

DISSERTATION

HIGHER EDUCATION COLLABORATION

GREAT PLAINS INTERACTIVE DISTANCE EDUCATION ALLIANCE:

SELECTED POLICY ANALYSIS

Submitted by

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ABSTRACT

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SELECTED POLICY ANALYSIS

This is a qualitative policy analysis that incorporates constructivism and template analysis to study the process of policy development of three policies for the Great Plains Interactive Distance Education Alliance. The policies studied were the financial, leadership, and intellectual property policies. Data was gathered utilizing meeting minutes, emails, three interviews, and institutional members' websites.

Great Plains Interactive Distance Education Alliance is a consortium of mostly land grant universities in the Great Plains region of the United States. The human sciences colleges of these institutions collaborated to offer courses that the individual members did not have the resources to support with the goal of offering students master's degrees that the membership felt were needed by their discipline. The policies were developed to sustain the consortium while addressing the individual needs of the members.

The findings include historical best practices for consortia, best practices from the work of the consortium that was studied, and gaps that could be addressed in future consortia. There are also some signposts for new ventures to be aware of as they begin the process of policy development.

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CHAPTER 1

"Interinstitutional cooperation among academic institutions is both ripe with possibilities and brimming with potential pitfalls" (Hogan, 1999, p.24).

In a time of tuition increases in the range of 35% over five years, coupled with legislative funding shortfalls of an average of at least 6% by 2011, increases in the number and make-up of institutions offering higher education, and increased sophistication of consumers who are looking for good value along with a good education, institutions of higher education are looking for creative ways to maintain competitiveness (Block, 2007; Jones, 2003; Olian, 1995). Collaboration at the institutional level, or consortia, is one example of a response to addressing the need of higher education to remain competitive and financially sound.

This chapter begins with an introduction to the Great Plains Interactive Distance Education Alliance (Great Plains IDEA) that is the selected site for this research, an introduction to the basic concepts of a consortium, and study specifics, such as the guiding research questions, the research delimitations and justification, and the researcher's perspective. As the reader progresses, information about research, study methodology and outcomes, as well as an understanding of the meaning of the research results, will be presented.

Great Plains IDEA

Introduction

The consortium that is the bench mark for this research is the Great Plains IDEA. Great Plains IDEA was created to develop a model for offering courses from member institutions to fulfill certificate and/or degree requirements without increasing faculty, funding the expense of an entire new curricula for the program (faculty and programmatic development are shared expenses among the participating members), or requiring students to be in residence at a specific campus. Courses offered by the Great Plains IDEA consortium utilize distance technology for delivery and member institution faculty as course developers and instructors. Students may apply to any one of the consortium member institutions for admissions as their “home” institution, which will award the degree or certificate. Great Plains, for the purposes of this Alliance, refers to the states and their respective institutions in the mid-region of the United States, with Michigan as the northeast corner, Montana as the northwest corner, and Texas to the south as shown in figure 1.



Figure 1: *Map of Members' States (Great Plains IDEA)*

History of Great Plains IDEA

In 1994, the University of Nebraska, College of Human Resources and Consumer Sciences, invited other Great Plains area human sciences departments/colleges to come together to discuss ways to address the human science educational needs of rural professionals throughout the area. While many of the faculty were members of the same academic associations and knew each other, or of each other's work, this meeting set the stage for a consortium that started with faculty at the departmental level and grew as a grass roots movement to include the institutions' administrators in contrast to the typical "top-down" consortia

development (Great Plains IDEA Board Document, 2007). Administrations often initiate consortia-style relationships when resources are shared, such as technology, student services, or buildings, or when consortia are formed for increased buying power. In the case of the Great Plains IDEA, the designers saw many advantages to their “department up” approach. Program Alliance, as referenced in Table 1, refers to departmental initiatives, and Institutional Alliance refers to typical administrative initiatives as highlighted during a presentation in January of 2001 to faculty and staff at Colorado State University by a group of faculty and administrators working directly with the consortium.

Table 1

Typical Alliance Development

<u>Program Alliance</u>	<u>Institutional Alliance</u>
Faculty and program development first	Infrastructure development first
Dean/faculty leadership	Senior administrative leadership
Low upfront costs	High upfront costs
Rapid response to program implementation	Slow to nonexistent program implementation
(Kotsiopoulos, 2001)	

As the consortium plans progressed between 1994 and 2000, the originating members of the planning committee very deliberately included administrative functional sector area leaders from their institutions. Each planning committee member invited representatives from functional sector areas at their home institutions, including the registrar’s office, finance, graduate admissions, and extended studies, to join early meetings, thus giving a broader perspective to the planning stage and a better understanding of policy and procedure issues likely to arise at each institution. This inclusion, plus lower up-front costs and faculty

encouraging consortium establishment, had the additional advantage of securing buy-in from key administrators. The inclusion forestalled the development of issues that the department planning team may not have considered.

Teaching and research demands on faculty time often make it a struggle for instructors to add development of another course to their schedules. The faculty participants of Great Plains IDEA came from similar disciplines and some had worked together in the past, streamlining the initial development effort and time. The faculties' investment in the success of the program circumvented some of the usual time issues associated with course development and delivery. Great Plains IDEA addressed these faculty resource issues early in the process. The sharing of faculty resources for development allowed for lower up-front costs for each institution because no one institution had to bear the full financial burden.

“Two years after the first meeting of the Alliance, we were sharing courses and a web page. . . At this point, the realities of institutional policies that limited our ability to capitalize on each others' courses came to the forefront of our attention” (Moxley & Maes, 2003, p.3). The first two policy questions the group undertook to resolve were the different software platforms used by institutions for online course development and the qualifications each institution required of its graduate level course instructors (Moxley & Maes, 2003). The problem of differences in course software platforms was handled by accepting the decision of the developer's institution. The platform utilized by the developer's institution was used and students were expected to adapt to the different platforms. While it may seem like a burden on students to ask them to learn more than one software platform, the cost to the student

was negligible, while for the institutions to purchase more than one platform would have been a financial barrier that could have eliminated some of the member institutions' participation.

Faculty education and experience differences were of concern to the consortium. The Great Plains IDEA Board of Directors, which is made up of college deans or their designees, determined that faculty members who provide instruction in this program must carry graduate faculty status at their home institution and no further documentation or approval would be required (Great Plains IDEA Graduate Deans Agreement, 2003). Course platforms and faculty qualifications are just two of the early areas of cooperation and collaboration required to build this Alliance. "Alliance building is an intellectually and emotionally intense endeavor of great complexity. Each partner is required to give a little with the hope of getting a lot" (Moxley & Maes, 2003, p.5).

By 2000 there were 10 land-grant institutions participating in Great Plains IDEA:

Colorado State University	Iowa State University
Kansas State University	Montana State University
North Dakota State University	Oklahoma State University
South Dakota State University	University of Minnesota
University of Missouri-Columbia	University of Nebraska.

Of these institutions, six (plus Texas Tech who had joined the consortium by the time of the first offering) participated in the program that led to a certificate or master's degree in Family Financial Planning, "As baby boomers approach retirement, the

financial services industry has recognized an urgent need to expand the ranks of family financial planners to meet the demand for services” (ADEC, 1999, p.1). The first two courses were offered in the fall of 2000. The courses, Fundamentals of Family Financial Planning and Family Systems had 8 and 23 enrollments respectively. The program enrollment table below shows that in subsequent years the Alliance has been successful in attracting students and serving educational needs in its specific areas. Table 2 shows the number of course enrollments by program for academic years 2003 and 2008. These are not necessarily the number of unique students but rather the number of enrollments.

Table 2

Program Enrollments 2003 and 2008 (ExpansIS; Great Plains IDEA Board Documents)

<u>Programs</u>	<u>Enrollments in 2003</u>	<u>Enrollments in 2008</u>
Family Financial Planning	73	523
Gerontology	13	261
Youth Development	17	414
Community Development	Not Applicable	197
Merchandising	Not Applicable	96
Total Students for all Programs	103	1,491

As of 2008, there were 11 institutions participating in the offering of five programs. The original 10 institution participants were joined by Texas Tech University (Great Plains IDEA Board Documents, 2007). While Texas Tech University is not technically a land grant institution (it was not established under the Morrill Act), it is considered by some to be a leading institution in the state of Texas for applied human sciences disciplines and it was also the most active in distance delivered courses (J. Lehmann, personal communications, April 10, 2008).

Great Plains IDEA is neither the first nor the only example of a consortium. The following section introduces the concept of a consortium.

Consortia

New forms of collaboration can be advantageous to both the institutions of higher education and the students. Collaboration allows institutions to leverage the institution's resources with those from other institutions to address students' educational needs. An example of a formalized collaboration is a consortium. A consortium, for the purposes of this work, is a group of institutions that agree to work together to enhance educational offerings beyond the academic and financial resources of any one member of the group. Consortia will be used as the plural form (Merriam Webster Dictionary, 2008). Consortia are often created as a "top-down" initiative with the "top" at the institutional administrative level or even at the state executive level.

Motivation for Consortia Membership

Consortia are formed to address some of the difficult situations facing higher educational institutions, including increased costs, need for more advanced technology, loss of faculty talent, and reduced support from state legislatures. The reasons for cost increases are debatable, but factors include declining state support, the race to make the list of top colleges, uneven availability of financial aid, and the tendency of institutions to spend whatever resources they have, thus requiring the acquisition of more resources for growth (Archibald & Feldman, 2006; Block, 2007).

Consortia offer institutions the possibility of expanding the institution's offerings, but they also require a change in mindset. Institutions participating in

consortia are cooperative not competitive (Johnson, 1988). Competition between institution's sports teams is touted on every sports page, but academic collaboration may appear to be new. In actuality, the first consortia were Claremont Colleges, founded in 1925, and Atlanta University Center, founded in 1929 (Baus, 1988). Even with this long history, approximately 50% of consortia still fail. Some fail because of differing missions and fear of the loss of autonomy among members. Others fail simply by trying to do too much too quickly (Anderson et al., 2008; Johnson, 1988; Kezar, 2006).

Purposes for Consortia

Consortia are established for varying reasons. Collaborative agreements may establish consortia to share equipment, facilities, library resources, faculty, or other resources. This sharing spreads the cost across multiple users saving each of the institutions from the full outlay of funds while enabling them to utilize the advantages of increased resources. Other consortia collaborate to share programs to address the stated or anticipated needs of students without one institution bearing the full cost associated with developing and maintaining new programs. In other areas consortia are instituted to provide additional access to faculty and staff professional development (Baus & Ramsbottom, 1999; Dotokim, 1999). Institutions may come together to share faculty resources like the Great Plains IDEA which facilitates the need for new policies.

Policy

Policy is the plan of action that leads an organization toward its goals. The *Merriam Webster* online dictionary defines policy as “a high-level overall plan

embracing the general goals and acceptable procedures especially of a governmental body” (2008). The specific policies within the Great Plains IDEA consortium that are explored here are those regarding financing, consortium leadership, and intellectual property.

Importance of These Specific Policies

The importance of the three policies, financing, leadership, and intellectual property, centers on the stakeholders for each. The selected primary stakeholders are the consortium membership, the individual member institutions, the participating faculty, and the students. Of course, all policies touch all stakeholders to varying degrees.

Financial Policy

The financial or common price, policy touches the largest group of stakeholders. By setting one tuition rate, this policy has a very significant effect on the students as well as the consortium, the universities, the colleges, and the faculty. The policy also mandates the distribution of funds collected. The consortium member institutions determined that the tuition rate is to be standardized regardless of which institution actually developed and instructed the course. The rate is to be competitive and allow for cost recovery for the initial development within five years (GP IDEA Common Pricing, 2007).

Leadership Policy

Beyond the general consortium membership, the primary stakeholders for the leadership policy are at the college level, because the representatives to the leadership board, or Board of Directors, are from that level of administration within the

universities. The leadership policies also touch each of the stakeholders to a degree. Each member of the Board serves a two-year term with the possibility of reappointment. The Board member is appointed by the academic head of the human science program at the member institution. The Board of Directors is responsible for the final approval of all policies, including the financial policy (Great Plains IDEA Bylaws, 2007).

Intellectual Property Rights Policy

The intellectual property rights policy primarily affects the faculty, since it is their work that is being utilized and shared by the consortium membership. Property rights are a legal issue that is interpreted and contracted between the institution and the faculty. While typically both the institution and the faculty member(s) are primary stakeholders, collaborative work with other faculty and other institutions, makes this a policy that has potential for more litigation than most.

Study Specifics

This research analyzes the development of the three policies described above; financial, leadership, and intellectual property rights policy. Qualitative methods are used to draw a picture of the foundations of the policies that were adopted by the Great Plains IDEA. Creswell (1998) defined qualitative research as “research [that] builds a complex, holistic picture, analyzes words, reports detailed views of informants, and conducts the study in a natural setting” (p. 15). This study was a qualitative policy analysis. The three selected policies of the Great Plains IDEA as they were structured for the consortium are the subject of study.

Research Question

Qualitative research questions are “open-ended, evolving, and nondirectional” (Creswell, 1998, p. 99). The question that guided this research is: What are the processes for development of policies associated with intercampus consortia? To focus this question, related questions are:

- 1) What was the development process that established the financial policies for the Great Plains IDEA?
- 2) What was the development process that established the consortium leadership policies for the Great Plains IDEA?
- 3) What was the development process that established the policies regarding course ownership/intellectual property rights for the Great Plains IDEA?

The research provides an understanding of the specific policies that guide this institutional alliance known as the Great Plains IDEA. With representation from institutions in 11 states, each with their own policies and legislative mandates, combining policies of all member institutions presented barriers to overcome. The research looks at documentation to discover where the barriers were in adopting the selected policies and how those barriers were addressed. Since all the institutions, with the exception of Texas Tech, are land grant and therefore have their basis in the Morrill Act of 1862, “An Act donating Public Lands to the several States and Territories which may provide Colleges for the Benefit of Agriculture and the Mechanic Arts” (Our Documents), it is expected that there are many similarities in

their basic policies. However, they are in 11 states that have their own laws and rules, no doubt many similar yet likely to have differing interpretations.

Definitions of Terms

For the purposes of this work, I have defined the following terms to help ensure similar understanding by both the reader and researcher. These definitions are used throughout.

- Consortium: An inter-institutional group that agrees to work together to enhance educational offerings that would be beyond the resources of any one member of the group. Consortia will be used as the plural form (*Merriam Webster Dictionary*, 2008).
- Faculty: Those who have the responsibility of instructing the students within the structure of a course. These same individuals may also have developed the course and facilitated the creation of the online delivery of the course contents.
- Functional sector areas: Areas within the institution responsible for managing the institution rather than instructing students. These areas include, but not limited to, registrar, graduate school, admissions, financial aid, business and financial services, and extended education.
- Functional sector teams: Teams made up of members from the different institutions representing the functional areas.
- Great Plains IDEA: Great Plains Interactive Distance Education Alliance
- Higher Education Institutions: Institutions as referred to in this work are institutions of higher education (i.e.; colleges and universities) that offer a minimum of a baccalaureate degree. All of the Great Plains IDEA members

are public institutions that gain a percentage of their operating budget from a federal, state, county, or city government.

- Home Institution: The institution, to which the student is admitted, pays tuition, and from which the student wishes to earn a degree.
- Intellectual Property Rights: The ownership of property, including course materials, from the mind or intellect of the creator, and the privilege of determining or being compensated for the use of such property (*Merriam Webster Dictionary*, 2008).
- Land grant institutions: Those state institutions of higher education established under the Morrill Act of 1862.
- Lead institution: A member institution that receives funding from Great Plains IDEA to manage financial and support functions for the consortium.
- Policies: “A high-level overall plan embracing the general goals and acceptable procedures especially of a governmental body” (*Merriam Webster Dictionary*, 2008).
- Members: Institutions that choose to follow the policies and procedures of the organization. The members may be asked to acknowledge potential members in some way such as a vote of acceptance.
- Morrill Act of 1862: “An Act donating Public Lands to the several States and Territories which may provide Colleges for the Benefit of Agriculture and the Mechanic Arts” (Our Documents).
- Students: Those individuals who, by completing a formal registration process and through the payment of tuition, are granted access to a course.

- Tuition: The price paid for instruction, which includes the cost of instructing the course as well as a portion of the cost of maintaining the institution providing the course (*Merriam Webster Dictionary*, 2008).

Acronyms

As with many organizations and disciplines, education uses a number of acronyms.

The following list defines the acronyms used in this research.

- ADEC - American Distance Education Consortium
- AG*IDEA - Agriculture Interactive Distance Education Alliance
- AGSAT - Agricultural Satellite Network
- CSU - Colorado State University
- FIPSE - Fund for the Improvement of Postsecondary Education
- ICN - Indiana College Network
- K-State - Kansas State University
- LAAP - Department of Education Learning Anytime Anyplace Partnership
- MOA - Memoranda of Agreement
- NUDC - National Universities Degree Consortium
- Sloan-C - Sloan Consortium
- SREB - Southern Regional Education Board
- UM - University of Minnesota

Delimitations

The major delimitation of this study is that it deals with one example of a higher education consortium. While there are many other consortia that represent many member institutions, I chose Great Plains IDEA as the consortium for study for

two primary reasons. First, I have watched this consortium's progress since 2002 so have first-hand knowledge of the process of the policy development and implementation. I also work with the program through a member institution and, therefore, have a strong interest in those policies. While these reasons provide a vested interest, focusing on one consortium and three policies also limits the transferability of the research to other consortia or even to other policies due to a lack of a more global focus. I can only speculate that all of the policies developed in a similar manner as these three. Utilizing only one example of a consortium limits the ability to determine if the development of the policy is the reason for success or failure or if there are unique influences within the consortium that are the root cause.

Because the scope of this research is not large enough to cover all of the policies associated with the Great Plains IDEA, it was necessary to choose the areas to be studied. Due to these choices, there is information available that is not explored in this research. Some of these limitations are discussed here.

The policies of Great Plains IDEA were and are developed by the work of a dedicated group of professionals from the member institutions. "From its initiation, the Great Plains IDEA has organized itself into a culture where administrative leadership is shared, where policies are designed to facilitate academic innovation, where faculty participants provide academic leadership, and where both Alliance and institutional interests govern decisions" (Great Plains IDEA Policy and Procedures Manual, 2007, ¶A.2.). Because this is a collaborative effort, the policies represent many hours of discussion and research by each representative. The collaboration took place at Alliance bi-annual meetings, during phone conferences, and via individual

discussions. The minutes from the meetings are available, as are minutes of some of the phone conferences; however, side discussions do not typically provide a paper trail until the discussion is presented in a more formal venue, except where they were conducted via email. This research works primarily from the available discussion in minutes as well as from members' institutional policies as published. Any additional documentation that is available has been utilized and noted as such. The publicly available or available to membership only information utilized here is as of October 2010; any information beyond that date has not been included.

Establishing and maintaining an organization like Great Plains IDEA requires many decisions and policies. Because of the plethora of information, it was necessary to choose specific policies to study. The decision as to which policies to include was made primarily by looking at policies that represented the interests of specific stakeholders – the faculty, the Board of Directors of Great Plains IDEA (i.e., the Deans), and the institutions. The one large group of stakeholders who were not specifically addressed in this research was the students. While not specifically addressed, the students are the ultimate recipients of all policy decisions.

Assumptions and Limitations

At the beginning of this research, an assumption was made that Great Plains IDEA was an example of an innovative consortium. As the research progressed and additional examples of consortia were examined, this assumption may have created a limitation. In this area some other assumptions and limitations will be identified.

Studying relevant policies of member institutions and noting the similarities and differences of these policies to the guiding policies of Great Plains IDEA was the

beginning process of this research. The reason for this comparison was to see where there is overlap and where Great Plains IDEA formed a policy that was different than any or most of the member institutions'. This information is relevant because it may indicate the strength of the leadership from the different institutions as they determine financial, leadership, and intellectual rights policies. An assumption made is that if one institution's policies are more closely replicated, then that institution has an advantage when it comes to convincing administration, departments, and faculty to join the consortium effort since there is less variation from the policies they are use to following. If it is correct that it is easier for one institution to recruit support, they would have an advantage by creating and or instructing more courses. Along with more courses, they may also have the support to do more student recruiting. This same information limits the transferability of the research, because if there is indeed one strong institutional member that the policies follow, the process of creating the policy is not as collaborative as expected.

Justification

The reason for completing the research even with the possible limitations of the transferability to other consortia policies is to open discussion of processes to other institutions that may wish to establish a consortium. If indeed Great Plains IDEA is a model other institutions considering a consortium wish to follow, it will be important to understand the policies and how the membership arrived at those policies.

Researcher's Perspective

As an active representative of a member of the Great Plains IDEA, there are impressions that may not be specifically documented that unintentionally flavor this

research. The researcher's perspectives are noted where appropriate and possible, but there may be times when I am unaware of the presence of my unique perspective. In this section I will strive to uncover and expose these limitations and perspectives.

I chose to study the Great Plains IDEA because I believe it is one model of a consortium that has received some following from other institutions starting consortia, which may suggest that issues of policy were addressed satisfactorily. One example of a group that followed the model closely is AG*IDEA. The Great Plains IDEA model has been expanded since its inception to include different disciplines that are outside the traditional applied human sciences disciplines - such as engineering and agriculture - as well as different institutions across the country, so is no longer confined to land-grant institutions in the Great Plains area of the United States. The model is currently being implemented by colleges of agriculture to build one consortium for all joint offerings in that discipline across the country. This consortium will be an offshoot of Great Plains IDEA and is tentatively being called AG*IDEA (AG*IDEA, 2009).

My perspective is skewed by the fact that I work for a land-grant institution that is a member of the Great Plains IDEA and from working to varying degrees with the consortium as a member of the extended education unit of a member institution since 2002. My involvement began when I attended an organizational meeting as a representative of a functional sector.

I have been involved in other consortia but not to the same extent. Because of my work both within an institution and with the consortium, I have access to information that may help clarify the policies but is not publicly available. Much

information resides in a “members only,” password-protected area of the website and in archives to which I have access due to my involvement.

My methodology bias is toward qualitative research. I am naturally drawn to qualitative research practices, and am very much a qualitative researcher. This research fits qualitative research since it utilizes past records that describe the creation of the policies. These records required interpretation and an understanding of the process as well as the outcome. Quantitative research is more linear in that it is more structured, typically with a strong numeric component, while qualitative research is much broader from the inception. Qualitative researchers must be open to follow where the research leads (Roberts, 2004). Schram, (2008) says a qualitative researcher is one comfortable “embracing complexity, uncovering and challenging taken-for-granted assumptions, feeling comfortable knowing your direction but not necessarily your destination” (p. 6). Because the development of the policies of Great Plains IDEA, which took many months and had input from several people representing several different institutions and interests within the institutions (faculty, finance, registrar, etc.), a qualitative approach to the information seems appropriate.

This research will add to the body of knowledge in the field of educational leadership in two ways:

1. Consortia are a growing method of offering students the degrees and certificates disciplines are requesting, thus it is advantages to have a starting place for consortium policy development for institutions to avoid the time and expense of starting at the very beginning, and

2. It is a best practice to avoid errors by following a flourishing model, to the degree possible considering the institutions' and consortia's unique circumstances.

The following chapter explores the current research regarding policies, consortia, consortia financial obligations, higher education leadership and intellectual property rights in educational course development.

CHAPTER 2

Chapter 2 is designed to illustrate the collaborative nature of consortia policy development by introducing current research regarding consortia. This chapter will also introduce the three policies that were the focus of this research. Great Plains IDEA, the consortium of primary interest for this research, developed policies with the goal of enhancing the potential of the consortium while alleviating, or at least addressing, some of the potential disadvantages.

The focus of this study is the Great Plains IDEA financial policy, leadership policy, and intellectual property rights policy. I chose these policies because they each impact important Great Plains IDEA stakeholders. The financial policy touches the largest group of stakeholders. This policy affects the students by setting the tuition rate, and the consortium, the universities, the colleges, and the faculty by mandating the first level of the dissemination of revenue. The consortium member institutions determined that the tuition rate is to be standardized regardless of which institution actually developed and instructs the course or which institution is the student's home institution. It also was determined that all students, regardless of state of residency, would pay the same tuition per credit hour. The dissemination policy states that the home institution, the teaching institution, and the consortium each receive a set percentage of all tuition revenue.

The primary stakeholders of the leadership policy, beyond the general consortium membership, are at the college level, because the representatives to the leadership board are from that level of administration within the universities. Since the leadership is responsible for setting all policies, including the financial policy, the leadership also touches each of the stakeholders to a degree. Each Board member is expected to represent their institution's interest while determining the best interests of the consortium and the discipline.

The intellectual property rights policy primarily affects the faculty, since it is their work that is being utilized and shared by the consortium membership. Depending on the individual policies of the universities, intellectual property policies may also affect the rights of the university and the consortium as well. Of course, all of the policies affect all of the stakeholders to some degree; the faculty are the primary stakeholders affected by intellectual property policies.

The next section highlights consortia history, best practices and challenges before specifically addressing these policies.

Higher Education Consortia

Consortium is an inter-institutional group that agrees to work together to enhance educational offerings. In the next few sections, consortia will be examined from several different angles including a brief history, some examples of consortia, benefits and issues around consortium membership, and a few of the best practices that increase the likelihood of success.

Introduction

“In times of fast change consortia offer a way to ‘keep up’ with changing technology/science without the financial outlay that may cause competitions among departments within a college” (Peterson, 2002, p. 110). If an institution identifies even a marginal need for a discipline, but does not have the resources or faculty expertise to add the needed courses, they may be able to add the program as part of a consortium, thus addressing the need without immediate concerns of competition making the program less than financially viable. Consortia membership offers the opportunity to provide cost savings and more diversified instructional topics associated with faculty interests because other member institutions’ faculty are teaching and developing some of the courses (Peterson, 2002; Strandness, 1999).

History

Consortia are not a new phenomenon in higher education. The first consortium is reported to have been established in California in 1925 (Neal, 1988). Today it is estimated that there are more than 90 consortia that were established primarily to enhance teaching and learning utilizing technology (Michelau & Poulin, 2008; Neal, 1988).

Early consortia include Claremont which has eight institutional members, over 6,000 students and utilizes a combined faculty and staff of about 3,300 to offer over 2,500 courses. The member institutions are:

Pomona College	Claremont Graduate
University, Scripps College	Claremont McKenna College,
Harvey Mudd College	Pitzer College,

Keck Graduate Institution

Claremont University

Consortium

Claremont University Consortium is the central administration for the consortium and seems to equate to the Great Plains IDEA lead institution. The Claremont institutions have very different missions - some are co-ed and some are not, some are highly selective and others are not, and some focus on humanities while others focus on the “hard” sciences. One of the unique attributes of this consortium is that all but one of the institutions is located on adjacent campuses, with Keck Graduate Institution about a mile away. Because of the proximity of the campuses, they share many central services such as libraries, chapels, and athletic facilities (Claremont, 2008).

The Atlanta University Center Consortium is not only one of the first consortia but also considered one of the most established (Dotolo, 1999; Strandness, 1999). It was started in 1929 when Atlanta University, Morehouse College, and Spelman College signed the Articles of Affiliation. The current members are:

Clark Atlanta University,

Morehouse College,

Morehouse School of Medicine

Spelman College.

The mission of the consortium is to manage the university center for the use of the members and the community while containing costs and enhancing services to the member campuses (Aucenter, 2008).

There are many current consortia. The examples which are described here emphasize some of the differences and similarities among consortia policies.

The Southern Regional Education Board (SREB) Educational Cooperative is more of a clearinghouse of distant education information than a developer of courses.

SREB “founded in 1948, is a nonprofit, nonpartisan organization that works with leaders and policy-makers in 16 member states to improve pre-K through postsecondary education” (SREB, 2008, p.1¶1). The member states are:

Alabama	Arkansas
Delaware	Florida
Georgia	Kentucky
Louisiana	Maryland
Mississippi	North Carolina
Oklahoma	South Carolina
Tennessee	Texas
Virginia	West Virginia

One of the divisions within SREB is Sharable Content Object Repositories for Education (SCORE), the goal is to help eliminate duplication of effort by making content developed by a member or developed through corporate partnerships available to all members, thus making course development more affordable for the developing institution and, therefore, the students (SCORE, 2008).

The American Distance Education Consortium (ADEC) is a nonprofit international consortium incorporated in 1989 as Agricultural Satellite Network (AGSAT) with a membership of 65 land-grant and state institutions of higher education from across the United States. ADEC supports courses and/or programs that fall under the agricultural, health and nutrition, and family and child-care umbrella. ADEC is managed by an executive director/president and a board of directors located in Lincoln, Nebraska. The membership dues are used to support

ADEC's small administrative staff rather than funding coming from tuition as with Great Plains IDEA. ADEC is not a consortium designed to provide courses and programs, although the members do provide distance courses, but rather, a support mechanism for the providers. From their own funding and through grants, ADEC provides information and some funds for programs that focus on distance-delivered courses and programs. ADEC start-up funding distribution included grants to groups such as Great Plains IDEA who used the funds to start a distance consortium. ADEC awards funding grants for consortia, and also supports research into best practices in the delivery of quality online courses. Some of the research is in cooperation with the Sloan Consortium (Sloan-C). In addition to ADEC's institutional support role, ADEC supports a website where interested students can access member's distance catalogs (ADEC, 1999, 2003; Sloan-C, 2008).

Established in 1992, the Indiana College Network (ICN) uses the "home institution" model so students can access all of the offerings while utilizing registration processes at their university/college of choice and without changing their financial aid status or being concerned with transfer issues. Great Plains IDEA also uses the home institution as part of its model. Indiana College Network is a consortium of 13 colleges within Indiana that offer online courses and programs. Policy issues such as learner services, faculty services, copyright issues, library services, market development, and program development are the purview of the Network Committee. The ICN cost-sharing model states that each institution will charge the student the institution's typical per-credit tuition rate rather than the consortium setting the tuition rate. It is understood that no member of the consortium

will profit from the arrangement so the funds are divided in such a way that both the home institution and the originating institutions (where the courses are developed and taught) will cover their costs. Ninety percent of the tuition will go to the originating institution with the remainder staying with the home institution. One interesting variation in this system is that since the home institution charges its standard tuition rate, which could be higher than the rate at the originating institution, the originating institution will receive 90% of the funds unless that is more than 100% of the originating institution's typical tuition rate in which case the originating institution receives funds equal to their tuition rate (ICN, 2008).

“National Universities Degree Consortium (NUDC) is a nationwide collaborative of higher education institutions offering fully accredited courses and degree programs delivered in flexible formats to non-traditional students. NUDC member institutions offer a wide variety of courses and degrees to distance students” (Newsweek showcase, p.1 ¶ 1). The NUDC established in 1990 (M. Bankier & A. Yates, Memorandum of Understanding, 1989) by a memorandum of understanding among the participating institutions is made up of a group of eight universities that came together to more fully utilize their distance courses. The eight NUDC members are;

Colorado State University	Kansas State University
Oklahoma State University	University of Minnesota
University of Missouri	University of New Orleans
University of South Carolina	Washington State University

(NUDC, 2004).

At the time it was established, NUDC found that no one university had the needed courses offered at a distance to complete a number of marketable degrees, but by collaborating and sharing course resources it was possible to offer 58 specific degrees. Thus NUDC addressed a need of the market to earn a degree and a need of the individual members to better utilize their courses (NUDC, 2004).

NUDC does not set student tuition rates or have a revenue distribution formula as Great Plains IDEA does. NUDC views tuition and distribution as the purview of each institution. NUDC is supported through annual membership dues rather than per-student or per-course stipend, as is Great Plains IDEA, although Great Plains IDEA also has one-time membership dues. Appendix B illustrates the attributes of the aforementioned consortia.

Benefits

The benefits of consortia arrangements make them attractive to many institutions. Beyond the financial and resource considerations for utilization of consortia, is the opportunity to enrich “the lives of individual faculty, staff and students and the cultural lives of the institutions themselves” (Peterson, 2002, p. 108). The belief that this is enriching is a “qualitative judgment and one made by those who admittedly make use of and enjoy the benefits of cooperative opportunities” (Peterson, 2002, p. 108). The instructors and institutions benefit by virtually increasing their faculty through joint and adjunct appointments, which has the likely outcomes of diversifying the interests in the subject matter among available faculty. “Subject matter depth is difficult for a campus because of limited faculty” (N. Irlbeck, personal communication, April 10, 2008). The discipline benefits from the increased likelihood

of collaborative research among faculty who have collaboratively developed and taught as part of the consortium. Diversity of background and area of study of the instructor and/or developer has the potential of increasing the breadth of exposure to relevant topics within the discipline for the students. There is also the potential of student diversity and increasing the number of students in the program by drawing from a much larger potential pool. While the pool of potential students is larger with increased awareness through local institutional name recognition, some institutions may not want to “share” the students they have already recruited, or their best faculty, with the other members of the consortium (Peterson, 2002; Strandness, 1999).

In the proposal for funding a new master’s degree offering through Great Plains IDEA, some of the advantages of a consortium were stated as “(a) shares expertise across campuses by assembling a critical mass of . . . faculty that would not be possible on any single campus; . . . (d) presents test case for lowering the barriers to inter-institutional collaboration, barriers that exist within institutions and among institutions; and (e) enlarges the cadre of faculty with experiences in emerging technologies for distance education” (ADEC, 1999, p.1).

Issues

Consortia, like most alliances, have disadvantages as well. “Anyone with experience in collaboration between educational institutions, particularly ones in higher education, can attest to the inherent problems of a consortium” (Verduin & Clark, 1991, p. 176). Philosophical and ideological differences, use of materials created through shared development, unequal contributions by members, differing course platforms, and resistance to student and faculty sharing within the consortium

are some of the more obvious issues to be addressed when developing a consortium. Beyond the sharing of faculty time, faculty from one institution do not necessarily feel that other faculty/departments have the same rigor/reputation that they have established at their institution. Definitions of qualified faculty, for example, may differ by institution or perhaps even within institutions. A phone survey regarding the prospect of a virtual university found that funding issues, leadership, tuition rates, grading, software platforms, and administrative buy-in, were some of the barriers that participants acknowledged encountering (Johnstone, 2000; Verduin & Clark, 1991). A members' survey of Eduventures' Online Higher Education membership, (n9), found that 56% of the respondents had no experience collaborating with other institutions and felt that while faculty support was highly probable, buy-in from administration to participate in a consortium was not a given (Eduventures, 2007).

According to Peterson (2002) "a cooperative academic program will be able to provide the advantages of greater depth and range only if all parties agree that personnel decisions will take into consideration the expertise and specializations already available" (p. 111). The varying requirements and expectations of graduate level faculty is one of the issues addressed early by Great Plains IDEA when the Board determined that faculty members who provide instruction in this program must carry graduate faculty status at their home institution, and no further documentation or approval will be required by the other members (Great Plains IDEA Graduate Deans Agreement, 2003).

As administrators and faculty change, it can become a challenge to maintain the needed level of commitment to the consortium within the institution. When there

is a change in administration, priorities may change as well, which often causes a stumbling block to grow or even maintain a program. The change of faculty may mean the exit of a strong supporter of the program and the consortium leaving a “hole” in the program. To maximize benefit from the consortium and to keep everyone interested and involved while keeping the potential struggles to a minimum, it is important to have an administrative or faculty “champion” who is committed to the success of the consortium (J. Lehmann, personal communication, February 14, 2008; Strandness, 1999). The champion may not only need to keep the consortium’s benefits in the forefront but also ensure policy compliance. When possible, this champion should build enthusiasm among other faculty and administration to ensure continuation of the program regardless of attrition.

Policies

Consortia members put policies in place with the desire of enhancing the potential of the consortium while alleviating, or at least addressing, some of the potential disadvantages.

The FIPSE/LAAPP granting authority required Kansas State University in collaboration with Great Plains IDEA to submit a final report at the end of the grant. The following is an excerpt from that report describing the policy creation procedures.

“A primary reason for seeking LAAP funding for the project was to improve on the ‘policy by exception’ approach used since the Alliance began. . . members urged the LAAP project team to avoid either ‘starting a clean slate’ or reducing policies to the ‘lowest common denominator’ but instead to have some guiding principles or ‘sustaining attributes’ used within the Alliance, which would have long-term utility for other institutions and coalitions. The LAAP project team immediately gathered pertinent policies from all [Great Plains] IDEA partner institutions. In addition, they collected policy work done by other groups in the area of online education including

information from the American Distance Education Consortium, the Oregon University System, the Southern Regional Educational Board Electronic Campus, and the Western Cooperative for Educational Telecommunications” (Great Plains Idea FIPSE, 2004, p.31).

This strategy of gathering policies already in place, plus the guidance from a consultant, gave Great Plains IDEA members a starting place for policy development beyond the “clean slate.”

Financial Policy

“A consortium is most successful when it provides opportunities for sharing that allow some financial relief. . . ” (Peterson, 2002, p. 113).

Financial policies affect all of the institutional stakeholders from the top administration, to the colleges and departments that want to add faculty, to the students who want the best possible education at an affordable tuition rate. While the lack of funding is at the heart of tuition increases, theoretically the cost savings consortia can offer may slow tuition increases, unless it is true that institutions spend what they have and look for ways to generate more revenue, in which case the savings will mean more flexibility for spending in areas of need (Archibald, 2006; Block, 2007).

Peterson (2002) stated that, "on the whole, joint programs do not save money" (p. 111). If this is indeed true, some cost sharing may be possible through consortia, which potentially makes resources available to keep up with institutional needs, “becoming collaborative means that campuses aren’t competing for resources” (J. Lehmann, personal communication, February 14, 2008). The resources may be the premier researchers in the field as faculty or the best students or simply the best library

and lab resources. With an eye toward the financials, Great Plains IDEA formulated a financial model to build the consortium.

The Great Plains IDEA financial model is described and justified by reference to,

“The October 2001 survey queried participants about opportunities and concerns they had for their Functional Sector Teams. Only one common area emerged, and that issue emerged across all Functional Sector Teams: concerns about price/cost/tuition and fees. As far as financing goes, based on participant observation and document review, two critical difficulties surfaced:

- 1) Few people were thinking holistically about costs. Participants assumed their particular units would receive any revenues collected. Once they stood back and looked at actual numbers, they discovered that there was not enough money to go around. This realization highlighted the need for scalability and increasing enrollments.
- 2) Few people considered how land-grant mission [financial] subsidization happened” (Great Plains IDEA FIPSE, 2004, p. 41).

Funding of consortia organization may come from grants, funds generated through tuition and fees, or as a budget item. The Great Plains IDEA development was originally funded in part by grants from FIPSE and LAAP grants. Other consortiums, for example NUDC, are funded exclusively by membership dues. In the case of NUDC, these dues pay for the web presence and very little more.

The policy for the common pricing for Great Plains IDEA is stated as:

“[P]rice decisions will be set according to the following agreements:
a. Prices will be set at a competitive level. We will not seek to be either the low cost or the high cost program provider.
b. Prices will generally support cost recovery within a 5-year period. Costs to be recovered include development costs, marginal costs, delivery costs, home administrative fees, continuing/revamping course costs, Alliance costs” (Great Plains IDEA Financial Statement, 2007).

Since Great Plains IDEA was working with many institutions with many different tuition rates, they determined it was to the institutions’ and students’

advantage to set a rate for all courses and students in their programs. With a consistent rate, the member institutions would not have differing tuition rates and students would not “shop” for the lowest cost program among members. The Board also determined that tuition rate differences determined by residency did not make sense for a multi-state consortium. For some institutions the common tuition rate was higher than their typical distance education rate, and for others it was lower. Other consortia, for example the NUDC, do not set a consistent tuition rate but allow each institution to set the rate they feel is best.

Distribution of these revenues can also be an area of concern for the membership. For example the disbursement agreement at the University of Minnesota is determined by the amount of teaching and administrative responsibility each partner assumes. In the situation where UM provides the curriculum but neither the teaching nor administrative support the partnering institution leases the curriculum for a set rate regardless of the number of students. At Florida University the agreement hinges on the home institution of the student. The NUDC institutions offering the course keep all tuition and fees regardless of the student’s institutional affiliation. Great Plains IDEA has a set formula for dissemination, 12.5% of the tuition generated goes to Great Plains IDEA, 12.5% to the home institution, and 75% to the teaching institution (ADEC Business Plan, 2003; GPIDEA Fin, 2007).

Leadership Policy

“The experience of college consortia suggests that success and sustainability depend on high-level leadership and commitment. . .” (Baus, & Ramsbottom, 1999, p. 3).

A Board of Directors provides the leadership of the Great Plains IDEA with support from the lead institution, functional sector teams, and administrative area groups. The composition of the Board is described in the Great Plains IDEA policy and procedures manual. “The Academic Dean from the Human Sciences College or the appropriate institutional administrator of each Great Plains IDEA Human Sciences Member institution shall appoint one (1) representative to the Great Plains IDEA Board of Directors” (Great Plains IDEA Policy and Procedures Manual, 2007).

Working in conjunction with the Board is a lead institution.

The Great Plains IDEA Board of Directors shall approve one (1) Great Plains IDEA member institution to serve as the Lead Institution. The Lead Institution will report to the Great Plains IDEA Board of Directors and work with all Academic Boards of Directors approved by the Alliance. The Lead Institution is funded based upon a percentage (70%) of the previous year’s income to the Alliance. In addition, the Lead Institution will receive 70% of the membership fees assessed to Academic Affiliates and Institutional Affiliates (Great Plains IDEA Policy and Procedure Manual, 2007, p. 1).

Lead institution responsibilities include: oversight of financial management, management of Great Plains IDEA operations, coordination of communication, support of governance, support campus coordinators and institutional participant, coordinate marketing efforts for the Alliance, and other duties to be determined if finances allow (Great Plains IDEA Policy and Procedure Manual, 2007).

Leadership for NUDC is also shared leadership. There are eight Board members one from each of the eight campuses. Each campus selects their member then the Board elects the leadership (President, Vice President, etc.). Each Board member serves a one-year term with the possibility of consecutive terms should the

Board be in agreement. The Board meets monthly via conference call and typically twice a year in person (D. Colbert, personal communication, March 30, 2008).

While there is a great deal of research published about leadership, there is less research published on academic leadership (Eddy & VanderLinden, 2006; Kezar, 2006; Whitsett, 2007). While researching effectiveness of governing boards, mostly at the university level, Kezar (2006), identifies three concepts to describe various board efficiency styles;

- “a) Effectiveness is careful execution of certain processes according to a set of principles;
- b) Effectiveness is meeting a specific outcome; and
- c) Effectiveness is a combination of following a set of process principles and achieving a specific outcome” (p. 971).

The concept that best fits the expectations of the Great Plains IDEA Board is the third. The Board is executing processes while forming policy and procedure to move toward the specific outcome of offering quality programs to meet student and industry needs. Great Plains IDEA’s process is utilizing shared knowledge to develop procedures that best fit their needs while addressing varying processes across the institutions. The Board accomplishes this by holding face-to-face meetings at least twice a year and phone conferences as needed, thus meeting the specific outcomes of shared responsibility among the members to address student and industry needs.

Kezar (2006) stated that corporate boards are more focused on “meeting an outcome, sometimes described as meeting shareholder goals and/or stakeholder interest” (p. 971). While the Great Plains IDEA Board is not technically a corporate

board, in some ways it functions as one. Rather than representing the best interests of the shareholders, the Great Plains IDEA Board represents the best interests of the institutional members of their affiliation, by establishing policies to address and remove barriers. They are similar to university systems boards in that they must protect the uniqueness of each member while working toward the greater good of the membership.

Baird (2007) concluded that, “good governance is reassuring – it inspires confidence in external stakeholders, assists employees to focus on improvements and, ideally, when crises occur, allows a practiced response. Yet good governance is dependent on continuous reinvention” (p. 113). The Board of Directors of Great Plains IDEA has chosen to continuously evaluate the Board and the consortium by choosing to follow Malcolm Provus’ evaluation theory. “Provus considered evaluation as a continuous process designed to assist program administrators” (Alkin & Christie, 2004, p. 46). According to Alkin and Christie (2004), Provus “specifies four required developmental stages and an optional stage. The four primary stages are *definition* [intended to specify the goals, processes, resources, etc.]; *installation* [to identify discrepancies in the implementation of the program]; *process* [to determine the extent of attainment of short-term outcomes or ‘enabling objectives’]; and *product* [the extent of attainment of terminal or ultimate objectives]. The fifth [optional] stage is *cost-benefit analysis*” (p. 46). This model from Provus seems very well suited to a consortium that is working to blend the strengths and policies of several institutions into one organization to deliver programs. Provus also was a strong proponent of

communication and consensus building, again something the Great Plains IDEA Board seems to work toward (Alkin & Christie, 2004).

Intellectual Property Rights Policy

The third policy of study is intellectual property right. Intellectual property right is a very complex notion; just as the idea of copywriting any idea or concept is very complex. When one adds the element of collaboration, it can become a very difficult concept to grasp. While collaboration can stimulate new ideas, who has the rights to govern the use of these collaboratively generated ideas? In general, intellectual property rights refers to: “property (as an idea, invention, or process) that derives from the work of the mind or intellect; *also*: an application, right, or registration relating to this” - a notion that first appeared in written form in 1845 (*Merriam Webster Dictionary*, 2008). In higher education intellectual property right is not only a very important concept but also one that is widely debated and litigated. In consortium and collaborative creation these ownership rights take on a new dimension. Who owns the course? Is it the developer/instructor, the institution with which the developer is under contract, the consortium as an entity, or shared ownership among the creator, the institution, and the consortium? Does this change if the course is developed as a collaborative effort that spans two or more institutions? What part of the course can be “owned” and what part is open source and available for general use? In the instance of Great Plains IDEA policies, what happens when developers from different institutions with different agreements collaborate? These are the questions universities and entities such as Great Plains IDEA must grapple

with to protect the rights of the individual, as well as the entity, through the development of policy. The next section will address these questions.

Intellectual Property rights fall under the copyright laws Article I, Section 8, Clause 8, of the U.S. Constitution (Kaplin & Lee, 1995). The Copyright Acts have a “work made for hire” doctrine that is relevant for the developers of courses. This doctrine says, “the employer is considered the ‘author’ and owns the copyright unless the parties enter a written agreement that gives the copyright to the employee” (Kaplin & Lee, 1995, p. 753). The doctrine holds that if the developer is in the employment of the institution and is given consideration for the time spent creating the course, say by being given a lighter teaching load or receiving additional pay for the time spent on the development, then the employer, not the developer, holds the copyright. As there is payment, whether in actual dollars or in time, this is considered a work for hire.

Intellectual property rights policy in higher education. "A consortium succeeds when it shows respect for institutional differences even as it unites those institutions in mutually beneficial common efforts" (Peterson, 2002, p. 114).

Higher education is very interested in the issue of intellectual property rights. Intellectual property rights like copyrights or patents are a right of ownership. A creator can assign the rights to others such as a publisher, a university, or a corporation for various reasons. These reasons may include use of resources by the creator to create or publish a book or course. The controversy seems to be if rights are assigned, what rights are assigned and to whom, as well as to what level (e.g., all rights to the material or shared rights)?

“Intellectual property laws are designed to encourage the creation of original works, to stimulate creativity in society in general, and to protect and promote the creation and use of the products of the human mind” (Thompson, 2005, p.10).

Another area of the Acts that have met with litigation and has relevance here is copyright and co-authorship. In *Weismann v. Freeman*, 868 F.2d 1313 (2d Cir. 1989) the Circuit Court found that there must be “more than trivial” change to the material and that the new material must acknowledge the extent to which the original material was utilized in order to establish copyright other than co-authored (Kaplan and Lee, 1998). If there is not significant change, then the co-authors continue to share the copyright for the material and/or course. While not so stated, it could be projected that when the development was a work for hire, the copyright would remain with the employer even when the developer – or a subsequent author - makes updates, depending on the extent of the update.

Beyond the legal aspects, during consortia policy discussions it is wise to consider best practices. Policy and practices of successful consortia can help build a base for policy development.

Best Practices

“Indicators of a successful consortium: board committed to the success of the organization; clearly defined mission; easily understood mission; stable operating budget and revenue stream; strong, consistent leadership over a number of years” (Horgan, 1999, p. 19).

Many consortia are planned and started, but not all succeed. Success with consortia, like most things, is dependent upon the goals of the group, but in general,

success is measured by longevity and goal attainment. Even within the same consortium, some programs are more successful than others. An example of this would be the Great Plains IDEA programs of Family Financial Planning and of Community Development. Each of these programs was delivered through the same consortium, yet Family Financial Planning earned approximately \$475,000 between fall 2005 and spring 2006, while Community Development earned about \$38,000 during the same time frame. True, it was the first year for Community Development, but during its first year Family Financial Planning had revenues of around \$76,000, using the 05-06 per-credit tuition rate (*ExpanSIS*; Great Plains IDEA Board Documents, 2004).

Why are there such differences in revenue between these programs; and what is causing this difference? One factor could be the structure of the programs. The Family Financial Planning program started with the basic courses and few electives, while the Community Development program started with several different tracks and, therefore, many choices. In each program the students must complete a set number of courses but when there are fewer choices the courses may be more closely linked thus taking more courses per semester makes sense. This is one of the examples of the best practice of starting with the basics then building as resources and need grow (Anderson et al., 2008; Great Plains IDEA Board Documents, 2007). Another difference may be the enrollment goal of the programs. Some programs determine the optima enrollment lower or higher than others. There is also the possibility that the difference involves the student outcomes. A student with a degree in Family Financial Planning is expecting to earn a higher income than a student with a degree in

Community Development which may mean more students for Family Financial Planning thus more tuition income.

Other best practices include:

- Work with the institutions' strengths. Give the curricular responsibilities to the faculty and the administrative responsibilities to the administrators.
- Have a campus "champion" who is willing and able to keep interest in the program going.
- Know the audience for both program design and marketing.
- Develop a strong business plan with a realistic revenue expectation that will sustain the consortium.
- Determine how the consortium will be funded until sufficient revenues are generated.
- Make policies and meeting minutes available to all members.
- Build two way communications among all stakeholder groups.
- Know the benefits and incentives to the membership for each stakeholder group and be able to articulate them (consortium info; Anderson et al., 2003; Lehmann, 2008).

Chapter 2 introduced the current research regarding consortia including some original and current examples of this type of collaboration. There are some best practices that have been identified as well as advantages and issues with consortium membership. In chapter 3 the research methodology used as well as the research design and structure for this study will be explored. The data sources and the

procedure utilized to identify and gather the data will be discussed. Finally, the steps taken to ensure trustworthiness will be explained.

CHAPTER 3

Research is the focus of Chapter 3. In this chapter the design of the research process and the rationale for that design will be discussed. The data sources and the collection of data from the sources will lead into an explanation of the trustworthiness of the process of collection and utilizing the data.

Selection of Methodology

Crotty (1998) stated that epistemology informs the theoretical perspective which in turn informs the methodology which informs the methods. The epistemology for this study is constructivism. According to Crotty, (1998) constructivism says that while objects may have “potential meaning. . . actual meaning emerges only when consciousness engages with [the object]” (p. 43). Another way to say it is it takes the object and thought together to find meaning. In this study, the actual meaning of the archives was not obvious until there was human interaction to understand that meaning.

The research methodology is qualitative policy analysis. Marshall and Rossman (1989) asserted that "the strength of the qualitative study that aims to explore a problem or describe a setting, a process, a social group, or a pattern of interactions will be its validity. An in-depth description showing the complexities of variables and interactions will be so embedded with data derived from the setting that it cannot help but be valid" (p. 145).

Nisbet (1999) defined policy analysis, or policy-oriented research, in this way,

"policy-oriented research is best defined in terms of its instrumental function rather than by its topics of study. When research in education is designed, managed, and reported with the specific purpose of informing a policy decision, or assisting or monitoring its implementation, or evaluating its effects, the term 'policy-oriented' is used to distinguish this approach from 'fundamental' research which is designed primarily to extend the frontiers of knowledge. This definition of policy-oriented research may be extended to include research which is closely tied to educational practice as well as policy" (p. 64).

The policies for this study are contained within archival document. Due to this, qualitative document analysis was employed (Altheide et al, 2008). Qualitative document analysis (QDA) is an expansion of Altheide's early work on ethnographic document analysis (Altheide, 1987) and is "an integrated method, procedure, and technique for locating, identifying, retrieving, and analyzing documents for their relevance, significance, and meaning" (p. 128).

Stage and Manning (2003) look at both the strengths and limitations of document analysis. Their description fits this study since the study is primarily document research of several policies.

Strengths of Document Analysis: typically available, usually of low cost, stable, rich sources of information, contextually relevant and grounded, language is culturally rich/appropriate, information about things that cannot otherwise be observed; tend to be precise and detailed. Limitations: noninteractive [sic] and nonreactive, often have been disconnected from the creator so can't be sure of original intent. Questions to the creator regarding intent are separated by time and circumstances that may skew the information. Documents only show one intent/view - the one preserved. Researchers must keep in mind that documents are literally a record of an event (p. 87).

The assumption that was made to complete this research was that through gathering, reading, coding, and discussing the documentation of the policies and their

development, it is possible to understand the climate in which the policies were written thus finding their significance and meaning. The impact of the limitations to document analysis, non-interactive and nonreactive, were lessened by conducting interviews with three key participants within Great Plains IDEA who were instrumental in creating the policies.

Research Problem and Research Questions

Choosing one consortium that has created policies to address the research questions of this study and looking at the process of creating the policies, may help other consortium avoid some of the "inherent problems" of consortium creation (Verduin & Clark, 1991, p. 176).

The research question that guided this study is:

What are the processes for development of policies associated with intercampus consortia? To focus this question, related questions are:

- 1) What was the development process that established the financial policies for the Great Plains IDEA?
- 2) What was the development process that established the consortium leadership policies for the Great Plains IDEA?
- 3) What was the development process that established the policies regarding course ownership/intellectual property rights for the Great Plains IDEA?

The qualitative policy analysis information gathered through this research will not only increase the knowledge base in regard to the process of policy development for consortia but also will lead those undertaking such a challenge in the right direction by illustrating the process and the outcomes. As often stated, qualitative

research is not replicable but it does inform the process. This research will allow the reader to determine the fit for their consortium rather than guessing how the hierarchies of information were determined.

Research Design and Rationale

Qualitative policy/document analysis is the method chosen for this research. While policy analysis has been more typically undertaken utilizing quantitative research methods, in this case there is more of a story to tell than just the statistical information. The Great Plains IDEA policies had to take into consideration the policies of their member institutions as well as state rules and interpretations of federal laws such as Article I, Section 8, Clause 8, of the U.S. Constitution regarding intellectual property, which is an example of a federally enacted law protecting the creator by mandating to whom and under what circumstances property rights can be claimed or assigned.

"Policy analysis has traditionally been undertaken in advance of legislative or other policy-making decisions or acts, but the sphere of activity has also extended to evaluating policies after they have been enacted, and to the evaluation of implementation activities themselves" (Yanow, 2000, p. 1). This paper is an example of the latter; a policy analysis after the policy has been enacted. In this case, the analysis did not look at the success of the policy but rather the origin and collaborative process of selected policies' development.

Data Sources

This research was conducted by looking at the policies of some individual member institutions and the corresponding policy of the Great Plains IDEA. This comparison was completed by searching the websites of some member institutions to see what was publicly available regarding their financial structure, leadership, and any reference to intellectual property policies. Appendix E shows findings.

To design the Great Plains IDEA policies to address all of these institutional policies and rules, it was necessary to hold many meetings, several of which were conducted at a distance via phone conference. For this research, the evolution of the policies was followed to better understand the changes as decisions were made and reevaluated. The decision trail and evolution were utilized to better understand the policy decisions. The meetings minutes are presented in chronological order to more easily follow the evolution of the decision process.

During interviews recollection of the policy development processes were discussed. Through these memories, a more complete picture became clear. Interview snippets are also included in the decision trail described.

Finally, two sources of archival information that were provided were handwritten notes taken during conference calls and email exchanges. These pieces of information informed the process but in addition provided a glimpse of the atmosphere that was present during the negotiations.

The data sources, which varied from meeting minutes dating back to 1996, emails and handwritten notes on agendas starting in 2001, phone conference minutes from 2002 to 2008, notes from interviews that took place in 2010, along with

institutional websites, were all utilized to build the understanding of the Great Plains IDEA model.

Procedure

Once the policies were determined, Yanow's (2000) "Steps in Interpretive Policy Analysis" were incorporated (p. 22, Table 1.1). Yanow's steps for policy analysis were followed for each of the three chosen policies throughout the process of data identification, collection, and interpretation. The steps are:

STEPS IN INTERPRETIVE POLICY ANALYSIS

1. Identify the artifacts (language, objects, acts) that are significant carriers of meaning for a given policy issue, as perceived by policy relevant actors and interpretive communities (additional information regarding this step follows)
2. Identify communities of meaning/interpretation/speech/practice that are relevant to the policy issue under analysis (additional information regarding this step is presented in Chapter 4)
3. Identify the 'discourses': the specific meanings being communicated through specific artifacts and their entailments (in thought, speech, and action) (additional information regarding this step is presented in Chapter 4)
4. Identify the points of conflict and their conceptual sources (affective, cognitive, and /or moral). . . (additional information regarding this step is presented in Chapter 5) (Yanow, 2000, p. 22, Table 1.1).

The following section will describe how these steps were utilized.

Identifying the Artifacts

Step 1 is identifying and gathering artifacts (Yanow, 2000). The first step in gathering artifacts was to access the information available on the website (www.hs.idea.org) that houses archival information in the “Members Only” section to identify what was available from that source. I have access to the information due to my longstanding work with this consortium. At this site I found meeting minutes from the Board meetings, some of the Functional Sector Team meetings, and the final evaluation/report completed at the end of the FIPSE/LAAPP grant period. There were other valuable artifacts: a brief history of the Great Plains IDEA; enrollment history; and a brief justification of the decision to have a common price.

I was given access to some of the sector team archival files that contained information including agendas with handwritten notes from some of the meeting and phone conferences spanning the time period October 2001 through November 2006. The documents gave me a glimpse into the process as it was happening, at least from the perspective of the owner of the file.

While visiting the lead institution offices I was given access to the surveys sent to institutional members to see where the policy and practice differences might be. The surveys did not include dates but information referred to spring semester 2001 so was likely collected in 2000. The first of the two surveys focused on faculty. It included questions about faculty compensation, promotion and tenure, and intellectual property rights policies. Survey two focused on the student experience. This survey asked questions about admissions requirements, registration, tuition rates, faculty evaluation, and who had final authority over the policy decisions.

Emails that spanned the period from May 2001 to October 2009 were made available to me. Again, these were from the perspective of the owner of the emails and the other participants involved in the email exchanges. When I began the research, I hoped to gain access to documents such as the agenda notes but the idea of email interactions did not occur to me. Participant *V* called this attitude of sharing “intellectual generosity.”

Finally, I met with a total of three people, two together, then one separately who was recommended by the other two participants, in June 2010 to listen to their recollections of the creation of the policies and procedures. These three were chosen because they are all: longstanding members of the consortium; members of the Board or Functional Sector Teams; were instrumental in the process of creating the policies; were still active leaders; and were well known within the consortium. These interviews were conducted to confirm the information gathered, the timelines, and to check that other information important to the research was not missed.

To write about the Great Plains IDEA it was requested that prior approval be gained from the Research Committee of the consortium. This approval was secured (Appendix D). Because I felt it was important to contact the three people within Great Plains IDEA who were identified as the final authors of the policies, I gained permission from Colorado State University Research Integrity & Compliance Office to proceed (Appendix C). Contact with these people was made to check my assumptions of the process as well as the facts that had come forward regarding the leaders and the compromises during the policy development process. The information was gathered via interviews lasting approximately two hours. One interview had two

participants and the other was with one. The information shared was included as part of the final analysis.

The most accessible location for information regarding leadership structure was under the President's/Chancellor's page. In some cases this was on the governing board's page or the system's page.

Intellectual property information was found on the faculty page or even within the faculty handbook. This policy was the most difficult to find although the leadership structure was also on a secured site at one or more institutions. One of the three pieces of information that was consistently available was the financial information or tuition rates.

Once the data were identified and gathered as described in the procedure section above, the data were separated by topic area. Because the data was typically electronically available, the information was stored then copied according to topic area to specified documents. This step made it more obvious where the information gaps existed. These gaps informed the interviews by focusing additional questions in those areas. The major gap that presented itself was in the give and take around conflicting institutional policies. Another gap was in information regarding intellectual property. Information in the areas of leadership and finance was much more abundant in the documentation.

Data Analysis

Utilizing Template Analysis (King, 1998), the information was sorted by archival category (emails, meeting minutes, interviews, and other policy documentation). The step after sorting was coding the information gathered by the

three primary topical areas. The topic areas are: Financial; Leadership; Intellectual Property. As I read through the documentation I coded the information by highlighting areas that fit within each of the three codes. The use of highlighting made finding the different topics very easy when harvesting information. The results of this activity are reported in Chapter 4.

When the information was separated, the next operation was to put it in chronological order to show the progression of policy creation. The largest section of information that was struck between 2002 and 2007 was regarding the Alliance involvement as a party to the intellectual property rights of course material.

Trustworthiness

Marshall and Rossman (1989) asserted that "the strength of the qualitative study that aims to explore a problem or describe a setting, a process, a social group, or a pattern of interactions will be its validity. An in-depth description showing the complexities of variables and interactions will be so embedded with data derived from the setting that it cannot help but be valid" (p. 145).

As Marshall and Rossman (1989) asserted, it is the "complexities of variables and interactions" in the data that shows validity (p. 145). In qualitative research, there are always questions of trustworthiness and transferability. Lincoln and Guba, (1985) described activities that increase the probability of credible/trustworthy finding of a qualitative study as three activities: "There are three such activities: prolonged engagement, persistent observation, and triangulation." (p. 301).

Prolonged Engagement

I have watched policy development of the consortium since 2002. During that time I have participated in the process and worked with others who have had a part in the writing and decisions required to gain agreement as the policies were developed. This engagement continues as of 2011.

Persistent Observation

Although my observation of the Great Plains IDEA model and policy development has been ongoing for several years, it has not been consistently at the same level as the interview participants. To increase trustworthiness of the process, three interview participants who were more immersed in the process were chosen. Only three people were approached for interviews because, given the constant change within institutions, these were the three that I knew had longevity with Great Plains IDEA and who were very involved in the writing of the policies. As was stated early in this chapter, two of the participants specifically spoke of their role in the policy creation. These three people were consistent when describing their ongoing observations and the observations were consistent with mine.

Triangulation of Sources

Creswell (2005) defines triangulation as “the process of corroborating evidence from different individuals” (p. 252). The sources for triangulation of the data gathered came from comparing some of the members’ policies with the Great Plains IDEA policies, the review of this study by primary participants in the process, and review by the research committee. After interviewing the participants they were asked to review what was written to ensure their meaning was not changed during the writing process.

Addressing Bias

Yanow, (2000) stated, "it is not possible for an analyst to stand outside of the policy issue being studied, free of its values and meanings and of the analyst's own values, beliefs, and feelings" (p. 6). The research was conducted in a manner designed to give the least bias possible to the process although as Yanow points out, there is always bias since each analyst studies the policy through their own lens of understanding. Yanow goes on to say that "the meaning of text comes not only from the text itself or the meaning of the author or even from the way the policy is carried out, but also from the past experiences of the reader" (p. 17).

In Hammersly and Gomm (2000) three types of researcher bias are identified. These are willful bias which takes place when researchers deliberately force results to come out the way the researcher chooses, negligent bias which is the result of researcher lack of completeness or due care, and bias based on life experience and values, which while it cannot be avoided it should be made transparent.

Since there are not minutes or proceeding from each meeting there are information and decision gaps. Due diligence was exercised to ferret out the most accurate and complete information possible and to treat all information with equal forthrightness thus avoiding negligent bias. Throughout the process personal experiences and values were noted to provide transparency.

Member Checking

While many of the original members of the policy development teams have left the member institutions, three of those who took the information from the development teams and edited it into policy are still available. Contact was made

through interviews to check my assumptions of the process as well as the facts that had come forward regarding the leaders and the compromises during the policy development process. This process serves as member checking for the purpose of accuracy and completeness. Any new information gathered during the interviews is included as part of the final analysis. The primary goal of the interviews was confirmation of data gathered from other sources. This confirmation served to increase trustworthiness of information.

Peer Examination

The Dissertation Committee Chair serves as the peer examiner. Schwandt and Halpern (1988) identify ways to assure the auditor/examiner will be accepted as an expert by the reader. “. . . the auditor should be a competent methodologist and have prior knowledge of the type of evaluation and substantive issues under consideration. If these individuals [sponsors’ or information users’] are not assured of the auditor’s competence, the quality of the audit may be irrelevant” (p.124).

The Committee Chair is a longtime faculty member who is highly regarded for his research expertise, especially qualitative research and qualitative meta-analysis. His primary areas of research include; campus ecology, counseling, environmental psychology, and visual ecology.

Audit

"Qualitative research does not pretend to be replicable. The researcher purposefully avoids controlling the research conditions and concentrates on recording the complexity of situational contexts and interrelations as they occur. . . . However, qualitative researchers can respond to the traditional social science concern for replicability by taking the following steps. First, assert that qualitative studies by their nature cannot be replicated because the real world changes. Second, by keeping thorough notes and a researcher's diary that records each

research design decision and the rationale behind it, researchers allow others to inspect their procedures, protocols, and decisions. Finally, by keeping all collected data in well-organized, retrievable form, researchers can make them available easily if the findings are challenged or if another researcher wants to reanalyze the data" (Marshall & Rossman, 1989, p. 148).

Summary

Qualitative policy analysis is the research methodology for this study. The issue of a lack of replicability has been addressed here through the transparency of process and the validity that Marshall and Rossman (1989) discuss through the trustworthiness activities as described by Lincoln and Guba (1985). In Chapter 4 Yanow's (2000) steps of policy analysis, Steps 2 and 3, will be utilized as a framework for the presentation of relevant information.

CHAPTER 4

The proceeding chapter discussed the steps involved in gathering information and using the qualitative data analysis process. Chapter 4 is a presentation of Steps 2 and 3 for policy analysis as described by Yanow (2000). In addition to coding, these steps were used to process the research study data. An analysis will be provided to further the understanding of the research results.

“Communities of meaning” as described in Step 2, were defined for this process as understanding the unique meaning assigned to words and phrases within Great Plains IDEA and/or academia. This involved looking at the different policies of the Great Plains IDEA member institutions. The materials used for comparison were found on the websites of the institutions. Financial information or tuition rates were typically in the student area or the extended education page of each website. The reason this was under extended education is that some institutions consider distance delivered courses as outreach and therefore assign them to an extended education unit.

Step 3 is the identification of thoughtful communication or discourse. Easy identification of the foci within the research question through the different data sources was accomplished by assigning a different color of highlight to each focus area. Coding was completed using Template Analysis (King, 1998) as previously described. Once initial coding was complete, the policy makers were identified. Who were the expressive participants? Did the vocal participants change according to policies being discussed or was leadership relatively consistent? Most of this

information came forward from the interviews and the meeting minutes. Again, some of the individuals were vocal in all three of the categories and some were focused more on one or two policies.

The following information is some of the relevant information gleaned from the data sources, organized by research question/focus points and chronologically. Ellipses are used quite often to maintain the integrity of the information while making the inclusions more readable and, conversational, and more directly to the point. Also of note is the older meeting minutes often did not identify the group meeting but merely gave the date or the meeting number such as “Dec 2-3, 1998, 9th meeting.” After the first few years, the meetings were no longer numbered and did typically refer to the group by name.

Results

Development of Policies

“We had no MOA’s [Memoranda of Agreement]; we had no policies for at least, my gosh, six years” (participant V, June 21, 2010).

When it was determined that it was time to write policies, they were discussed during the Board meetings that were often conducted as phone conferences, although the group did, and still does, meet two to three times each year. If a discussion became stuck the participants were asked to discuss it offline and come to an agreement, or in some cases, conflicts were assigned to sub-committees.

“They told me to write a policy and procedure manual. . . . I went online and looked at some Policy and Procedure Manuals and pulled some initial verbiage. . . then the Board sort of decided who was going to work on what pieces. . . Then we basically spent time at a meeting. . . and sat down and hammered it out. . . . But the Board was very

engaged in working with us on developing the [policy] manual, very specific” (participant *R*, June 20, 2010).

“So when you wonder how [the writing of the policy] happened, I listen, I write, other people edit. That’s how it happens. You have to have somebody doing that. So here we have this agreement to offer this program jointly” (participant *V*, June 21, 2010).

Development of Financial Policies

The leading conflicts in the policies identified in this study were during the discussion of a common tuition price. While there was much discussion the central points were: should there be a common tuition rate; if so, what tuition rate; how should the tuition be disseminated; what effect would a common rate have on such issues as financial aid, student services, and even billing between the member institutions. In the beginning there was concern regarding the legality of a common tuition rate for a multiple state consortium.

“Sharing this legal opinion in case you have it come up with any Alliances [sic] you work with. The question was raised as to whether the Common Price breaks anti-trust laws. Under the Supreme Court's decision in *Parker v. Brown*, 317 U.S. 341 (1943), the anti-trust laws are ‘a prohibition of individual and not state action.’ 317 at 352. Since all of the participants in the Great Plains IDEA consortium are state institutions, it appears to me that there is no anti-trust problem in the arrangement” (email Nov. 2008).

Financial aid was brought up as one problem with students taking multiple courses at different institutions. One way to deal with this would be to cross-list all courses at each institution and have students enroll at their home institution only. This addresses both financial aid and transfer issues.

Some institutions felt, using the . . . model [where students' home institution collects all tuition then distributed it 12.5% to the Lead Institution, 75% to the teaching institution and keeps 12.5% at the home institution]. . . would become a nightmare. There is also the issue of differing tuition rates which many institutions can do nothing about (e.g., students registering at the cheapest institution), as this is a Board of Regents decision.

Some advocated for allowing the offering institution to offer the course and keep the tuition dollars. Each institution could create a "0" credit tracking system which keeps a head count for programmatic reasons. . .

If each campus offers and keeps tuition money, how would we pay for on-going advising and mentoring? One thought was that practicum credits will be paid to the home institution and could partially cover this. . . demand should be controlled in relation to resources.

Student service fees allow each campus some flexibility to change this if need be. This is most likely a Regents approval process, however (Minutes from Meeting with GP IDEA & Graduate School Deans, Oct 1999).

During a conference call October 29, 2001, when a discussion regarding leadership was taking place, handwritten notes of one participant questioned if the 12.5% which was to go to the lead institution would flow to the institution of the Board Chair. This was prior to the naming of the first lead institution.

"When appropriately enrolled in any partnership course hours, the student should be eligible for whatever forms of financial aid, loan deferments, scholarships, and benefits that they would have if only enrolled in resident credits at the home institution. Tuition waivers are the only exception to this - one would not expect ISU to pay KSU tuition, for example, for an ISU graduate assistant in the [Family Financial Planner] program" (Graduate Deans Meeting Minutes, Feb. 2001).

“Common Price - three approaches were debated:

1. Agree on a base credit hour fee with option to “increase to market price” by program—lets us price to market, provides baseline pricing information for emerging programs.
2. Agree that credit hour fees will be independently set and justified by program—allows programs to recommend appropriate price for the audience served.
3. Agree on a credit hour fee for all Alliance courses—everyone knows the amount, simpler for faculty and GPIDEA board.

. . . [Approach 1] passed by an 8-1 vote” (Great Plains Academic Deans Minutes, April 28 –May 1, 2002).

Common Tuition and Fees.

These guiding principles were gleaned from the tuition rate discussion:

Tuition will be set at a competitive level. We will not seek to be either the low cost or the high cost program provider.

- a. All graduate programs offered by the GP IDEA will be priced at the same cost/course so students who use courses from one program to fill elective credits in another program are paying the same price for all their courses.
- b. Tuition changes will be considered on an annual basis and will be announced at least one year prior to implementation.
- c. Tuition changes will be made by the GPIDEA board of directors at the annual meeting.
- d. Students who are not admitted to an Alliance member institution, but who enroll in Alliance inter-institutional program courses will pay the full Alliance per credit hour tuition to the institution that offers the course.
(Academic Deans’ Conference Call Minutes, Jan. 2002).

This 2002 discussion is the first time a common tuition rate was accepted.

According to handwritten notes from the April 28- May 1, 2002, meeting, there were still discussions about who would be responsible for funding the costs of course development. What funds would be dedicated to development and from which source?

The common price policy applies to courses that are

1. Offered as program requirements or electives for inter-institutional programs, AND
2. Co-listed by institutions that participate in the program.
3. Non cross-listed courses (research, practicum) that are required in inter-institutional programs but that are taught by each institution.

. . . The group agreed to the change in the common price policy above (Great Plains IDEA Academic Deans Meeting Minutes, May 2005).

Meeting with the Finance Officers

Report for Finance Officers – Looked at the nature of the Common Price. The concept is working. The 12.5% [of the common tuition rate] to fund administrative cost is appropriate. [The Financial Officers] . . . understand that it doesn't take 70% [of the 12.5%] to cover costs of lead institution. . . . [The Finance Officers] believe that there should be a coordinated effort coordinated by the lead institution to market programs. Addressed the 'Principles for setting and managing the Common Price.' . . . [The Finance Officers] suggested that each program have a common price but not all programs sponsored by the Alliance should be required to have the same common price. . . Finance officers suggested that our financial matrix may be more complicated than it needs to be as we move forward (Great Plains IDEA Board of Directors Semi- Annual Meeting, April 2006).

“The . . . Great Plains IDEA derives income to support central functions from student enrollment in Alliance courses. The financial policies for the Alliance are detailed in the document entitled Great Plains IDEA Financial Agreements and Principles for Setting and Managing the Common Price” (Appendix D.1, Amended April 2, 2007).

Two important aspects of the financial policy development that are shown in this section are the amount of utilization of the financial officers from each institution

and the institution of a common price. Neither of these were found to be common in the consortia literature.

Development of the Leadership Policies

“I’m not sure how we arrived at it but there was no argument, it was that whoever had the biggest grant was the leader of the group. Whoever had the money led the group” (participant V, June 21, 2010).

When the bylaws for the consortium were written, the specifics of leadership were drafted for adoption. Leadership and roles were no longer determined by the amount of a grant but rather an electoral process.

The Great Plains Deans (Family and Consumer Sciences) Council (GPDFCS) will be interactive with equal access by all members. Communication will be initiated by all participants, multi-way conversation is encouraged. Electronic communications systems are encouraged.

- 1) Linkages to other groups will be encouraged and extensive. The council will be inclusive, welcoming to all and specifically recruiting deans and associate deans to be involved as decision makers in all processes.
- 2) Leadership will be shared and participatory.
- 3) Structure will be fluid. Workgroups will be easily formed and dissolved as interests and needs suggest. There will be open communication and cooperation across all workgroups.
- 4) Structure will be flat-horizontal.
- 5) Responsibilities within the Council will rotate. Convener and fiscal agents, when needed, are agreed upon by the group with set time periods for the roles (Minutes GPDC, Oct. 1996).

Article V. Human Sciences IDEA Board of Directors

The Human Sciences IDEA Board is responsible for the overall policy established by the Great Plains IDEA Cabinet and direction of the Human Sciences IDEA including all program initiatives and academic programs that it sponsors.

Section 1. **COMPOSITION.** The membership of the Human Sciences IDEA Board shall be composed as follows:

Each institutional member of Human Sciences IDEA shall have one representative on the Human Sciences IDEA Board. Board members are appointed by the academic administrator associated with the human sciences unit or by the appropriate institutional administrator.

A representative of the Lead Institution shall serve in an ex officio, non-voting capacity as a member of the Human Sciences IDEA Board.

Section 7. **DUTIES OF THE BOARD.** The Human Sciences IDEA Board shall sponsor multi-institutional academic programs within the domain of the human sciences, support the policies and procedures of the Great Plains IDEA, govern its own membership, and oversee its programs, fiscal affairs, data, and marketing.

Article VI. Officers

Section 1. **ELECTION.** The members of the Human Sciences IDEA Board shall elect among themselves by simple majority vote, a Chair (initially), Vice Chair/Chair-Elect, Secretary, Treasurer, and two Great Plains IDEA Cabinet Members who will represent Human Sciences IDEA on the Cabinet. The officers and representatives to the Cabinet shall be elected at the annual meeting and shall hold office until their successors are elected. The Secretary, Treasurer, and Great Plains IDEA Cabinet Representatives will serve two-year terms with eligibility for re-election and the Vice-Chair/Chair-Elect shall serve a two-year term prior to serving another two-year term as Chair of the Board. The Human Sciences IDEA Directors may serve on the Great Plains IDEA Cabinet while concurrently fulfilling the responsibilities of another elected office on the Human Sciences IDEA Board. Great Plains IDEA Representatives are eligible to serve up to three consecutive terms (6 years) on the Cabinet.

Section 2. **CHAIR.** The Chair shall act as the chief executive officer of the Human Sciences IDEA and perform or delegate such other duties as the position may require.

Section 3. **VICE CHAIR/CHAIR ELECT.** The Vice Chair/Chair Elect shall perform all duties of the Chair during the absence or disability of the Chair and shall perform such other duties as the Human Sciences IDEA Board may require. The Vice Chair/Chair-Elect shall advance to the position of Chair at the conclusion of the term of office as Chair-Elect.

Section 4. **SECRETARY.** The Secretary shall attend all meetings of the Board and shall keep a true and complete record of the proceedings of such meetings. The Secretary shall attend to the giving and serving of all notices of the Board and shall perform or delegate such other duties as the Board may dictate.

Section 5. **TREASURER.** The Treasurer shall keep correct and complete accounts showing, at all times, the financial condition of the Human Sciences IDEA. The Treasurer shall maintain contact with the Lead Institution that collects, disperses, and holds funds for the Great Plains IDEA. All funds shall be deposited in accordance with the policies of the Lead Institution. Withdrawal of funds shall be consistent with procedures established by the Great Plains IDEA (Alliance Resource Center/Bylaws, Oct. 2010).

At the Alliance level, the program approval process was articulated as follows:

- 1) Faculty conceive of the idea and provide an academic rationale.
- 2) A board member brings the program recommendation to the Alliance directors. Issues of importance in the initial decision to support the program include:
- 3) Consensus on the philosophy of the program as a fit with Alliance interests.
- 4) Program plan includes the competencies, courses, and sequence
- 5) Directors elicit faculty interest from their institutions.
- 6) An inter-institutional program can have from 2 to all Alliance institutions in the program partnership.
- 7) Interested faculty meet with a board member liaison who will function as the program administrator.

Board reviews proposal and approves instructional assignments and agreements about delivery of courses/program” (Leadership Team Meeting Minutes, Oct. 2001).

Due to the mismatch in terms of office between the original bylaws and the minutes taken at the November 2002 meeting at which the first officers were elected and the amended bylaws, the Board approves the following course of action.

1. As agreed, the person elected to the vice-chairperson position will automatically become the chair-elect for the Board [the next term].
2. To accommodate the organizational fragility of the Board, the chair’s term should be extended until June 2005 at which time the chair elect shall become chair.
3. A bylaws amendment should be proposed to enable all three officers (chair-elect, secretary, and treasurer) to be elected at the same time.

- a. The issue of continuity of leadership is already solved by the chair-elect/chair arrangement.
- b. Furthermore, such a change would enable the secretary and the treasurer to be candidates for the chair-elect position because the terms would coincide (Great Plains IDEA Board of Directors Minutes, Dec. 2003).

“ . . . [O]pened general discussion about membership on the Board. Every institution should have one voting member on the Board of Directors – as appointed by the Dean of the respective College. More than one person may, however, attend directors’ meetings. This action was advised as a way to deepen the number of people at a given institution who know about the inner workings of Great Plains IDEA” (GPIDEA Board of Directors’ Conference Call, Oct. 2006).

At the time of this discussion, 2006, the Board of Directors membership was still being refined. The Board had been evolving since 1996 when it was referred to as the Great Plains Deans (Family and Consumer Sciences) Council.

The decision described by participant *V* to make the person/institution holding the largest funding grant the leader of the Board was a logical decision. That person was not only the one who must justify the use of the grant at the end of the funding cycle but also the most familiar with the requirements of the grant and therefore the most likely to ensure the incorporation of those requirements in the policy decisions.

Development of the Intellectual Property Rights Policy

Protecting the owner of intellectual property or even determining the owner of intellectual property was an area of discussion for the Great Plains IDEA membership. This is one of the areas where the university attorneys were needed for consultation. The following excerpts from meeting minutes track the progression of this discussion.

“Recommendation: should examine intellectual property rights for digital presentation of courses and information” (8th meeting, May 1998).

“1. Who owns the intellectually [sic] property when an online course is developed by the faculty or consultant external to the university? Is it the faculty, outside consultant or university? How are issues related to intellectual property handled?”

2. Are there opportunities for online courses developed by faculty to be sold to other institutions? [I]n this case, I am referring to U.S. institutions that are not a part of the Consortium, Family and Consumer Sciences, or international institutions. Provisions and guidelines for such are being developed at MSU, perhaps at onther [sic] [another] universities also” (email, May 2001).

“Program MOA - We agree to deliver the program together according to the operating procedures established by the Great Plains Alliance. Jointly taught courses must be covered by intellectual property operating procedures and financial distribution procedures. Look at intellectual property concepts in collaborative research” (Great Plains IDEA Academic Deans Meeting Minutes, April – May 2002).

VII. Intellectual Property. All discoveries, technology, know-how, trademarks, copyrights, patents and intellectual property arising out of or in connection with an inter-institutional program shall shall [sic] be governed by the Alliance Member institution authoring, crating [sic] or conceiving and reducing it to practice and shall be subject to such terms and conditions as may be contained in any agreement that the Alliance Member institution may have with the sponsors, and shall be subject to the institutional intellectual property policies of the Alliance Member institution (Memorandum of Agreement Great Plains Interactive Distance Education Alliance (Great Plains IDEA), April 30, 2002, p 2).

“ . . . Does the name of the Alliance need to be trademarked? . . . Issues to hold for conference call—copyright issue; we will get an updated version and have our attorneys review” (Great Plains IDEA Academic Dean, April 2003).

“Copyright Transfer Form – This form was reviewed. Members will refer this statement to the appropriate officer at their institution.” (Great Plains IDEA Academic Deans Conference Call Meeting, June 2003). See Appendix F for an example of the form used.

The information that was adopted for the Alliance MOA did not differ very much from the draft that was discussed in 2002. The major changes are highlighted below.

ALLIANCE MEMORANDUM OF AGREEMENT

VII. Intellectual Property. All discoveries, technology, trademarks, copyrights, patents and **other** intellectual property arising out of or in connection with an inter-institutional program shall be governed by the **Great Plains IDEA** institution authoring, creating or conceiving and reducing it to practice and shall be subject to such terms and conditions as may be contained in any agreement that the partnering institution may have with the sponsors, and shall be subject to the institutional intellectual property policies of the partnering institution. (Alliance/Resource Center, Oct 2010).

The decision to adhere to the individual property right policies as stated by the developer’s institution was another logical decision made by the Board. Not only did that remove the Board (and therefore Great Plains IDEA) from that discussion, it also acknowledged the rights of each institution to maintain their intellectual property rights relationship with their faculty. It did not, however, completely address the issue of multiple developers from multiple institutions.

The archival information gathered and presented so far in this chapter has been organized by topic area and date to demonstrate the process. The evolution is

important to clearly highlight the time and work involved in the creation of an entity. The rest of the chapter will be organized utilizing an analogy. The metaphor that will illustrate the analogy comes from the steps involved in building a structure such as a building.

Building

Analogies are widely used in qualitative research to facilitate the interpretation and understanding of findings (Bernard & Ryan, 2010; Miles & Huberman, 1994). This approach is connected with the development of an organizational metaphor suggested in policy analysis by Yanow (1996, 1999). The organization of the rest of this chapter will be an analogy of the process of building a physical structure. The process is quite simplified yet there are several parallels between building a structure and building an organization. Building a building requires different teams of people with different skills being utilized at different times during the process, as does building an organizational model.

An Idea for a Building

The first step of a project is to imagine it, and then what comes next can be considered. The College of Human Resources and Consumer Sciences at the University of Nebraska invited a few colleagues from the Great Plains area to meet to discuss an idea to offering distance courses from different institutions to satisfy degree requirements. While this idea was not completely unique, there was precedent set by NUDC for example, it had new elements. The two primary unique elements were offering the degree from any of the member institutions while utilizing the same courses and, although it was not on this first agenda, common pricing for all tuition

regardless of the offering institution. This meeting took place in 1994 in Lincoln, Nebraska and was the beginning of the Great Plains IDEA. “. . .[W]e all went home and thought, we better get going; they are ahead of us. You know everybody thought that” (participant V, June 21, 2010).

Vision for a Building

Once the ideas come forward and there seems to be interest, the project needs to be visualized to take form. “When . . . [I] talked to Graduate Council, their question was, how do you know this [Great Plains IDEA model of collaboration among institutions] is going to work? Thought it was an excellent question. And I said. . . we don’t know if this is going to work, but if it does, it’s going to be powerful” (participant V, June 21, 2010).

In this case, an important part of the vision was inter-institutional collaboration. This model would take the typical collaboration of consortia to a new level by sharing courses and instructors and accepting them toward a full degree. To anticipate and dissuade issues that institutional policy differences could cause, it was determined that principles for collaborative work needed to be drafted and agreed to. ”At an early meeting,. . . principles for working together [were drafted]. . . One is, Behave as equals. . . The second, Respect institutional differences. . . Third, we wanted this [collaboration] to be. . . transparent for students. . . “ (participant V, June 21, 2010).

Shared vision and collaboration required shared knowledge. During the early stages of the project, there were workshops to introduce interested participants to the idea of the changing modalities of distance education. The University of Nebraska

had a history of delivering courses via correspondence and Colorado State University had been delivering course content utilizing video for more than twenty years, but the practice of online delivery was new to much of the university community. These workshops encouraged information sharing regarding distance education and the development of Great Plains IDEA.

There are elements in [the Great Plains IDEA Board] that are rarely present. But when they are [present] you can move ahead, and when they aren't, you can't. I call it intellectual generosity. If everybody has it, so nobody is there soaking up the intellectual gain – taking it to work just for their own advantage – but everybody is pouring into the knowledge base, everybody goes home better informed, better able to work in this new environment, and thinking that, my life back home is better because of these people I'm working with out there. That [intellectual generosity] laid the groundwork [for this collaborative model] (participant V, June 21, 2010).

With any building project, there are likely to be missteps. They may come from a lack of knowledge like missing required inspections or they may come from a lack of communication like the following example.

Early in the process, an evaluator was hired to see how the project was progressing and where there might be issues to be addressed. The following is an excerpt from Leadership Team (aka Board) meeting minutes in 2001 when the evaluator reported findings.

. . . [The] evaluator found that faculty are working together, institutions are changing as a result of the project, the work of the Alliance has a high profile and is nationally visible. The power of peer pressure (from other universities in the Alliance) gets policies in place at each university. . . . [S]ome concerns that need attention:

1. Faculty feel they are asked to assume administrative as well as curricular roles. Faculty feel powerless—they want to teach, but do not want to administer the program.
2. The question of “Who is in charge?” troubles faculty.
3. Some institutions are waiting for others to set policies.

4. The mix of course management [software platforms] systems is a bit troublesome for students (Leadership Team Meeting Minutes, 10/29/01).

Some of the concerns the faculty expressed had previously been discussed and some, like the faculty assuming administrative as well as curricular roles, were in process. The issue was addressed in a meeting held in February of 2001 when it was decided that faculty would not be listed on the website or in the program brochures as the contact person for the program. This meant that faculty members were not the first point of contact for prospective students. Each university has a campus coordinator for each program who is charged with this duty. In some cases, this point person may be a faculty member but it is more often a role assignment within the Continuing Education unit.

October 2, 1996, during a meeting of the Deans Council, operating principles were discussed and adopted. Those principles included the desire of the Council to be inclusive and leadership to be shared. This inclusion and sharing with no mention of final authority could make understanding of “who is in charge?” less obvious than when there is a pyramid style leadership design with an obvious person or group with ultimate authority.

Discussion about choosing a standard course platform began in 1996 so the faculty concern in this area was not new. There was discussion and even movement toward a standard platform but the price was prohibitive for some institutions considering the potential return on investment. “Although a universal courseware product would be ideal, campus technical support and hardware make it impossible to specify one product across multiple campuses: NDSU and ISU will not support

LotusNotes LearningSpace. . . ; OSU will only support LotusNotes LearningSpace; NU supports LearningSpace, WebCT and FirstClass. . . ” ([Board] Meeting Minutes, 1/9/97). It was decided that it was more reasonable to expect students to learn more than one software program than it was to require institutions to provide more than one platform.

The faculty concerns, while initially discussed and presumably answered still continued in 2001 according to the evaluator. No current faculty evaluation was found that would indicate whether the faculty continues to feel these frustrations or not.

Funding a Building

The next hurdle in a building project is financing. Educational programs often find their funding through government grants. In the case of Great Plains IDEA one of the first grants they applied for was written to pay for the development of the Family Financial Planning degree program. According to Participant V, that grant, while well written and thought to fit all of the granting agency requirements, was not financed due at least in part to the granting authorities feelings about funding development of courses that would increase employability of a professional group that was already well funded.

The next large grant that was written was to the FIPSE/LAAPP group. The FIPSE/LAAPP grant was awarded in 2000 to Kansas State University to fund participants in Great Plains IDEA in development of a model for collaboration among institutions of higher education; as opposed to individual programs (Great Plains IDEA Board Documents, 2007). This was a three year grant that set the group on their path of building a model. This grant allowed Kansas State and/or Great Plains IDEA

to begin creating the model and offering courses without the need to be immediately self-sustaining. It is not unusual for a program to operate without profit for the first few years so it is important to have a funding source other than tuition during the early growth period. This grant also helped with the cost of the meetings and experts who were so valuable in the vision stage.

Planning the Building

“God is in the details” Ludwig Mies van der Rohe, architect

When building a structure, the plan is often created by an architect or a group of architects. The architects of the Great Plains IDEA model included the Board, a consultant with experience developing higher education policies, and the Functional Sector Teams. They brought their imagination and past experience to the project as their skill set.

The [FIPSE/LAAPP] grant introduced the concept of Functional Sector Teams. The proposal called for six Functional Sector Teams with members from eight institutions. . . The Functional Sector Teams (in alphabetical order) were:

- Academic Deans
- Continuing Education Deans
- Human Sciences Faculty
- University Finance Officers
- Graduate Deans
- Registrars (Great Plains IDEA Board Documents, 2007, p 8).

The Functional Sector Teams were composed of the people from the member institutions who had responsibility in the respective areas. Each team had at least 10 members and there were 6 teams or in other words, there were a minimum of sixty architects of the Great Plains IDEA model. Each team had expertise and knowledge that the others may not have had. In brief, here are some of the reasons these teams were chosen.

- The Academic Deans were all from the Human Sciences colleges and were the program experts and understood the faculty reward system at their institutions. This team evolved into the Board.
- The Continuing Education Deans understand distance students since most distance courses from campuses ran through their units. They also had experience working within the rules of the institution while maintaining a self-funded model.
- The Human Sciences Faculty are the course content experts who also understood the challenges of instruction. Their expertise included the academic advising of students to ensure the students' goals and the programs' outcomes were in alignment.
- The University Financial Officers knew the institutions' needs to make the program financially sustainable and the mechanisms to pay the faculty.
- The Graduate Deans had the knowledge to understand and forge policies around student admissions and course transfer issues within their institutions.
- The Registrars were the ones who pulled all of the decisions together and made them work within their institutions' systems. "[The] Registrars have this philosophy, you tell us what you need and we will make it happen" (participant R, June 20, 2010). In each of these Functional Sector Teams the person with the actual title, for example Human Sciences Dean, had the option of sending another member of

their staff who the Dean felt had more expertise in the particular sector area, like the Associate Dean for Graduate Studies, rather than personally being a part of the Team.

The skills and imagination of the teams planning the Great Plains IDEA model kept the initial group going and working together until they received the grant. One skill was to know who has the most influence on any given topic and be sure that person or group was involved in the decisions. Participant V put it a little differently. “Just before we put . . . [the policies] up, we arrived at the issue that I call, Every Policy has an Address, and you had better know the address for every policy and work with that box-holder. Whoever it is who is responsible for that policy is the person who has all the power about that policy; not all the power – it is disbursed all over the place – but the ultimate power . . . Initially, our policies did not adequately include department heads – major problem. And [there needs to be] a Dean who will back up the department head and a Provost who says this is a good idea to do, [and] sure our culture permits this kind of diversity in educational offerings” (participant V, June 21, 2010). Once all of the plans have been created and approved, it is time to start building the structure.

Build the Building

Building a structure means bringing new expertise to the project while continuing to depend on the planners for details. The same is true when building an educational model. New skills were needed to make the model viable while the original architects kept the plans true to the vision. In the case of Great Plains IDEA, building in the form of admitting students and offering courses was moving in parallel

with much of the policy development meaning that some of the early students learned under different circumstances than later students. Some of those different circumstances included number of programs and courses available, accessibility of student information among Great Plains IDEA member institutions, and number of member institutions.

The successes of this building project can be shown in many ways, perhaps one of the easiest is in the number of programs and enrollments between 2003 and 2008. As detailed in Table 2, there were three programs with 103 students in 2003, and by 2008 there were five programs with 1,491 students. Fall semester 2010 seven programs offering 110 classes with 935 students enrolled. If past experience is an indicator, in academic year 2010-2011 approximately 300 courses will be taught for 2,100 students.

While students were being recruited and taught, the Functional Sector Teams were debating and fine tuning the policies. As was shown in Chapter 3, this was not a quick process. The following figures represent the Functional Sector Teams involved in the policies of interest. Figure 2 is a representation of the Functional Sector Teams responsible for the creation of the overall policies. Every policy may not have been a topic of discussion for each Functional Sector Team represented here, but they are ultimately responsible for and impacted by all of the policies that govern Great Plains IDEA.

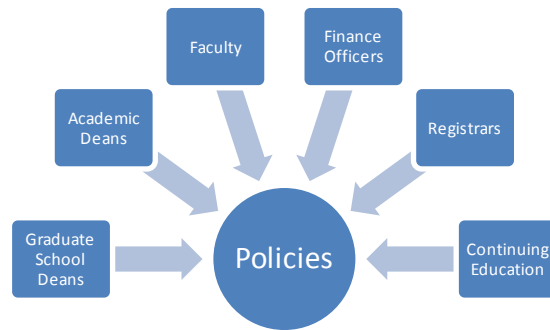


Figure 2: *Functional Sector Teams*

Figure 3 is a representation of the Functional Sector Teams primarily impacted by and responsible for the financial policies.

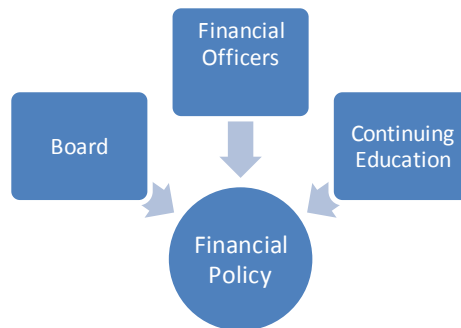


Figure 3: *Financial Policy Functional Sector Teams*

Each of these teams, as is true with all of the policies, brought different expertise and a slightly different perspective. The Board was charged with protecting the overall success of the Great Plains IDEA, the Financial Officers needed to be sure that the funds were collected and distributed in a way that was not a burden for their academic unit and institution, and Continuing Education monitored the processes required to collect and disseminate the funds.

Figure 4 is a representation of the Functional Sector Teams primarily impacted by the leadership policies.

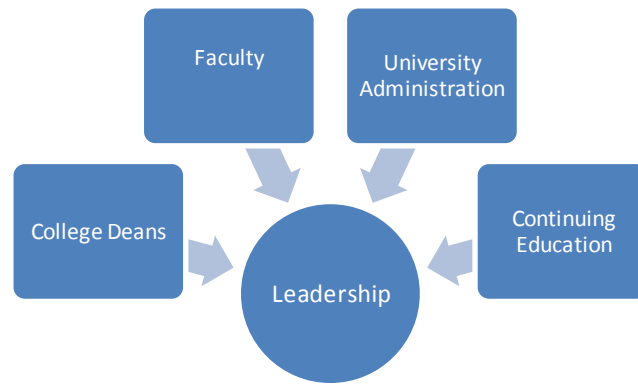


Figure 4: *Leadership Policy Functional Sector Teams*

The Board as the decision making entity has the ultimate responsibility for the policies including final approval of inclusion of courses and programs under the Great Plains IDEA umbrella as well as the common tuition rate.

The interview participants consistently referred to champions or heroes. “. . . and our two heroes (well, there were a bunch of heroes)” (participant *S*, June 20, 2010). These leaders were so designated because of their ability to accomplish the job. They had an ability to bring everyone in and move issues to agreement. “That was one thing I admired about *AA* the Chair of the [finance] committee: He listened to everybody and gave everybody an opportunity to speak. I was very impressed with how their sessions went” (participant *R*, June 20, 2010). “*J* is an extraordinary person. She is just extraordinary. She truly could do things that I don’t know that anybody else could do” (participant *V*, June 21, 2010). It became obvious that “champions” meant leaders and diplomats.

Figure 5 is a representation of the Functional Sector Teams primarily impacted by the intellectual property policies.

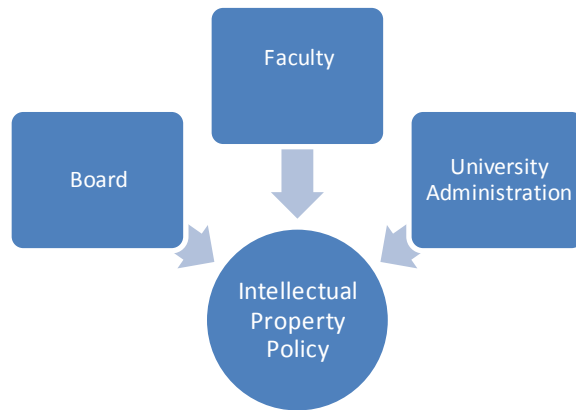


Figure 5: *Intellectual Property Policy Functional Sector Teams*

Early discussions set the stage for proactively addressing what could have been a point of contention. Some institutions consider the intellectual property of employees belongs to the institution while others indicate they are a shared ownership between the institution and the developer. Participant *S* expected Intellectual Property Rights to be a point of conflict and was somewhat surprised that it wasn't.

I guess the idea is that if I'm creating a course, I'm creating it for [my institution] even though Family Financial Planning asked that it be my course but it is [my institution's] agreement with me not Great Plains. Now I found that I worried a lot about that. I worried . . . [but] what we found was that faculty would say things like, well, I don't want to teach it this semester do you want it? Whoa, whoa – intellectual property! And it was like I'll just send it to you. Or there were some co-developed pieces [modules] in Youth Development, and then it was more over whose course management system would we use versus anybody fussing over these are my six modules and those are your four modules. It was more we're using Blackboard, you're using Angel, or whatever, whose course management system do we build it on was more the debate (participant *S*, June 20, 2010).

Onsite Changes

While the building is going up, changes can occur. The materials that were specified are no longer available or practical, an inspections shows that the soil requires a different footing, or an institutional champion moves to another institution.

Participating universities changed over time. For some of the initial participants, for example Wisconsin, the policies did not work and some like Colorado State who did not start with the original grant joined later seeing that Great Plains IDEA provided a way to better utilize their resources. In some cases an institution may find they have more student interest in a particular degree than they anticipated and decide to offer that degree after all.

When onsite changes are needed, there may be a work stoppage while decisions are made. In the case of Great Plains IDEA, there were times when there were differences of opinion during the policy discussions so two strategies to keep the process moving forward were employed. When consensus was not reached in a reasonable amount of time or the topic seemed stalled, the topic of the debate would be moved to the next meeting agenda. According to Participant V, this gave the participants time to think about the decision and debate among themselves then come back ready to make a decision.

“Okay, we have heard our debate. We have two sides identified here. Let’s leave this on the agenda for next time. That gives us time to work back and forth and try to come to some answer that works. The goal is to avoid a consensus answer that pleases nobody and doesn’t move you ahead. We’ve got to get to a good answer; we just can’t settle” (participant V, June 21, 2010).

The second strategy was to move the topic to a subcommittee for research and solution. This process was utilized during the MOA discussion. Since an MOA is a legal agreement, the institution legal staff was very careful about the wording. “So some [institutions] had very specific things that were in and some other things that they wanted in. There were some compromises. Okay we’ll agree” (participant *S*, June 20, 2010). “We would be with the University attorney here . . . to really make sure we were on track, then have the Board members take it back to their attorneys to see if they were okay with the wording” (participant *R*, June 20, 2010).

Building Utilization

As Participant *V* said, the consortium was offering courses and admitting students six years before the MOA was signed. The MOA is the agreement to participate and abide by the policies of the consortium. Even with an MOA there may be a misunderstanding regarding use priorities. The following two examples of conflict show that finances, leadership, and ownership were important concerns to the Great Plains IDEA members but there was not always an understanding of how best to protect these policies.

There are things that caused hurt feelings, and I think one [is]. . . [w]e offer a Personal Financial Planning certificate, and then the students feed into the Master’s degree. There was a real concern, because our website put people coming here into our certificate program that had a little different format, then bumped them into the Great Plains. That meant that other universities teaching core classes in financial planning didn’t quite have as many students as they wanted. I justified our having that in two ways: 1) It was a very different kind of a program, 2) We always kept the price a little above Great Plains’ price so there was no financial incentive to jump to the other one, 3) when we started, nobody else wanted extra students. But over time as they built capacity they wanted more. We still have that other program. Now I don’t hear this at all. Everybody has a lot of students and the program is flourishing. But that was a stressor.

There are stressors when classes aren't taught as well as they ought to be and trying to . . . [have] every university pulling its weight on these things. There are stressors now about who gets income from programs. Some places just want to teach courses and don't want to admit students. It turns out you can't have places doing that (participant V, June 21, 2010).

As additional institutions and different disciplines within the universities became interested in the model, there was at least a perceived need to redefine the limits and the expectations of new participants.

[We] need to keep in mind that we did do a lot of investment in creating the model. The model works so well for program alliances. Happy to have [other disciplines] affiliate with Great Plains IDEA only if we are clear about their power within the Alliance. Do we want to give away part of the leadership? It is a nice thing to do to bring in other disciplines. [N]eed to think about whether [we] want to give away part of the leadership. Need to think about income – need to think about our mission and how we would accommodate other programs coming in, . . . [they] will decide if [they] want to come based upon the appeal to them. [The Great Plains IDEA] models are in public domain because [the models were] built with federal support” (Great Plains IDEA Board of Directors Conference Call, May 2006).

Others Following the Model

"It is better to be good than to be original." Ludwig Mies van der Rohe
(Quoted in *Words of Wisdom*, by William Safire & Leonard Safire, 1989).

In education as with building, it is not unusual for a model to be adopted by others. The Great Plains IDEA model is one that met with almost instantaneous adoption, with some adaption for the unique circumstances of the consortia. “In three years’ time, half of the people that started with us were gone, so we kept reintroducing new people. That’s how fast the turnover is at a university. It also meant that by the time this project was done, 60 people had gone out to other places and were already using the model. It was the fastest spread of a model I have ever seen. I’ve never seen

anything like this. So it's all over the US now just because people were a part of it, and liked what was happening, and it made sense, and they went off to other places” (participant V, June 21, 2010).

Summary Information

Some of the building blocks of the Great Plains IDEA model have been mentioned here. These building blocks include an attitude for success that kept the initial designers going until they received the grant that helped fund their work together to build the Great Plains IDEA model. Each of those participants represented not only their educational discipline but also their institution. In general the participating institutions are land grant universities that receive funds and are subjected to regulations from many sources. A percentage of the funding for the Alliance came from grants, such as the FIPSE/LAAPP grant, that are regulated by the federal or state government. The layering of rules and regulations seems quite significant. With the layers of regulations and the differing needs of each institution, the policy process was very complex indeed. The signing of the MOA in 2002, and the ending of the one million dollar FIPSE/LAAPP grants in 2003, seem to have been pivotal points in the creation of the Great Plains IDEA model.

Table 5 is a brief overview of the policies as they were early in the process and as they were when this research was completed.

Table 5

Policy Evolution

	Early Policy	2010 Policy
Financial Policy	Each institution charged its own tuition with 12.5% going to the consortium and 75% going to the teaching institution. Some thought the distribution would be a nightmare.	A common tuition rate is set each year in consultation with the financial officer functional team, with 12.5% going to the consortium, 75% going to the teaching institution, and the final 12.5% going to the home institution. The teaching institution bills the home institution near the end of the semester.
Leadership Policy	Followed the grant dollars.	The Board of Directors is made up of the Dean or Dean's designate from each member institution. The officers are then elected from among the Board members by the membership.
Intellectual Property Policy	Ownership was with developer(s), institution, plus Great Plains IDEA as described in the "copyright transfer form."	Intellectual Copyright followed the policy of the developer's institution.

Chapter 5 will more completely explore my impressions from the research as well as suggest additional research for this topic area. There will also be an exploration of additional uses of this collaborative model.

CHAPTER 5

Yanow's (2000) Step 4 basically calls for a discussion of the point developed through Steps 1, 2, and 3. This chapter will present this discussion through a summary of the study, the findings focusing on the three major foci of the study (general policy creation and specifics of financial policy, leadership policy, and intellectual property policy.) Next the findings will be related to the literature with a focus on best practices. The chapter concludes with a presentation of new insights and recommendations for further research.

Summary of Study

There was historical information regarding several examples of consortia and the development of one particular consortium, Great Plains IDEA. The process and history of the study was described utilizing information from Marshall and Rossman, (1989), and Nisbet, (1999) who described the research methodology of qualitative policy analysis. Their work informed the process and the analysis of the information gathered through the search of archives. Utilizing qualitative policy analysis as the research methodology allows looking at the past to better understand the present. The emails, policies, and meeting minutes were created in the past with a vision of where they would take the consortium. The participant interviews allowed for remembrance of the past through the lens of the present.

The assumption made to complete this study was that through gathering, reading, coding, and discussing the documentation of the three selected Great Plains IDEA policies (financial policy, leadership policy, and intellectual property policy) and the policy development, finding the significance and meaning of the policies

would be possible by understanding the climate in which the policies were written. This is the constructivism process of taking objects (the archival information) and adding thought and process to find the meanings. The focus of this study was an educational consortium known as Great Plains IDEA. The consortium was the concept of a few university leaders in the Human Sciences discipline. These leaders developed a model to bring faculty from member universities together to educate students in areas of unmet industry need. The advantages of the consortium over any one institution instructing the full degree program came down to resources, both financial and intellectual. No one institution had the breadth of faculty expertise or the financial resources to develop the depth of program as does a consortium of several, in this case 11, institutions.

The Great Plains IDEA model includes not only the college administration and faculty but the university administration as well. The Board of Directors for Great Plains IDEA is made up of the college deans, or their designates, and each functional sector within the university that was initially seen as necessary to the success of the consortium. The administrative teams range from teaching faculty to extended studies directors to graduate school deans to registrars to financial officers (Great Plains IDEA Board Documents, 2007). These teams are the ones who know the university rules and policies. They knew which rules and policies were flexible and which were not. Thus the functional sector teams did most of the policy negotiation, with the Board available to prioritize need and hone the policies (participant *S*, June 20, 2010; participant *R*, June 20, 2010). Verduin and Clark, (1991) said that the success of a distance program hinges on communication throughout the design process. Because

of the inclusive nature of the operating principles adopted by the Deans Council in 1996, communication and inclusion were early guiding principles.

Findings

The model developed by Great Plains IDEA members appears to have worked well for them. From the research of other consortia and an objective look at best practices, a rubric is presented to identify the basic information to be considered when developing consortia policy, the information that was created for the Great Plains model, and the information that may not have been considered that would take the policies and the consortia to the next step of efficiency. The importance of these improvements may not always be obvious, so what follows is a discussion of my reasoning. Many of the improved steps were considered or eventually adopted by Great Plains IDEA.

The following rubric, segmented by researched policies and level of information, illustrates policies that have been described as best practices, those that were innovatively created by Great Plains IDEA, and those that may offer improvement in consortia policy development.

Table 3

Policy Rubric

<u>Policy Creation</u>	<u>Best Practices</u>	<u>Great Plains IDEA Innovations</u>	<u>Gaps</u>
	Know the goals and vision	Include College Deans	Work with Continuing Education
	Board Commitment Work with your partners strengths	Include Functional Teams Know the policy decision maker	Include all Stakeholders
		Secure College level agreement Secure University level agreement Maintain transparency	
<u>Financial Policies</u>	Keep it simple	Set tuition either across programs or within programs but be consistent	Include Continuing Education
	Set distribution	Understand the impact on students' financial aid	Fund Marketing from the beginning
	Develop a strong business plan	Establish initial funding source	Pay for student services
			Predetermine go/no go parameters
<u>Leadership Policies</u>	Develop campus champions	Build in communication	Include Continuing Education early
			Articulate the benefits and detriment of consortium membership Set membership standards early

**Intellectual
Property
Policies**

Know partners' policies

Follow partners' policies

Include faculty

Clear policy with universities'
legal staff

Include "instructional
designers"

Determine "what ifs" prior to
them happening

Policy Creation

Transparency during policy development may be difficult given the fact that all eventual stakeholders were not yet present. Intentional broad communication is the key to transparency. When creating a new model there may be reasons beyond understanding the scope of stakeholders that discourages this level of communications. Some examples would be; not choosing to share the model until it is complete, relinquishing some of the control of the process, and not realizing that communication is not as broad as it needs to be.

Continuing education units often have expertise in self-funding, marketing, and student engagement that colleges and faculty or even most administrators do not. The broad inclusion of these units from the beginning of the process could save the reinvention of policies and procedures that are routine to the continuing education units. An example in the case of Great Plains IDEA, understanding of funding would have been more complete with additional input from the Continuing Education team early in the process.

Including all stakeholders is important to secure buy-in but also to elicit input from all who will be affected by the policy. In the case of Great Plains IDEA, the policy makers were inclusive as far as it went; however, if the process has been more transparent, others with a different lens may have helped shape the policies and avoided the need to make changes after the policies were enacted. The main group of stakeholders that were not represented was the students. By the time the policies were being discussed and written there had been registrations and therefore students in some of the classes in financial planning. The input from former and potential future

students would have been very informative. The issues of transferring credits for example may have been higher priority if potential students had been involved in the discussions.

Financial Policy

Including the continuing education units is especially important when creating the financial policies because in many instances they are the unit that can collect and distribute funds as part of their standard process. They are well versed in the rules and requirements of their campus and state as far as fund transfer is concerned. They also typically understand self-funding models to a greater degree than most units within a university.

Marketing a program is not always understood by individual colleges. Often students choose a university because of local recognition of the university name, the college or faculty reputation, or because of campus location. These factors may not be present for distance programs. While it is true that consortia offer increased name recognitions by including members from different geographic areas, there are still areas that are not covered by a member institution. Marketing of the consortium as a unit rather than each member managing their own marketing is more economical as well as more equitable for all members. If one member has a strong marketing department and another does not, students may be drawn away from the weaker member by the savvier member. Marketing is an expensive undertaking that needs to be a shared expense on the consortium level.

Student services are a strong recruitment and retention tool. Like marketing it may be misunderstood or not considered a consortium level process. The students'

educational plan and admission may need to be handled at the institution level unlike the basic of; academic advising, preadmissions advising, financial aid suggestions, programmatic questions, technical requirements for the software platforms, and general question answering. These questions can be efficiently handled by a central student services unit established by the consortium which provides uniform and complete information. Another advantage of centralized student services, beyond constancy, is accessibility. When instructors are also advisors, their time is much more limited than when it is someone's primary duty.

Predetermining go/no go parameters helps all members see the bigger picture. I have never known a group that thought their program would fail. I have worked with groups that were not able to grow their program because of the tuition funds generated did not allow for additional development or staff resources. When parameters are set and known from the beginning cutting or growing a program is not based on emotion but on documented expectations.

Leadership Policy

Including continuing education early in the process is important for some of the same reasons stated above. All member continuing education units should be included, not just a representative unit, because of their understanding of the subtle differences within the policies of different institutions and states.

Articulating the benefits and risks of membership may seem obvious and easily completed. Unfortunately, those encouraging others to join the consortium are often the ones who initiated the idea and are now the leaders who may see the benefits much more clearly than the risks. Having a well thought through, two-sided understanding

of the consortium for discussion purposes will help decision makers decide correctly regarding membership. It is not only the policy makers who need this understanding but also the faculty. They need a realistic idea of the time and energy commitment that will be expected from them.

Set membership standards early, not after members have joined the consortium and are not participating in the way imagined. As with any organization, a consortium must have policies of membership that are standard and defensible. If the leadership does not set these policies early it is difficult to enforce them. An example would be a stated expectation of student recruitment. If a certain number of students are not utilizing a member institution as their home institution by a certain time, then what? This must be articulated at the beginning not after there are institutions who are only teaching courses and not recruiting students.

Intellectual Property Policy

Deans with faculty appointments certainly represent faculty but may not ultimately be the course creators. The creator is the person whose intellectual property is incorporated into the course and therefore must be protected. Because of this, they need to have a strong voice at the policy development table. Some institutions have shared ownership so all stakeholders must have the opportunity to voice their needs and expectations of the policy.

Instructional designers may also have intellectual property in the course and therefore also need a voice at the table. They are utilizing software to assist the course developer in the creation of a unique course. In some instances the instructional designer's role may be considered part of the institutional support for the course

creator or it may not have been determined yet. There could also be use restrictions for some software to be considered. The instructional designers would be more aware of these licensing limitations than the developers.

“What ifs” are one of the basic reasons for policy creation in the first place but when working with different institutions in different states it is very important to imagine what is likely to need to be addressed and what might need to be addressed. The Great Plains IDEA intellectual property policy relegates ownership to the institutional policy of the course creator but that may not suffice when there are multiple creators from different institutions. There are property rights agreements with publishers when there are multiple authors and it would be wise to have the same sort of pre-issue agreement among the creators of courses. The institutional legal department is an important resource for this area.

Findings Related to Literature

Stage and Manning (2003) talk about document analysis strengths and limitations.

“Strengths of Document Analysis: typically available, usually of low cost, stable, rich sources of information, contextually relevant and grounded, language is culturally rich/appropriate, information about things that cannot otherwise be observed, tend to be precise and detailed. Limitations: noninteractive [one-way communication] and nonreactive. . . Questions to the creator regarding intent are separated by time and circumstances that may skew the information. Documents only show one intent/view - the one preserved. Researchers must keep in mind that documents are literally a record of an event" (p. 87).

My experience was that the documents were somewhat available. Unlike the policies that are readily available the meeting minutes, especially the early meetings were somewhat more difficult to obtain. If I had not had access to the member’s only

section of the consortium website and/or know those who do, it would have been difficult to follow the evolution of the policies. The amount of detail was interesting because some areas were very detailed while others were quite general. The revisions to the bylaws were so well documented and available that language changes from “will” to “shall” and who suggested the changes were archived yet the discussions around who should lead the Board was not detailed or archived and only recounted by the interview participants.

The limitation of one view described by Stage and Manning was somewhat true for this research. The emails and the handwritten notes on the agendas provided more clarity of policy development than the minutes. The interviews with three of the original participants were also enlightening but as Stage and Manning said, they were separated by time from the creation of the policies and some detail was likely forgotten or deemed unimportant.

From the information gathered from the interviews, the collaboration Johnson (1988) describes seems to fit Great Plains IDEA. Early in the process a list of principles for working together was created. This list outlined the expectations of behaving as equals, respect institutional differences, and be transparent to students (participant V, June 21, 2010). The first two principles are pretty self explanatory but the last, be transparent to students, really means make the system easy for students to navigate. The students are relieved of the need to understand the administrative part of the process because they are part of one institution that moves them through the more difficult administrative functions of many institutions who are members of the Great Plains IDEA.

Baus & Ramsbottom, (1999) suggest that a successful consortium depends on the quality and dedication of leadership. The interview participants each talked about their champions or heroes who took the lead to make things happen when needed. Participant *R* talked about how one really outstanding leader encouraged the more thoughtful and quiet members of the functional team to voice their ideas. Participant *V* talked about the champion who redirected conflict to lessen emotion and encourage resolution. In the emails there was discussion of the person who was Board Chairperson staying on in the position to encourage continuity of leadership (Great Plains IDEA Board of Directors Minutes, Dec. 2003).

The Provus model was one that the Great Plains IDEA Board referenced. The model has four stages plus one optional stage as described by Alkin & Christie, (2004). The Provus model fits what the Great Plains IDEA Board developed.

- 1) Define the goals

The goals were restated in a survey that was sent to the member institutions at the beginning of the FIPSE/LAAPP grant period. “[A]llow . . . institutions to use lessons learned in program implementation to develop national model policies and practices for inter-institutional distance education programs at the post baccalaureate level” (Great Plains IDEA FIPSE LAAP Project: A National Model for Inter-Institutional Postbaccalaureate [sic] Distance Education Programs Survey 1. Faculty Incentives Policy and Practice Survey, nd). This goal has highlights that lead the consortium. Some are: use lessons already learned by the institutions when developing and implementing programs; the model was

designed to develop policies and practices; the model was to fit inter-institutional development; and the focus was post baccalaureate degrees. The goal makes it clear that the idea was not to develop programs but rather a model.

2) Implement the program then reevaluate

The reevaluation of the model takes place when another group or discipline decides to utilize it. As Participant *V* said, this model has spread very quickly across the county and in different disciplines. The model is being closely followed by the AG*IDEA consortium and was encouraged by some when the Big12 engineering consortium was being formed according to Participant *S*.

3) Set short-term goals for evaluation

The short term goal was to bring all of the right people together one or two times a year to learn about and discuss distance education.

“[B]efore each meeting. . . we lined out our objectives for that meeting: What people needed to know when they left, or decisions to be made while they were there. We were very intentional about outcomes of meetings. We wanted people to know coming in what the meeting was about and what its objective was, and where we intended to be at the end” (participant *V*, June 21, 2010).

4) Verified the extent to which ultimate goals were attained

“The GP-IDEA Alliance achieved the stated outcome: a coherent set of policies and practices that would be more useful than the existing

collection of “exceptions” and policy variance permissions given at each participating university for single programs” (Great Plains IDEA FIPSE LAAPP Final Evaluation Report and Appendix, p. 4).

5) Cost analysis

“[T]he Chief Financial Officers. . . arrived at a very elegant solution with no complicated formulas – a very simple formula – and it has worked. . . . ‘We recommend a common price.’ The brilliance of the common price is it didn’t matter what the individual tuition was – could be low tuition or high tuition – as long as the price were a little bit above the highest tuition, didn’t need to be hardly any. . . . [E]verybody honored their state tuition agreements and we got a common price. It is working” (participant V, June 21, 2010).

New Insights

With the number of people involved and the differences among the institutions, I was very surprised at the apparent lack of conflict. As the interview participants said, there may have been conflict but it was discussed at the Functional Team level and those who could not ultimately agree did not join the consortium.

While Participant V spoke about the initial “hurt feelings” about one institution offering some of the early courses of the Personal Financial Planning program as a certificate thus having a perceived advantage as the home institution when students continued with the full master’s program. There was conscious effort to assuage these concerns by charging higher tuition for the certificate courses than Great Plains IDEA’s common price.

The immediately preceding discussion was due to the discrepancy in online tuition rates charged by the different institutions. The institutions that charged a higher rate did not want to lower their rate, probably due to funds allotted to different

areas and/or used as funding source for projects or ongoing expenses. The institutions that charged a lower tuition rate felt that raising the rate would make them less competitive in the market.

While listening to a conference call of one of the functional sector teams in June 2010, I learned that this strategy is still the one of choice. There was a difference of opinion that went back and forth among the participants until the call facilitator suggested everyone think the process through and discuss it further during the next conference call where it will appear on the agenda as a decision.

I was surprised to be allowed access to emails sent to and from members of the Board. These emails gave a flavor of the struggle to bring the group to consensus as well as identify some of the more vocal of the founding members. I was also surprised at the openness of the members. The access to information I was given could have easily been considered off limits. I cannot unequivocally state why I was given this privilege but I suspect it is because I know the consortium, I know the people involved, I work within the consortium, I have proven myself over the years, and those providing the information did not feel that my use of the information was of a nature that would cause any harm.

And finally, I was surprised by the sheer amount of archival information. From the beginning this group appears to have known they were creating something unique that would need to be studied and replicated.

Beyond the gaps that were noted earlier there were signposts new consortia will want to consider as they move forward. These include keeping very complete records of all decisions and decision makers. While the Great Plains IDEA developers

archived a great deal of information they did not include details of decision making. It is important to note the process for conflict resolution but also the conflicts themselves. I can imagine times when each outcome would have worked, so why was one chosen over the other?

Another important piece is to think of the consortium as a separate entity. The rules of each member institution must be followed but the consortium is not truly a part of any one institution. Whether the members are from publicly or privately funded institution, the consortium is privately funded and must be structured in that way. This is a place where the extended education unit can be very helpful when they are also cash funded.

The final signpost is; a consortium can never assume that policies and or laws are interpreted in the same way at any two member institutions. With this in mind, it is important to keep each member's legal office involved. These signposts may be implied in best practices or mentioned in the gaps but here they speak more to the design of the consortium than the implementation.

Recommendations for Further Research

This research is only one small piece of what the Great Plains IDEA policies have to offer. There are many more policies within the consortium that deserve research. Another area of research within the consortium that could be quite rich is how the admissions criteria were determined. Every institution has similar yet unique admissions standards and expectations for their graduate students yet this group was able to agree on what must be required and what can be allowed to drop for these students. From phone conversations I know that the decision whether or not to require

the GRE for admissions into the dietetics program was a very long discussion because of the different requirements of the member institutions. The goal of consistency and lack of completion was so important to this group that they were willing to do what it took to make exceptions to their typical institution requirements for this program. The Graduate Deans also determined the transfer credit policy.

The policy that created the role of the lead institution is another policy that I think would be interesting to know more about. The lead institution is funded through revenues generated by the consortium members. It would be interesting to know how the use of the revenues is determined and the feelings of the members as to the value of the return on investment of those revenues.

Other groups have, to some degree, followed the model of the Great Plains IDEA. One group is AG*IDEA. An area of further research would be to look at the similarities and differences, and especially why the differences, in goals and policy. This inquiry may lead to discoveries about the transferability of the original Great Plains IDEA model.

A very different research opportunity would be to look at consortia in fields outside higher education. Are there similar struggles and agreements in industry? What about in business? Is the Chamber of Commerce really a consortium for local businesses? How would the lessons learned from Great Plains IDEA transfer to other fields?

Conclusion

Peterson, (2002) stated that a most successful consortium provides some “financial relief” to its members (p. 113). The Great Plains IDEA is a successful

model by this definition. During academic year 2009-2010, the Great Plains IDEA recorded approximately 1,025 course registrations for tuition recovery of approximately \$1,300,400 (*ExpansIS*). Of the \$1.3 million, 12.5% (about \$162,500) went to the lead institution, 12.5% (another \$162,500) stayed with the students' home institution, and 75% (approximately \$975,000) was sent to the teaching institution to support faculty and departmental costs.

Higher education may be at a crossroads. If the idea of no direct funding from states for higher education does indeed come to pass, changes within institutions will inevitably follow. What those changes will look like is anybody's guess. The lessons learned by the individuals and the institutions who participate in the Great Plains IDEA are lessons of leadership, cooperation, and collaboration. This is not to say this is the only example of these principles but rather this is a model that has enjoyed success as illustrated by the partial or complete adoption of its policies by others. These lessons are likely to be ones that will be carried with the individuals and the institutions into the next evolution of higher education.

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APPENDIX A

Sources of Data

Emails Referenced

Access to emails dated May 2001 through October 2009. Referenced the following:

From	Date
QQ	5/6/01
V	5/7/01
R	2/25/08
RR	10/3/08
SS	10/13/08
R	11/11/08

Meeting Minutes Referenced

Minutes GPDC Oct. 1996

Deans Council October 2, 1996,

Board Meeting Minutes Jan. 9, 1997

8th meeting, May 1998

9th meeting, Dec 2-3, 1998

Leadership Team Meeting Minutes Oct. 2001

Academic Deans Minutes April 28 –May 1, 2002

Board of Directors Minutes Dec. 2003

Academic Deans Meeting Minutes May 2005

Board of Directors Semi- Annual Meeting April 2006

Graduate School Deans Oct 1999

Graduate Deans Meeting Minutes Feb. 2001

Phone Conferences Referenced

Academic Deans' Conference Call Minutes Jan. 2002

Academic Dean April 2003

Academic Deans Conference Call Meeting June 2003

Board of Directors Conference Call May 2006

Board of Directors' Conference Call Oct. 2006

Agenda Handwritten Notes

Access to handwritten notes from October 2001 through November 2006. Referenced
the following

April 28- May 1, 2002

APPENDIX B
Policy illustration of Consortia

Comparing Consortia Attributes

Consort Name	Year Established	# Members	Goal/ Uniqueness	Leadership	Finance
Claremont Colleges	1925	8	All but one of the institutions is located on adjacent campuses, with Keck Graduate Institution about a mile away. Because of the proximity of the campuses, they share many central services such as libraries, chapels, and athletic facilities		
Atlanta University Center Consortium (AUCenter)	1929	4	The mission of the consortiums is to manage the university center for the use of the members and the community while containing costs and enhancing services		
Southern Regional Education Board (SREB)	1948	16	A nonprofit, nonpartisan organization the goal is to help eliminate duplication of effort by making content developed by a member or developed through corporate partnerships available to all members,	Works with leaders and policy-makers in 16 member states to	

			thus making course development more affordable	improve pre-K through postsecondary education	
American Distance Education Consortium (ADEC)	nonprofit international consortium incorporated in 1989 as Agricultural Satellite Network (AGSAT)	65	ADEC supports of courses and/or programs that fall under the agricultural, health and nutrition, and family and child-care umbrella. ADEC is not a consortium designed to provide courses and programs, although the members do provide distance courses, but, rather, a support mechanism for the providers	Managed by an executive director/president and a board of directors located in Lincoln, Nebraska.	The membership dues are used to support ADEC's small administrative staff.
Indiana College Network (ICN)	1992	13 colleges within Indiana	Indiana College Network is a consortium of that offer online courses and programs. Utilizes the "home institution" model	Policy issues such as learner services, faculty services, copyright issues, library services, market development, and program development are the purview of the Network Committee.	The ICN cost-sharing model states that each institution will charge the student the institution's typical per-credit tuition rate. The funds are divided in such a way that both the home institution and the originating institutions will cover their costs. Ninety percent of the tuition will go to the originating institution with the remainder staying with the home

National Universities Degree Consortium (NUDC)	1990	8	NUDC addressed a need of the market to earn a degree and a need of the individual members to better utilize their courses	Board of Directors made up of member institution Extended Education leaders	institution. Yearly dues are collected; no tuition revenues sharing
Great Plains IDEA	1994	11		Board of Directors made up of member College Deans or Deans designate; Lead Institution	One time membership fee plus tuition sharing

APPENDIX C
IRB

From: Janell.Barker@ColoState.EDU]
Sent: Tuesday, June 01, 2010 9:14 AM
To: Banning,James (EID); Selkirk,Linda (EID)
Subject: The following Protocol has been Approved: 09-1526H

The IRB has approved your protocol referenced below:

Protocol ID: 09-1526H
Principal Investigator: Banning, James

Protocol Title: Higher Education Collaboration Great Plains Interactive Distance
Education Alliance: Selected Policy Analysis
Review Type: EXPEDITED
Approval Date: June 01, 2010

This is not an official letter of approval. Your approval letter is available to you in the "Event History" section of eProtocol.

If you have any questions regarding this approval, please contact:

Janell Barker: Janell.Barker@Colostate.edu; 491-1655
Evelyn Swiss: Evelyn.Swill@Colostate.edu; 491-1381

TO ACCESS THIS PROTOCOL, LINK TO: https://csu_keyusa.net/?t=_blank

APPENDIX D
Great Plains IDEA Research Approval



October 28, 2009

Linda Selkirk
3226 Honeysuckle Ct
Fort Collins CO 80521

Re: Dissertation Research Proposal

The Great Plains IDEA Research Committee chaired by Shiretta Ownbey has reviewed your research request and unanimously approved your use of Great Plains IDEA policy- related materials for the purpose of studying Great Plains IDEA policy development as outlined in your request. In return, you agreed to comply with your responsibilities as outlined in the Great Plains IDEA research policy:

1. A copy of your IRB application and approval or exemption letter from Colorado State University will be sent to the Great Plains IDEA executive director.
2. Any publications related to this study will include the statement, "The study was conducted with the permission of the Great Plains Interactive Distance Education Alliance."
3. A copy of any publications related to this study will be sent to the Great Plains IDEA executive director unless prohibited by copyright.

On behalf of the Great Plains IDEA research committee and myself, we hope your research lends important insights into the work of policy development. We appreciate your work with Great Plains IDEA and wish you the best in this effort. Please let us know if we can be of further assistance.

Best Regards,

Carol A. Gould
Executive Director

APPENDIX E
Policies of Member Institutions

Common Pricing

Great Plains IDEA

“A common per credit price for all programs shall be established and approved by the Great Plains IDEA Board of Directors for each Academic Program” (Great Plains IDEA Policy and Procedures Manual).

Colorado State University

Colorado Department of Higher Education states that, “Statewide Extended Studies includes all on- and off-campus instruction offered through a continuing education or extended studies unit and instruction delivered away from a four-year institution’s home campus in Colorado. Instruction delivered by Statewide Extended Studies is cash funded unless otherwise approved by the Commission” (CDHE Extended Studies Policy).

Since extended studies units are self-supporting and must therefore gage their tuition amounts around cost of instruction as well as market limitation, they typically set their own per credit tuition with the oversight of their governing board. These units also negotiate the cost of instruction or distribution of funds.

Kansas State University

Kansas State Continuing Education also sets their tuition rates. The course tuition varies by course just as it does at CSU, plus there is a “premium” for distance courses of an additional \$20 for their regularly admitted students who take distance courses (DCE Kansas State).

Intellectual Property Rights

Source
Great Plains IDEA Policy

Relevant information

“All discoveries, technologies, trademarks, copyrights, patents, and other intellectual properties arising out of or in connection with an inter-institutional program shall be governed by the Great Plains IDEA institution authoring, creating or conceiving and reducing it to practice and shall be subject to such terms and conditions as may be contained in any agreement that the partnering institution may have with the sponsors, and shall be subject to the institutional intellectual property policies of the partnering institution. Each institution shall govern the intellectual property rights of faculty course developers. A course may be developed by two or more faculty members at different institutions. In such cases, each faculty member shall retain the intellectual property rights of the units that she/he developed originally. Kansas State University will hold the copyright interest for documents created for the Great Plains IDEA and agrees to display the copyright notice on all publications of such documents, to use the documents for the benefit of and the purposes of the Great Plains IDEA, and, for documents created under the FIPSE/LAAP grant in accordance with the Department of Education rules, and to give credit to all members of the Great Plains IDEA whenever feasible. Each institution retains a perpetual, irrevocable, royalty free right to reproduce, publish, prepared derivative works, access data, or otherwise use all works for educational purposes” (Great Plains IDEA[emphasis added]).

Colorado State University Policy

“Members are sole copyright holders of the content of their own lectures (Section J.1), whether prepared for traditional classroom delivery or by any other means. . . When Academic Materials are created with University Resources, the interests in those Academic Materials are shared by the Member and the University. . . “ (CSU Handbook [emphasis added]).

Kansas State University

Ownership of the various rights associated with copyright is dependent upon the specific type of intellectual property. *Creators retain all rights to copyrightable works, unless subject to the conditions discussed in this section.* Kansas State University asserts a limited ownership interest in some of the various rights as set forth

Policy

below. Since the University has a fiduciary responsibility for the appropriate use of state funds, unless otherwise provided for under this policy, *Kansas State University owns rights associated with works produced as "works made for hire" or other works that make "substantial use of institutional resources"* (KSU Handbook [emphasis added]).

Leadership

Source

Great

Plains

IDEA

Policy

Relevant information

Board of Directors

“The Academic Dean from the Human Sciences College or the appropriate institutional administrator of each Great Plains IDEA Human Sciences Member institution shall appoint one (1) representative to the Great Plains IDEA Board of Directors” (Great Plains IDEA Policy and Procedures Manual, 2007)

Lead Institution

“The Great Plains IDEA Board of Directors shall approve one (1) Great Plains IDEA member institution to serve as the Lead Institution. The Lead Institution will report to the Great Plains IDEA Board of Directors and work with all Academic Boards of Directors approved by the Alliance” (Great Plains IDEA Policy and Procedure Manual, 2007, p. 1).

Functional Sector Teams

- “Academic Deans
- Continuing Education Deans
- Human Sciences Faculty
- University Finance Officers
- Graduate Deans
- Registrars” (Great Plains IDEA Board Documents, 2007, p 8).

Colorado
State

President

**University
Policy**

Provost/Executive Vice President

VP Advancement; VP Public Affairs; VP University Operations; VP Enrollment and Access; V.P International Affairs; VP Research; VP Graduate Affairs; VP Undergraduate Affairs; VP Outreach/Strategic Partnerships; VP Student Affairs

Dean of Agricultural Sciences; Dean of Applied Human Sciences; Dean of Business; Dean of Engineering; Dean of Liberal Arts; Dean of Natural Resources; Dean of Natural Sciences; Dean of Vet. Med. & Biomed. Sciences; Dean of University Libraries/VP Information Technology

All report directly to President (Colorado State Organizational Chart, 2010).

**Kansas
State
University
Policy**

President

Provost and Senior Vice President

VP for Administration and Finance; VP for Research President, KSU Research Foundation; VP for Student Life and Dean of Students; Director of Intercollegiate Athletics; Director of Governmental Relations

Associate Provost, Diversity and Dual Career Development; Associate Provost, International Programs; Associate Provost Assistant Provost; Director, Center for the Advancement for Teaching and Learning; Director, Center for Engagement and Community Development; Director, School of Leadership Studies; Director, Center for the Advancement of Entrepreneurship; Director, Academic Personnel; Director, Honor and Integrity System; Director, University Honors Program; Director, Developing Scholars Program; Director, Sustainability

Dean of Technology and Aviation; Dean of Continuing Education; Dean of Libraries; Dean of the Graduate School; Dean of Arts and Sciences; Dean of Business; Administration Dean of Education; Dean of Architecture, Planning and Design; Dean of Engineering; Dean of Human Ecology; Dean of Veterinary Medicine*; Dean of the College of Agriculture and Director of the Kansas State University Agricultural Experiment Station and Cooperative Extension Service

All report directly to President (Kansas State University Handbook Appendix H, 2010).

APPENDIX F
Memorandum of Agreement re IPR

Memorandum of Agreement
Great Plains Interactive Distance Education Alliance (Great Plains IDEA)
April 30, 2002

“This Memorandum of Agreement is entered into by Colorado State University and the College of Applied Human Sciences regarding the creation of the Great Plains IDEA.” (pg 1)

“**VII. Intellectual Property.** All discoveries, technology, know-how, trademarks, copyrights, patents and intellectual property arising out of or in connection with an inter-institutional program shall shall [sic] be governed by the Alliance Member institution authoring, crating or conceiving and reducing it to practice and shall be subject to such terms and conditions as may be contained in any agreement that the Alliance Member institution may have with the sponsors, and shall be subject to the institutional intellectual property policies of the Alliance Member institution.” (p. 2)