competing, comparing to other campuses;
- Power struggles;
- A feeling of powerful rowers all rowing the boat in different directions and getting nowhere—working in the system is not “easy” so the default is to focus on your own immediate need;
- Accumulation of tasks and initiatives—using only the “+” on the calculator, not the “-“;
- Slow to move—many “yeses” required for move forward, only one “no” to stop;
- Reliance on trump cards to get things done—relationships, connection to legislature, accreditation, etc.

Of the critical issues above, perhaps the most detrimental is conflict avoidance. With this as a cultural reality, *One WSU* will not function. A system approach will actually create conflict in the service of enterprise thinking. In fact, this conflict is one of the three major advantages of matrix organizations. Enterprise thinking does not come without conflict -- this type of structure is built on it, relies on it and provides forums for resolving conflict. Indeed, part of the purpose here is to create conflict via structure that brings out the rubs, the friction points, and then providing forums to resolve differences. (In our recommendations this structure takes the form of councils/collaboratives). Within this structure, decisions are not made in isolation and one part of the organization is not driving everything else. It is in the friction where the benefit of our recommended design, and the realization of the advantages of *One WSU*, will be found. Organizations that realize the benefit of cross-functional work are fearless around friction: they anticipate and normalize the friction points; they expect people to stay in these conversations until the solution is found; and they expect people to view trade-offs as a critical part of their ability to navigate. And they expect people to work through this in a way that maintains trusting partnerships. This will be our key cultural challenge, because today many at WSU see conflict as an indicator of dysfunction instead of a catalyst for conversation.

In sum, we need a consistent mindset and set of behaviors that reflect *One WSU* as a way of operating. Implementation of the recommendations will provide a structure for a better functioning system, operating as *One WSU*. However, structure alone will not produce the necessary culture change to bring about true behavior change and move the University constituents into a *One WSU* mindset.

*Recommendation 5.2: Identify key values, principles and behaviors that will embed One WSU as a way of working.*

The starting point should be a review of the values and principles included in the strategic plan, in light of what we know are critical culture elements of making *One WSU* work, by all members of the System Leadership Collaborative described in Section 3. In addition, we may want to consider a “What is Your How” exercise (done in conjunction with the “What is Your Why” exercise in Problem Statement #1). Groups would complete the “What is Your Why” grid and then note the mindsets and behaviors that must be present to truly live *One WSU* (“What is Your How”). These would be submitted and synthesized in a statement that would be used in communicating, hiring, orienting, learning, evaluation, and applied in councils and collaboratives.

## **5.3 Building and Reinforcing Culture: Knowledge, Skills, and Motivation**

### **5.3.1 Knowledge**

Culture building starts with members knowing and understanding what the new culture “looks like” and does not “look like.” With existing staff and faculty, that means strong communication campaigns, visual reminders, and a concerted effort to keep these mindsets and behaviors present. Knowledge also must be built as people join the organization. Any onboarding efforts, particularly in leadership positions, must reflect these mindsets and behaviors. We emphasize the roles of the president and our new provost/executive vice president in setting the tone for these mindsets and behaviors. These two roles, above all others, will be key to *systemness*, and for holding other leaders accountable for *One WSU* behaviors.

*Recommendation 5.3.1a: Develop a communication campaign around “One WSU” behaviors.*

*Recommendation 5.3.1b: Incorporate introduction of key elements of “One WSU” structures, processes, mindsets, and behaviors into orientation processes for new leaders.*

### **5.3.2 Skills**

Some of the culture shifts may require skill building (for instance, efficient system decision-making skills/approaches may need to be built on councils). Again, for existing faculty and staff, we will need to identify what mindsets and behaviors cannot be built by knowledge/communication alone and take extra steps to build the skill. This also includes bringing people into the organization with the skills needed to operate as *One WSU*. We need to seek out hires who are flexible and willing to work in a complex organization. These mindsets and behaviors must be assessed in the hiring process, starting with the provost position.

A powerful way to build cross-functional skills is to experience other parts of the system. We strongly encourage exploration of how we could find ways to help people to think beyond their own campuses, for campus leaders to take system perspectives, and for system leaders (especially those with long histories in Pullman) to understand campus roles. These could include locating resources throughout the system, hosting events at different campuses, or rotational assignments at different campuses as part of individual development.

One of the more sensitive elements of this is the realization that we have people on the WSU team that simply may not be able to build or apply the skills required to truly think and behave as *One WSU*—despite efforts to coach and develop. We do not advocate firing anyone unless that person is completely obstructing change and is unwilling to change himself or herself.

*Recommendation 5.3.2a: Incorporate “One WSU” behaviors as critical selection criteria in hiring for leadership positions.*

*Recommendation 5.3.2b: Develop training modules and programs in “One WSU” behaviors.*

### **5.3.3 Motivation**

This is the trickiest of the change management levers. In the simplest terms, it truly can be looked at as a carrot and stick. With strong leadership, communication campaigns, a steady drumbeat of progress in making shifts and stories of success and impact are the carrot. Many people will be motivated to

reinforce this culture because it is a positive change that many others are making and they can't help but want to be "part of it."

The "stick" side of the equation is really quite simple. We must be ready, willing and able to hold people accountable for these mindsets and behaviors. Given our conflict-avoidant culture (noted above), this may in fact, be our biggest risk in making these shifts.

*Recommendation 5.3.3a: Incorporate into the communication campaign (above, 5.3.1a) success stories that both recognize those that are employing behaviors, as well as providing points of reference to what the behaviors look like in practice.*

*Recommendation 5.3.3b: Continue to give explicit attention to reinforcing matrix skills through diversification of resources and meetings across campuses, and explore rotational cross-campus assignments for leaders and developing leaders.*

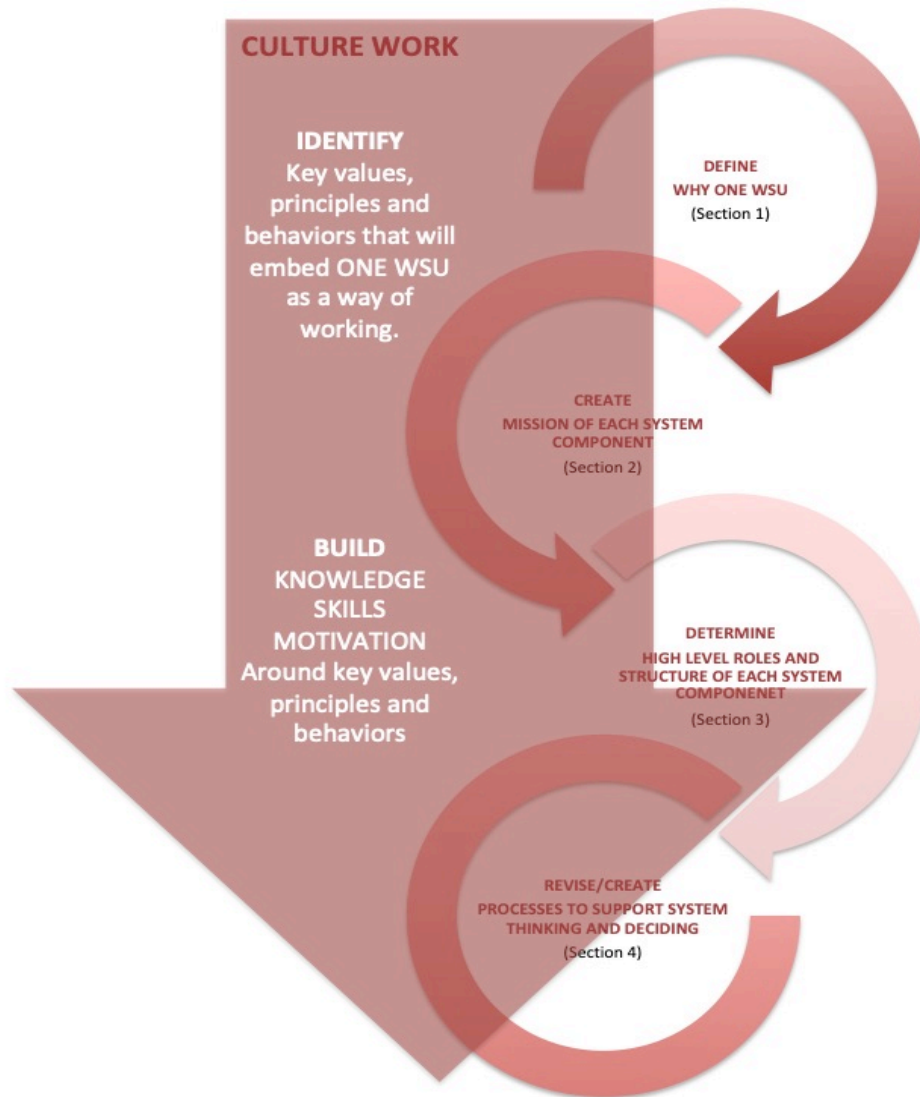
*Recommendation 5.3.3c: Incorporate "One WSU" behaviors into performance reviews.*

Changing culture and behavior is a long-term process. We must continue to think of ways to institutionalize the culture and behavior of system thinking in *One WSU* in order to make it strong and durable. In addition, we may want to consider a specific process for the Pullman campus, as there is a larger shift in culture and behavior for Pullman to accept being a campus. This is not a quick fix – it requires continued focus and effort. In recent years, there has been concerted effort on executive leadership development including annual reviews. This must continue. New executive hires need to be well vetted on *One WSU* dimensions. WSU needs to be able to communicate to new executives what their role and responsibilities are in *One WSU*.

## Where Do We Begin?

This report is written under the assumption of best practices in organizational change: start with strategy linked to overall goals (in this case, *One WSU* and specifically the work in Section 1), from there, outline the missions/roles of the parts of the enterprise in supporting the strategy (Section 2), and from these steps, create/revise structures and processes to support (Sections 3 and 4). The only proposal that is not sequential is culture (Section 5). Culture should be examined and shaped throughout this process and beyond.

The sequencing can be thought of visually:



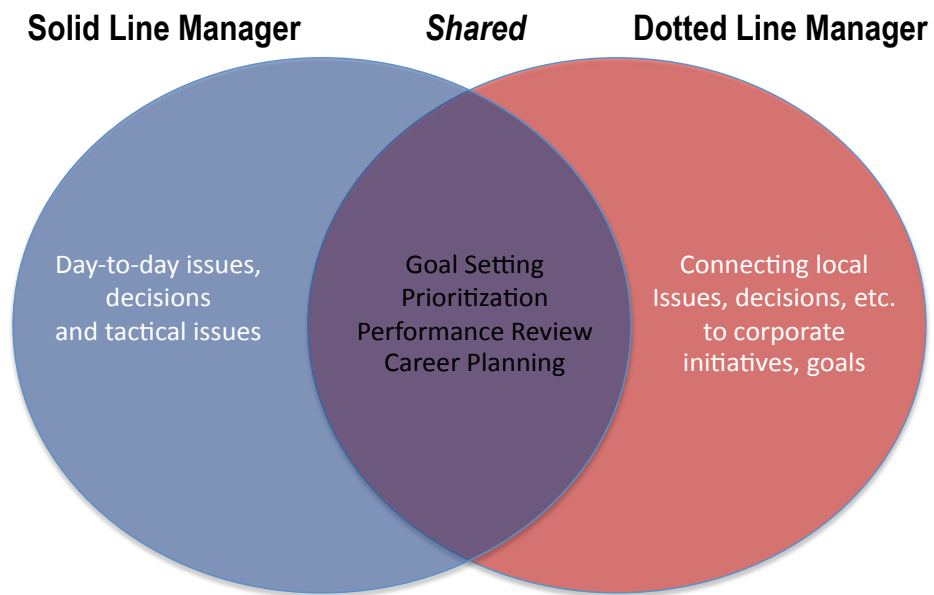
Leadership by the members of the group we envision in this report as the “System Leadership Collaborative” will be indispensable to progress on the issues raised here. We presented the problem statements in this report to the group three months ago. Much has happened since then, but nothing has diminished the importance of working effectively as a system. Collaborative efforts of group members are a prerequisite to the implementation of a strategic plan that realizes *One WSU*.

We also suggest expediting decisions on at least working versions of the councils and collaboratives described in this group. *The recommended councils are critical linchpins and the core of realizing One WSU. We must do all that we can to ensure that they are set up for success and serve as role models for the One WSU approach.* In the meantime, we hope that existing groups and meetings, including the Cabinet, Provost’s Council, and Deans Council, will begin to address the issues raised in this report, and continue to strengthen working relationships between vice presidents, campuses, and colleges. System councils and collaboratives will be critical to development and maintenance of the relationships that will move WSU forward. It is critical that these bodies meet and that members communicate on a regular basis in ways that encourage interpersonal interaction in which true relationships can develop. Further, each unit leader needs to be accountable for creating environments that enhance interaction and communication with all applicable units within the *One WSU* umbrella. Such accountability is currently lacking across the system. As one of our working group members observed, in our system it takes a large group of people to get something done, while it is possible for one person to stop progress. It is imperative that we hold each other to account for working together for the success of the WSU system.

## APPENDIX A

### Typical Distinctions between Solid and Dotted Line Reporting Relationships

#### Dotted & Solid Line Role: Rules of Thumb



Reproduced from Susan Finerty, *Master the Matrix: Getting Things Done in Complex Organizations*, 2012.

## APPENDIX B

### Typical Guidelines for Navigating Solid and Dotted Line Reporting Relationships

#### Solid & Dotted Line Ground Rules

##### For the Solid/Dotted Manager

**Learn to share:** You do not “own” the employee; they are a shared resource

**Build the partnership:** Without trust between the two managers, the connection will splinter and fall apart.

**Get roles clear:** Know why the matrix role is in place and define your role vis a vis the other manager, but know that role clarity doesn’t replace trust.

**Go slow to go fast:** Include, involve, inform the other manager. It will help you pick up speed in the long run.

**Be ready to make trade-offs:** Go into any situation with the other manager with this assumption.

**Be tentative and assume best intent:** Go into all situations with a tentative mindset—your first intention must be to understand. In order to ask the right questions and truly listen you also have to assume best intent.

**Get out of your silo and up on the balcony:** You need to constantly step up to see the goal, conflict, issue, decision from an enterprise level.

**Pick your battles:** Decide what to let go or tackle based on true impact on the business, not your bruised ego. Willingness to be influenced also loosens things up for a conflict down the road.

##### For the Matrix Role

**Anticipate conflicts:** Your role is in place to create and bring these to the surface. You will feel tugged, expect it and learn to both let it go and deal with it effectively.

**Watch your bias:** You may align more closely with one boss versus another based on common function, geography, exposure or style. Don’t fall into this trap—remember why your matrix role is in place.

**Go slow to go fast:** Include, involve, inform the both managers. It will help you pick up speed in the long run.

**Don’t get caught in the middle:** When your managers conflict, stay neutral. Bring them together (don’t try to represent one side to another).

**Don’t play one side against the other:** Your role is in place to bring two parts of the organization *together*—not to drive a wedge between them. Stay neutral and focused on what is best for the overall organization.

**Get out of your silo and up on the balcony:** You need to constantly step up to see the goal, conflict, issue, decision from an enterprise level.

**Don’t try to do it all:** Proactively bring up conflicting priorities or impending overload; ask questions before taking things on; don’t be afraid to talk about priorities.

**Use your “Elevate” card wisely:** There will be issues, decisions, conflicts that you can’t resolve. On those rare occasions when you have to elevate, do so with caution and with the full picture.



MINDSET



JUJITSU



ZOOM OUT



TRIAGE

Management of Multi-Campus Systems by Top 25 Universities

White Paper

Craig Parks

Office of the Provost and Executive Vice President

November 5, 2019



Washington State University is at a critical juncture in its evolution. The state of Washington has one of the more robust economies in the nation, and since 2014 has yearly experienced a positive net migration in excess of 50,000 people. The state Office of Financial Management expects the state's population to increase by 1.6 million people by 2040. For this rapidly growing population the state provides only six public universities to accommodate the educational needs of its citizens, and only two of those, the University of Washington and WSU, are charged with active engagement in scholarly productivity. Further, WSU alone is directed to employ its expertise in the service of the economic and lifestyle needs of state residents, through its research and its outreach programs.

In the wake of the 2008-09 recession WSU experienced rapid growth in enrollment and now has a record-large student body. As well, the university embarked on an ambitious expansion campaign that resulted in a state-wide footprint, established a world-renowned center for the study of animal-to-human disease transmission, launched a medical school in response to critical statewide shortages in primary care physicians, created a fifth physical campus in Everett, initiated construction of a five-building life sciences complex, and opened a Wine Science Center at the Tri-Cities campus.

WSU has thus made some notable strides in establishing itself as a top-tier public university that remains true to its land-grant mission. However, full movement into this upper echelon requires a reconceptualization of the university that is forward-looking rather than a continuation of "how things have always been done". Our design is an evolutionary holdover from an earlier era, when WSU's goals and ambitions were modest and student body smaller, and our approach to multi-campus education has not been reconsidered in light of today's student body needs, learning technologies and political climate. Our current structure and budget model have led to considerable process redundancies and conflicts, as well as a failure to take full advantage of the expertise and resources that exist across the university system. This in turn prevents us from serving as many students as possible, meeting community needs, and making strategic and intentional resource allocation decisions to advance the research enterprise.

The purpose of this white paper is to review the evolution of WSU's operational system and analyze the systems employed by CMUP top-25 universities that operate multiple campuses. The goal is to identify an organizational structure that allows WSU to operate as a true *system* rather than an historical collection of locations, one that views the university as having distributed expertise that can be easily navigated and accessed by anyone regardless of where the experts reside. The revised structure can facilitate procedural efficiencies by making it easy for all locations to rely upon high-quality core services, thus freeing up resources to be invested in our education, research and extension/outreach missions. Finally, a revised structure will bring WSU into line with cutting-edge academic management practices that allow us to more easily and rapidly respond to the continuously-evolving dynamic of modern higher education. All of this will help WSU more easily strive toward the loftier aspirations that the university holds for academic excellence in our educational, scholarly and extension/outreach pursuits.

## **WSU's Current Structure**

### **WSU's Land-Grant Mission**

The Morrill Act of 1862 defines a land-grant institution as one which is to provide education in agriculture, military science, and engineering, with all students receiving a thorough grounding in the liberal arts and sciences. Further, the institution is to offer this education to all individuals regardless of background, social class, or income. The Second Morrill Act of 1890 extended this openness of admissions to all races and ethnicities. The Hatch Act of 1887 instructed land-grant institutions to conduct agricultural and veterinary research and to maintain agricultural research stations. Finally, the Smith-Lever Act of 1917 established the cooperative extension program, under which land-grant institutions place experts in counties throughout the state who can disseminate information and provide assistance to local residents. To facilitate this work, the federal government grants federal land to the state, to be used for the construction of a campus and establishment of research centers and county offices. While questions can be asked about the 21<sup>st</sup>-century relevance of an educational model that was designed 150 years ago, the land-grant emphasis on access to education for all and positive impact on local communities remains vital, especially for first-generation college students who often need extra supports and guidance. Land-grant institutions are also best positioned to tackle some particularly urgent and complex world problems. Agriculture in arid regions, control of zoonotic diseases, reduction of greenhouse gases in food production, and protection and conservation of groundwater are just a few examples of such problems.

Washington State University is the land-grant institution for the state of Washington. Unlike some schools that have distanced themselves from the mission, the land-grant identity remains core to WSU's functioning, and our achievements are significant. We have a decades-long reputation for development of wheat strains that can grow under a variety of challenging conditions. More recently, among other accomplishments WSU researchers have perfected a test that can determine whether a dog is at risk for adverse reaction to pharmaceutical treatment, established a nationally recognized bread research facility that helps wheat farmers make informed decisions about which varieties to grow, provides a soil testing service to help farmers determine whether their land is suitable for growing particular crops, developed tools and techniques for remote sensing of water and fertilizer needs in crops, and created a web-based pesticide education resource for citizens. On a yearly basis about one-third of WSU's freshman class consists of first-generation college students, and the university provides extensive and all-encompassing support for any student who needs assistance with adjustment to college life. We maintain Extension offices in each of the state's 39 counties and yearly have in excess of 1 million participants in the programs offered through these offices.

Demand for educational access by Washingtonians will by all accounts continue to grow through at least 2040. The state Office of Financial Management expects Washington's population to increase by 1.6 million people between 2020 and 2040, and the educational consulting firm of Ruffalo Noel Levitz predicts Washington to have the fourth-largest increase among all states in high school graduates between 2020 and 2030. WSU must thus anticipate continual and unbroken growth in enrollment. This requires an examination of how the WSU system operates and whether it is optimal for absorbing and accommodating enrollment growth as we continue to invest in our research and extension/outreach missions.

## **WSU's Multi-Campus System**

Washington State University's statewide campus system was established in 1989 under former WSU president Samuel Smith in response to instruction from the state government for WSU and the University of Washington to offer education at multiple locations around the state. WSU located campuses in Vancouver, the Tri-Cities (Richland), and Spokane, with Spokane being a cooperative venture with Eastern Washington University. A campus in Everett was added in 2014. The purpose of these campuses was to bring public education to geographic areas in which such was not readily accessible, and to focus on degree offerings that would be in high demand in those areas. The campuses originally offered upper-division classes only and thus began as destinations for transfer students, which necessitated establishing strong relations with local community colleges. As the original three campuses developed, lower-division and graduate courses were added. Everett remains a transfer campus. Instructional sites now also exist in Bremerton and Yakima. Importantly, while developing the multi-campus system WSU retained its college-based academic structure under which a single department chair or school director is responsible for all faculty in the unit regardless of where they reside, and a single dean is responsible for all units in the college. This means that all faculty, regardless of work location, must meet the same standards for tenure and promotion.

In parallel with the development of these campuses, in the 1990s WSU created a distance degree program under which students anywhere could earn a WSU degree by enrolling in courses for which lectures had been videotaped and were mailed to the student. This program evolved into the internet-based Global Campus, which is the sixth campus in the WSU system.

While degree offerings at the physical campuses have evolved to some extent, the operating and governance structure for a multi-campus system has not, nor has it been reconsidered. As a result, today there is considerable duplication of administrative functions and services. A key idea underlying the multi-campus structure was that, while some courses would be offered by local-campus faculty, others would be delivered by Pullman-based faculty through video technology. The original notion of a multi-campus system was that it would be one WSU faculty supported and managed by college-based academic leadership. In the early days of the multi-campus system, this was indeed done, using the WHETS videoconferencing technology. The technology presented a variety of challenges involving clarity of broadcast and consistency of signal, and so as campuses expanded, the tendency was to add faculty who could offer in person courses that were being taught over WHETS and thus reduce reliance on that system. As such, WSU moved away from, rather than toward, system-wide sharing of instructional expertise, resulting in considerable duplication of course offerings each semester. Some of this duplication may be appropriate to meet student needs and expectations. However, in light of the vast improvement in broadcast technology and generational student change in expectations for technology-supported learning, the current state of affairs should be reevaluated and transitioned to a 21<sup>st</sup> century learner-centered model. A 21<sup>st</sup> century learner-centered model would allow for fluid student movement, leveraging of instructional resources across locations using technology and efficient use of resources by colleges. This would allow the university to expand its offerings and its local reach.

In terms of administrative operational functions, WSU is also essentially unchanged. When the campuses were established, the technology for coordinating personnel and processes was either nonexistent or primitive. Each campus thus had to implement local cells of major academic and nonacademic units that would act as proxies for core, central services. As a result, duplicate and inconsistent administrative and student services are available to faculty and students across the system and the perceived independence of campuses leads to very high coordination costs and significant

inefficiencies. As with instruction, today's technology makes it easy for a single office to manage a process across many locations, regardless where the single office is based. Coordinated central services, no matter where they are based, would allow for significant resources to be freed up to invest in the core academic mission – education, research, outreach/extension.

Finally, the original legislative plan for the multi-campus systems expected that campuses would develop focus areas in accordance with local needs and interests. Once again, in the early days when the campuses were dependent on Pullman for most of their expertise and needing to devote significant resources to provision of basic operational functions, pursuit of degrees and research programs of local interest was challenging. As noted above, a system redesign will free up resources that can be redirected to development of programs that take full advantage of unique local opportunities. Such development will then broaden the expertise across the entire system, allow WSU to establish novel lines of scholarly inquiry, expand local access and build existing lines that hold promise. A fully functioning cross-system instructional model would be student-centered and focused on the learner, allowing students to locate at a convenient campus while still learning from all our experts, regardless of location. Such a model does not have to be limited to electronic access to faculty. Today's student is more mobile than the student of 30 years ago and it is entirely plausible that he/she would be willing to relocate for one or multiple semesters in order to take advantage of a local opportunity at another campus. Unfortunately, the current administrative system works against this by coding each student as a member of a specific campus and providing local services only to students who are identified as members of the local campus. Among other problems, this prevents a student who is a member of one campus from enrolling in a physical course offered at another campus. Once again, in the early days of the multi-campus system this was necessary for coordination of proxy-collected data with central recordkeeping, but today it functions only as an impediment to student access to distributed resources.

The university's current operational structure is thus a hybrid of centralization and independence. Campuses follow a common academic structure, faculty belong to single statewide departments and colleges, and there is a systemwide Faculty Senate that manages the curriculum and faculty issues. All faculty are held to a single set of promotion standards, and tenure-line faculty have a common set of criteria to win tenure. Students must fulfill the same requirements to earn a degree regardless of at which campus they matriculate. Each campus chancellor reports directly to the president. There is no (direct or indirect) reporting line to the provost and no administrator who coordinates across the campuses. This hybrid model produces incentives for campuses to compete for student recruitment, penalizes collaboration across campuses by impacting local budgets when such occurs, encourages the emergence of local "mini-departments" that operate with little input from the academic department proper, and puts personnel in the middle of growing conflicts between university needs and campus needs that are detrimental to faculty and unit success. If, for example, a faculty member would like to move to a different campus that better suits his/her scholarly needs and would be advantageous for the university, a contract transfer may be necessary with corresponding impact on the new campus's budget, and the current campus may be faced with a problematic vacancy in its instructional offerings. Either of these can present a disincentive to support the faculty member's request. These are barriers to multidisciplinary research, enrollment growth, and excellence.

The “Drive to 25” goal is academic excellence, defined by the metrics used by the Center for Measuring University Performance (CMUP).<sup>1</sup> Central to achieving this goal is enhancement of scholarly productivity. As an institution, WSU’s aggregate productivity is low relative to top 25 schools. However, WSU is above average on per-faculty productivity. The issue is not that we need existing faculty to work harder. The issue is that we need to grow the faculty and support our existing research faculty who produce our scholarly work. Our current organizational structure has contributed to hiring practices that are not aligned with the Drive to 25 goal. Since 2014, for every one faculty member who has been hired onto the tenure track, multiple faculty have been hired onto the career track with instruction as the primary responsibility. While the university values the skills that every career-track faculty brings to WSU and we value our teaching mission, this hiring pattern is not consistent with the Drive to 25. If we want to change the trajectory of WSU, we must focus our hiring to intentionally diversify our faculty in ways that advance scholarly productivity. Migrating toward a cross-campus instructional model will allow units to worry less about hiring to cover instructional gaps and allow them to focus on hiring to develop lines of scholarly inquiry.

The analysis that follows resulted from a thorough review of each school in the CMUP Top 25 that maintains multiple campuses. The goal was to determine if there is a dominant management model across these institutions. It will be seen that there are three general approaches to multi-campus system management. All three approaches have much to recommend them, but also some notable drawbacks. As well, the most popular approach is built on a philosophy that is quite different from that informing the other two approaches.

### **Analysis of CMUP Top-25 Multi-Campus Systems**

Twenty schools in the CMUP top 25 have a multi-campus system. The median number of regional campuses is five, with a low of two campuses (seven schools) and a high of 21 campuses (Penn State). Table 1 lists the schools.

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<sup>1</sup> It should be noted that there are 43 schools in the CMUP “top 25.” A school qualifies for overall top-25 status if it is in the top 25 on at least one of nine (9) performance metrics tracked by CMUP.

**Table 1**

University*	Number of campuses	Main campus	Regional campuses
California	10	Berkeley	Davis, Irvine, Los Angeles, Merced, Riverside, San Diego, San Francisco, Santa Barbara Santa Cruz
Colorado	4	Boulder	Aurora, Colorado Springs, Denver
Connecticut	5	Storrs	Avery Point, Farmington, Hartford, Waterbury
Illinois	3	Urbana-Champaign	Chicago, Springfield
Indiana	9	Bloomington	Columbus, Fort Wayne, Gary, Indianapolis, Kokomo, New Albany, Richmond, South Bend
Maryland	4	College Park	Baltimore, Baltimore County, Princess Anne
Michigan	3	Ann Arbor	Dearborn, Flint
Minnesota	5	Minneapolis	Crookston, Duluth, Morris, Rochester
North Carolina	7	Chapel Hill	Asheville, Charlotte, Greensboro, Pembroke, Wilmington, Winston-Salem
Ohio State	5**	Columbus	Lima, Mansfield, Marion, Newark
Oklahoma	3	Norman	Oklahoma City, Tulsa
Penn State	22***	University Park	Abington, Altoona, Beaver, Berks, Brandywine, Carlisle, DuBois, Erie, Fayette, Harrisburg, Hazleton, Hershey, Lehigh Valley, McKeesport, Mont Alto, New Kensington, Schuylkill, Scranton, Shenango, Wilkes-Barre, York
Pittsburgh	5	Pittsburgh	Bradford, Greensburg, Johnstown, Titusville
Purdue	3	West Lafayette	Fort Wayne, Hammond
Rutgers	3	New Brunswick	Camden, Newark
Tennessee	4	Knoxville	Chattanooga, Martin, Memphis
Texas	8	Austin	Arlington, Dallas, El Paso, Permian Basin, Rio Grande Valley, San Antonio, Tyler
Texas A&M	3	College Station	Galveston, Qatar
Washington	3	Seattle	Bothell, Tacoma
Wisconsin	13****	Madison	Eau Claire, Green Bay, La Crosse, Milwaukee, Oshkosh, Parkside, Platteville, River Falls, Stevens Point, Stout, Superior, Whitewater

**Notes:**

\*The University of Georgia and Virginia Tech University each operate numerous “learning centers” which focus on professional development and offer a few degrees. These centers are not structured like campuses. Arizona State University and the University of Cincinnati have campuses that are suburban to the main campus. Since they are not geographically dispersed they are not included in this analysis.

\*\*Ohio State University also operates a specialized campus in Wooster (ag tech).

\*\*\*Penn State University also operates a specialized campus in Malvern (professional development).

\*\*\*\*The University of Wisconsin also has 13 sub-regional campuses which operate as satellites of their regional campuses (e.g., UW-Green Bay at Sheboygan).

Indiana, Ohio State, and Penn State offer AA or BAS degrees through at least some of their regional campuses. Colorado, Connecticut, Minnesota, Oklahoma, Penn State, and Tennessee have a dedicated health sciences campus within their system.

The twenty schools use a variety of organizational structures to manage their multiple campuses. Table 2 shows the variety of oversight models that are used across the schools.

**Table 2**

Campuses are led by	Reports to system CEO	Reports to system CAO
Local CEO and CAO	8	2
Local CEO	3	3
Director		4

There are three general classes of systems:

- Regional campuses are led by a CEO-CAO tandem who typically report to the system CEO;
- Regional campuses are led by a local CEO (chancellor, president) who may report to either the system CEO or system CAO (provost, vice president for academic affairs); and
- Regional campuses are led by a director-level manager (dean, director, vice provost) who reports to the system CAO.

The following sections elaborate each of these models, review pros and cons, and consider the changes that WSU would need to make if we wanted to implement the system. This analysis is informed by reviews of each institution’s strategic plan, budget model, student recruitment structure, and enrollment numbers. For a few institutions I was also able to have conversations with faculty. Nothing in my analysis should be taken as implied endorsement or rejection of a particular model. Any wording that suggests such is purely accidental.

*Local CEO and CAO Model*

**Schools that employ this model:** University of California, University of Michigan, University of North Carolina, University of Wisconsin, University of Illinois, University of Texas, University of Maryland, University of Colorado, Rutgers University, University of Tennessee

**Schools for which the main campus is run by a local CEO and CAO:** University of North Carolina, University of Wisconsin, University of Illinois, University of Texas, Rutgers University, University of Tennessee

**Management:** Under the local CEO/CAO model campuses operate as mostly independent entities. Campuses share a common academic philosophy, adhere to a common set of policies and practices, and have uniform quality standards, but have separate mission statements, independent strategic plans, and different standards for faculty performance. Indeed, in their advertising materials, regional campuses will often point out that, by virtue of being part of the University of...system, students are assured of receiving an education that meets a high level of quality. The independence often includes different

nicknames and school colors. At the majority (60%) of schools the campus at which the system CEO resides is also managed by a local CEO and CAO; the system CEO has no special responsibilities to that location. Basically, campuses function as franchises of a parent organization and the goal is to replicate the educational experience regardless of where the campus is located.

**Faculty:** Faculty are members of independent units that are housed within independent colleges. Each campus has a separate Faculty Senate and Faculty Manual. Most institutions also have some type of systemwide faculty body consisting of representatives of the campus senates that meets regularly with the system CEO and evaluates new degree proposals to ensure they meet system quality standards. Tenure and promotion standards are determined separately at each campus, with the caveat that they must be consistent with system quality standards. The local CEO is responsible for making final T&P recommendations to the system CEO.

**Academics:** Campuses are free to develop and structure degrees as they see fit, though as with tenure and promotion, curricula and degree requirements must adhere to system quality standards. As an example of the independence this model affords, the University of Michigan – Flint touts that local industry is actively involved in the development of curriculum and that experiential learning, in the form of involvement in the problems that the city of Flint faces, is a key part of their programs.

**Budget:** Each campus has its own budget. Budgets are managed locally but a system finance manager has oversight of all budgets and campuses must follow system policies for financial management. All research-related income and expenditures remain at the investigator’s campus.

#### **Pros of the Local CEO and CAO Model:**

- The regional campus has the autonomy to develop programs and initiatives that are tailored to the needs and interests of local students and the community.
- Despite campuses operating as independent entities, the system provides quality standards and benchmarks that guarantee students a uniform caliber of degree regardless of where they enroll.
- Quality standards also ensure uniformity of faculty scholarly productivity.
- The system CAO has no responsibility for evaluation of faculty across locations. This should make the faculty evaluation process simpler and more straightforward and allows the system CAO to focus on implementation of best practices across the system. In effect the system CAO becomes chief quality control officer.
- The system CEO will often have no campus management responsibilities. This gives the person greater flexibility to pursue systemwide development opportunities.
- This model moves away from the notion of a “mothership” campus with inferior satellites and highlights the impact and quality of each campus location.

#### **Cons of the Local CEO and CAO Model:**

- Collaboration and synergies across campuses is difficult and requires considerable effort. As an example, the University of California has launched a “global food initiative” that is ostensibly a multi-campus collaborative but is primarily a set of working groups staffed by representatives of each campus.



- Students are unable to easily, or perhaps at all, take advantage of expertise at campuses other than their own.
- Campuses can end up in direct competition for students. In some cases this is evident in the advertising materials for regional campuses, which sometimes tout the opportunity to receive a more personalized education than would be received at a larger campus.
- Faculty have no easy way to relocate to another campus within the system. Independence of budgets and differences in performance expectations effectively means that they person is seeking to move to a different institution.
- Overall this model goes against the notion of systemness and, as mentioned earlier, operates as an educational franchise. It thus represents a different philosophy than that which underlies the next two models.

### *Local CEO Model*

**Schools that employ this model:** University of Washington, University of Pittsburgh, Purdue University, Indiana University, University of Oklahoma, University of Minnesota

**Management:** Under the local CEO model regional campuses are considered partially independent. Perhaps the best description of the structure is that used by Indiana, which refers to their regional campuses as operating under a “two-identity” model. The local CEO is empowered to make decisions related to campus development and operations, but the system CAO is ultimately responsible for faculty and academic issues at all locations. The regional campuses are operated as having a stronger emphasis on education and a weaker emphasis on research than the main campus.

**Faculty:** Faculty are members of independent units though those units are often organized as multidisciplinary schools or divisions rather than departments. Faculty participate in both a systemwide Faculty Senate and some form of campus governance. Tenure and promotion standards have some degree of uniformity across the system, but standards for regional faculty are tailored to reflect the regional campus emphasis on education. The system CAO makes the final recommendation on T&P at all schools except Indiana, where each campus has its own decision process.

**Academics:** Regional campuses develop a slate of degrees with the intent of offering educational breadth similar to the main campus. There is, however, an expectation that the regional campus will emphasize degrees that are of especial interest to the local community. Core degree requirements are generally uniform across campuses but each campus has the ability to modify specific requirements. The common core requirements allow students to easily transfer to other campuses in the system. Variability in upper-division requirements requires that diplomas be indicated as having been earned from the regional campus rather than from the system (e.g., a degree will state that the student earned it from Purdue University – Fort Wayne rather than from Purdue). The regional campuses often advertise themselves as a liberal-arts-style institution that offers unusual breadth of academics and opportunity. Student recruitment is handled separately by each campus. In some cases, the regional campuses will have unique nicknames and school colors.

**Budget:** Operational budgets are centralized, with states providing a single operational allocation and the universities then distributing money to the regional campuses using a variety of methods. Each

campus augments its operational budget through its own development office. Research grants are managed locally and F&A fees typically remain with the regional campus. Tuition is typically differential across campuses and financial aid is administered locally.

#### **Pros of the Local CEO Model:**

- The regional campus has the ability to propose programs and initiatives that are tailored to the needs and interests of local students and the community.
- Because the operational budget is centralized and state funds are secured by the system CEO, the local CEO can concentrate on developmental fundraising.
- Regional faculty have the ability to tailor a degree in ways that their facilities can accommodate and that fits the philosophy of the local community. As an example, the University of Pittsburgh at Johnstown requires its civil engineering majors to learn surveying, but the main campus does not.
- A tailored approach to tenure and promotion accommodates faculty whose expertise is necessary at a regional campus but whose scholarly work is challenging to conduct at that campus.
- A centralized budget makes faculty migration to another campus easy from the financial standpoint.

#### **Cons of the Local CEO Model:**

- Campuses can end up competing for the same students and the same development dollars.
- There is the potential for conflict between the local CEO and system CAO over the need for a degree at a particular location. The local CEO may see immediate local demand for the degree while the system CAO may feel the degree does not fit into the system's overall educational philosophy.
- There can be unnecessary duplication of administrative processes that are easily centralized. Some institutions have addressed this by developing a separate, overarching strategic plan for their regional campuses as a whole which delineates processes that are shared across campuses and processes that are executed at each campus (e.g., Indiana's "Blueprint" plan).
- Differing degree requirements means that each campus needs a unique IPEDS number.
- Faculty, especially those eligible for promotion, can face conflicts between meeting system-level needs and campus-level needs. A side effect of this conflict is a potential dampening effect on the scholarly productivity of regional campus faculty.
- Regional campuses having academic units that are independent of the main-campus unit can pose a barrier to faculty relocation. The unit at the new location will likely need to evaluate the person's fit and ability to meet the locally-modified performance standards.

#### *Director Model*

**Schools that employ this model:** Ohio State University, Texas A&M University, Penn State University, University of Connecticut

**Management:** Under the director model regional campuses are considered mostly or entirely extensions of the main campus. Ohio State and Penn State have executive directors who oversee all regional campuses, report to the system CAO, and appoint regional directors who handle daily operations at the campuses. Texas A&M and Connecticut do not employ an executive director and instead have the regional campus directors report directly to the system CAO.

**Faculty:** Faculty are members of a single Faculty Senate and usually have some degree of connection to their academic department on the main campus. Texas A&M does maintain fully independent departments at each of their two regional campuses, but this is necessitated by one of their campuses being located overseas. Tenure and promotion standards are uniform across locations.

**Academics:** Degrees are offered through the regional campuses that cater to local need and demand, and Ohio State and Penn State partner with local community colleges to also offer AA degrees. Curricula and degree requirements are uniform across locations. Student recruitment is centralized and student movement between all locations is easy. Indeed, students who enroll at one campus and find it to not meet their needs are encouraged to simply move to a different campus within the system. The movement is automatic if the student wishes to migrate from the main campus to a regional campus. Students who would like to go from a regional campus to the main campus may be required to meet an academic performance criterion in order to do so, but this criterion is often nothing more than to be in good academic standing after earning a certain number of credit hours.

**Budget:** Regional campuses request operating money from central administration and have local finance officers who administer the money. Policy is generally to fully fund regional campus requests. The main campus receives all tuition as well as all F&A generated by regional campus faculty, and in this way makes up for any shortfall that results from full funding of the regional campuses. Tuition is often differential between the campuses with the regional campuses charging less than the main campus. Student financial aid and scholarships are managed centrally, though some systems do also provide competitive local scholarships that have been endowed by regional supporters.

#### **Pros of the Director Model:**

- It highlights the system-ness of the institution and emphasizes its role in meeting the needs of the state. As an example, Penn State refers to all its campuses, including the main campus, as “commonwealth campuses.”
- Because students are enrolled into the system, not to a specific campus, they are afforded maximum flexibility to take advantage of the benefits of each location. Not only can students easily migrate to the campus that best meets their academic and personal needs, they can move back and forth between locations, taking courses at any location at any time.
- Similarly, faculty can easily migrate between campuses and locate at the campus that best suits their needs.
- The nature of the regional campuses is such that they provide a gentle onramp for students who desire the full range of opportunities offered by the institution but for whatever reason are not prepared to immediately matriculate to a large campus.
- Faculty are not confronted with conflicting demands between the system and the location. Because the regional campuses are not independently managed, there is no need for regional directors to engage their faculty in activities that impact only that campus.

- Assuming good financial planning, regional campuses have annual budget certainty.

#### **Cons of the Director Model:**

- Regional campuses have little flexibility to react quickly to an immediate local educational need.
- Faculty at regional campuses work under the same scholarly expectations as faculty at the main campus but may not have access to the resources needed to perform at that level. This could be a particular issue for laboratory-based faculty who need access to specialized equipment and technical staff. Some institutions address this by providing dedicated lab space on the main campus to regional faculty, but this is practical only when travel from the regional to main campus is easy.
- A uniform set of degree requirements means that students need to have the same experience in a class regardless of at what location it occurs. However, regional campuses may not always have the facilities or technology to provide an experience that compares to that provided by the main campus.

#### **Application to WSU**

The reader will have realized that WSU's management structure does not emulate any of these models. It is perhaps best described as fitting between the Director model and Local CEO model. This section presents scenarios that would likely result from WSU moving fully to each of the models described previously.

##### *Local CEO and CAO Model at WSU*

Adoption of the Local CEO and CAO model would require a fundamental shift in WSU's philosophy away from the "one university geographically dispersed" approach and toward a franchise-style approach under which the WSU brand on a campus conveys a particular level of quality, but the campus is completely free to develop as it sees fit, so long as it meets those quality standards. There would be significant transition costs as campuses create academic units to organize faculty and coordinate degree offerings and hire leaders to manage those units. Each campus would require separate accreditation and there would be costs associated with that process. Faculty would need to create degree requirements, tenure and promotion standards, and establish a shared governance structure, though at least initially these could simply be mimicked from the Pullman campus. There is also the considerable issue of how to accommodate faculty who would wish to remain affiliated with their Pullman-based academic unit.

On the positive side, the local CEO/CAO model would give locations maximum flexibility to respond quickly to emerging local demand for educational opportunities, and they would be able to tailor degrees to meet the needs of their local constituencies. Indeed, campuses could more easily develop their own unique identities that would facilitate statewide and regional recruitment. This would replace the idea that a Washingtonian can earn the same WSU degree from any one of many locations with the idea that the person can earn a WSU-caliber degree that has unique features depending on where it is offered. Regarding faculty, under this model they would not have to deal with potential conflicts between campus and unit needs and junior faculty would have their unit leaders daily present to help mentor them.

Under this model, the campus CEOs would likely report to the WSU president. This is not a uniform approach but seems a clear best practice.

#### *Local CEO Model at WSU*

A few elements of this model are already in place at WSU, most notably that our chancellors work in concert with the provost to offer degrees and that the provost has responsibility for all faculty in the system. Also, faculty at Vancouver and Tri-Cities have local governance bodies that serve as a conduit to campus leadership. Migration to this model would present some of the same hurdles that were identified for the Local CEO/CAO model, though overall this would be an easier model to implement. Strictly speaking this model would also require us to move away from the “one university geographically dispersed” concept. However, because campuses would only be able to make small modifications to degree requirements, the core idea of this concept, namely that the content of the degree is the same regardless of from where it is earned, would remain.

The most major change would be centralization of budgets. Campuses would have some ability to generate discretionary funds but operational budgets would be administered through a central office. This is necessary to allow for easy movement of students and personnel to different locations but would be a marked shift from current practice for the Vancouver and Tri-Cities campuses. Centralization would, however, eliminate duplicative functions at the regional campuses, and the money currently allocated to those endeavors could instead be applied to campus development projects. A centralized budget also simplifies the process by which faculty can relocate to the campus that best meets their scholarly needs.

Whether the campus CEOs would report to the WSU president or provost is an open question. Of the six schools that employ this model, there is no obvious distinction between those that have the campus CEOs report to the system CEO (Minnesota, Purdue, Oklahoma) and those that make the reporting line to the CAO (Washington, Pittsburgh, Indiana).

#### *Local Director Model at WSU*

This model is the most similar to how WSU currently conceives of its campuses, though there are important differences. In particular, the Director model conceives of regional campuses as feeders for the main campus as well as degree-conferring locations. Under the Director model, students would apply to WSU as a system and the institution would help them determine at which location they should initially enroll. Students would then be able to move freely among locations as their interests evolve and needs change. As faculty are members of system-wide academic units, the student’s experience is the same regardless of where it occurs. This model offers us the ability to quickly relocate students who feel out of place at their current campus and to be able to advise students of unique opportunities available through other campuses.

As with the Local CEO model, budgets would be centralized under the Director model. This would free up significant resources for Vancouver and Tri-Cities, but unlike under the Local CEO model, those campuses would be less free to invest those resources in novel ways. This model would likely necessitate forging closer, more formal relationships with local community colleges. It is also the case that more direct care would need to be devoted to faculty at regional campuses. They would be held to the same standards for tenure and promotion as faculty at the main campus, but in many cases would

be working with less resources. In theory this extra care should be present under our current structure, but it is inconsistent in practice.

Under the Director model, the campus directors would report to the WSU provost.

### **Conclusion**

WSU's approach to multi-campus management can best be described as a coincidental hybrid of other models being employed at top-25 universities. WSU could thus consider fully adopting the principles of any one of these models. Regardless of which was chosen, some areas of the institution would experience a profound change in operations, while others would likely notice little disruption. It is nonetheless suggested that WSU would benefit from migrating to one of these models in order to adopt a best-practice approach to multi-campus governance.

# **Washington State University as a Multicampus System:**

## **Principles for Development and a Guide for Implementation**

**Revised 9/21/2004**

On March 14, 2003, the Washington State University Regents adopted recommendations concerning the Washington State University System and the campuses of WSU Spokane, WSU-Tri Cities and WSU Vancouver. This document emerged from those recommendations and serves as a guide to the decision making of various university groups and administrators concerning the spectrum of activities across a university-wide system. It is a dynamic document to be updated as the Board of Regents takes related actions and as the councils, described below, carry out the policy and planning tasks assigned to them. The need for continued refinement is made particularly clear by SHB 2707 which was passed by the 2004 legislature. That legislation opened the door to a role for WSU Spokane that is very different from that of a typical branch campus. It also directed the WSU Tri-Cities and WSU Vancouver campuses to each develop formal proposals about the educational model (upper division transfer vs. four year) as well as the role and mission of the campuses) which are to be debated in the 2005 legislature.

### **INTRODUCTION**

In the past dozen years, Washington State University campuses in Spokane, Tri-Cities and Vancouver have successfully expanded educational opportunities in the three important areas where they are located. They have also been instrumental in creating a sense of what is expected of WSU in these regions and have enlisted strong and active community support for expansion and enhancement of those campuses.

A study committee, which included community and university-wide participation, was appointed by President V. Lane Rawlins and chaired by then Dean James Zuiches. After more

than a year of study, the committee submitted a report that included both descriptions and goals, as well as a number of specific recommendations. After reviewing the report and further consulting with university and community leaders, the President and Provost forwarded their observations and recommendations to the Board of Regents, which has adopted them as Principles for the university-wide system. The subsequent implementation of the principles is a continuous process, but has proceeded rapidly since their adoption.

## **FRAMEWORK**

The missions of the Spokane, Tri-Cities and Vancouver campuses are derivations of the general mission of the University and emphasize quality program delivery to meet the needs of students located in the vicinity of these campuses. Special emphasis is placed on the programs and activities that contribute to the economic, cultural, and social climate of the communities where these campuses are located. Most important in the development of WSU as a system of distinct campuses is the reaffirmation of our commitment to cooperation among the units of the university and excellence in everything we do.

The key factors in the resolution adopted by the Board of Regents are:

- The overall mission of WSU is high quality teaching, research and engagement. The campuses in Spokane, Tri-Cities and Vancouver permit WSU to serve this mission in new ways and with additional constituents. Consequently, WSU is growing into a university "system" with campuses that are now large enough to be more autonomous without sacrificing quality or efficiency.
- There is a continuing and growing need for university-wide standards and communication, especially at the faculty level, in order to assure quality and allow all campuses to draw on the resources of the whole.
- As a system, the individual campuses can benefit from more representation in the university-wide governance process.



- In some areas there are efficiencies and savings from university-wide administration. The University will carefully balance the tradeoffs between decentralization and efficiency with the goal of reaching the highest quality services at the lowest cost.

## I. GOVERNANCE AND ADMINISTRATION

### A. Board of Regents

1. One Regent will be assigned to each campus to attend advisory board meetings and work directly with the President and Chancellors on governance matters related to the individual campuses.
2. The Chancellors of the Spokane, Tri-Cities, and Vancouver campuses will be formally included as participants at each Board of Regents meeting, with all of the associated responsibilities and privileges.
3. A committee of the Board of Regents will consider the issues and action items related to the campuses. Currently this role is assigned to the Executive Committee.

### B. Administrative Processes -- With the exception of the councils described below, administration of the WSU system will rely, to the extent possible, on existing administrative functions and structures.

1. An **Advisory Council** will be formed for each of the Spokane, Vancouver, and TriCities campuses in accord with the following the guidelines:

The members of each council, as well as the chair, will be recommended by the campus Chancellor and appointed by the President.

The members of the Advisory Councils will be broadly representative of the community with particular attention paid to diversity (ethnic, geographic, employment sector, etc.), community leadership and ability to serve as ambassadors for the campus and university system.

The councils will advise the Chancellor and President regarding the community's needs and preferences for university activities and programs, particularly as these relate to economic as well as social and cultural development of the community.

Members will be appointed to 3-year, renewable terms.

The Advisory Councils will meet regularly on a schedule determined jointly by the Chancellor and the chair of the Advisory Council.

An annual meeting of the leadership from all three Advisory Councils, the President's System Council and the designated visiting regents will rotate among the three campuses

2. The CEOs of the non-Pullman campuses will be named **Chancellors**, and they are granted authority to administer these campuses under direction of the President and Board of Regents.
  
3. A **President's System Council** will be established, with the President serving as chair and the Provost and Chancellors as permanent members. Other administrators or staff may be appointed as necessary. The role of this council is to deal with system-wide administrative, legislative, planning and budget issues

The members of this council, along with all of the vice presidents and the Executive Director of Budget and Planning, are to be considered as the primary officers of the WSU System. That is, while each has other responsibilities associated with a specific campus, these individuals also have a responsibility for enhancement, oversight and management of the system as a whole and to ensure adherence to the standards of quality and efficiency.

The ongoing task of this council is to oversee and approve the implementation procedures for the WSU system. This task will include determining the detailed role and responsibilities of the individual councils as well as the relationship among the councils. This council will also determine the position descriptions and roles and responsibilities of the various officers of the system and of the administrators of the individual campuses.

The President's System Council (PSC) also has responsibility for determining and updating the mission of the WSU System as distinct from, but inclusive of, the roles and missions of the four individual campuses. The PSC will have the responsibilities for determining the system-wide position and strategies concerning implementation of the mission. These positions and strategies will include system-wide administrative policies and procedures, legislative requests and influence strategies, university-wide planning, and operating procedures consistent with the overall mission of the university.

This group will regularly interact with the other system councils, vice presidents, advisory councils of the campuses individually and collectively, and with the committee of the Board of Regents established to consider the issues and action items related to the WSU system and campuses.

4. A **Provost's Academic System Council** will consider academic plans, programs and issues for the WSU system. It will be chaired by the Provost and will include the appropriate Vice Provosts, and Chancellors or their designees, as well as the college Deans and the Dean of the Graduate School.

The Provost's Academic System Council is the body that will monitor and ensure the academic quality of the WSU system of four campuses. The PASC is also the group that will actively facilitate the program planning and scholarly initiatives to support the economic, social and cultural development of the constituencies of each campus.

The PASC will ensure that major constants are recognized and respected across the WSU system, including,

- A superior student experience
- Leading edge research
- A challenging involvement of students in the educational process
- World class faculty

At the same time, the PASC will facilitate recognition of the important variables across disciplines and locations.

- Specific degree programs offered
- Content of degree programs and research activities
- Configuration of program clusters
- Methods of program delivery
- Constituencies to be served
- Specific research and development activities
- Availability of strategic partnerships.

The primary responsibilities of the PASC are to oversee:

- Quality of academic programs throughout the System as demonstrated by:
  - Program reviews
  - Student outcome measures
  - Accreditation
- Coordination across campuses to ensure:
  - Appropriate responsiveness to constituent students and communities
  - Equivalence of similar degrees programs
  - Sharing of academic resources
  - Expertise
  - Faculty
  - Sharing of pilot project results
- Equivalence of faculty across campuses:
  - Faculty evaluation
  - Faculty support
- Direction and facilitation of campus and program strategic planning and implementation.
- Conflict resolution and dispute adjudication. Unforeseen needs and issues may arise and conflicts may occur as new tasks and processes evolve. The PASC can serve an important role in resolving such conflicts. This role for the PASC will be advisory to the Provost who will be the final arbiter of academic issues for the WSU system.
- Finally, relying upon the existing structures and procedures described below, the PASC will be responsible for overseeing the academic elements of WSU's development as it continues to become a

system of coordinated and coherent campuses. Reliance upon existing structures and procedures will preclude duplication of effort and redundancy.

Programmatic changes such as new degree programs or organizational structures (departments, schools, etc.) will follow the existing procedures. Proposals arising from Spokane, Tri-cities or Vancouver should include the appropriate academic dean in the initial planning process. If proposals arise within a college, initial planning should include the chancellors of all affected campuses.

Following this initial stage of development, proposals will be forwarded to the PASC. That is, all affected academic deans and departments will be part of the process of building the proposal. When prior agreement among affected units cannot be reached, the dispute resolution and mediation role of the Provost and PASC may be invoked. Resolution is expected to occur before proposals are forwarded to the Faculty Senate. The basic organizational principle is that each unit affected by a decision will have an opportunity to participate in making the decisions.

The academic **Deans** have system-wide responsibilities for the departments and programs of their respective colleges. Individual departments or lead faculty continue to play a part, but the implementation of the WSU system requires that academic deans, assume a more central and proactive role.

The **Council of Deans** will include academic administrators from all campuses. Each College with programs on the Spokane, Tri-Cities or Vancouver campus will include in its councils or leadership groups those persons designated as program directors and chairs or directors of any separate, campus-based departments or schools.

In consultation with the academic deans and the PASC, the **Provost** develops and maintains an

academic plan for the university system, with sub-plans for each campus. This plan assures availability of program offerings to meet constituent needs, efficiency of program delivery, synergy among related offerings, as well as coherence of degree programs and degree clusters. The PASC will have ongoing responsibility for implementation of this plan.

Proposals for adding, deleting, or restructuring of degree or certificate programs will be reviewed by the PASC for appropriateness and feasibility, as well as for possible impacts on other programs and units, including opportunities to share curriculum development across campuses and to take advantage of any synergies that may exist across the system.

Proposals for undergraduate degrees or certificate programs will be forwarded to the **Office of Undergraduate Education** for administrative review and approval by the Provost before proceeding to the Faculty Senate, the Board of Regents, and the Higher Education Coordinating Board.

The PASC will consider both routine and novel opportunities to broaden WSU's state-wide offerings of graduate level degrees and certificates, including, both extending existing degree programs from one campus to another and developing new degree or certificate programs at one or more campuses. Paramount attention will be devoted to identifying the unique attributes of each campus and their faculty, from both strategic and financial perspectives.

All graduate proposals will first be forwarded to the **Dean of the Graduate School** for administrative review. The Dean will then move these to the Provost's office, the Faculty Senate (which includes the Graduate Studies Committee), and elsewhere as appropriate. Final academic approval lies with the Faculty Senate.

Similarly, proposals for new or reconfigured academic units (departments, schools, colleges) will be forwarded to the Provost for approval before being recommended to the Faculty Senate for approval. Such proposals will receive the same scrutiny from the PASC as degree proposals.

Academic units serve two primary functions:

- a. Oversee the curriculum of a discipline, or related set of disciplines. The content of the curriculum, the methods of its delivery, and monitoring the outcomes are all part of that responsibility.
- b. Select, mentor and evaluate the faculty who represent the discipline and who are responsible for curriculum delivery.

Based on these two functions, new or restructured units may be considered when:

- It is apparent that a different curriculum would be responsive to the needs of an individual campus.
- Curriculum content must be structured differently in different campus contexts.
- The pedagogical methods and vehicles of curriculum delivery are sufficiently different to warrant a new academic unit.
- Sufficient faculty members are clustered on a given campus to provide quality program delivery as well as adequate faculty development and evaluation.
- It is apparent that management of the academic unit would be more efficient and effective if a separate unit or units were developed (as was the case when Science and Liberal Arts were created as separate colleges from the former College of Arts and Sciences.)
- When coalescing or merging academic programs or portions of academic programs would provide opportunities for synergy or innovation that would facilitate implementation of the academic plan and advancement of the WSU system.

All major decisions about individual **faculty members** throughout the system (hiring, promoting,



tenuring) are ultimately the responsibility of the university Provost.

Annual hiring plans are submitted for approval to the Provost by the Academic Dean or Chancellor. Such plans must be consistent with both the strategic plan of the unit and the budget. Recommendations for hiring individual faculty members must also be forwarded to the Provost, for approval.

All faculty reviews also ultimately flow to the Provost for approval. Such reviews are forwarded to the Provost by the Academic Dean who, in turn, receives these from the chair or director of the individual department or school to which the faculty member belongs. When faculty members are located on the Spokane, Tri-Cities or Vancouver campus, the recommendations to the provost must have the concurrence of the appropriate campus Chancellor.

Criteria for faculty evaluation will be equitable across all campuses. That is, equally high standards will be maintained across the system with appropriate a priori variations considered when the circumstances and expectations of the campus warrant.

While WSU as a system has one faculty, the location of one's appointment is site specific. Occasionally faculty, staff or units from one campus may request relocation or space on another campus or research station to perform their ongoing responsibilities. Such changes in location may be approved subject to the following:

1. The relocation must have benefit to the University.
2. Relocation must be approved by the employing official, sending campus, area head and vice president or chancellor.
3. Relocation to the new location will be at the discretion of the receiving chancellor or research station director.

4. The employing unit must cover all costs of the office including, but not limited to, telephone, equipment and computing.
5. A **System Council for Administration and Operations (SCAO)** will consider issues in all areas related to the administration and operation of the university system and its individual campuses. This council will include all university Vice Presidents, the appropriate counterparts on each campus, and other officers as necessary. It is anticipated that this council will have sub-councils specific to the general divisions of the university.

The President's System Council has identified the following as sub-councils of the SCAO: **Budget, Business Affairs and University Relations, Information Technology, Library, Student Affairs and Development**. The SCAO is expected to develop strategies for adopting and extending best practices and a commitment to continuous improvement across all campuses of WSU, while minimizing additional administrative groups and functions. The individual sub-councils should find opportunities for all campuses to share in policy development and opportunities to communicate about policies and practices and to approve appropriate variations due to different campus contexts. The common way in which these sub-councils function has been to incorporate individuals from the regional campuses into the regular functions of the individual unit. Representatives are included both in the leadership teams for policy development and in the larger groups of each unit for broader communication and more consistent implementation of policies.

## II. ACADEMIC PROGRAMS

A. Academic units, including programs, departments, schools and colleges may be established and centered on any of the campuses in the WSU system. Proposals to establish these units should follow approval processes outlined in the Educational Policies and Procedures Manual, which can be revised by the Faculty Senate if necessary to accommodate unforeseen innovative proposals.

The principles of quality and cost-effectiveness should always prevail, but must also allow maturation time for a program to reach expected costs. That time period should be stated in advance of program acceptance and based on sufficient data to warrant the expectation of future efficiency.

- B. Academic program administrators may reside on any campus and have responsibility for programs on other campuses. More than one lead administrator may be appointed in the same discipline. Multiple departments or colleges in the same general area may be established on different campuses when the circumstances warrant such a structure.
- C. Doctoral education is a system-wide responsibility and is not a function of location. Residency requirements for degrees should refer to residence at WSU, not to a specific campus. The graduate faculty is system-wide and will be responsible for the academic criteria and standards associated with graduate degrees.
- D. Academic programs, and especially lower division coursework at the WSU campuses, will be closely coordinated with other institutions, particularly with community colleges in the communities or regions where these campuses are centered.

### III. STUDENT AFFAIRS

- A. Efficiency in admissions, scholarships, recruiting, advising, and other aspects of student affairs calls for coordination and integration. However, while it is feasible to maintain a single faculty across many campuses, it is not realistic to think of our multicampus student population as one student body. The different clientele of our campuses, the distances among them, and the development of local identities for the campuses, suggest that there are separate student bodies that should be recognized as such. While the total number of students on the Spokane, Tri-Cities, and Vancouver campuses is still a relatively small percentage of the total number of WSU students, the numbers are reaching levels sufficient for each to function effectively.

- B. The campuses are different in character and fees may vary to reflect different student needs and concerns. A system-wide student council will be reconstituted to determine which issues students might wish to address as a system. The council would not be a student governing body, but a place where several largely independent bodies can work together on issues of joint concern.

*On March 12, 2004, the Board of Regents took the following actions that recognize the separateness and independence of the individual student bodies within the WSU System:*

- *Revocation of the constitution for the former Student Government council.*
- *Encouraging the various student governments to continue working together via informal means as well as formal agreements as they have done in common causes such as making nominations for the student regent.*
- *Delegation of authority to the WSU President to adopt, amend, or repeal guidelines governing the establishment and funding of programs supported by student services and activities fees, including guidelines for budgeting and expending services and activities fee revenue, as are consistent with the requirements of law, and including the requirements of RCW 28B.15.041 through RCW 28B.15.045. These guidelines have been drafted separately for each campus but contain the following elements:*

S & A Fee Committees and S & A Fee Facilities Committees will be appointed annually by the WSU President for WSU Pullman, by the Chancellors of WSU Spokane, WSU Tri-Cities and WSU Vancouver for those campuses, and by the Dean of Extended University Services for the Distance Degree Programs.

These committees will recommend, for Board of Regents' approval, annual allocations of S & A fees collected for that individual campus.

For the non-Pullman groups the funds allocated will include a system "franchise" fee allocated to the

WSU President for further allocation at his/her discretion. The amount of this "franchise" fee is set to equal that amount allocated by ASWSU Pullman for intercollegiate athletics but not more than 15% of the total S & A fees collected for that campus.

- C. Recognizing the distinctive character of each campus , recruiting will have a different emphasis at each campus. Some coordination will be useful to prevent unnecessary competition, but the primary goal should be to recruit good students and offer them a great educational experience. The character of each of the regional campuses suggests that recruiting will be increasingly campus specific, as students do not enroll in a system, they enroll at a campus.

#### **IV. FACULTY GOVERNANCE**

Faculty governance in the Washington State University System is one of the most important developments underway. The Faculty Senate is continuing to address this issue and will have further recommendations. The goals are to maintain standards of excellence and to ensure that individual faculty members are empowered and enfranchised, regardless of location.

Faculty governance is a primary means by which Washington State University will maintain standards of excellence across the system and at each of the individual campuses. Accordingly, the faculty of WSU will be governed by a system-wide faculty senate. The currently empowered faculty senate will be that system-wide faculty senate. At the same time it is recognized that the differing needs and conditions of faculty on the Pullman, Spokane, Tri-Cities and Vancouver campuses may dictate local consideration of issues, as well as individualized policies and procedures, related to:

- The campus' academic mission.
- The campus' structure of faculty governance, consistent with University faculty standards.
- Policy and allocation of authority for academic matters affecting the campus.
- Academic calendar, with only such deviation from the University calendar made necessary by local circumstances.

- Creation, reorganization, merger, and elimination of programs and units affecting the campus.
- Appointment, promotion and tenure, compensation, conduct and discipline, and grievances of campus faculty.
- Appointment and review of campus academic officers consistent with University standards.
- Campus facilities and budgets.
- Student conduct and discipline, consistent with University standards.
- Other matters affecting the academic mission of the campus, subject to the legislative and advisory authority of the University faculty.

To that end the Faculty Senate of WSU will, as appropriate, delegate legislative and advisory authority to campus-specific faculty organizations that exist on individual campuses of Washington State University.

**The Washington State University Faculty Senate passed the following motion on February 12, 2004:**

*Steering committee subcommittees will be established at WSU-Spokane, WSU Tri-Cities, and WSU-Vancouver. All faculty matters to be brought to the Faculty Senate from a regional campus must first be approved by the campus subcommittee; such matters will then be brought directly to the steering committee for consideration and either referral to the appropriate senate committee or placement on the senate agenda. In addition, proposals for new certificates and degrees originating at a regional campus must first be reviewed by that campus's subcommittee before they are submitted to the provost for consideration and eventual senate review. Further, the subcommittees will deal with local faculty concerns as they relate to the faculty manual and the senate's constitution and procedures.*

*The subcommittees will consist of a minimum of four to a maximum of six faculty members on the specific campus who are eligible to vote in elections for faculty senators plus the campus senator. The*

*campus's elected faculty senator will serve as chair of the subcommittee. Election to the subcommittee will be conducted according to senate rules, and the members may be elected at large or apportioned to constituencies. Business will be conducted according to the constitution of the Faculty Senate. The chairs of the campus subcommittees will also be members of the Faculty Senate steering committee.*

#### **Four Campuses - Different Futures**

The campuses of WSU will all continue to have very different identities. As they have evolved, they play very different roles in the higher education system in the state of Washington and in the communities where they reside. Each also brings different assets to the WSU system. WSU Pullman provides a major traditional residential campus where students are able to pursue their education with the single role of a student. The other campuses all bring opportunities for partnerships with other elements of the communities that they serve. WSU Spokane brings a major medical community. Tri-Cities brings PNNL with its science and engineering expertise. Vancouver brings the semiconductor industry and major financial institutions. All bring connections with multiple K - 12 districts and local governments. These differences add diversity to WSU's portfolio, strengths that a single campus could not provide, and help us to serve the citizens of Washington State.