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## **Administrative Realignment Task Force**

Eastern Michigan University Division of Academic Affairs

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**Eastern Michigan University Division of Academic Affairs**  
**Administrative Realignment Taskforce, 2005-2006**  
**Draft Preliminary Report on Academic Realignment**

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## Table of Contents

### Preface & Executive Summary

#### I. Summary of Findings

- A. External Findings
  - 1. Literature Review
  - 2. Case Studies of Three Recently Realigned Institutions
  - 3. Overview of Peer/Aspirational/MAC Institutional Organizations
- B. Internal Findings
  - 1. Case Study of the Recent Realignment of the College of Health and Human Services and the College of Technology
  - 2. Case Study of the Recent Restructuring of CIS in the College of Business
  - 3. Summary of Information Gathering Sessions with University Constituencies

#### II. Alternative Organizational Models and Alignment Strategies

- A. Organizational Model
  - 1. College-School-Academic Program Model
- B. Alignment Strategy
  - 1. Consortium Strategy
- C. Interdisciplinary Alignment Strategy
  - 1. Flexible Role Strategy

#### III. Task Force Provisional Recommendations

- A. Academic Alignment
  - 1. Provost Charges: Inter-College Task Force and Deans-Only Council
  - 2. Provost Charges: Pilot the Flexible Role Strategy
- B. Organizational Restructuring Option
  - 1. Provisional Recommendation: College-School-Academic Program Model
  - 2. Consideration of Workload, Staff Support, New Programs and Program Evaluation
  - 3. Overall Timeline

#### Appendices (*Web-Based: Posted on <http://www.emich.edu/public/aa/aaartf/>*)

- A. Annotated Literature Review
- B. Information Gathering Transcripts Summary
- C. Constituency Meetings Transcripts
- D. EMU Organizational Charts
- E. "A Vision of Interdisciplinary Research," in *Facilitating Interdisciplinary Research*. Committee on Facilitating Interdisciplinary Research, National Academy of Sciences, National Academy of Engineering, Institute of Medicine. Washington, DC: 2004.
- F. Comparison of Peer/Aspirational/MAC Institutional Organizations

## Preface and Executive Summary

### *On University Change –*

*“In a rapidly changing world, the social role and form of the university and its programs exist in an almost perpetual state of transition facing constant challenges of leadership and adaptability.”*

*“The difficulty is that change and adaptation inevitably bring in their wake anxiety, loss, and controversy. Meaningful change generates not only winners and losers, but also a reconfiguration of the values and commitments of the university. There are always constituencies, internal and external, that think that the existing configuration is optimal. Thus, even thoughtful change creates controversy. It always requires courage and commitment...”*

*Harold Shapiro. 2005. A Larger Sense of Purpose: Higher Education and Society. Princeton University Press.*

### **Prefatory Comments to University Community**

The Academic Affairs Administrative Realignment Task Force offers to the Eastern Michigan University community this preliminary report on academic realignment primarily as an important means of continuing to engage the EMU faculty, staff, students, and other constituencies in a meaningful discussion of the university's academic structure. As has been emphasized in the Task Force's goals and guiding principles, as well as in an assortment of verbal and written communications from the Task Force, the group is committed to completing its assignment with as much attention to the ideas and concerns of the university community as is possible. In this context, we would like to make the following points regarding this report:

- All recommendations in this report are tentative, and only reflect the Task Force's thinking at this juncture of the realignment debate. Overall reaction to this first report will be a critical benchmark regarding the extent to which the Task Force is pursuing an acceptable strategy toward realignment at EMU. If the general reaction from the EMU community to any recommendation is negative, then the Task Force will continue to explore and openly share other realignment options, even if this means a more protracted deliberation than originally planned. In other words, we will continue to use the university community as a form of “checks and balances” on the work and ultimate recommendations of the Task Force.
- Not all the details of each possibility or recommendation have been adequately fleshed-out. Before proceeding further, however, the Task Force wanted to gauge the extent to which some of the ideas being considered would be received by the University community.
- It is clear from both the Task Force's review of organizational schemes and realignment efforts at other universities, as well as the assortment of ideas from the internal information gathering at EMU, that there is no one “ideal” academic structure. Ultimately, academic structure must suit the culture of the institution, reflects its values and priorities, as well as provide an efficient mechanism for communicating programs and services to students. With this in mind, the Task Force has not undertaken an exhaustive analysis of every measure that might be useful in considering EMU's alignment; nonetheless, we are confident from our examination of realignment at other institutions that our overall evaluative effort is comparable or exceeds realignment efforts elsewhere. Furthermore, while the Task Force is mindful of the literature and models of university alignment, we have placed great emphasis on our collective understanding of EMU, as well as the opinions that have been gleaned from all of the information gathering sessions with university constituencies.
- The Task Force held a retreat in March 2006 to produce organizational restructuring scenarios. Out of these scenarios, a broadly-conceived College-School-Academic Program organizational model and a Flexible Role interdisciplinary strategy are extracted and described. In follow-up meetings during the Spring 2006 term, the Task Force articulated a Consortium alignment strategy that may be productive of synergy. This is termed a “strategy” to encourage readers to consider it as a leadership method that could complement either the current organizational structure or some other organizational model. These options are presented in this draft Preliminary Report for the

purpose of gaining feedback from campus constituencies. The Task Force intends to be exceptionally open to alternative configurations as the process continues to unfold.

### Executive Summary

The Academic Affairs Administrative Realignment Task Force was appointed by the Eastern Michigan University Provost in October, 2005. Immediately thereafter, the Task Force oriented itself by identifying both goals and guiding principles to shepherd its work. The group initially organized itself into four subcommittees regarding: (a) study of literature and external models of academic alignment; (b) study of EMU's current program structure; (c) consideration of methods of formally surveying university constituents; and (d) methodologies for engaging the university community in the realignment conversation. During January – February, 2006 the Task Force also engaged the university community in 38 information gathering forums. The goals, principles, meeting agendas and minutes, transcripts from the information gathering sessions, as well as the contents of this preliminary report, a tentative work plan and other information regarding university alignment can be found at <http://www.emich.edu/public/aa/aaartf/>. The Appendix of this Preliminary Report can also be found at this site address.

The Draft Preliminary Report is submitted to Faculty Council for review and feedback on June 7, 2006. Representatives from the Task Force will visit Faculty Council to respond to questions. Faculty Council is invited to provide feedback with the use of either one or both feedback templates provided by the Task Force. The first template is comprised of open-ended questions designed to help the Task Force understand faculty perceptions on the advantages and disadvantages of the models and alignment strategies. The second template asks for the respondent to simply check boxes associated with advantages and disadvantages related to the proposed models and strategies. The results of this feedback will guide the Task Force in preparing the final Preliminary Report and feedback templates to post to the campus community in Fall 2006 for campus-wide feedback.

In September-October 2006, the final Preliminary Report will be presented for feedback to Faculty Council and to departments, schools, colleges and others that may be affected by the proposed changes. The Task Force will create feedback mechanism(s) by which campus-wide responses to the Report can be gathered and analyzed. Direct interaction between the Task Force and departments/schools and others that may be impacted by these recommendations will be facilitated.

This report begins with a summary of our findings from our review of the literature on academic realignment, case studies from three recently realigned universities, and a comparison of peer, aspirational and MAC institutions. We also have included an overview of recent realignments at Eastern Michigan University as well as a summary of the 38 information gathering sessions that were held on campus.

The Task Force recognizes that organizational structure needs to be addressed before academic realignments could be considered. **Organizational restructuring** refers to strategies that implement an organizational shift with respect to the type of work units that are basic to institutional function, such as levels of senior administration, middle administration, and faculty administrative appointments (vice president, dean, school director, department head or chair, program coordinator), staff levels and roles, and organizational entities such as divisions, colleges, schools, departments, and programs. **Academic realignment** refers to strategies that implement changes in the relationship between academic units or between disciplines basic to the instructional and research functions of the university, such as curriculum review and development, degree offerings, and academic identities. These are supported by, yet are not identical with organizational structures.

An alternative organizational model, the College-School-Academic Program model is presented as an option to the current organizational structure.

- The **College-School-Academic Program model** would involve organizing academic programs into schools and organizing schools into colleges. This proposal would eliminate academic departments and department heads. Academic programs would be chaired by faculty chairs, elected by peers. Programs would be organized into schools that would be administered by directors. Schools would be organized into colleges administered by a Dean.

This Preliminary report also presents two alignment strategies: the consortium strategy and the flexible role (matrix) strategy.

- A Consortium is a coordinating body comprised of separate, autonomous academic programs, administrative offices, and student services that may have common goals. A consortium is not a permanent administrative entity. Instead, a consortium can align units to meet identifiable student needs and common goals by emphasis on enhanced communication and coordinating processes. One example, an international language and cultural studies consortium, was extracted from the information gathering sessions. This consortium could include Academic Programs Abroad, the World College, Area Studies, International Business Studies, and the International Students Office.
- The **Flexible Role (matrix) strategy** would involve a new way of staffing faculty and determining work load. Currently, faculty are assigned to teach courses within an academic department. Using a flexible role strategy, the School Director, with the consultation of the faculty, could assign faculty to teach in multiple programs. As a result, faculty take on flexible roles within programs rather than being assigned to one academic department. This structure would allow the School Director to track faculty workload in quasi-administrative functions (e.g. program chairs, graduate coordinators, honors coordinators etc.) as one element of a faculty member's total workload. This flexibility makes it easier to define course sequences without redundancies, and allows faculty to teach and/or administratively serve in programs other than their own. It may also make it possible to share laboratory and technology resources.

The report concludes with provisional recommendations regarding both organizational restructuring and academic alignment. Provisional recommendations regarding academic alignment include: (1) Provost appointment of, and charge to an inter-college task force to identify course redundancies within and across colleges and to develop cross-college mechanisms to reduce course redundancies; (2) Provost charge to this task force to investigate and recommend possible consortia to enhance synergies across colleges and divisions (if there is a positive reception from the campus community regarding the consortium strategy); (3) Provost charge to the Deans-only Council to consider cross-college administrative policies and procedures to enhance interdisciplinary teaching on the undergraduate and graduate levels; and (4) Provost consideration, in consultation with appropriate campus units, of some pilot projects that utilize the flexible role strategy (if there is a positive reception from the campus community regarding this strategy).

Provisional recommendations regarding organizational restructuring include: (1) the Provost, in consultation with appropriate units, undertake a cost-benefit analysis of the college-school-academic program model to clarify the impact of this model on this institution (if there is a positive reception from the campus community regarding this model); and (2) the Provost, in consultation with this Task Force and other appropriate constituencies, conduct a reconciliation of the considerations in this Preliminary Report with the university Vision Statement.

These provisional recommendations point the way to the Final Report's conclusions, yet remain provisional because campus-wide feedback to the Preliminary Report in early Fall 2006 may change or re-direct the Task Force's final conclusions.

In November-December 2006, the Task Force will draft the Final Report. The Task Force will seek feedback from colleges, departments/schools and programs that may be affected by the recommendations. The draft Final Report will be edited, inclusive of this feedback. By January 2007, the Final Report, including the Task Force's final recommendations, will be submitted to the Provost.

## I. Summary of Findings

### A. External Findings

#### 1. Literature Review

The External Models committee reviewed thirteen articles and one monograph on the subject of university realignment and organizational restructuring. This section provides a synthesis of the major themes and arguments featured in the literature review. (Appendix A)

##### Toward a Rationale for Realignment

"Realignment" is a catchall term for organizational change in higher education. The literature distinguishes and names types of organizational change. Higher education institutions embarking on organization change should be clear as to what type of organizational change is sought, and at what level. The formal structure of universities is multidimensional, e.g., departments, programs, faculty lines and personnel budgets, senior administration, middle administration, staff levels, faculty adjuncts, degrees offered and granted, and curriculum. (Gumport 2002) Three types of realignment strategies are discussed in the literature: (1) Re-engineering, to implement an organization shift from a hierarchical bureaucracy to a network of interdependent work processes designed to more efficiently and flexibly address student needs; (2) Privatization, to outsource administrative and academic services; (3) Reconfiguring, to reshape organizational structures to implement re-engineering processes in order to enhance efficiency, flexibility, and response. The intention of (3) is decentralization, bureaucratic downsizing, disaggregating into smaller work units, and development of nonhierarchical networks of interaction. (Gumport & Pusser 1997) Any of these strategies can be globally or locally implemented in any institutional dimension.

In response to the problem of definition mentioned in the literature, the Task Force proposes the following conceptual clarification. **Organizational restructuring** refers to strategies that implement an organizational shift with respect to the type of work units that are basic to institutional function, such as levels of senior administration, middle administration, and faculty administrative appointments (vice president, dean, school director, department head or chair, program coordinator), staff levels and roles, and organizational entities such as divisions, colleges, schools, departments, and programs. **Academic realignment** refers to strategies that implement changes in the relationship between academic units or between disciplines basic to the instructional and research functions of the university, such as curriculum review and development, degree offerings, and academic identities. These are supported by, yet are not identical with organizational structures.

A rationale for realignment should be cognizant of the values implicit in the realignment processes that are selected. The literature identifies different value-laden conceptions of the *raison d'etre* of higher education institutions. The use of these concepts of higher education reveals the values of those who are initiating change. Three conceptions are derived from the literature. The first is the university as a social institution that embodies traditional legacies such as the cultivation of citizenship, the preservation of cultural heritages, and the formation of individual character and habits of mind. (Gumport 2000) As a social institution, another main function of the university is the legitimation and organization of knowledge over time. (Gumport 2002) The second concept is higher education as an industry producing goods and services to students primarily conceived as consumers in a regional and global marketplace. (Gumport 2000) The third concept is the university as a failed institution on both counts, which continues to serve a symbolic, yet incoherent mixture of both roles in postindustrial societies. (Readings 1996) Based on the information gathering sessions conducted with university

constituencies, the Task Force adopts the first two strands as a good description of this institution's tension in academic values, and disregards the third as pragmatically irrelevant to its deliberations.

An institution's rationale for realignment should be based on an empirical foundation that studies several institutional need factors. The literature recommends that the institution articulate a long-range development framework. (Shirley & Volkwein 1978; Kezar & Eckle 2002) With a long-range framework, the institution is in a better position to judge what cost-saving initiatives and program reconfigurations are acceptable. To examine options in program reconfiguration, these considerations are offered: (1) Review of the Mission, educational philosophy, goals and objectives of programs; (2) Study of the external needs (demands for graduates), opportunities (regional demands), and constraints (local economy, etc.); (3) Assess program quality using multidimensional criteria; and (4) Consider the match between the three areas when making programmatic decisions. (Shirley & Volkwein 1978)

#### Advice in the Literature

The literature contains advice, often based on case studies of institutional change, as to what should be done in a university realignment or restructuring process. To summarize, the literature emphasizes key elements in creating institutional change. Dialogue and collective learning, facilitated by the change agents, are significant in creating change. Change proponents should be "rigorous in inquiry, skillful in dialogue, and fearless in examining the institution in the context of its environment." (Boyce 2003) Change proponents ought to examine the reasons why change is desired, the degree of change to occur, and the best approach to implementation, using clear concepts, persuasion, collective negotiation and awareness of the institutional culture. (Kezar 2001 & Kezar 2002) If program reduction or elimination is part of the goals of institutional change, then program priorities with clear multidimensional criteria should be used as benchmarks. (Shirley & Volkwein 1978)

The literature also provides advice as to what should *not* be done in a university realignment or restructuring process. Gumpert's corpus provides the clearest set of negative prescriptions. Gumpert notes that organizational change driven primarily by corporate benchmarks and current trends in perceived student demand can lead to inequality or stratification of student opportunities: academic programs available to different segments of the student population. (Gumpert 2000) In a case study of two public universities undergoing reorganization, Gumpert lists six negative prescriptions: (1) imitation of corporate management practices without consideration of deep dissimilarities between educational and corporate structures, (2) program reductions without clear, viable, and consistently applied criteria concerning program value, quality, centrality, and cost efficiency, (3) ignoring, thus potentially perpetuating strong correlations between program-reduction targets and underserved constituencies *vis a vis* the state legislature and local economy, (4) gross inaccuracies in centralized data collection about revenue-generating programs, enrollments, program duplications, self-supporting programs, number of degrees granted, etc., (5) failure to cultivate consensus and input from faculty constituencies about cost-cutting options and strategic planning, (6) institutional bias toward corporate, professional and state-sponsored programs with devaluation of traditional liberal arts and humanities core disciplines and the health care professions. (Gumpert 1993)

## **2. Case Studies of Three Recently-Realigned Institutions**

We review three institutions that have gone through recent restructuring: Northern Arizona University, George Mason University, and Grand Valley State University. The first two are aspirational institutions for Eastern, and GVSU was chosen because it is a recent reorganization within the state.

### Northern Arizona University

Northern Arizona University is a regional institution in Flagstaff, Arizona, with a satellite campus in Yuma. The total enrollment in Fall 2005 was 18,799. The university has 95 undergraduate programs, 47 masters programs, and 8 doctorate programs. NAU has been identified as an aspirational institution for Eastern.



NAU went through a reorganization that was initiated in Fall 2003 by a letter from the president outlining a three year goal of reducing operating expenses. The president identified the following as possible steps: reduction in administrative, staff and faculty lines; shifting non-academic functions away from state support; centralizing functions of budgeting, marketing, IT support and advising; linking centers and institutes to academic units; and reorganizing schools and colleges for cost savings and enhancement of academic mission where possible. Based on these steps the provost formed a task force with the charge of “examining the current structure of all academic units and recommending changes that will result in an academic organization that promotes undergraduate education, fosters interdisciplinary cooperation, connects teaching and research and improves administrative efficiency.” (NAU Blue Ribbon Task Force Final Report, February 2004). The following discussion is based on the task force final report, and a memo from the president in April 2004 (both are available on the web page [www.nau.edu/text/reorg](http://www.nau.edu/text/reorg)).

At the beginning of the restructuring process, the university had 10 colleges and schools. The task force notes in their final report that the administrative structure at that point was based on short term opportunistic shifts and moves that had occurred over the years. Based on a broader perspective, the task force developed two proposals presented in their February 2004 final report. Both proposed plans result in five colleges, but were motivated by slightly different goals. The first attempts to balance resources, and moves the College of Fine Arts into the College of Arts and Sciences, moves all professional schools into one college, and leaves the remaining colleges alone. The second is designed on more disciplinary boundaries, and creates colleges combining science, engineering and forestry; communication, hospitality and business; social, behavioral and health sciences; arts, humanities and fine arts; and education. In both cases, the college staffing is assumed to consist of a budget manager/accountant, development director, and IT support. It is noted that IT support at NAU at the time was fragmented by departmental level units, and so consolidation to the college level would be an improvement. Centers and institutes would either move into colleges and the directors would report to the deans, or the administrative control of the Vice Provost for Research would need to be improved. This report was distributed to the university community in February 2004 for review and discussion.

In April 2004, the president released the final plan for restructuring. This plan incorporates aspects of both proposed plans from the task force to result in 5 colleges and a consortium of professional schools and colleges. The final list of colleges includes science and engineering; humanities and fine arts; social and behavioral sciences, and communication; business; and education. And, the Consortium of Professional Schools and Colleges consists of the College of Health Professions, the School of Hotel Restaurant Management, and the School of Forestry.

#### George Mason University

George Mason University is an urban university located in northern Virginia in the capitol region. Historically, GMU was a two year college until 1966, but is now one of the larger state supported institutions in Virginia along with much older University of Virginia and Virginia Tech. The relatively recent growth of George Mason was fueled by the demand for higher education in the Washington area, and the lack of competition from other state supported institutions (UV and Virginia Tech do have satellite campuses for graduate programs). GMU has 60 undergraduate programs, 62 masters programs, 16 Ph.D. programs, and a Law degree. GMU is an aspirational institution of Eastern.

GMU initiated a restructuring of its College of Arts and Sciences and School of Computational Science in 2004. Because of concerns of program duplication, the State Council for Higher Education in Virginia restricted the university from introducing graduate programs in many of the sciences. As a result, the university developed graduate programs in computational sciences that were not being offered by other universities. This resulted in a strong School of Computational Science with programs that had strong affinities to science departments in the College of Arts and Sciences. The reorganization was motivated by the desire to more closely associate the computational programs with their scientific counterparts. Information about the restructuring is given on the page [cas.gmu.edu/cas/new\\_colleges.html](http://cas.gmu.edu/cas/new_colleges.html), which also outlines the history of the change.

The reorganization resulted in two proposals. The first was to develop a College of Science that includes 10 departments, some of which were previously programs in the SCS; and the other to develop a College of Liberal Arts and Human Sciences (LAHS) that includes 8 interdisciplinary programs, and 10 departments. The final departmental alignment to be implemented in July 2006 is published on the page [cas.gmu.edu/cas/new\\_structure.html](http://cas.gmu.edu/cas/new_structure.html). The separation is focused mainly on synergies in terms of science disciplines, however, there are social science disciplines included in the LAHS. As a result, both proposals note the need to allow faculty to identify peers for tenure review, since the split might have removed appropriate groups from the review.

#### Grand Valley State University

Grand Valley State University is a regional university with two campuses located in Allendale and Grand Rapids, Michigan. GVSU has 68 undergraduate programs, and 22 masters programs. GVSU is a Michigan institution that has undergone a recent reorganization.

The reorganization started in 2003, and was preceded by a strategic planning effort in the previous year. The provost was actively involved in both activities, and in the task force report identified the problems to be solved by the reorganization as finding ways to (1) make liberal arts and science education a foundation of all university programs, (2) implement consistent policies among related academic units and disciplines, (3) increase administrative efficiency, (4) improving the climate for collaborative interaction within the academic community, and (5) facilitate relationships with external organizations. The university had traditionally had an organization that was atypical of similar universities, and it was common for faculty from professional and nonprofessional disciplines to be located in the same unit resulting in inconsistencies in workload and promotion policies. The information here is based on the materials available from the site [www.gvsu.edu/reorganization](http://www.gvsu.edu/reorganization), and discussions with Priscilla Kimboko who is the Dean of Graduate Studies and Grants Administration.

The proposed changes were to create a College of Liberal Arts and Sciences, separate professional programs from liberal arts and science disciplines, and create a College of University Interdisciplinary Initiatives. The creation of the Liberal Arts and Sciences college results in the consolidation of departments that are typically together at a liberal arts institution, and moves the professional fields out. The final structure consists of the following colleges: Business, Community and Public Service, Education, Liberal Arts and Sciences, Engineering and Computing, Health Professions, Nursing, and Interdisciplinary Studies. Most contentious in this change is that the College of Liberal Arts and Sciences is much larger than the other colleges, but many of the concerns seem to have been addressed with the hiring of the new Dean.

The introduction of the College of Interdisciplinary Studies consolidates units that support interdisciplinary study at the undergraduate level, and some programs. The reorganization did not deal with graduate programs, and so interdisciplinary graduate programs are not part of this college. The actual reorganization led to physical moves of some units from one campus to the other, and required that the budget be unbundled to be reallocated to the new colleges. The result was effectively cost neutral since the deans of some eliminated divisions retired.

#### Comments on Reorganization

In these three cases, we see three institutions that, even though they might have initiated realignment for different reasons, reorganized to eliminate historic accidents of alignment. Note that only GVSU made changes that resulted in the consolidation of units to create a larger one, intended to make liberal arts and science a focus of the institution. In contrast, the changes at GMU and NAU involved splitting a College of Arts and Sciences along disciplinary boundaries in the interest of improving synergies within disciplines. Our discussion here focuses on this and other ways that institutions have attempted to improve connections between disciplines.

The restructuring at George Mason and Northern Arizona involved splitting the College of Arts and Sciences into two colleges. At GMU, this move was instigated by the science faculty, and the rationale

for this split is that it better emphasizes the synergies among the sciences. However, as we have noted, the split ignores other synergies that are not as obvious. George Mason's split was preceded by a similar reorganization at Virginia Tech in 2003 ([www.provost.vt.edu/web\\_pages/univ\\_restructuring.html](http://www.provost.vt.edu/web_pages/univ_restructuring.html)). In the context of efforts to develop structures that support interdisciplinary research and teaching, traditional alignments are described as consisting of "disciplinary silos" (*Facilitating Interdisciplinary Research*, NAS Press, 2004). (Appendix E) These splits in College of Arts and Science seem to be simply creating larger silos constructed on generalizations of disciplinary similarities. The risk of these moves is the isolation of faculty who cross the arbitrarily chosen boundaries between disciplines.

Reorganizations like GVSU that consolidate units are less frequent, but there are some efforts that bring together fields that are not traditionally related. Some larger institutions have introduced schools or colleges of computing or computer science. A notable example is Georgia Tech, which has had a College of Computing ([www.cc.gatech.edu](http://www.cc.gatech.edu)) for fifteen years. Two relatively recent examples of the development of new colleges around information technology are Northern Kentucky University and Radford University (Virginia). Northern Kentucky has created a College of Information ([www.nku.edu/~informatics](http://www.nku.edu/~informatics)), which includes Computer Science, Information Systems, and Communication departments. Computer science is traditionally either in an Arts & Sciences college or an Engineering College, and Information Systems is traditionally a Business program. Radford University earlier created a College of Information Science and Technology, which combines Computer Science, Information Systems and Instructional Technology ([php.radford.edu/~cist-php/](http://php.radford.edu/~cist-php/)). (Radford is also notable in some similarities to Eastern in that it has traditionally had a focus on teacher education, and is in the shadow of a larger research institution — Virginia Tech, which is only slightly larger than Eastern.) These combinations allow the elimination of duplicated coursework at the introductory levels, and, at least, for NKU allows the college to be the center of relationships to other parts of the university. In general, it seems as if it would be possible to create other nontraditional disciplinary groupings that serve a similar purpose.

Although several of the institutions we have looked at considered supporting interdisciplinary relationships important, none of the reorganizations have done anything other than try to bring disciplines together based on currently perceived synergies. This may strengthen the majority of obvious synergies, but miss some of the less obvious (and potentially more interesting) synergies. Crossing these boundaries requires coordination, and other than the articulation agreement in the GMU split regarding faculty evaluation, we have not seen any formal protocols established.

An alternative to building firm structures based on disciplinary synergy, suggested in the NAS report *Facilitating Interdisciplinary Research* is a matrix model in which faculty administration is separated from program administration. Aside from the smaller specialized institutions mentioned in the report (e.g., the Keck Graduate Institute, [www.kgi.edu](http://www.kgi.edu)), the only larger institution that we have found with anything close to a matrix organization is the University of California, Merced ([www.ucmerced.edu](http://www.ucmerced.edu)), which is the newest campus of the UC system. UC Merced consists of several schools to which faculty are affiliated, but there are no individual departments. Disciplinary programs are administered from each school, and graduate programs, all of which are interdisciplinary, are administered from the graduate school. The UC Merced faculty is not yet at its full complement, and not all programs are in place, so it is not clear whether this structure is temporary.

We have found no information that would suggest the effectiveness of a particular alignment in terms of creating opportunities for interdisciplinary interaction, or general cost. Most justifications for realignments indicate that they are cost-neutral or have savings in terms of salary, but there is no true accounting of the cost. Therefore, other than ideas, these models provide no guidance in terms of selecting an alignment, other than perhaps leading to the observation that which alignment is best depends on the institution and its goals.

### 3. Peer/Aspirational/MAC Institutional Organization

We compared the current number of colleges, schools and departments at Eastern Michigan University with eleven institutions on the list of peer and aspirational institutions that are used for benchmarking and with nine universities in the Mid-American Athletic Conference. Although Eastern Michigan has fewer departments and colleges than the comparison institutions, we currently have more schools than many of these institutions. If you add together the number of schools and departments, the total for Eastern Michigan (30) is less than all of the comparison universities, with the exception of George Mason University (26).

One reason why Eastern Michigan University has fewer academic departments may be related to persistent financial problems that the Division of Academic Affairs has faced. Clearly, combining separate academic disciplines into one academic department reduces the operational costs including the salary and benefits of a department head and secretary. As a result, Eastern Michigan University has departments with combined disciplines not typically found in other universities (e.g. geography and geology, history and philosophy, and anthropology, sociology and criminology). (Appendix D and F)

We also compared Eastern's academic administrative structure to these other institutions. Among the 20 institutions in our comparison group, eight have department heads with administrative assignments similar to EMU while twelve institutions have faculty chairs with faculty appointments.

Looking at how Eastern Michigan University's current academic structure compares to other universities provides little guidance as to what is an ideal structure for an institution of our size. Likewise, the comparison yields few conclusions on how the future academic structure should look in order to meet the goals set by the Task Force on Academic Realignment.

	Colleges	Schools	Depts.	Undergrad	Graduate and First Professional	Total	FAC/ADM
<b>OTHER PEER INSTITUTIONS</b>							
University of Texas-San Antonio	7	-	36	22537	3638	26175	Faculty Chair
California State Univ.-Sacramento	7	-	49	22786	5186	27972	Faculty Chair
Texas State University-San Marcos	7	-	36	22402	4381	26783	Faculty Chair
Florida Atlantic University	7	3	39	21012	4307	25319	Administrator
Old Dominion University	6	5	37	14417	6178	20595	Faculty Chair
Illinois State University	6	7	25	17878	2879	20757	Faculty Chair
<b>ASPIRATIONAL</b>							
George Mason University	5	5	21	17364	11510	28874	Faculty Chair
UNLV	8	2	37	21785	5554	27339	Faculty Chair
University of Akron	8	9	35	17558	4040	21598	Administrator
University of Alabama	8	4	61	16553	3959	20512	Faculty Chair
Northern Arizona University	6	7	41	13,252	5527	18779	Administrator
<b>MAC</b>							
Ball State University	7	3	49	17575	2932	20507	Administrator
Bowling Green State University	6	5	35	15909	3080	18989	Administrator
Central Michigan University	6	4	32	19916	7767	27683	Faculty Chair
Eastern Michigan University (2004-05)	5	7	23	19000	4862	23862	Administrator
Kent State University	7	13	26	19060	5287	24347	Administrator
Miami University	1	5	51	15069	2092	17161	Faculty Chair
Northern Illinois University	6	6	34	18031	6789	24820	Faculty Chair

## B. Internal Findings

### 1. Case Study of the Recent Realignment of the College of Health and Human Services and the College of Technology

In July of 2003, the College of Health & Human Services (CHHS) Organizational Task Force and the College of Technology (COT) Organizational Committee submitted a report and recommendations to then Provost Schollaert. After careful input from the various university committees and affected colleges, the following alignments were implemented July 1, 2004:

- The entire Department of Health, Physical Education, and Recreation was moved from the College of Education to the College of Health & Human Services. This department was re-named the School of Health Promotion and Human Performance.
- The Department of Human, Environmental and Consumer Resources (HECR) was abolished, and the existing programs were moved to other departments in the College of Health & Human Services and to the College of Technology. Apparel, Textiles, & Merchandising (ATM) program, the Hotel & Restaurant Management (HRM) program and the Interior Design program (IDE) were moved to the School of Technology Studies (STS) in the College of Technology.
- The Department of Associated Health Professions gained two programs; Dietetics & Human Nutrition from HECR, and Therapeutic Recreation from College of Education. This Department then became the School of Health Sciences.
- Internally, the College of Technology was reorganized into two Schools: School of Technology Studies, and the School of Engineering Technology incorporating the three programs from CHHS, the Business Technology Education Department, the Interdisciplinary Technology Department and the Industrial Technology Department in the COT. In addition, Centers and Institutes were administratively combined under one director, and Military Science continued as a separate academic unit.
- The Department of Social Work became the School of Social Work
- The Department of Nursing became the School of Nursing

There are positive outcomes with this implementation. The School/Program model has worked well in the CHHS and COT in that it is consistent with other models across the country and highlights the complexities of these Schools and the Programs within. Grouping like programs together within a school model has allowed both scholarly and educational synergies to flourish. The elimination of two AP positions (department heads) brought savings in salaries and benefit costs.

Some of the lessons learned include: (1) All aspects of the budget need to be carefully studied and moved to the appropriate new academic unit. For example, clinical programs have proportionately larger SS&M needs (lab expenses) than other programs and this needs to be reflected within the budget transfers; (2) Faculty offices should be grouped according to the new alignments if possible to support the new structure and develop *esprit de corps* among faculty, staff and students; (3) The expenses of re-alignment need to be considered and estimated up front (new letterhead, business cards, office moves, telephone line moves, etc.); (4) Fund accounts need to be re-designated accordingly and within a timely manner from their current organization to the new academic unit. Courses also need to be moved to the appropriate academic unit within Banner; (5) Appropriate campus offices (Records, Student Affairs, Graduate School, Course & Program Development) need **official** notification of changes as soon as possible once the re-alignment is announced; and (6) The AAUP official documents of academic units involved in the re-alignment need to be reviewed and updated to reflect the new alignments. A special faculty committee should be assigned to make these changes as soon as possible once the re-alignment is announced.

Review of support staff (CS, PT) job responsibilities within the new alignments should occur as soon as possible, with determination as to whether changes are needed to accomplish effective support services for students and faculty.

## **2. Case Study of the Recent Reorganization of CIS in the College of Business**

During the summer of 2005, the College of Business restructured the Computer Information Systems Department. The department head position was eliminated and a program chair was appointed by Dean Mielke. The department was not eliminated or absorbed by another department. A number of CIS departmental meetings were held to seek faculty input regarding the structure of the department and the responsibilities of the program chair.

The department head of the Accounting and Finance department was appointed interim department head of CIS and assigned the responsibilities for administrative responsibilities regarding faculty evaluations and departmental budgets.

In spring 2006 departmental meetings were again held with CIS and Accounting and Finance to assess the changes that had been made. The CIS department provided input again to continue the same alignment with changes to the Program Chair responsibilities. The revised responsibilities include recruiting and advising students, strengthening relationships with community colleges to increase the number of transfer students, working with employers, alumni and the CIS Advisory Board to ensure the program curriculum remains relevant. Additionally, the Program Chair works with faculty and department heads in the college on college-wide initiatives. The Chair is expected to keep 15-20 office hours per week. Secretarial support is provided.

The program chair has a three-year at will term limit, with no limit on reappointment; however, the position is expected to rotate among the faculty every three years. To compensate the faculty member for these administrative duties, the chair receives half-time release from teaching for Fall and Winter semesters. During Spring and Summer, the chair receives one course teaching assignment for Spring or Summer and stipend equivalent to 10% of base salary for work during the months of May through August.

The program chair is appointed by the Dean with input from the CIS faculty and reports to the Interim Department Head of CIS who is also the department head of Accounting and Finance. At the end of each year, the Dean will evaluate the candidate's performance with input from the CIS faculty.

## **3. Summary of Information Gathering Sessions with University Constituencies**

In the Provost's charge to the Administrative Realignment Task Force, we were asked to solicit recommendations from colleges and other administrative units in a process that was transparent and inclusive. To accomplish this charge the Task force facilitated focus groups to gather ideas, concerns, and opinions from key constituencies --- students, faculty, staff, academic administrators and administrators in Student Affairs. Thirty eight focus groups were conducted which included all academic departments, Academic Affairs Senior Leadership, Student Government, Graduate Council and The Strategy Council in the Division of Student Affairs. Two open forums and a focus group for interdisciplinary programs were also held.

In each focus group, two members of the Task Force followed a process that began with a short presentation describing the Task Force's charge, goals, work plans and next steps. The Task Force members emphasized that conversations about possible realignments had not occurred nor had the Task Force received any mandates from upper administration.

Participants in the focus groups were asked to discuss the following four questions:

1. When you think of EMU's current program alignment, what are the advantages that you see for the University and/or any specific departments?
2. When you think of EMU's current program alignment, what are the disadvantages that you see for the University and/or any specific departments?
3. What alternative alignments would better serve the mission (goals) of the University, as well as specific departments or programs?
4. What recommendations would you make to the Realignment Task Force as they gather and analyze data and consider academic alignments for the Division of Academic Affairs?

Note takers recorded each comment to have a transcript of the conversation. Responses were projected on a screen to allow participants to edit wording so the transcript was an accurate reflection of the participants' comments. Complete transcripts were posted on the Academic Affairs Realignment task force web site.

No effort was made to reach a consensus in the focus groups. Each comment recorded reflected one person's idea, concern or opinion. Not all participants added comments to the discussions.

The Task Force members read all of the transcripts in an effort to identify themes, unique ideas and repetitive comments regarding organizational restructuring and academic realignment. (Appendix C) Again no effort was made to insure that all Task Force members used the same approach to analyzing the information. The Task Force concluded that multiple "screens" by multiple individuals with differing styles of analysis and synthesis would yield the richest review of the transcripts. (Appendix B)

This is a summary of the transcripts with respect to the themes of institutional values, organizational restructuring, academic alignment, synergies, and interdisciplinarity. The Task Force recognizes that the methodology of focus groups yields individual opinions, and topical patterns of individual opinions. As such, the methodology does not provide fact-based data. Rather, these general patterns indicate possible directions for fact-based studies that can either support or refute the institutional feasibility of the transcript comments. It is acknowledged that these transcripts, in some cases, represent the opinions or viewpoints of "the vocal few". The University community has been invited to provide additional input by contacting members of the Task Force individually and by responding to the contents of this preliminary report when it is distributed.

#### Institutional Values

The transcripts capture a variety of individual viewpoints concerning the values that should guide the Task Force deliberations about the process of realignment. The Task Force literature review indicates at least three value-laden conceptions of the *raison d'etre* of higher education institutions. Individual expressions in the transcripts dovetail with these generalizations. These sets of institutional values may be in tension without outright contradiction or incompatibility. A balance can be struck with a clearly defined institutional vision and long-range developmental plan. Many individuals commented that the work of this Task Force is premature, due to lack of an institutional vision, long-range development plan and impending General Education implementation.

First, many view the university as a social institution embodying humanist legacies that should be preserved over time. Many participants affirm the traditional role of those disciplines associated with the Arts and Humanities. Also, humanist disciplines that focus on the cultural heritage of discrimination, political marginalization, social and cultural invisibility, see themselves as vital contributors to this set of institutional values. Proponents of these institutional values hold that programs and disciplines deserve institutional support and visibility, regardless of the size of a program, enrollment figures, number of degrees, or student credit hour production.

Second, some see the function of the university as the primary public vehicle for legitimizing and organizing knowledge over time. Adherents emphasize the need for organizational integrity, in which structures and academic units are aligned in ways that are intellectually coherent, non-duplicative, highly visible and prestigious.

Third, many view higher education in the role of preparing students for careers in the regional and global marketplace. Proponents hold that structural change should be empirically-based: reliant on market-based surveys that determine regional needs, demographic characteristics of the student body, the demands of the regional market, and student demands as consumers of the academic product.

#### Conceptual Clarification of Organizational Change

The transcripts show individuals calling for conceptual distinctions in order to clarify the type and level of organizational change that is part of the Task Force charge. In response to these requests, the Task Force distinguishes between organizational restructuring and academic realignment.

**Organizational restructuring** refers to strategies that implement an organizational shift with respect to the type of work units that are basic to institutional function, such as levels of senior administration, middle administration, and faculty administrative appointments (vice president, dean, school director, department head or chair, program coordinator), staff levels and roles, and organizational entities such as divisions, colleges, schools, departments, and programs. An alternative organizational concept mentioned in the transcripts is a matrix organizational structure that frees faculty from rigid workload requirements in an academic unit such as a department or program and flexibly allocates faculty teaching and research to interdisciplinary initiatives as well as to program instructional needs.

**Academic realignment** refers to strategies that implement changes in the relationship between academic units or between disciplines basic to the instructional and research functions of the university, such as curriculum review and development, degree offerings, and academic identities. These are supported by, yet are not identical with organizational structures.

Additional distinctions drawn by participants appear to be prompted by the reference to “synergies” in the Task Force charge. Many urged the task force to think of synergies as processes of collegial collaboration and communication that cross over organizational structures or academic alignments. Some individuals cautioned that organizational restructuring and academic realignment are not the only solutions for creating productive and collaborative communication processes. Interdisciplinarity is mentioned by many as a problem of synergy and of lack of support at the highest levels of University administration rather than simply of academic alignment or organizational structure.

#### Participant Comments About Organizational Restructuring

Some participants call for a division in the College of Arts and Sciences and the establishment of a new college, using rhetoric such as “the elephant in the living room” and the “bull in the china shop” to characterize the College’s institutional presence. Reasons given include: the perceived inequitable use of university resources by the College in comparison with the other colleges, the need for the Dean to have disciplinary affinities to all of the College units, the need for visibility and prestige of academic units in the regional marketplace, and enhanced advocacy of units’ interests in a smaller sized college.

The suggested division of CAS is accompanied by some participants’ suggestions that Math, Economics, and Science programs be restructured and realigned with the College of Technology, the College of Business, or the College of Health and Human Services. These suggestions are prompted by participant perceptions of academic and professional affinities that may evolve into productive synergies, if properly organized. Some proposed organizational models were submitted to the Task Force by individual departments.

The placement of the Honors College, and the General Education program is of concern to some participants. Many suggestions are provided, such as the creation of a University College for these



units to service incoming and transfer students and to achieve visibility as “first-contact” academic entities.

Many individuals, and some programs and departments who submitted statements to the Task Force suggest changes in organization from department head to department chairs (faculty) and program coordinators (faculty). Reasons range from the perceived cost-savings that could accrue from this change, the cultural dissatisfaction of some programs with their current alignment, and the academic invisibility of some programs in their current alignment. Some individuals raised concerns that the creation of department chairs would lead to further drift of faculty effort, from teaching and research to more administrative responsibilities, without adequate release time or compensation to accomplish any of the activities with the appropriate degree of attention.

Many individuals and some programs in their submitted statements caution against mergers that would enlarge current departments. Mergers of more programs into larger departments are viewed as antithetical to the integrity of individual academic programs and to program visibility and prestige in the regional and national landscape. Mergers are also viewed as potentially confusing to students, especially as mergers impact “first-contact” vehicles such as admissions, the catalog, advising, and the university website.

#### Participant Comments About Academic Realignment

Many individuals, especially in units that have undergone realignment in the past three years, express satisfaction with their alignment, emphasizing that the new alignment is still in the process of consolidating into good interdisciplinary collaborations and beneficial sharing of resources. These individuals warn that the disadvantage of their realignment is the labor intensive, unfinished work with respect to the revision of DIDs, DEDs, unit websites, updating admissions, advising, and marketing materials.

A few individuals and programs in submitted statements, express dissatisfaction with their current alignment. The dissatisfaction stems from chronic discomfort of these programs within their department culture, perceived inequities of resource allocation in their departments, and the invisibility and loss of professional prestige incurred by the programs’ merger into departments.

Many participants urge the Task Force to consider the national accreditation requirements that drive the academic units’ curriculum planning. Perceived curricular similarities should not be used as a criterion for realignment, if that realignment fails to consider the accreditation requirements that guide the unit’s instructional delivery.

Participants observe that from a research and database viewpoint, current alignments are confusing. The difficulties of prioritizing library resources for programs are exacerbated by alignments that seem driven by criteria other than disciplinary, research-driven guidelines. They argue that realignment stay focused on disciplinary affinities in order to achieve visibility to the outside world and to keep resource allocation focused on the units’ academic mission.

Many potential alignments are suggested in order to promote better synergy. For example: a new unit of Language and Cultural Studies, aligned with Academic Programs Abroad, the World College, the International Students Office, FLABS, International Business Studies; the expansion of Area Studies out of a department and into a highly visible cross-college collaborative unit; a realignment of geography with the social sciences and urban planning, and geology with the natural sciences.

Some participants perceive four types of curriculum duplication. First, legal and pre-legal courses are offered in a number of colleges. Second, courses with a focus on management are found in the College of Business and the College of Technology. Third, computer-related courses and programs are offered in a number of colleges. Fourth, courses that focus on marketing are offered in a number of colleges.

Perceived similarities in professional, clinical specializations prompt some to suggest academic realignments of clinical lab sciences and units that deliver training in clinical practices with the College of Health and Human Services.

Many programs and departments in several colleges serve teacher certification requirements. Participants express concerns about the quality of the curriculum in programs that serve these requirements, their perceptions of unfair “ownership” of student credit hour production, and a collaborative “disconnect” between the relevant units in the College of Education and these programs that service certification requirements.

Some suggest changes or innovations with respect to research centers and institutes. Some call for the creation of more institutes or centers that are research and grant-driven with clear lines of credit for grants and contracts. Several participants suggest that current research centers and institutes be realigned within colleges with which there is most intellectual affinity, to promote more interdisciplinary collaboration and resource-sharing between relevant academic units and the centers/institutes.

#### Participant Comments About Synergies

Many participants claim that their current alignment embodies interdisciplinary synergy, cautioning that realignment could do harm to current and evolving collegial collaboration. Others mention current or possible synergies that would be strengthened by new administrative efficiencies, but caution against outright realignment.

Many existing synergies are noted between programs in a college, between programs across colleges, and between programs and other divisions. In most of these instances, participants urged the Task Force to regard these synergies as needing enhanced opportunities for communication and a lessening of administrative obstacles to collaboration, rather than overt reorganization or realignment. In this regard, many participants suggested a faculty club or dining room to enhance faculty communication and synergy across colleges.

The need for more synergy between programs and departments reliant on Continuing Education for instructional delivery is mentioned several times. Comments range from proposals that Continuing Education be realigned with departments and programs to share academic rather than entrepreneurial goals, to calls for Continuing Education to convert to offering exclusively non-credit courses to the community. Some individuals stated that weekend and evening classes offered on-campus through Continuing Education do not receive the same amount of administrative and operational support because “no one is here when we’re here”.

Obstacles to a smooth interface between students and current alignments are noted: the need for standardization of cross-cultural credits for study abroad courses; the unfamiliarity of faculty and faculty advisors with the Honors College, especially in colleges other than CAS; inconsistencies between communication vehicles such as admissions, catalog, website, marketing and Fast Track; the placement of cross-listed courses in graduation audits; misrecognition of the existence and requirements of interdisciplinary programs by admissions, advising, and academic records; and predicted associated problems with respect to new General Education requirements.

#### Participant Comments About Interdisciplinarity

Some note that interdisciplinarity is a problem that can be addressed by implementation of regularized higher administrative policies and procedures regarding faculty workload and assignments, joint appointments, resource allocation, and student credit hour production. In this regard, this report presents a flexible roles strategy that can free faculty from workload requirements in an academic unit such as a department or program and flexibly allocate faculty teaching and research to interdisciplinary initiatives.

Some participants urge that current interdisciplinary programs be used as models for the creation of more interdisciplinary entities and that the problems faced by these programs be studied as a prelude to the implementation of administrative policies and procedures that could ameliorate obstacles to interdisciplinary collaboration.

#### Participant Comments About Resources

Many participants commented about the limited resources available to them to accomplish their mission and goals. Concerns were voiced that the realignment process is more about saving money than about creating resources and opportunities for program development and assurance of quality. Limited resources were noted in the following areas.

In research, participants stated that instructional and service demands are causing research to fall off. In addition, a shortage of instructional personnel has a direct bearing on what and how much research is done in a given unit. Participants also suggested increasing grant-writing support that is equitable across colleges and disciplines and that recognizes the differing contributions and approaches to research in the sciences, arts and humanities.

In the area of faculty, participants commented that more tenure-track faculty lines are needed to advance a variety of important issues- research, outreach, interdisciplinary efforts, advising, accreditation and increased service expectations. Above all, changes in the structure should reduce the “administrative creep” that dilutes faculty effort in teaching and research.

In the area of administrative load some participants commented that better support staff is needed. Many stated that the University is saddled with an obsolete clerical system in which secretaries are tied to word-processing. CS pay is too low to attract high quality staff with the skills in data input and analysis that is needed to support program efforts. High-paying administrators and faculty spend time doing this kind of administrative task when their efforts would yield better results in other areas.

In the area of distribution of resources some participants felt that certain units received unfair, special consideration in terms of sharing of resources, particularly doctoral programs. Some larger units stated that they were carrying the burden of small units without proportional budgetary consideration. They stated that academic restructuring should include budget reallocation and restructuring.

Many comments addressed the limitations of facilities. Some units wanted more space as they struggle to deal with increased enrollment. Others wanted better-equipped classrooms with appropriate tech support. Several units mentioned that the science facilities are out-dated and are well behind schedule for renovation. Some units stated that bringing the arts closer together would reduce redundancies and create synergies for interdisciplinary collaboration.

Cross-divisional issues were also mentioned. Participants felt that realignment and restructuring should be done outside the Division of Academic Affairs. Suggestions included limiting the extent to which athletics overwhelms the financial aid system and siphons off resources that could be used for other academic initiatives. Some stated that University Publications provides no value-added service and increases costs to units. Units should be allowed to manage their own printing needs. Academic units would like better control of space shared with other divisions, particularly Pease Auditorium. Participants also stated that they would like to have more input to the admissions process and the quantity and quality of those admitted.

#### Participant Comments about the Next Steps of the Academic Realignment Task Force

Several individuals cautioned the Task Force to recognize the interrelationship between the vision of the university and organizational restructuring and program realignment. The University’s Visioning Task Force co-chaired by President Fallon and Daryl Barton, the President of Faculty Council, will be completing their work in the next few months. Until the vision is clearly communicated, the Task Force may run the risk of creating an organizational structure and program alignments that will not support the university’s vision.

Many focus groups also included discussions about the criteria that will be used to determine program alignments. Questions were raised concerning the role program review results will play in determining the strengths and goals of programs. Additionally, participants questioned whether data, including the size of programs, number of faculty, number of graduates, or number of credit hours will drive decisions. The reliability and accuracy of data as a reflection of program numbers was raised in many focus groups as a significant concern.

Finally, participants in departmental focus groups urged the Task Force to listen to the voice of faculty. Before changes are made, faculty, programs, departments, schools and administrators need to be consulted. The costs and benefits of proposed changes need to be carefully determined and clearly understood before organizational restructuring or academic realignment is implemented. Saving money at the expense of undermining programmatic strengths will not only fail to meet student needs, it will also create additional problems in attracting and retaining a strong faculty.

## **II. Alternative Organizational Model and Alignment Strategies at EMU**

### **A. Organizational Model**

#### **1. Proposal #1: College-School-Academic Program Model**

One of the goals of the Task Force is to find a more cost-effective organizational structure that allows more visibility and autonomy to academic programs. The College of Health and Human Services and the College of Technology have successfully implemented a School organizational structure, without a full implementation of the corresponding faculty chair reorganization. An across-the-board elimination of the department head AP role would result in the reduction of positions in upper level administration. Departments, as the central academic and budgetary unit, would be eliminated and Schools with AP-level Directors, would become the central administrative units. Academic programs, with the academic leadership of faculty chairs, would be grouped under Schools that provide administrative staff, resources, and budget allocations for them.

The rationale for the College-School-Academic Program organizational structure includes the following academic enhancements. First, the focus of the academic units is on programs, rather than on departments. This can enhance the prestige and academic identity of programs that may otherwise be submerged in departments aggregating several programs. The autonomy of programs provides opportunities for curricular development and collaborative efforts with other academic programs. If programs with academic affinities are grouped together under Schools, then this organization can promote academic synergies and interdisciplinary collaboration. The model allows for the potential to eliminate redundancies in course and program offerings, and to provide academic units that are flexible and adaptable to changes in educational demand.

On an administrative level, this model may allow for the separation of support functions from academic structures. Efficiencies may be introduced through the elimination of department head positions, because there will be fewer Schools than departments as in the current organizational structure. The School model may make it easier to create joint appointments to foster “learning communities” and to avoid disciplinary “silos.” Budget permitting, professional support staff for the Dean’s office could include an accountant, computer technicians for hardware and software upkeep, (including updating websites for the college), an alumni relations officer and several clerical staff. Directors and chairs would need access to clerical support personnel.

Support of Institutes and Centers, the Honors College, the General Education Program, and Continuing Education could be allocated by using the School model. The model could be applied to programs that cut across disciplinary lines under the care of the school director, programs that cut across the schools in the same college under the care of the Dean, and programs that cut across college lines under the

care of the Provost. For example, the offices of undergraduate and graduate admissions could be located and housed as one unit, along with all supporting offices for international students.

It is possible that the College-School-Academic Program model could enhance and improve student experience. It responds to redundancies in administration, can be reproduced at every level from program to Dean, specifies areas of responsibility and well-defined operational structures at each administrative level, and may foster ease of access in terms of location and function.

#### Typical Responsibilities at the Three Leadership Levels

Dean: [supported by administrative staff that oversee business affairs]

(AP position; 12-month appointment; formal contract appointment)

- Coordinate Schools - council of school directors
- Coordinate overall college budget planning and oversight
- Advocate for resource allocation
- Determine the sharing of resources among the schools
- Serve as the liaison between school directors and Provost
- Promote the “Brand” and set goals for the college
- Model and foster *esprit de corps* and collegiality throughout the college
- Coordinate college fundraising
- Facilitate relationships with community and legislative constituents
- Champion programs and faculty at state, regional & national level

School Director: [supported by administrative staff that oversee business affairs]

(AP position; 12-month appointment; formal contract appointment)

(must have faculty experience e.g. program chair)

- Coordinate council of program chairs
- Coordinate overall school budget planning and oversight
- Serve as the liaison between program chairs and dean
- Conduct faculty evaluations
- Oversee hiring of faculty, lecturers, and adjuncts

Chair: (faculty member with possible release time; coordination of degree program(s); possible 10 month commitment)

(rotating appointments determined by faculty vote)

- Coordinate course and curriculum development
- Promote program development
- Schedule courses
- Coordinate program budget planning
- Involve faculty in the governance of the academic program (DID and DED at program level)
- Identify and recommend lecturers and adjuncts to hire

The above responsibilities are intended only as examples. Should this model be implemented, formal position descriptions would need development.

#### Advantages and Disadvantages of the College-School-Academic Program Model

As with all innovative ideas about restructuring, there are as many solutions as there are problems created when idealism confronts reality. The information gathering sessions show some support of the

college-school-academic program organizational model as the way to restructure the academic units of our university. Here is a synopsis of the points made which highlight both the benefits and the reservations about this approach.

An advantage of the model is a common mode of administrative operation for all the colleges. This includes the hiring of professionals as support for the Dean at the college level in accounting, public relations, computer technicians and webmasters, assessment and marketing specialists, and supporting clerical and technical staff. Once a master plan for the college structure is achieved, departments and/or programs could be permitted to decide their own fate by choosing which college with which they wish to align. Those units that have wanted academic autonomy would be given a chance to do so. The process of reorganization of units would naturally lend itself to discussions about redundancies, the size of units, the names of units and physical locations on or off main campus.

Management at the school level would of necessity have to take on a much larger role in the daily operations of its instructional units in order to allow the chairs to concentrate on the academic advancement of their respective programs. This would be a way of separating academic from administrative roles. As a result, the talent of the faculty could be used in their specific fields to more effectively promote program development, engage in grant seeking opportunities and interdisciplinary collaboration, and allow for the possibility of hiring faculty with joint appointment status.

At the program level, the chair would be a faculty position with release time built in, perhaps with a ten month commitment. The amount of release time would depend on the size of the unit being managed. There could be a limit to the number of years in the chair's term and a limit to the number of terms anyone could remain in that role. These limits could have some flexibility in length as determined by the particular program. As a consequence of moving to this mode of operation, faculty workload would have to be negotiated with the EMU-AAUP.

There are some disadvantages of the college-school-academic program model. First, there may be a shortage of faculty with an interest in taking on administrative duties. This could lead to peer pressure of individuals who are uncomfortable with, or indifferent to these leadership positions. The job is further complicated by the fact that the chair may have insufficient clerical support. The result is that the chair is expected to do more with less. Thus a cycle could begin of continual turnover of dissatisfied personnel, including the clerical and PT staff who must try to adjust to each new leader's patterns of operation and expectations.

At the school level, there remains the inevitable consequence that one person, the director, is trying to oversee a large number of units for which there is now a substantial increase in daily needs in order to sustain normal operations. The directors may be in the position of trying to do too much for too many with possibly insufficient CS staff: tasks such as the production of PAFs, allocation of budgeted resources, calling in help for broken copiers and computers, ordering of paper and general office supplies which must be in proximity to all the units, scheduling of classes, and functioning as building supervisors. The physical distance of units and personnel from their respective director may contribute to a growing feeling of "nobody cares what happens to us" that could foster resentment and alienation from the school's other units.

Finally, some express a sentiment that "one size does not fit all" at the college level. A similar organizational structure for all the colleges may not be efficient or desirable. The missions of the various colleges and the student demographics determine best practices; these are not necessarily the same among the colleges. Individuals in the information gathering sessions showed preference for increasing the number of colleges by the division of Arts and Sciences rather than reducing the number of colleges. They expressed that the larger a unit is allowed to grow, the more impersonal and distant it becomes to its constituents. In the academic world, collegiate interaction is a necessity and a prerequisite to best practices.

Certain important aspects of university life have not been touched upon in the previous discussion. These include addressing the issues of where Institutes and Centers, Continuing Education, the

Graduate School, Advising, and the General Education Program fit into the restructuring scheme. Each should be considered separately as to how and where it may best function.

## **B. Alignment Strategy**

### **1. Proposal #2: Consortium Strategy**

Our case study of Northern Arizona University finds an alignment strategy that can enhance the efficiencies of the current organizational structure or a new structure. As many participants in the information-gathering discussions have noted, academic synergies and interdisciplinary collaborations can be the outcome of improved processes of communication. The consortium strategy adopted by NAU drew together previously disparate Professional Colleges and Schools. This strategy is a way of aligning academic units that emphasizes communication, coordination, and other productive processes between units that may be undesirably isolated from each other.

A consortium is a coordinating body comprised of separate, autonomous academic programs, administrative offices, and student services that may have common goals. A consortium is not a permanent administrative entity. Instead, a consortium can align units to meet identifiable student needs and common goals by emphasis on enhanced communication and coordinating processes. Two possibilities extracted from the information gathering sessions as examples of potential consortia that might meet on a regular basis to enhance communication and coordination between units : (1) an academic services consortium comprised of units such as the Honors College, Continuing Education, the General Education program, the Graduate School, Service Learning, Advising, and Career Services; and (2) an international language and cultural studies consortium comprised of Academic Programs Abroad, the World College, Area Studies, International Business Studies, and the International Students Office. This strategy can be used to foster synergies within the current university organizational structure, or the college-school-academic program model, or with a flexible roles (matrix) strategy.

The rationale for the consortium strategy includes the following academic enhancements. First, it important that the units grouped under a consortium articulate and embrace a common mission encompassing services that are coordinated, accessible, and responsive to student academic needs. Second, the consortium should create opportunities to enhance faculty and student relationships: key to student retention and success. Third, the consortium should facilitate communication and processes that encourage synergies between academic and/or administrative units on behalf of academic services to students. The consortium would strive to eliminate unnecessary duplication and promote opportunities for sharing resources. Finally, every unit within the consortium would be accountable to the same divisional Academic Affairs administrator.

With respect to resources, the consortium strategy need not create more administrative positions nor need it demand extraordinary staff or budget resources to function. Consortium leaders could be faculty-led with release time to devote to facilitating consortium processes. Staff support for the consortium could be provided by the Division. The consortium allows academic and administrative units to retain distinct professional identities and visibility.

The consortium strategy is not an answer to the obstacles encountered by interdisciplinary program development. Nor may the consortium strategy resolve budgetary problems posed by current administrative structures. Rather, the consortium strategy may be a way to improve efficiencies, communication, and collaboration (“synergies”) between units that are undesirably isolated from each other. Thus, the consortium strategy may be a cost-effective way to foster synergies between units, yet retain the academic and administrative autonomy of existing units.

## C. Interdisciplinary Alignment Strategy

### 1. Proposal #3: Flexible Role (Matrix) Strategy

One of the goals of the realignment effort is to find strategies that support interdisciplinarity. While many comments from the campus visits noted that supporting interdisciplinarity may be done through policy and procedure, the current structure consists of what one participant called disciplinary “foxholes” (as opposed to silos). This implies that as issues of resources arise, cooperative efforts can fail as departments retreat to protecting their disciplinary programs. Therefore, for interdisciplinary programs to succeed it is important to implement a strategy that treats programs equally. In this section we consider a strategy that has been suggested at the national level to deal with interdisciplinarity. The report “Facilitating Interdisciplinary Research” from the National Academy of Sciences has a chapter that deals specifically with the structure needed to support interdisciplinary activities at a university. This report describes a matrix strategy, which is based on the idea of allowing flexibility in the assignment of faculty to faculty roles. (Appendix E)

The flexible roles strategy is not unusual within a university department or school, but typically is not used at the college or university level. In this section, we discuss how using a flexible role strategy at different levels may support a number of the goals for realignment. First, we will illustrate a matrix model so that it is clear what this strategy implies.

#### An Illustration

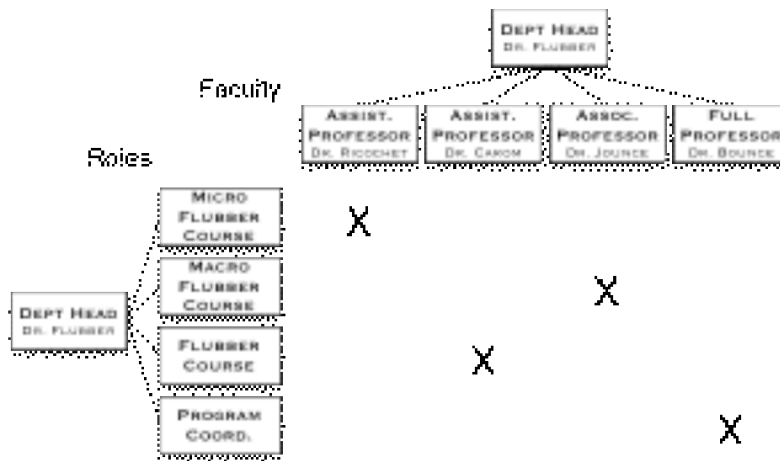
The two extremes of organization are the hierarchical and matrix models. We think of the traditional structure at a university as hierarchical, where the academic division consists of colleges, a college consists of departments, and a department consists of programs taught by faculty in the department. A department (see illustration) with a pure hierarchical structure would assign faculty to particular teaching roles (e.g., Dr. Ricochet always teaches the course Micro). Within a real department, however, the structure is usually more flexible where faculty may assume different teaching or service roles. This is, in fact, a matrix strategy where personnel are managed separately from their tasks, and so can be reassigned as needed.



*In a pure hierarchical organization, people have strict role assignments within their department.*

Essentially each department consists of a pool of faculty each of whom is given different teaching and service assignments for certain time periods (a semester, a year, or multiple years). So, the hypothetical department above actually has a pool of four faculty, each of which is assigned to one of the four roles. The “matrix” (see illustration) represents the assignment of faculty to these roles. Note that there is a hierarchy above the roles, and also above the faculty. In this case, this administrative hierarchy consists of the department head.





*Actual departments have an organization in which faculty take on different roles at different times. This is a matrix structure.*

While departments typically have flexible faculty roles, this report describes moving the matrix higher in the administrative hierarchy. We extend our example to a hypothetical School of Science and Technology, which groups Sciences-related departments with Technology-related departments. The combination allows the previous programs to be offered, but makes it easier to define course sequences, avoid course redundancies, and have faculty teach in the other discipline. It may also make it possible to share laboratory and technology resources. The combination may allow administrative efficiencies by eliminating one or two department heads and assigning faculty chairs who may also instruct one or two courses.

This highlights a critical point: the flexible role strategy should not be introduced without consideration of administrative support for both faculty and academic programs within the organization. We know from the information gathering sessions that allocation of support staff is a critical issue on campus, and so this topic is discussed further below.

Basic Flexible Role Strategy

The flexible role strategy can be adapted by either the current organizational structure or by an alternative model such as the college-school-academic program model. This strategy divides faculty from their roles, divides disciplinary faculty from academic programs, and divides faculty support from academic program support. We assume that faculty within the unit will be organized according to discipline, which allows the faculty to retain disciplinary identity for purposes of defining promotion and tenure standards. This organization also allows allocation of resources for common research and faculty development needs. Faculty support would consist of personnel involved in supporting research, tenure and promotion, office equipment, and faculty development.

In the college-school-academic program model, academic programs are run by faculty program chairs and supported by administrators and staff that deal with operational details of the programs. These support roles would include budget and accounting, laboratory and technology support, and other administrative and clerical support. These roles are allocated as close to the programs and faculty as possible.

Faculty roles are defined within the administrative unit (whether college, school, or department), and include teaching courses and doing service for the unit's programs, as well as for programs outside of the unit. In general, faculty may affiliate with any unit programs for input into program administration and teaching, though programs will need to have policies and procedures to deal with faculty affiliation.

### Variations on a Theme

We now look at how the flexible role strategy can fit into a college-school-academic program structure as outlined earlier. In this structure, programs are led by faculty chairs with administrators or support staff handling other roles.

The first variation is essentially within the school-college-division hierarchy. In this hierarchy, the unit for the flexible role strategy is the school. So, programs and faculty are housed in a school, which consists of a number of related disciplines. Staff support hierarchies fall within the school, so a typical school might have one or two administrators: a school director, and perhaps an assistant director to handle the administrative responsibilities.

The second variation makes the college the top level of the hierarchy. In this organization, the faculty are pooled at the college level, and program support is provided from college level staff. This structure could conceivably have two associate deans, one that deals with academic programs and works with program chairs, and the other, that is responsible for faculty support. Under each associate dean would be the support hierarchy needed for each part of the structure. An alternative structure would retain the school structure over the programs, which may allow more localized allocation of resources for program support.

The final variation makes the academic division the top level of the hierarchy. Here the faculty are organized within the academic division into disciplinary groups such as the Faculty of Arts, Faculty of Science, etc. for the purposes of faculty governance and establishing disciplinary promotion and tenure standards. Programs are organized into schools, whose directors report directly to either the provost or an associate provost.

As discussed, the flexible role strategy can be applied at several levels. Generally, the higher the matrix in the administrative structure, the more flexible the organization in terms of faculty role assignments. It is this flexibility that makes the flexible role strategy suitable for interdisciplinary activities, by allowing faculty to naturally shift (and split) affiliation between programs without the need for joint appointments. In addition, if the matrix is placed higher in the organization, fewer administrators are needed, since we eliminate larger structures. However, this does not necessarily imply a reduction in administrative support staff.

### Flexible Role Strategy and Realignment Goals

The flexibility of this strategy makes it suitable to address the goals of realignment. As discussed above, the flexible role strategy supports interdisciplinarity by treating programs uniformly, and making it natural for faculty to self-affiliate with different programs. This obviates joint appointments and some of the procedural barriers to interdisciplinary programs. The extent to which this goal is met is determined directly by the level at which the strategy is employed.

Another goal that is directly met by the flexible role strategy is that of creating an adaptable structure. This requires that the university implement policies that allow it to be more nimble. These policies will require that the university be able to decide on priorities between programs.

As we explored above, the strategy separates faculty from their service and teaching roles and eliminates boundaries between programs. This strategy allows the interdisciplinary goal of the realignment to be satisfied. Without the departmental boundaries: synergies can be built organically by faculty; programs can explore course coordination and sharing; programs can be collected into coherent schools with shared resources; programs can be defined that are nationally recognized. The structure also disentangles faculty support from program support, making it easier to determine resource and administrative support allocations.

### III. Task Force Provisional Recommendations

#### Timeline to Phased Implementation

The Provost intends to implement reorganization and realignment over an extended period of time, during which input from the relevant constituencies is sought and incorporated into a final implementation plan. With this in mind, a draft Preliminary Report is reviewed by Faculty Council during the 2006 Spring-Summer terms.

In September-October 2006, the final Preliminary Report will be presented to Faculty Council, departments, schools, and colleges for feedback. The Task Force will provide feedback mechanism(s) by which responses to the Report can be gathered and analyzed. Direct interaction between the Task Force and departments/ schools that may be impacted by these recommendations will be facilitated.

In November-December 2006, the Task Force will draft the Final Report. The Task Force will seek feedback from colleges, departments/schools and programs that may be affected by the recommendations. The draft Final Report will be edited, inclusive of this feedback. By January 2007, the Final Report, including the Task Force's final recommendations, will be submitted to the Provost. Thus, the recommendations in this Preliminary Report are provisional insofar as they do not reflect the Final Report recommendations, but can only point the way toward the Final Report's conclusions.

#### **A. Academic Alignment**

##### **1. Provost Charges: Inter-College Task Force and Deans-only Council**

- Inter-College Task Force
  - (a) identify course redundancies within and across colleges and to develop cross-college mechanisms to reduce these redundancies, and
  - (b) investigate and recommend possible consortia to enhance synergies across colleges and divisions (If there is a positive reception from the campus community regarding the consortium strategy).
- Deans-only Council
  - (a) consider cross-College administrative policies and procedures to enhance interdisciplinary teaching on the undergraduate and graduate levels.

##### **2. Provost's Charge: Pilot the Flexible Role (Matrix) Strategy**

If there is a positive reception from the campus community regarding the flexible role strategy, then the Task Force recommends the Provost consider some pilot projects that utilize the flexible role strategy, in consultation with the relevant campus constituencies. Such an analysis should also take into account the workload and staff support concerns enumerated in B.2 below.

#### **B. Organizational Restructuring**

##### **1. Provisional Recommendation: College-School-Academic Program Model**

If there is a positive reception from the campus community regarding the college-school-academic program model, then the Task Force recommends a cost-benefit analysis of the School organizational model described in this Report by the Provost in cooperation with the relevant university budget and accounting officers. Such an analysis should take into account the workload and resource issues enumerated below, as well as the following:

- Cost-benefit analysis of possible college-school-academic program models
- Identification of preferred organizational structures

- Costs of phased implementation of preferred structures
- Reconciliation of cost-benefit analysis of phased implementation with university long-range development plan and vision

## 2. Considerations of Workload, Staff Support, New Programs, and Program Evaluation

### Faculty Workload: An Alternate View

Consideration of an alternate way to view faculty workloads is recommended. Current faculty workloads are often viewed as inequitable; for example teaching graduate vs. undergraduate classes, or volunteering to chair a major committee or activity,

It is recommended that representatives from EMU-AHR and EMU-AAUP begin discussions on possible alternatives to the current 12-credit teaching load in light of differing work expectations that may occur after restructuring and realignment. If rotating program chairs were an implemented administrative change, consideration of a “100 percent work load model” might work very well at EMU. To determine a 100% work load for example, a standard teaching load for faculty based on ALL work assigned might be something to discuss. Other universities do this. For example, a faculty might assume the program coordinator position for 40% of load, then teach two 3-credit classes for 50%, and chair an input committee for 10%. The program coordinator positions and the major committee chair positions would each have specific job descriptions and percentages designed by administrators, and faculty who have held or oversee these positions.

### Administrative Staff Support Among Academic Units

The assignment of CS and PT positions (not people) to academic units could best be described as “historical” with little effort made to determine if they are adequate, logical or effective. Working with the CS and PT unions, it is recommended that a joint committee begin discussions with EMU-HR about designing a strategy to use in assigning CS and PT positions to academic units. The strategy should consider and include the many variables that make unit work loads different such as number of faculty/lecturers and adjuncts, number of courses and labs to schedule, number of different programs, and number of different buildings to monitor. (This may seem reminiscent of the AP broadbanding approach used a few years ago, which could be updated and implemented.) The objective of such an exercise would be to address the historical status quo that is often unequal or inadequate. This activity could bring a sound and rationale approach to support staffing and bring more balance and understanding to the tasks to be accomplished by academic units. This would also support a more effective use of unique resources where: 1) routine administrative tasks are assigned to more logical staff levels (i.e., higher CS or PT levels, or lower AP levels), and 2) higher professional tasks are assumed by those with administrative experience, knowledge and ability.

### New Program Feasibility

New undergraduate and graduate programs are continuously created by faculty and reviewed by the university input structure. Presently, the input structure does not have criteria to evaluate new programs’ resource needs or their cost to the university budget. The Task Force notes that there is a disconnection between new program approval at the university input level and the determination of overall costs of program implementation, resources and support. The criteria by which the Division prioritizes new program implementation are not generally known nor considered by the university input process. This disconnection is an area that merits further study to determine whether the university input structure could become more closely aligned with divisional determinations of new programs’ budgetary viability, divisional implementation criteria, and divisional funding priorities.

### Program Evaluation

The information gathering sessions yielded many comments on the potential uses or abuses of program reviews. The university is in the process of implementing a continuous program review process. Since neither the Goals nor the Guiding Principles of this Task Force require the consideration of program

reduction or elimination, the Task Force elects to present alignment strategies and organizational options that may lead to program enhancement. The Task Force literature review warns against program reductions without clear, viable, multi-dimensional, and consistently applied criteria concerning program value, quality, centrality, and cost efficiency. There does not appear to be such divisional criteria. It is vital to the integrity of the institution that clearly stated criteria with rationale be developed and consistently applied.

### 3. Overall Timeline

The Task Force recognizes that July 2007 signals the beginning of a cyclical process, renewed in each fiscal year. The overall time line in 2006-2007 may resemble the following:

- Continuous (begin Fall 2006)
  - (a) Inter-College task force identifies course redundancies within and across colleges and develops cross-college mechanisms to reduce these redundancies,
  - (b) Inter-College task force consideration of possible consortia to enhance synergies across colleges and divisions,
  - (b) Dean's-only Council considers cross-college administrative policies and procedures to enhance interdisciplinary teaching on the undergraduate and graduate levels,
  - (c) Review of university Vision Statement and reconciliation of the Vision with the Task Force Goals and Principles and the considerations in this Preliminary Report.
- September-December 2006
  - (a) *September-October*. Feedback on Preliminary Report from Faculty Council, departments, schools, and other campus constituencies,
  - (b) *November-December*. Feedback on draft Final Report from colleges, departments, and programs that may be affected by the recommendations.
- January-February 2007.
  - (a) Final Report submitted to the Provost
  - (b) Provost's determination of preferred alignment and/or interdisciplinary strategies and/or organizational restructuring pilot initiatives, and communication of such to the campus community.
  - (b) Articulation of resource allocations to "best" initiatives and "go ahead" signaled to affected/new academic units to begin long-range planning.