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TWIN CITIES

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February 8, 1978

TO: Senate University Committee on Extension and Community Programs
FROM: Mary L. Young *MLY*
RE: Initial Reactions to the Interim Report - Outreach at the University of
Minnesota

The purpose of the proposal ... to make outreach an integral part of the mission of the University of Minnesota ... is certainly, in my opinion, to be applauded and the idea of integration and inloading of instruction should, theoretically, accomplish this very nicely. The following are comments on some specific items.

1. Additional funding. In order for some academic units to accomplish what should be done in the area of outreach, there is no question but that there will need to be additional funding. One cannot add courses, etc., without either cutting back on what is presently being offered (courses, programs, research) or additional faculty.
2. Need for inclusion of outreach activities in the "reward system" applied to faculty. The report does speak to this and I am certain all are aware of its necessity.
3. Maintenance of standards and quality instruction at the graduate level. As the potential becomes greater for students with varying backgrounds and abilities to enter courses, every attempt should be made to insure that the quality of these courses does not diminish.
4. There may be some concern that the outreach needs will be met through this approach. If academic units (departments) truly believe that outreach is an integral part of their mission, this should not be a problem. (This assumes they can do their long-range planning and yet remain flexible enough to meet needs as they arise.) One advantage the units that are presently concerned with outreach have is their single commitment. There may remain a need for some "check and balance" system to insure outreach considerations are kept in the forefront ... perhaps this will occur, as the report does speak to this in the section dealing with the continuing need for some type of central mechanism. On the other hand, as departments are given primary responsibility for outreach, and as they assume a commitment in this area, better and more comprehensive programs may result.
5. Non-credit vs. credit instruction. If non-credit instruction is to be given the importance the report recommends, this notion must be accepted by all concerned ... faculty and all levels of administration.

Finally, a few minor points ... page 10, 1. a., paragraph two - is the second sentence in this paragraph necessary? I would recommend it be omitted. Page 25, section 6, add dance ... change this to read "music recitals, dance and theatre productions ...".

MLY/r1

Reactions to Outreach Report - H. Copeland

1. The problem was not sufficiently clear to me. My hunch is that it was not how to serve the citizens of the state more effectively and efficiently, but how to handle some internal, administrative problems.
2. Definitions were not dealt with adequately for me. Outreach really wasn't defined. The definition selected for "adult education" is inadequate from my experience of working in the field.
3. There seems to have been a reluctance to bring in consultants to help the group think through the problems that were being addressed. A cynic might wonder if the group didn't want to have its position challenged
4. I feel that there were a number of assumptions that were operating within the group. It would be helpful to have these identified more clearly. If some of them are what I think they are, they could be inappropriate and "faulty."
5. I can't help but suspect that one of the motivations behind the report is "the generation of new dollars from adult students has become very attractive to departments." I would hypothesize that (1) duplication of efforts and some costs will result; (2) the quality of educational services for adults will decrease; and that (3) the quantity of educational services for adults will decrease through this decentralization of effort. It operates on the assumption that there isn't any special expertise needed for purposes of outreach.
6. While I support the notion that better and increased financial support for continuing education and outreach services should be obtained from public sources, there are other ways to accomplish this than through the proposed solution.
7. I don't feel very comfortable that all existing models were examined. For example, the "state specialist" concept used in Agricultural Extension would accomplish many of the things they are proposing at much less cost and turmoil. I don't see anything that says that it was even considered and why it was discarded as an idea (if it were considered).
8. ^{Some of} the outcomes on pages 10-14 seem naive and idealistic to me. Others could be accomplished within the present structure.

OUTREACH AT THE UNIVERSITY OF MINNESOTA

Interim Report of a Study in Progress

Study Group on University Outreach

November, 1977

Study Group on University Outreach

(As of November, 1977)

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Others who have served for a period of time as members of the Study Group are:

John Borchert, Ex Officio, Professor of Geography and former Director of the
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Leona Humphrey, Student, Continuing Education and Extension

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OUTREACH AT THE UNIVERSITY OF MINNESOTA

Interim Report of a Study in Progress

TABLE OF CONTENTS

SECTION ONE:	INTRODUCTION AND HISTORICAL PERSPECTIVE.....	1
SECTION TWO:	DESCRIBING OUTREACH AND ITS PLACE IN THE UNIVERSITY'S MISSION.....	4
SECTION THREE:	BASIC POLICY AND ISSUES.....	6
SECTION FOUR:	TEACHING AND UNIVERSITY OUTREACH.....	8
	I. Credit Instruction.....	9
	II. Non-Credit Instruction.....	15
	III. The Organization of Outreach Instruction.....	18
	IV. Implementing the Changes Specified or Implied by the Recommended Organizational Framework.....	21
SECTION FIVE:	RESEARCH AND UNIVERSITY OUTREACH.....	22
SECTION SIX:	SERVICE ASPECTS OF UNIVERSITY OUTREACH.....	25
SECTION SEVEN:	FUNDING UNIVERSITY OUTREACH.....	26
SECTION EIGHT:	COORDINATION OF UNIVERSITY OUTREACH WITH OTHER MINNESOTA INSTITUTIONS.....	27
SECTION NINE:	APPENDICES	
	Appendix 1: Descriptions of Selected University Outreach Activities, Faculty, and Clientele.....	32
	Appendix 2: Summary of Campbell's Study of the Relationship of University Extension to Institutional Goals and Faculty Roles.....	61
	Appendix 3: Examples of Integration and Inloading.....	71
	Appendix 4: Letter from President Magrath to the Minnesota Higher Education Advisory Council.....	82
	Appendix 5: Report on Adult and Continuing Education Pre- sented to the Minnesota Legislature by the Executive Director, Minnesota Higher Education Coordinating Board.....	85

OUTREACH AT THE UNIVERSITY OF MINNESOTA

Interim Report of a Study in Progress

OUTREACH AT THE UNIVERSITY OF MINNESOTA

Interim Report of a Study in Progress

SECTION ONE: INTRODUCTION AND HISTORICAL PERSPECTIVE

The University of Minnesota engages in extensive and complex outreach activities comprising instruction, research, and other forms of public service. (For a representative listing and description, see Appendix 1.) As a single multi-campus system the University is unusual in a number of ways. It is the state land-grant university and its largest campus is located at the center of a metropolitan area that is the hub of a major agricultural region. Approximately one-half of the state's population is located in the seven counties contiguous to the Twin Cities campus. Two-year technical agricultural campuses located in two rural communities, Waseca and Crookston, a four-year liberal arts campus at Morris, and a comprehensive campus in Duluth are also parts of the University system. University programming in Rochester includes a graduate and professional medical program and the offerings of the Rochester Continuing Education and Extension Center. Moreover, through its Agricultural Extension Service, the University is present in each of Minnesota's 87 counties.

The University is the primary center in Minnesota (and in parts of the surrounding region) for instruction and research in the health sciences, law, engineering, agriculture, and forestry -- offering all of the graduate level programs in these fields. In all the arts and sciences and in education the University is the only doctoral granting institution in the state.

The University of Minnesota is governed by a constitutionally autonomous Board of Regents and is one of four post-secondary systems in Minnesota each independent of the other but coordinated on a voluntary basis by a Higher Education Coordinating Board.

In the midst of shifting national priorities, changing enrollment patterns, increasing demands for services, and increasing limitations on resources, the University continues to discuss and analyze questions fundamental to its mission and role. Among these questions, most of which impinge in one way or another upon the outreach mission, the following are either under formal review or have recently been reviewed by other University committees and task forces:

- What policies should guide student access to the University?
- To what extent and in what ways should the summer session be reorganized?

- Are there ways in which graduate study can be made more accessible to the non-traditional student without sacrificing the quality of graduate degrees and course offerings?
- Are there ways to organize and administer the University's programs of international education more effectively?
- What should be the University's role and manner of participation in public radio and television broadcasting?

Nor is inquiry and concern about outreach limited to the campuses of the University.

Questions about statewide extension and continuing education activities have been raised by the Higher Education Coordinating Board in their reports to the Legislature. The State Planning Agency sponsored recent studies on lifelong learning and non-formal educational opportunities for mature students, and these studies recommend changes in policy and programs. Furthermore, many other states and institutions have been dealing with problems similar to our own over the past several years.

Within the context sketched above, the Outreach Study Group was organized as a result of specific concerns expressed from a number of quarters. From time to time legislators have asked that the University make clear its perception of the outreach mission, particularly as that mission relates to the other systems of post-secondary education in Minnesota. The Senate University Committee on Extension and Community Programs recommended that outreach be studied at the highest level of the University and in depth. Student groups have added their voices to those suggesting a need for a review and assessment of outreach. And in their 1975 Mission and Policy Statement, the Regents called specifically for such a study.

Consequently, steps to initiate the present study of the outreach mission began in the 1974-75 academic year.

- The Vice President for Academic Affairs collected information concerning extension and continuing education activities from all units of the University.
- The President and Vice Presidents met with the directors of four major extension and continuing education units (the Director of Agricultural Extension, the Coordinator of Health Sciences Continuing Education, the Director of the Center for Urban and Regional Affairs, and the Dean of Continuing Education and Extension) to review those programs in some detail. Academic Affairs was asked, working with those units in 1975-76, to identify the major issues facing the University in its outreach areas.
- Following consultation with the Senate University Committee on Extension and Community Programs, President Magrath appointed the present Study Group on University Outreach on April 6, 1976.

In his charge to the Study Group, the President asked the members to "provide him with advice and recommendations about the directions the University should take to assist in fulfilling the needs of the state for instruction and applied-interactive research as they relate to our outreach mission." And specifically, he charged the Study Group to:

"Review the overall mission of 'University outreach' as presently executed (including the role and mission of coordinate campuses in this area), and provide a more specific definition of this overall mission, which could be used in management and planning. It would be appropriate for the mission to be addressed early in your deliberations, and I would appreciate having your recommendations on this matter given to me in the form of an Interim Report.

Using the definitive mission statement, the Study Group could then address long range plans for University outreach for a period covering the period from now until 1990 or 2000. Your recommendations should be summarized in a document, 'A Long Range Plan for Outreach by the University.'

The Study Group is asked to address itself to the role of the University of Minnesota in the state in relation to other institutions of higher education offering outreach programs. Representatives of all institutions of higher education in Minnesota, the Minnesota Higher Education Coordinating Board, and other appropriate state agencies should be involved in these discussions. Our goal will be to help to develop a 'Voluntary Statewide Plan' for Continuing Education encompassing these concerns.

Finally, the discussions and recommendations on outreach mission, on long range planning and on a statewide plan for outreach should provide a sound base for the Study Group to offer comment on the nature of our organization in this area. The Study Group should make a recommendation as to the optimum 'Organization of University Outreach.'

Assisted by staff associate Dr. Tom Benson, Associate Vice President for Academic Affairs A. J. Linck, served as chairman of the Study Group. The Study Group members began meeting immediately and have met regularly since that time to inform themselves thoroughly on outreach issues through study and discussion of:

- information on extension and continuing education collected previously by the Vice President for Academic Affairs from all units of the University.
- presentations from each of four major extension and continuing education units in addition to a report from the Geography Department concerning its experiment with an integrated curriculum in which the summer and evening classes obligations of the faculty are "inloaded." (See Appendix 3.) A report was also received from the Director of Extension Classes on his study of the relationships of University extension to institutional goals and faculty roles. (A summary of this study is included in this report as Appendix 2.)

- reports, articles, studies, books and other materials concerning outreach on the local, statewide, regional and national levels.
- reports of the staff associate's visits with faculty and administrators on each of the four coordinate campuses relative to their outreach activities and the discussions of the Study Group.
- reports from the staff associate and other members of the Study Group on discussions with individuals involved in outreach at other institutions in the country which have faced problems in outreach and have found approaches of interest to the Study Group.
- preliminary discussions of the Higher Education Advisory Council of the Minnesota Higher Education Coordinating Board with regard to initiating discussions of mutual concern in outreach among all higher education systems in the State. (See Appendix 4.)

Simultaneously the Study Group has outlined the various issues involved in fulfilling the President's charge, and detailed discussions both in subcommittees and committee-of-the-whole have centered on the development of policy recommendations.

SECTION TWO: DESCRIBING OUTREACH AND ITS PLACE IN THE UNIVERSITY'S MISSION

The Study Group uses the term "outreach" to refer to all of the University's teaching, research, and service activities, both on and off campus, daytime and evening, credit and non-credit, that presently fall within, or are related to the missions of such University units as Continuing Education and Extension (CEE), the Agricultural Extension Service (AES), Health Sciences Continuing Education (HSCE), and the Center for Urban and Regional Affairs (CURA).

There exists the widespread use of the term "continuing education and extension" to refer to the aspects of the University's mission with which the Study Group is dealing. However, since Continuing Education and Extension is the formal title of a University unit which performs a substantial part of the outreach mission but by no means all of it, that term seemed inappropriate for a study that would go far beyond an analysis of just that unit.

Another term in common use to identify much of this area of inquiry is "adult education." This term can be useful if employed to designate a type of student rather than an age group because if current trends continue, the familiar inscription on Northrop Auditorium -- "devoted to the instruction of youth" -- is outdated and will become more so in years to come. Fifty-five percent of the total number of degree credit resident¹ students on the Twin Cities campus in the Fall of 1976 were over 21 years of age. If by "adult education" reference is made to "those who have completed or interrupted their schooling and are entering a college or university or are coming into contact with higher education after an interval away from the classroom,"² then the term describes

much of the clientele with whom this study is concerned. But many students in Extension Classes (part of CEE) would not fit this definition even though by any other standard they are adults. In addition, because all of its programs and offerings are by legislative mandate not for credit, the activities of the Agricultural Extension Service are sometimes excluded from definitions of adult education. Moreover, neither "continuing education and extension" nor "adult education" implies the research dimension of what the Study Group calls outreach.

In the attempt to refine the definition of "outreach" in ways that would permit categorization of activities as either outreach or non-outreach and thus sharpen the conception of the outreach mission, the Study Group encountered difficulties. Outreach activities involve faculty, staff, and students; teaching, research, and service; formal and non-formal learning opportunities; and are thus not distinguishable from "regular" mission activities with regard to their elements. As discussions continued, it became clear that such traditional defining criteria as location, time of day or year, full or part time, with or without credit, age or primary occupation of the student have become less and less discriminating. Lines of demarcation that once were relatively clear are now blurred, or have vanished. Moreover, individuals and groups perceive the same activities or types of activities from different perspectives--one person's outreach is another person's regular activity.

The Study Group has concluded that it is not desirable to continue to employ distinctions and definitions that have been used (often arbitrarily) to separate outreach activities from the "regular" mission of the University because these distinctions and definitions have often gone hand-in-hand with the conception of outreach as marginal, optional, and overload. Rather than continuing to view the outreach functions as separate or separable from the "main" mission of the University, the Study Group believes they should be planned and managed as integral parts of the mission. This latter viewpoint is expressed or implied by the 1975 Regents' Mission and Policy Statement as follows:

The mission of the University of Minnesota is to serve the people of the state, wherever they may be, through teaching, research, and public service. Beyond this is the commitment to contribute as fully as resources permit to needs both national and international.

As a Land-Grant University, the University of Minnesota has a lasting commitment to serve society by extending its teaching and research beyond the campus, applying knowledge to the solutions of problems of people, of public bodies, and of industry and agriculture--wherever there are needs. The University's commitment here is complete, whether such services are solely

the responsibility of the University or are shared with other institutions or agencies.

Statewide educational opportunity continues to be a goal of the University as it further develops the traditional concept of a Land-Grant university. To this end, the Board of Regents reaffirms its interest in making educational opportunities available to students and in all parts of Minnesota both through continuing education and extension programs and through classroom offerings on the several campuses.

At the same time, the University's mission must be tempered by the need to coordinate the University's efforts with those of other units of the state's educational systems, particularly at the post-secondary level. Each system seeks to meet particular needs. It is in the best interests of the state to foster cooperation and coordination, combining resources where appropriate, to provide alternative programs of education that make the most efficient use of the state's resources, while most effectively meeting the educational needs of its people.

The Study Group has interpreted the above sections of the Regents' Statement to mean:

-That as Minnesota's land grant institution and state university, the University of Minnesota has responsibilities, within the areas of its expertise and within available resources, to assist in solving the problems and providing for the continuous and expanded learning of all citizens of the state.

-That the State of Minnesota is the campus of the University, particularly for those program areas in which the University is uniquely or best qualified to respond to the needs. (For some programs this responsibility may, indeed, transcend the boundaries of the state.) In parts of the state where it can be determined that other collegiate institutions are capable of offering essentially the same learning opportunities or services, and where the demand does not justify multiple offerings, the University should seek agreements with other institutions to attain the most economical and efficient presentations, taking into account overall state resources.

In formally defining outreach as part of the mission of the University, the Regents have addressed one of the problems the 1964 University of Minnesota Senate Special Committee to Study Extension Activities was concerned about, namely, "an absence of underlying policy as to the commitment to continuing education."³ The Mission and Policy Statement makes a clear commitment to outreach and provides a basic policy orientation regarding University outreach.

SECTION THREE: BASIC POLICY ORIENTATION OF THE STUDY GROUP

The Study Group's basic policy concerning outreach is that outreach functions should become an integral part of the faculty's professional responsibility in the University and that, over time, faculty activity, University organization, funding, and the reward structure should be modified to reflect this responsibility.

This orientation has provided the frame of reference within which to discuss four basic issues raised by the Study Group's charge. These issues are:

- 1) How should outreach relate to the teaching, research, and service aspects of the University's mission?
- 2) What should be the organizational framework for outreach?
- 3) How should outreach activities be funded?
- 4) How should the University's outreach activities relate to other systems of higher education in Minnesota?

Before reporting the Study Group's thinking on these issues, however, attention is called to two matters that are essential to bear in mind--and of which the Study Group has frequently reminded itself.

First, it should be emphasized that these recommendations are made in the context of long-range planning. It must be clearly recognized that much of what is proposed herein will require some departure from current practice and that these departures necessitate thoughtful consideration and intensive planning over a long period of time.

Second, the variety and complexity of the University's activities must be emphasized so that both within and outside the University it is remembered that although instruction is a basic and central responsibility of the faculty, it is not their only basic responsibility. Research, scholarship, and creative effort remain the foundation upon which both instruction and public service are built in a university.

In the sections that follow, the Study Group reports its thinking and recommendations--at this point in their analysis--regarding the teaching, research, service, organizational, funding, and inter-institutional aspects of University outreach. The reader will notice that Section Four (Teaching and University Outreach) presents a more detailed analysis than the sections that follow it. This reflects the fact that the main emphasis of the Study Group's discussion up to this time has been on the instructional aspects of outreach. The problems and issues related to outreach instruction have seemed more pressing than those related to the research and service aspects of outreach. Moreover, it may be that full justice to outreach research and service will require that major studies be devoted specifically to them. Also, complete discussion of the inter-institutional aspects of University outreach will hinge upon the discussions at the statewide level mentioned in Section Eight below.

Section Four (Teaching and University Outreach) is divided into three parts. Part I--credit instruction--introduces the concepts of integration and inloading as means toward moving outreach concerns from the margin to the core of the

University's mission and activities. Anticipated outcomes of integration and inloading are followed by comments about each particular outcome. Part I concludes with the identification of steps that are now being taken, or that could be taken in the near future to begin a transition to integration and inloading of credit instruction. The Study Group's views on non-credit instruction are set out in Part II followed by a discussion of the organization of outreach instruction in Part III. Suggestions for implementing the changes specified or implied by the recommendations on organization are offered in Part IV.

Section Five presents the Study Group's position regarding research and University outreach; Section Six deals with service aspects of University outreach; Section Seven deals with those dimensions of the funding of outreach that relate to instruction as the Study Group has so far analyzed them; and Section Eight provides a background for and states problems and issues that must be considered in discussions of statewide inter-institutional coordination of outreach activities in Minnesota.

SECTION FOUR: TEACHING AND UNIVERSITY OUTREACH

Following from the general policy that outreach is integral to the University's mission, *the Study Group asserts that outreach instruction is the responsibility of the University faculty.* Consequently, the teaching obligation of each college should be defined to include more clearly as an integral part of professional responsibility what has been called outreach instruction. There will, of course, be variations among colleges, departments, and individual faculty members as to the extent of their activities and the manner in which this part of the teaching obligation is discharged.

Furthermore, the Study Group believes that responsibility for the management of outreach instruction should not rest exclusively with the colleges. There will continue to be a need for central support and coordinating mechanisms. With respect to the sharing of responsibility between colleges and central mechanisms, the Study Group notes that such sharing is best characterized as a continuum at the extremes of which are activities predominantly the responsibility of the colleges and activities predominantly the responsibility of the coordinating mechanisms.

In a hierarchy of instructional responsibility, degree credit instruction will remain the top priority. In the context of total mission, non-credit instruction will be as important as the needs of the people dictate and as their resources support. With increased emphasis on learner needs, the University may well increase the extent and number of its non-credit offerings.

I. Credit Instruction

A. Scope. The Study Group refers under this category to all credit instruction including evening and off-campus courses, whether offered explicitly for a degree program or not, as well as to the traditional central core of undergraduate and graduate degree instruction.

V B. Policy. As applied to credit instruction, the Study Group recommends that the policy on outreach instruction stated above be implemented as follows: *The University of Minnesota should aim for integration and inloading of credit instruction irrespective of the time of day, time of year, or location at which the instruction is offered.* By "integration" is meant a curriculum planned by a department or program, under general guidelines of its college or institute, and in cooperation with central coordinating mechanisms, that includes all of the credit offerings of that department or program. "Inloading" means that courses now offered through central mechanisms would be incorporated into the regular workload of the faculty--either by reducing present assignments or by employing additional faculty in the event that inloading increases the workload. Faculty members would not ordinarily receive extra compensation for offering such instruction. (For more detailed discussion and examples, see Appendix 3.)

C. Anticipated Outcomes. Before stating and elaborating on outcomes anticipated from integration and inloading of credit instruction, the Study Group points out that the comments on specific outcomes included below do not constitute a systematic analysis. The comments are, rather, observations that should be kept in mind as the policy of integration and inloading of credit instruction is discussed. As some comments indicate, there can be difficulties associated with a transition to integration and inloading. The Study Group believes, however, that on balance the potential advantages outweigh the possible disadvantages. Furthermore, the Study Group emphasizes again that integration and inloading are recommended as a stepwise process over a period of time, not as something to be accomplished immediately and in a single step.

In general, the Study Group believes that integration and inloading can result in (1) more uniform high quality and university level of instruction, (2) more effective accommodation to a wider variety of students, and (3) more effective use of University resources by both faculty and students.

1. More uniform high quality and university level of instruction

a. A more uniform high quality of instruction can result.

The Study Group assumes that excellence of University instruction is directly related to participation by regular, full-time disciplinary faculty. The more they are involved in planning, organizing, and presenting all credit instruction, the more that instruction can be of high quality.

The Study Group also believes that changes in the nature of the University's clientele can place responsibility for adapting to new needs more directly on the regular faculty. How effectively faculty adapt can have a bearing on the quality of instruction, particularly from the point of view of students.

b. A more uniform university level of instruction can result.

Here again, it is taken as a given that participation by regular faculty can assure that University level material is presented in the credit courses. However, because the backgrounds of students may affect the content level of instruction, it is necessary that controls on access to courses assure that students have the appropriate backgrounds to participate effectively. Such a control system, now in effect in the colleges, is a major factor in assuring that the designated level of instruction and the level of student performance required are maintained. Thus, all students should be expected to meet the specific criteria for admission to individual courses. In instances when these criteria are in essence admission to the college offering the course or student class standing, exception procedures for non-matriculated students are imperative. Otherwise, the University will have abandoned its desirable and long-standing tradition of ease of access to the University - particularly access through the outreach mechanisms.

More careful specification of course requirements and prerequisites can result in increased understanding of course purposes by both students and faculty.

2. A more effective accommodation to a wider variety of students

a. Information on courses and programs offered can be more readily available to all students.

Currently, access to such information is dependent upon the individual's access to the various bulletins and schedules in

which day, extension, and summer session courses are listed. Acquiring information about the offerings of the University should not require undue prior knowledge, skill, or perseverance on the part of those seeking the information, as is now too frequently the case. Integration and inloading will require simultaneous consideration of all responsibilities (including outreach credit instruction) by a unit and could set the stage for presentation of all the unit's offerings in consolidated bulletins and schedules.

- b. Increased access to baccalaureate and other degree programs can result.

Completing a degree outside the regular daytime hours is difficult for many undergraduate, graduate, and professional students because required courses are not offered at appropriate times and places to a sufficient extent to permit planning a degree program with reasonable and timely access to the courses needed. Integration and inloading will require that academic units take into account all of the students their programs are designed to serve, thus encouraging adaptation to the problems of students who must take their degree work off-campus, or at particular times. Furthermore, the advance planning required in offering an integrated and inloaded curriculum can make it possible for students to determine more readily than they can now when and where courses they need will be taught.

- c. More adequate accommodation of the "lifelong learners," many of whom will not be degree oriented, can result.

Because they have completed a degree or because their participation in further higher education is primarily to broaden the base of their knowledge and skills, many of the lifelong learners will not be seeking degrees as they enroll in credit courses. Increasingly, faculty will need to adapt to this non-degree orientation of adult students when planning courses and programs for the future.

Instructional units will be required to account more carefully for their obligation to all student populations at all levels, including non-degree oriented students, and thus the institution can appraise the adequacy of response. On the whole,

the response of the present outreach mechanisms to new needs has been timely and effective and steps should be taken to insure that this continues under integration and inloading. Every effort must be made to preclude a decline in services to adult non-degree students.

- d. Greater access of all students to regular faculty advisors can result.

This will require faculty to schedule their time to accommodate students who are attending outside the regular daytime hours. The machinery for advising, registration, and so forth, will need to be available as there is demand.

3. A more effective use of University resources

- a. In instructional units, planning for self-defined priorities can be improved.

To be effective, planning under a system of integration and inloading must be carried out on a multi-year basis and will require consideration of possible shifts in clientele and enrollments as well as simultaneous consideration of all instructional responsibilities (including outreach credit instruction) by the unit.

More flexibility for faculty in scheduling their teaching, research, and service functions can result. While the elimination of the overload drain on faculty time and energy and the full-scale, long-range planning mentioned above will allow for greater flexibility in scheduling, there is also the likelihood that faculty might have less flexibility over the short run in changing plans once they are published. It goes without saying that even though it may be possible to schedule quarters in which faculty with appointments have no teaching obligation, other obligations agreed upon by the faculty member and the department will continue.

As has been indicated earlier, the Study Group expects integration and inloading to take place selectively over time. When a unit elects to integrate and inload its instruction, faculty members joining the University after that time will not expect to have overload teaching opportunities/demands. Some faculty members engaged prior to their unit's change to integration and inloading, however, may have come to expect

and depend upon additional income from the teaching during the summer or evening. Because the new system may represent a change in the accepted understanding and arrangements with these faculty members, it may be necessary to continue with their overload compensation or some acceptable alternative to such compensation. On the other hand, it is likely that many such faculty may prefer to elect the alternative advantages of integration and inloading.

- b. There can be more effective selection and utilization of all faculty resources in the total instructional programs.

Integration and inloading presupposes uniform level of quality of instruction from departments throughout the day and year and would, therefore, require departments to give even more careful consideration to the qualifications of all individuals asked to offer their courses. If they must undergo the same screening procedures as regular faculty and/or if the number of classes can be reduced by eliminating duplicate sections, there may be fewer opportunities for adjunct faculty or graduate students to be employed in the instructional programs of the University. However, those departments that rely on adjunct faculty and graduate students for various instructional segments would be able to utilize such instructors throughout the program offerings for which they are qualified.

- c. Recognition of faculty effort can be improved.

Integration and inloading can permit full recognition of faculty participation in outreach credit instruction in the same way day school instruction is now recognized and rewarded.

- d. The total instructional workload of the University can be more fully reported.

At present, credit instruction offered on overload (through CEE or Summer Session) does not appear in the workload reports of the University. Integration and inloading can permit all credit instruction to be included in the official workload analyses that are used for state budgeting purposes.

- e. An integrated record-keeping system can develop.

Integration of the curriculum across the day and year ought to be accompanied by an integrated record-keeping system. One

University of Minnesota record should exist for each student, regardless of when or where the student registered. This record should include all registrations that carry credit toward completion of degrees, certificates, or other work that leads to University accreditation in some form, or is preparatory to such work. Much-to-be-desired features of such a student information system are that it be both intelligible and informative to individuals other than the custodians of the system.

- f. Economies relating to space utilization can result.

More comprehensive planning of course offerings throughout the day and year will result in more uniform levels of utilization of classrooms, and more nearly optimal use of both general and special purpose classroom spaces should be possible.

- D. Implications for the near future. It is recognized that not all credit instruction can be inloaded and integrated immediately. In the short run, the financial resources to employ the faculty required to convert the vast credit offerings of CEE and Summer Session into the regular offerings of the University faculty are unavailable. Even if added faculty members were authorized and funded, prudent search and hiring procedures demand a careful approach. At the medium time scale, say for 10 years, funding will continue to be a constraint as will the differential speed with which departments and colleges can inload and integrate their credit instruction. In the long run, when integration and inloading of credit instruction becomes the norm, there will continue to be times and places where some form of overload may be appropriate. We should, therefore, offer other incentives for overload instruction that are alternatives to the traditional direct monetary payment to faculty members. Research assistant support and funds for equipment are examples of such alternative incentives.

Looking to integration and inloading of all credit instruction as the desirable long-term goal, but recognizing that there will be an interim before the goal is reached, the following steps (some of which have already been taken) are recommended:

- Encourage continued departmental and collegiate review and monitoring of the quality of instruction of courses offered through CEE.
- Have each instructional unit adopt admissions policy standards or prerequisites for each course based on the level and purpose of the instruction. These standards should be approved through the

regular curricular approval mechanisms of the unit, college, and Graduate School.

- Publish as soon as feasible integrated schedules of all credit offerings--day, evening, on and off-campus. (It is recognized that this will involve gaining experience with new models during a transition period, as will other steps below.)
- Schedule courses needed for the offered degrees in such a way that all prospective students have reasonable access to them.
- Coordinate the planning process between the colleges and the central mechanisms by bringing together at one time all information concerning the resources, obligations, and opportunities for each department.
- Focus additional leadership responsibilities in the Office of the Academic Vice President, for long range planning efforts involving officers of the colleges and the central mechanisms.
- Establish as soon as feasible an integrated, convenient, and modern registration process and student record-keeping systems.
- Account more comprehensively for the instructional workload of the University by reporting the full count of students attending, courses taught, total course load of faculty, etc.
- Study and encourage further experimentation with various alternatives (to the current system of overload pay incentives) for ensuring that faculty have sufficient incentives to serve the outreach clientele.

II. Non-Credit Instruction

- A. Policy Orientation. The analysis and recommendations with regard to non-credit instruction have developed within the context of four primary considerations. The first is that, because of the needs of the state, the competencies within the University to address those needs, and our land grant tradition and obligation, *non-credit instruction is a broad and high priority responsibility of the University.* There is some evidence that demand for non-credit instruction will increase over the next 20 years since much of the "lifelong learning society" demand is for instruction to fulfill special purposes and to meet specific interests rather than to earn formal degree credit. The demands for non-credit instruction range from short courses for maintaining professional competencies and certificate programs in preparation for specialized skills areas to programs promoting personal growth. (Appendix 1 presents information on the preferences of non-traditional adult learners.)

The second consideration that has influenced the Study Group's thinking is the conviction that *responsibility for non-credit instruction belongs to the faculty* because faculty represent the strength of the

University and accordingly faculty must be involved if the activity is to reflect that strength--in quality of instruction, degree of expertise, rigor of staff selection, and appropriateness of offering.

A third consideration is that *non-credit instruction should be integrated and inloaded over time* (as with all outreach activity) because integrating and inloading signify that it is a regular obligation, not an "extra." Non-credit instruction should not be considered primarily as an overload assignment; nor should it be made to compete for energy and time from faculty members who already have full-time assignments before taking on outreach duties. Rather, non-credit instruction provided by faculty members should be a part of their regular instructional assignment, and they should be accorded similar recognition for credit and non-credit instruction alike.

A fourth consideration is that *non-credit instruction should be defined rigorously and related closely to credit instruction with respect to instructional standards* because so doing helps determine appropriate University activity in this area.

- B. Definition. Thus, the Study Group proposes the following definition of non-credit instruction: Non-credit instruction comprises activities whose content is either similar to or an extension of that offered as credit coursework or is otherwise a reflection of the professional qualifications and expertise of the instructors chosen by the University. Non-credit instruction uses the same educational principles and methods that typify University credit coursework. Non-credit instruction addresses students who possess the knowledge and skills necessary to profit from University level instruction. Whether instructional offerings of the University are for credit is determined in each case through the usual collegiate-faculty-procedures.

Non-credit instruction is sometimes difficult to distinguish from certain types of service. For purposes of planning and management, the Study Group recommends that non-credit instruction and service be differentiated as follows:

-The term "non-credit instruction" should be used to identify a deliberate, planned, educational activity that presupposes a statement of educational objectives and an evaluation of achievement of those objectives. Such educational activity may take any one of several forms as, for example, formal, sequential classroom instruction; short courses or institutes of one or several days' duration; or seminars of one or more sessions.

-The term "service" should be used to identify any activity by faculty that provides assistance to an individual or group on a situation or problem specific to that individual or group and does not have educational outcomes as a major objective. While there may be educational results, the major contribution of the University faculty member is to aid in solving the problem at hand. (For a more complete discussion of the Study Group's views on service, see pages 25-26.)

- C. Recommended Quality Standards and Rewards for Participation. The Study Group believes that as with credit instruction non-credit instruction should meet University standards for quality of organization, presentation of content, and general instructional methods. Likewise, non-credit instruction should present a level of content generally accepted as appropriate for the University.

For the level of course content and the quality of non-credit instruction to be consistent with usual University standards, the qualifications of instructors must likewise be consistent with University standards. The determination of these qualifications and the determination of content are understood to be responsibilities of the faculties concerned. Approval of instructors for non-credit offerings is the responsibility of that faculty offering the non-credit instruction. Where short-term staff are to be employed the faculties shall apply those qualification standards they find appropriate to the instructional assignment involved.

Faculty participation in non-credit instruction should be measured and recorded in ways similar to those for credit instruction because only through such methods can the reward structure include non-credit instruction activity, and rewards for such activity are essential for non-credit instruction to attain and maintain its proper status. Thus, in their recommendations for promotion and tenure, and in their determinations of salary, faculties and administrators should give the same careful consideration to faculty effort in non-credit as they give to effort in credit instruction.

In summary, the Study Group's view concerning the relationship of teaching and University outreach is that outreach instruction is a broad and high priority responsibility of the University, that outreach instruction (both credit and non-credit) is a fundamental responsibility of the faculty, and that it should be integrated and inloaded over time.

III. The Organization of Outreach Instruction

A. Background

The 1964 Senate Special Committee mentioned earlier observed regarding the organization of University outreach that "diverse responses by sub-units within the University and an uncoordinated system of program initiation, formulation, approval, and control leads to undesirable divergences."⁴ The Study Group recognizes that some progress has been made in the coordination of outreach activities since 1964. Appointment of continuing education directors with joint responsibility between the colleges and Continuing Education and Extension has occurred. Closer cooperation and coordination between CEE and the Agricultural Extension Service has developed. There is in general greater interaction between CEE and the academic departments with respect to the development and staffing of outreach instruction. However, a number of problems remain to be solved. The University could still profit from more clearly stated and widely understood goals, operating policies and guidelines for outreach activities. It would be desirable for overall responsibility for outreach to be more clearly fixed and defined at the level of University central administration. And perhaps equally as pressing as internal coordination problems are the external problems relating to the state-wide coordination of outreach activities by the four systems of post-secondary education in Minnesota.

The present organization of University outreach instruction is a combination of centralization and decentralization. The Agricultural Extension Service serves as the central agency for outreach of the programs of the Institute of Agriculture, Forestry and Home Economics (AFHE), with the exception of credit instruction. Continuing Education and Extension provides such a service for the other units of the University, including AFHE outreach credit instruction. Some departments, schools, and colleges also operate outreach programs which are not related to AES or CEE. Ultimately most outreach units report either to the Vice President for Academic Affairs or to the Vice President for Health Sciences. However, some units report directly to a vice president while others report through a dean or director. (For a more detailed description of the University's outreach units and an organizational chart, see Appendix 1.)

B. Recommended Guidelines for Reorganization

The Study Group does not believe the current organization and administration of University outreach instruction will be fully adequate to meet future needs. This is not intended to pass over lightly the effective work and significant accomplishments of existing units and structures. The Study Group notes, however, that much of the present administrative structure and organization was not designed with a view to building the commitment to outreach instruction into the fabric of the colleges and departments. The Study Group recommends, therefore, that in developing and improving the organizational framework for outreach instruction and service the following guidelines should be observed:

- Organization of outreach instruction should flow from the nature of the instructional programs and related services that we envision for the future, i.e., form should follow function, and we should be oriented to future developments rather than bound by present patterns. On a University-wide basis, it may be desirable to employ more than one organizational approach, particularly during the transition between the present situation and the achievement of long-term goals.
- Organization of outreach instruction should provide for and assure the commitment of academic departments to outreach instruction and the availability of logistical support services that enable offering the instruction when and where there is demand. To these ends there should be specific leadership and support from the Office of the Academic Vice President as well as from the colleges and central mechanisms.
- Organization of outreach instruction should emphasize faculty-departmental-collegiate responsibility because only such emphasis is consistent with the general policies of faculty responsibility, University standards of quality, integration and inloading.
- Organization of outreach instruction should include central mechanisms for those outreach activities best performed centrally. Three major reasons for effective central mechanisms are the all-University responsibility in assessing public needs and for stimulating, coordinating, and monitoring responses to these public needs; the diverse University clientele whose needs may not always fit neatly into departmental and collegiate divisions of knowledge and skills; and the flexibility and economies of scale that may sometimes be attained.

C. Recommended Functions of the Organizational Framework

The functions of the organizational framework for outreach instruction are to:

- assess program needs--exploring what should be offered from the viewpoint of clients and from University insights into future problems,

- oversee and encourage total University outreach offerings,
- secure and allocate resources,
- develop, present, and evaluate outreach instruction,
- represent outreach needs both within and outside the University, i.e., to the Legislature, the central administration, the faculty, and the public,
- advise and counsel clients--groups, communities, and individuals.

Some of the functions listed above will be performed at several levels within the University, such as the Office of the Vice President for Academic Affairs, through appropriate central mechanisms, across several colleges, in individual colleges, or in separate academic departments.

In presenting their recommendations concerning the organization and administration of University outreach activities, particularly with regard to instruction, the Study Group has written as if all instructional activity in the University -- including outreach -- is under the purview of the Vice President for Academic Affairs. The Study Group recognizes and calls attention to the fact that as the University is now organized, not all academic units report to and through the Vice President for Academic Affairs. To simplify its exposition the Study Group has used the term "Academic Affairs Vice President" or an equivalent to refer to the senior officers in the University structures responsible for instruction and encourages the reader to make the appropriate reference as necessary.

D. Recommended Elements of the Organizational Framework

There are a number of elements that should be included in the organizational framework for outreach instruction, as follows:

1. The Office of the Academic Affairs Vice President should include an officer (most likely an associate or assistant vice president) who is identified with the functions mentioned above. The Academic Affairs officer should have general University-wide responsibility for planning and coordinating outreach activities and for securing and allocating funds to colleges and to central support services as necessary for fulfilling the University's outreach instruction obligations.
2. In the major academic groupings -- institutes, colleges, groupings of colleges, or coordinate campuses -- there should be an officer whose duties include stimulating, advocating, facilitating, etc.,

outreach instruction in that grouping; insuring logistical support for outreach instruction; and coordinating outreach instruction offered by the officer's unit(s) with that offered by other University units. Such officers should relate to the Academic Affairs officer and to officers of the central mechanism(s), as well as report to the chief administrative officer(s) of the respective groupings.

3. Central support mechanisms continue to be needed within the University to assist the academic units in carrying out their outreach activities.

IV. Implementing the Changes Specified or Implied by the Recommended Organizational Framework

The Study Group urges that when change is contemplated, care should be given to preserving (and extending) the best features of the present CEE model, namely, such features as ease of entry for students, simplicity of the registration process, the one-step nature of the services available, and the offering of courses at times and places convenient to students served.

Under the organizational framework described above, it is assumed that outreach instruction is an integral responsibility of the faculty of the University. Thus, the faculty of each department should have the basic responsibility for developing both long range and short range plans for organizing their instructional offerings to attend to the needs for outreach instruction, including an assessment of such needs at timely intervals. It is to be recognized that units will vary as to the speed and extent of their response to those needs within the limits of their resources.

To coordinate the departmental plans and to assist the faculty in their development of those plans, it is suggested that each college or other appropriate group of academic units (with appropriate consultation) designate an individual as outreach officer of that unit. This individual should serve in this capacity as a member of that unit's executive structure. It is anticipated that these collegiate and campus outreach officers along with persons from the central mechanisms would be convened at appropriate intervals to advise the Academic Affairs Vice President on outreach policy, including matters of coordination, long range plans, and incorporation of outreach obligations in University-wide legislative requests.

At the central level, the Academic Affairs Vice President should designate an associate or assistant vice president to be responsible for outreach. The vice president's designee should ensure that coordination of outreach occurs at the highest levels of the University and be responsible for (1) overseeing the development of collegiate and coordinate campus plans for outreach instruction and integrating these into a comprehensive University-wide plan, (2) incorporating outreach responsibilities of the faculty into the reward systems of the University, and (3) examining the needs of the faculty for central support structures to facilitate the delivery of outreach instruction. The vice president's designee should chair meetings of a council of outreach officers for advice on the accomplishment of these functions.

It is the intent of the Study Group to continue discussion of matters of organization and bring forth recommendations. Among other things, these discussions will take into account the results of discussions of a statewide plan for outreach, because recommendations concerning the University's statewide role can have an important bearing on the University plan for internal organization and administration of outreach activities relative to instruction.

SECTION FIVE: RESEARCH AND UNIVERSITY OUTREACH

I. Discussion

As with all instruction, all research and scholarship are the responsibility of the University faculty. The Study Group chooses to minimize the commonly held distinction between "basic" and "applied" research on the grounds that the application of so-called "basic" research is often a matter of identifying an appropriate use, and research designed for immediate application often leads to new basic knowledge. In both instances, however, the research can be termed "interactive" when there is an active relationship between the person or agency defining the research need and the faculty member carrying out the study. The Study Group has focused its attention upon "interactive" research as a dimension of University outreach while recognizing that there is an "outreach" aspect of all research whenever the research product is shared and used beyond the boundaries of the campus.

The Study Group believes that two major questions regarding research and University outreach are: (1) with whom and how broadly faculty interact in the research process, and (2) to what extent the University supports

(by funding and structure, etc.) research activities that have a substantial interactive component.

It is clear that historically the University's research activities have been relatively better supported and organized to deal with traditional concerns, and to some extent interactive research, in the areas of agriculture, health sciences, and natural sciences than in other areas. It is equally clear that new research concerns have created needs for additional resources and new organizations.

One response to these needs was the creation by the Regents in 1967 of the Center for Urban and Regional Affairs (CURA) with support from legislative special and central University funds. CURA's primary function has been to facilitate the links and interactions between University research resources--primarily its faculty and students--and the concerns of the Minnesota community, especially those associated with urbanization and its implications for the entire state.

The evolution of an interactive research domain requires time and patience and should proceed by encouraging and rewarding relationships between faculty and students and the community; it does not necessarily take the same form in all substantive areas. In other words, the organization, incentive system, application of findings, and interaction with the larger community may appropriately differ from the organization, incentive system, application of findings, and interaction patterns for research in other and more established domains.

It should be noted that the ultimate reward system - the esteem of one's disciplinary peers nationally and internationally - is most likely to extend its recognition to achievements in this regard if the discipline already has a predilection to engage in interactive research.

II. Policy and Recommendations

The Study Group believes the University's goal both in its colleges and in Central Administration should be to stimulate and foster expanded efforts and activities in interactive research domains as these evolve.

If research of this kind is to expand, responsiveness and efficient organization will be required, as will increased central advocacy and coordination. The latter must take place in the Office of the Academic Affairs Vice President, most likely by identifying an associate or assistant vice president who would have this charge, thus providing an institutional reference point to ensure that important unanswered issues in the public sector are known to the University and to encourage and stimulate individual

faculty and groups of faculty to apply their knowledge and skill to such issues. A study should be made to determine the central structures that are most conducive to effective utilization and coordination of the University's resources for research.

As an interim measure, each college should identify individuals whose duties would include fostering and encouraging research that is responsive to the needs of the community and interactive with the resources of the University. These individuals may well serve as an advisory council on such matters for the Academic Vice President or his designee.

The essential point regarding organization and administration of interactive research activities, the Study Group believes, is that these research activities should be free to grow and develop as faculty address the problems of society with the process stimulated rather than constrained by University structures and units. Organizational models should, for instance, ensure the freedom of faculty and units to work across college and campus boundaries.

Since the participation of individual faculty members in interactive research is ultimately voluntary even though the University mission to extend research beyond institutional boundaries is cast in obligatory terms, the University should establish guidelines that will assist faculty in making informed choices as to whether their research should be engaged in as consulting, sponsored research, or unsponsored research. (The experience and procedures of the Agricultural Experiment Station might be instructive as such guidelines are developed.) The ultimate focus for resolving conflict on these matters is the policy-making authority of the Academic Affairs Vice President in tandem with the pertinent standing committees of the University Senate.

If, as is likely, these guidelines with their ethical and statutory underpinnings will not always indicate the proper action for a faculty member confronted with a choice between consulting and unsponsored research, the University should establish additional funding guidelines that will lead to rational choices based on cost-effectiveness and comparative efficiency. Successful encouragement of increased faculty participation in interactive service-oriented research for public benefit will require adjusting existing structures of compensation to accommodate this approach as well as establishing new systems of reward to increase the likelihood of a desirable level of faculty participation.

Thus, for example, it may become necessary that the single-quarter leave program and similar programs (summer research grants, sabbatical leaves, etc.) make explicit what is now implicit, namely that interactive community-oriented research can be supported under their auspices. It may also become necessary to construe the "Regulations Concerning Faculty Tenure" in such a way as to guarantee that accomplishments in interactive research are properly evaluated and taken into account at the various review levels.

SECTION SIX: SERVICE ASPECTS OF UNIVERSITY OUTREACH

The delivery of services that are integral to research and teaching or that extend unusual university resources to assist in the solution of problems is one of the major missions of the University.

The resources of both faculty and facilities that the University must have to conduct its instructional and research activities enable it also to provide an extended array of direct services to the citizens of Minnesota and the nation. Among the services are health care, technical assistance, professional consultation, and cultural activities such as plays, lectures, and museum and gallery exhibits.

Some of these services are direct outgrowths and even essential components of instruction and research: music recitals and theater productions open to the public are necessary parts of education in the arts; dental services must be provided if dental students are to receive adequate clinical training; the University hospital must exist as a setting for both research and education in the health sciences. The public services that thus result from teaching and research are in themselves major contributions of the University to the public welfare. Other services are available because the modern university requires extensive physical facilities and elaborate educational technology, ranging from computers to lecture halls, which necessarily have capacities that are not fully used at all times by faculty and students. The University serves the citizenry by making these costly and often unique resources more widely available when such use is compatible with University instructional and research needs.

Some services are provided as a basic responsibility of the University. Rather than deriving from research and instructional obligations, these services help to shape the research and programs of the institution. Other services are provided because the University is the institution in the state most able to assist in a particular situation. Many service contributions arise

from the specific competencies and skills of individual faculty members. Wide-ranging in their variety and extent, these individual faculty contributions may be provided through formal consulting relationships, through service on community boards and commissions, and through personal response to questions raised by individual citizens.

Most University services are educational in nature, and the line between non-credit instruction and related service is sometimes very thin. As was indicated earlier, the Study Group construes related service as any activity that provides assistance to individuals or groups on a situation or problem specific to that individual or group and that usually does not have educational outcomes as primary objectives. Such education as does result from related service is informal, unstructured, often personal rather than public, and may not be as deliberate a planned educational experience as that which characterizes University credit and non-credit instruction.

The delivery of related service may or may not be explicitly formulated as one of the acknowledged responsibilities of an individual University unit. When services that extend University resources to the public are included in the mission of a unit, their performance is part of the regular responsibilities of the faculty and staff. Service activities that are not included in the mission of a unit may be performed by individual faculty members under the University policy on consulting.

SECTION SEVEN: FUNDING UNIVERSITY OUTREACH

The Study Group recognizes that whatever the specific model or models employed for organizing and managing outreach activities, funding will continue to be a problem. It will be necessary, among other things, to make judgments concerning the nature and proportions of the outreach obligation as it is presently discharged and as integration and inloading might affect funding sources and patterns in the future. (First steps toward understanding of current realities in funding outreach credit instruction have been taken and are described in Appendix 1.) It should be noted that the Study Group's comments and recommendations are at this point limited to outreach instruction.

Because credit and non-credit instruction are basic University obligations, financial support for both should be sought from the same sources: public monies, student fees and other sources.

Present public funding for non-credit instruction within the University is largely dedicated to specific programs such as the Agricultural Extension Service or the Labor Education Service. Many other non-credit offerings are,

however, heavily dependent on student fees. Provision should be made for public funding of important developmental and high need programs within the University regardless of student ability to pay because the University should be expected to provide leadership in new fields that emerge.

It is recognized that the fee structure of some non-credit instruction may inhibit participation by students with limited financial resources. Since University student aid funds for students in degree programs are fully committed to those needs, separate funds should be sought to aid students who wish to participate in non-credit instruction but cannot afford to do so.

Meeting the needs of the outreach clientele will require budgetary flexibility. There is the presumption that placing the tuition income from such students within the total general revenues available to the institution for instruction and also eliminating some of the current duplication in offerings may provide colleges with some of the necessary additional funds to permit them to budget for contingencies relating to all types of students.

Resources for all outreach instruction should flow through the Academic Affairs Office to the colleges, departments, and central mechanism(s). (There will be cases where funds may flow through Academic Affairs but that office may not have discretionary power to change the functions for which some funds are designated, e.g., legislative specials and categorical monies.)

In order to be able to advocate, stimulate, and assure program effort on a University-wide basis, the Academic Affairs officer mentioned in the section on organization above should have some discretionary money for these purposes and should participate in the regular process of allocation of funds to the colleges. Moreover, encouraging departmental participation in outreach instruction will require discretionary money for this purpose.

And finally, as outreach instruction is inloaded, associated income will become general income rather than dedicated income, and instruction and logistical services will be supported from general income.

SECTION EIGHT: COORDINATION OF UNIVERSITY OUTREACH WITH OTHER MINNESOTA INSTITUTIONS

I. Background

The Study Group was asked to address "the role of the University in the State in relation to other institutions of higher education offering outreach programs." The President noted in his charge to the Study Group that, in cooperation with other Minnesota systems, the University's goal should be to develop a Voluntary Statewide Plan for extension and

continuing education. This aspect of the President's charge has yet to be discussed in detail by the Study Group. Some of the issues that may arise in discussions of statewide coordination of outreach are listed in Part II below. The following information relating to the inter-institutional coordination of outreach is considered important as a background for further discussion.

At the present time, there is no statewide plan for coordinating the outreach activities of the Minnesota systems of higher education. So far, attempts at inter-institutional planning and coordination of outreach have been sporadic and limited--an exception being the planning and coordination taking place among the participants in the Regional Centers (Consortia) at Rochester, Wadena, and on the Iron Range.

These Centers were authorized by the 1973 Minnesota Legislature which directed the Minnesota Higher Education Coordinating Board (MHECB) to "develop and administer three experimental regional projects aimed at improving the efficiency and effectiveness of post-secondary education in meeting regional needs through increased inter-institutional cooperation and coordination of programs and planning within a region." Objectives specified by the Legislature for the projects are to:

1. improve the accessibility of all levels of post-secondary education to residents of the regions,
2. eliminate any unwarranted duplication in the regions,
3. facilitate effective use of post-secondary education facilities and services for meeting regional needs,
4. provide for more effective liaison between regional planning and post-secondary education with regional planning and coordination of other public services, and
5. test means for accomplishing greater inter-institutional cooperative efforts for meeting local and regional needs of Minnesota residents.

The University participates in the activities of each of the Centers--at Rochester through the University's Rochester CEE Center (which involves the Twin Cities and Waseca faculties), at Wadena through the University of Minnesota, Morris, and on the Iron Range through the University of Minnesota, Duluth.

Also, the Minnesota Higher Education Coordinating Board has been keeping record of the off-campus credit instruction of all Minnesota institutions. (The first MHECB report summarizing these activities is to be published shortly.)

In January of 1977 President Magrath requested that the Higher Education Advisory Council (HEAC) initiate discussions of the voluntary coordination of outreach activities. (The President's letter is included as Appendix 4.) Discussion of this request by the HEAC and the MHECB staff resulted in mutual agreement that detailed discussion of inter-institutional and statewide problems in planning and coordinating outreach would begin in the MHECB Advisory Committee on Community Service and Continuing Education. This group includes representatives of each of the higher education systems in the state. President Magrath has offered to share the Study Group's Interim Report with this group as well as with the HEAC as discussions are initiated this Fall.

II. Issues

The Study Group notes that at issue in discussion of statewide coordination of outreach will likely be such points as:

1. Which state agency or agencies should be involved in coordination and to what extent?
2. How should programs, courses, and services be divided both with regard to the geographic service areas of institutions and with regard to program and course content?
3. What means are to be employed in the resolution of differences?

Further background and a statement of issues and questions that pertain to outreach activities in Minnesota are contained in a report presented to the Higher Education Committee of the Minnesota House of Representatives by Dr. Clyde R. Ingle who is Executive Director of the Minnesota Higher Education Coordinating Board. (A copy of that report is included as Appendix 5.)

CONCLUSION

The Study Group wishes to conclude this Interim Report with an affirmation based on its study of the University's outreach activities: on the whole the University's outreach obligation is discharged with vigor, imagination, and competence. Each year literally hundreds of thousands of Minnesotans are reached through University outreach activities. For a significant number of these citizens the outreach activities that serve them are not a part of the University, rather, they are the University.

The analysis and recommendations set forth in this Interim Report are thus presented in the context of a long and outstanding tradition of service on the part of the University's several outreach mechanisms. Continued improvement in the University's response to Minnesota's evolving outreach needs will,

the Study Group believes, require change: goals must be clarified; responsibility for outreach must move to the core of the University; forms of organization must be flexible and follow function; funding patterns must be modified; and the faculty reward structure must become consistent with the University's total mission. By utilizing the full strength of its faculty and emphasizing its special capabilities, the University can assure the continuation of its tradition of excellence in outreach instruction, research, and service.

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NOTES

1. Fall 1976 Enrollment by Level and Age of Degree Credit Resident Students, University of Minnesota, Twin Cities. Report prepared by the University of Minnesota for the Higher Education Coordinating Board, January 15, 1977. In the report "degree credit resident students" refers to both full- and part-time Day School students who are working for a degree.
2. This definition of "adult education" is given by Fred H. Harrington in his The Future of Adult Education, San Francisco: Jossey-Bass Publishers, 1977, p. xii.
3. Report of the Special Committee to Study Extension Activities, University of Minnesota, December, 1964, "Abstract of the Report," p. 2.
4. Ibid.

APPENDICES

APPENDIX 1: DESCRIPTIONS OF SELECTED UNIVERSITY OUTREACH ACTIVITIES, FACULTY,
AND CLIENTELE

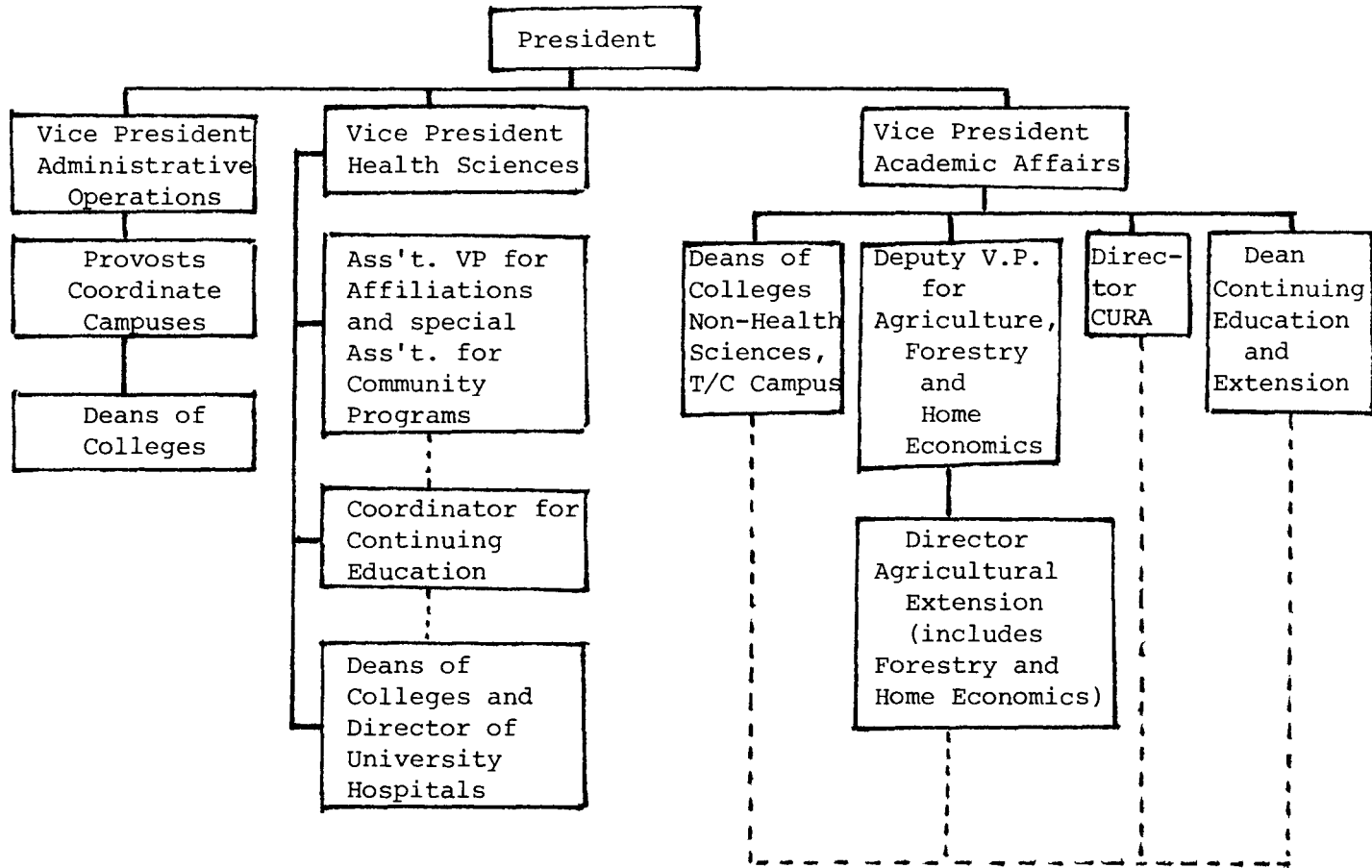
Part A of this appendix describes four major University of Minnesota outreach units, namely, the Agricultural Extension Service, Continuing Education and Extension, Health Sciences Continuing Education, and the Center for Urban and Regional Affairs. Each of these units is described with regard to mission, the nature and size of its clientele, administrative structure and organization, staffing, and funding. Representative programs and activities offered or sponsored by each unit are listed.

Part B includes descriptions of University outreach activities that are independent of the four units described in Part A.

Part C describes faculty employed by selected Continuing Education and Extension (CEE) programs. These faculty are categorized by academic rank, type of appointment, and location of their regular appointment, with totals of Miscellaneous Payroll payments to them in Fiscal Year 1976-77.

Part D presents some factors that could affect the possible nature and requirements of future participants in University outreach activities.

ADMINISTRATION OF OUTREACH AT THE UNIVERSITY OF MINNESOTA



Many additional formal and informal relationships exist among the officers shown and these might have been indicated by numerous dotted lines.

APPENDIX I

Part A. Description of four major University of Minnesota outreach units with a representative listing of programs and activities offered or sponsored by each unit.

AGRICULTURAL EXTENSION SERVICE

Mission. Established in 1909, the Agricultural Extension Service (AES) provides leadership and a staff of specialized personnel at the county, area, and state levels for the development and presentation of a broad variety of timely non-credit educational programs, demonstrations, consultations, and informational activities throughout the state on a year-round basis.

The resources and capabilities of AES center primarily around the broad programmatic areas of agricultural and related industries, home economics and family living, 4-H youth development, community development, and public affairs.

Clientele. AES staff members join with people of all ages to identify areas of needs, concerns, and interests. In 1975-76 the total participation by AES clientele in 26,712 instructional meetings conducted throughout the state was 2,446,123. When duplications of persons participating in more than one meeting are removed, this amounts to approximately 250,000 individuals participating. The legislation establishing AES stipulated that all persons residing in Minnesota should have the right to participate in its programs of instruction free of charge and to receive bulletins on request likewise without charge.

Administration and Staffing. The Agricultural Extension Service is headed by a Director who reports to the Deputy Vice President and Dean of the Institute of Agriculture, Forestry and Home Economics. (See organization chart below.)

Currently, the staff of AES totals 805 including 264 county extension agents located in 92 county offices in Minnesota's 87 counties and at the Red Lake Indian Reservation; 34 area extension agents located strategically around the state; 100 extension program assistants located in specific communities in support of specialized programs such as recent food and nutrition efforts; and 128 field staff secretaries.

This field staff is supported by a state staff of 117 extension specialists and 23 assistant extension specialists located in collegiate departments of the University, primarily in the Institute of Agriculture, Forestry and Home Economics; 28 administrative and 20 program support staff; and 119 campus based secretarial and technical staff.

All of the specialists and extension agents are faculty members of the University. Most extension specialists hold academic rank and tenure in collegiate departments. Many also hold joint appointments between Extension and Research or Resident Instruction. (The extension agents do not have tenure.) As part of the University faculty, specialists provide teaching expertise in specific subject matter areas and have access to the latest research findings in their various specialties.

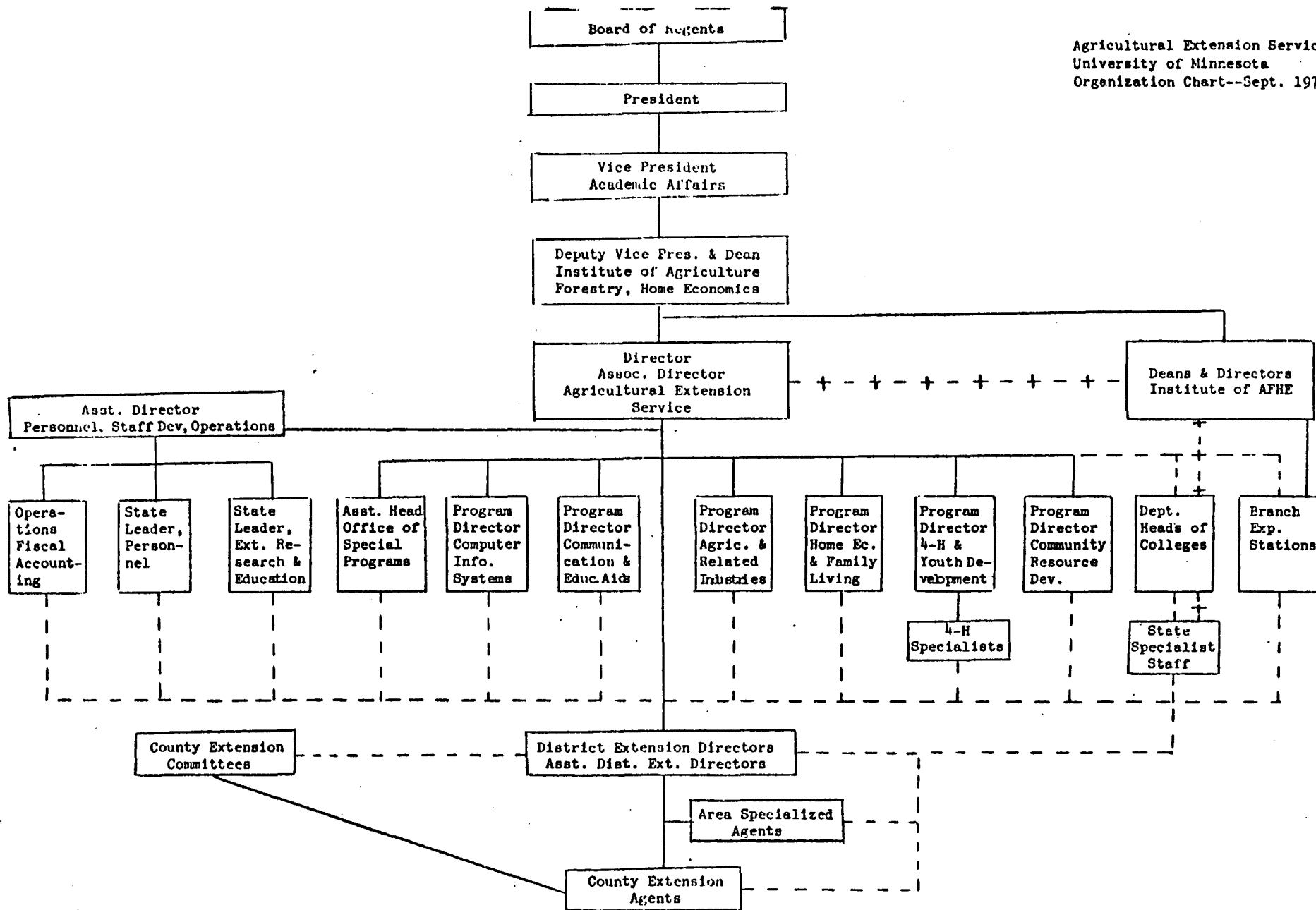
Funding. Total budget for 1976-77 was \$14,964,732 from the following sources:

Federal (USDA)	\$5,243,778	(35%)
State (University)	6,275,254	(41%)
County Board of Commissioners	3,400,700	(23%)
Private	45,000	(1%)

Programs and Activities. AES staff provides more than 500,000 consultations, 41,000 radio broadcasts, over 600 television programs, and over 15,000 information releases each year. More than two million copies of 375 separate informational publications and more than 200 fact sheets totaling 800,000 copies are distributed each year in these educational activities in response to thousands of inquiries covering a multitude of subjects and problems.

Typical of programs and activities offered or sponsored by the Agricultural Extension Service are the following:

- Small Woodlot Management
- Expanded Food and Nutrition Educational Program
- Farm and Individual Income Tax Short Courses
- Dutch Elm and Oak Wilt Disease Control Program
- 4-H Club Work
- Study Groups in Family Life Education
- Soil Management, Conservation, Fertility
- Home Economics-Consumer Information Answering Service
- Insect Control Clinic
- Plant Disease Clinic
- Swine Breeders' Seminars and Swine Production Schools
- Market Outlook Meetings
- "Living Married" TV Series (12 half-hour shows)
- Horticulture Information Center
- Food Preservation
- Family Estate Planning
- Public Grounds Keeper Training
- Circulating Art Programs
- Educational Programs for Senior Citizens
- Institutional Food Services
- Training of Commercial and Private Pesticide Applicators
- Buying and Repairing Used Farm Machinery
- Bicycle Safety Program
- Young Family Newsletter
- Assistance to the Minnesota Dairy Herd Improvement Association
- Building or Buying a House
- Supermarket Volunteer Pilot Program in Nutrition
- Workshops on Selection, Construction, and Care of Clothing
- Demonstrations of the Advantages of Minimum Tillage to Conserve Fuel
- Commercial Horticulture: Potatoes, Turf, and Fruit
- Home Horticulture: Garden, Landscape, Shadetree



KEY:

Administrative line _____

Programmatic line - - - - -

Joint Administrative-Programmatic line + - + - + -

CONTINUING EDUCATION AND EXTENSION

Mission. Established in 1913 as the General Extension Division, this unit was reorganized in 1972 and renamed Continuing Education and Extension (CEE). Its mission is to extend the educational resources of the University to the people of Minnesota, statewide, by: a) providing individuals with opportunities for personal enrichment, skills and knowledge required to update job performance, and information and understanding needed to fulfill citizen responsibilities; b) responding to needs of the Minnesota community by developing programs attuned to those needs; and c) providing the means by which the educational resources of the University are made available to individuals whose principal occupation is other than formal self-education. Because there are no admission or entrance requirements, CEE serves as an open door to the University.

Clientele. CEE clients are representative of the entire population of the State, and beyond. They differ depending upon the CEE department through which the University reaches them. While special programs have been developed to meet needs of special groups - such as minorities, women, older adults, the disadvantaged, or professionals - most CEE programs are aimed at the general public.

Extension classes clients include full- and part-time students, employed and practicing professionals, skilled technicians, and semi-skilled and unskilled workers. Approximately 80 percent are employed full-time, some are homemakers, and a small number are retired. They are more likely to be pursuing non-degree related educational interests (53%) than degree goals (47%). They are characterized by persistent participation in educational programs: 73 percent have completed some college level work at the time of their first Extension registration, 40 percent have attended a college or university during the day, and 40 percent hold bachelors or graduate degrees. Sixty percent have their first contact with the University of Minnesota as students in an Extension class.

In 1964-65, there were 23,846 registrants for credit in Extension classes throughout the University system. In 1975-76, there were 42,637 credit registrants in over 2,000 different courses. Reflecting the demography of the State, most of these students take their work on or near the Twin Cities campus (86% in 1975-76). The proportion of those receiving some form of tuition subsidy has risen from 21 percent in 1965 to 53 percent in 1976. The average credit registration is two courses per individual during a year.

Non-credit registrations in Extension classes statewide totaled 5,486 individual registrants in 1975-76, with an average of two classes per person.

Included in the above figures are classes offered through Continuing Education for Women, Community Programs, Continuing Education in the Arts, the Summer Arts Study Center, Study Abroad, CEE centers in Duluth, Rochester, and Morris, and Extension Classes, based on the Twin Cities campus.

The conference format, although serving personal enrichment and citizen responsibility needs, is largely devoted to professional and vocational updating, upgrading, or meeting of mandatory continuing education regulations. More than 40,000 individuals participated in over 200 Conference programs during 1975-76.

Approximately 7,000 individuals registered in Independent Study programs in 1975-76. Of these, some 5,150 (the largest number among Big Ten universities) registered for correspondence courses; about 20 percent registered for more than one course. The remaining 2,000 registrations were in credit television and radio courses combined with correspondence lessons and in Independent Study registrations by University Without Walls students.

In support of the instructional programs, the Counseling Department grew from 2,249 student contacts (1,912 clients) in 1966-67 to 18,664 student contacts (10,858 clients) in 1975-76. It is believed to be the largest adult counseling service in a university, anywhere.

None of these figures reflects the clientele reached through circulating exhibitions, musical and touring theatre performances, film service, KUOM, FIRE and Marine Advisory services, community development agents, and many other educational service activities of CEE.

Administration and Staffing. Continuing Education and Extension is headed by a Dean who reports to the Vice President for Academic Affairs. (See organization chart, page 39.)

In 1975-76, there were 101.9 FTE academic and 232.4 FTE civil service appointments in CEE. Included in the Academic FTE are 11 individuals on joint appointment with other University academic units. Not included are University and adjunct faculty members who teach in courses or conferences.

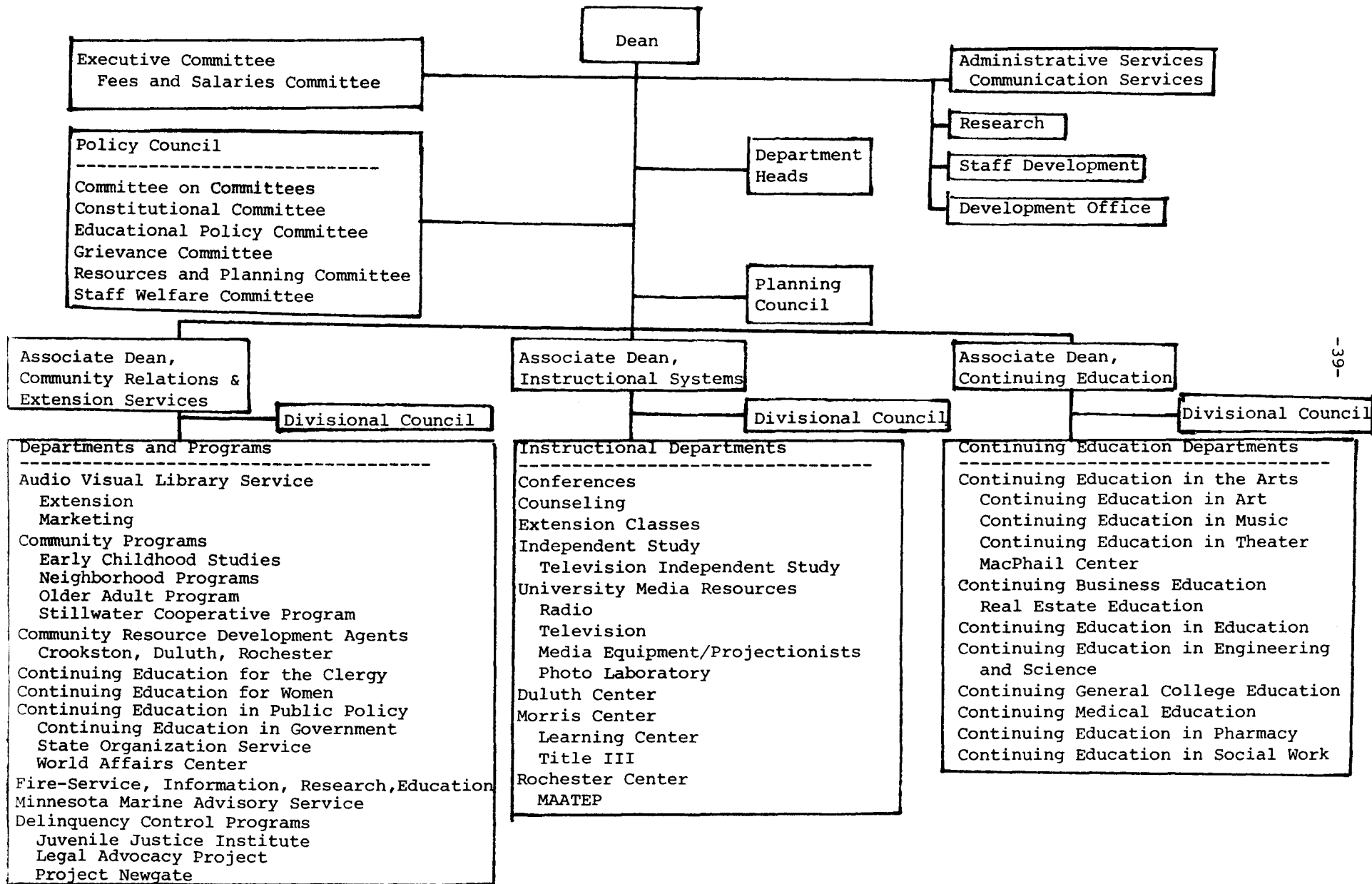
CEE is organized in three divisions, each under the direction of an associate dean. The divisions are Community Relations and Extension Services, which identifies clientele whose needs for educational programming cross disciplines and collegiate lines; Continuing Education, which seeks to bring department and college response to community needs along disciplinary lines; and Instructional Systems, which delivers the programs from the faculty to the community.

Funding. Total budget for 1976-77 was approximately \$13,210,553, from the following sources:

Tuition and Fees	\$9,951,989	(75%)
University Operations and Maintenance Funds	2,119,783	(16%)
Legislative Specials	638,781	(5%)
Contracts and Grants	500,000	(4%) (approximate)

Programs and Activities. CEE offers or sponsors a vast array of programs and activities, providing evening and off-campus credit and non-credit classes and conferences, independent study courses, radio and television programming, counseling for adults, films and other non-print library services, visual and performing arts shows and exhibits, and advisory and consulting services. In addition to advance scheduling of standard curricula, CEE is organized to indentify and respond quickly to needs of individuals, legislative or other official action reflecting community needs, and needs expressed by public and private organizations, governmental units, and business and professional groups. CEE's programs and services are listed on the organization chart (page 39.)

UNIVERSITY OF MINNESOTA
CONTINUING EDUCATION AND EXTENSION



HEALTH SCIENCES CONTINUING EDUCATION

Mission. Individual health sciences units have traditionally related to the community and to professionals in practice through interactive research on health care and consultation on patient management. Formal continuing education programs were initiated in the middle 1930's by several units. In January of 1972, Health Sciences Continuing Education (HSCE) was established as a coordinated function of the Vice President for Health Sciences Office. Each unit develops programs based on the needs of their discipline and is encouraged to participate in interdisciplinary programs to assist health professionals in developing a team approach to patient care.

Clientele. Health Sciences Continuing Education serves professionals in practice not only from the State of Minnesota and surrounding counties but also from the entire world. Some units, such as Dentistry, Public Health and Veterinary Medicine are the only units of their type in the multi-state area and tend to serve a larger geographic region. Each unit, however, has a well defined clientele.

Outreach activities are being conducted by Dentistry, Medicine, Nursing, Pharmacy, Public Health, University Hospitals, Veterinary Medicine, and a number of Allied Health fields in a variety of formats on both a formal and informal basis. Since much of Health Sciences Continuing Education utilizes the support services of Continuing Education and Extension, actual registration figures are included in CEE totals. However, two groups should be noted. In 1975-76 there were 2,657 Health Sciences degree credit registrations and 8,776 Health Sciences non-credit conference registrations recorded through CEE.

In addition, the Health Sciences have a number of unique activities which provide continuing education but for which fees are not charged. The Rural Physician's Associate Program of the Medical School, for example, maintains 40 outside training sites for medical students. Each of these sites is visited six times a year. University Hospital's Community Services Program, to cite another example, provided in 1974-75 eighty inservice programs for 3,384 individuals in 112 Minnesota communities. Outstate and metropolitan training sites for students are being developed at a rapid pace. Each of these sites generates multiple interactions each year. Consultation, particularly in Dentistry and Medicine is an every-hour of every-day activity. The highly applied nature of some Health Sciences research stimulates constant interaction with the community. In short, there are more unrecorded instances of education and services to the community than there are recorded instances.

Administration and Organization. The Coordinator for Health Sciences is a member of the staff of the Vice President for Health Sciences. The Coordinator maintains a functional relationship with the dean or director and with the continuing education director of each Health Sciences unit. A HSCE Coordinating Council with one member from each unit and chaired by the Coordinator, sets policy and facilitates achievement of goals for HSCE. The equivalent of more than thirty-two faculty and staff are directly involved in continuing education but these frequently include part time assignments since there is little assigned funding specifically for continuing education. (See chart of HSCE organizational relationships below.)

Funding. A significant proportion of Health Sciences outreach activities have of necessity been self-supporting. Each Health Sciences unit has developed its own method for funding positions which are dedicated to continuing education. Where program income is insufficient, attempts are made to fund positions from grant monies or other sources. Since many health sciences outreach activities are integrated into the function of each unit, a precise funding statement is impossible. A partial picture can be obtained, however, by looking at those continuing education programs which were scheduled through CEE and identifying personnel costs for faculty who worked with these programs during 1975-76.

Personnel	\$195,000
Program Expenses	481,710

This total of \$676,710 reflects only that portion which is budgeted through CEE and does not reflect the costs of a large number of additional activities which are budgeted through individual health sciences units.

Programs and Activities. Health Sciences has had to assume a major role in providing programs for health professionals who must meet mandatory continuing education requirements for relicensure. For this purpose and also to assist the practicing community in developing and maintaining competencies, continuing education programs are offered in a variety of formats by the following Health Sciences units: Dentistry; Medicine; Nursing; Pharmacy; Public Health University Hospitals; Veterinary Medicine; and several Allied Health departments.

Listed below are programs and activities that are representative of Health Sciences outreach efforts:

Community University Health Care Center - Servicing health care needs in an urban setting in the metropolitan area.

The developing Northwest Hennepin County Health Care activity - In the developmental stage, it will attempt to service the health care needs of northwestern Hennepin County.

The University Hospitals Community Services Program - Providing consultation, education and training to small health care settings throughout the state at no cost. This program is funded through a legislative special.

Unidisciplinary and Interdisciplinary Continuing Education programs offered on campus, in the Metropolitan area, and through telephone and television formats at more than 30 outstate sites.

Shared Services Program of University Hospitals - Provides administrative and functional services on a contract basis for health care institutions within the state and throughout the world.

Hot-Line Call-in Consultation - Provides consultation on an immediate basis to physicians and dentists with diagnostic or treatment problems.

University Hospitals referral network - Provides a statewide and larger tertiary care referral center for difficult health care problems.

Drug Information Center - A telephone question service for health professionals who have problems relating to the use of drugs.

Medical Laboratory Outreach Program - Provides laboratory services and training for personnel in medical laboratories throughout the state.

Learning Resource Center - Situated in Fergus Falls, this is a joint project of the local site and the Health Sciences; servicing the needs of students, preceptors and professionals-in-practice.

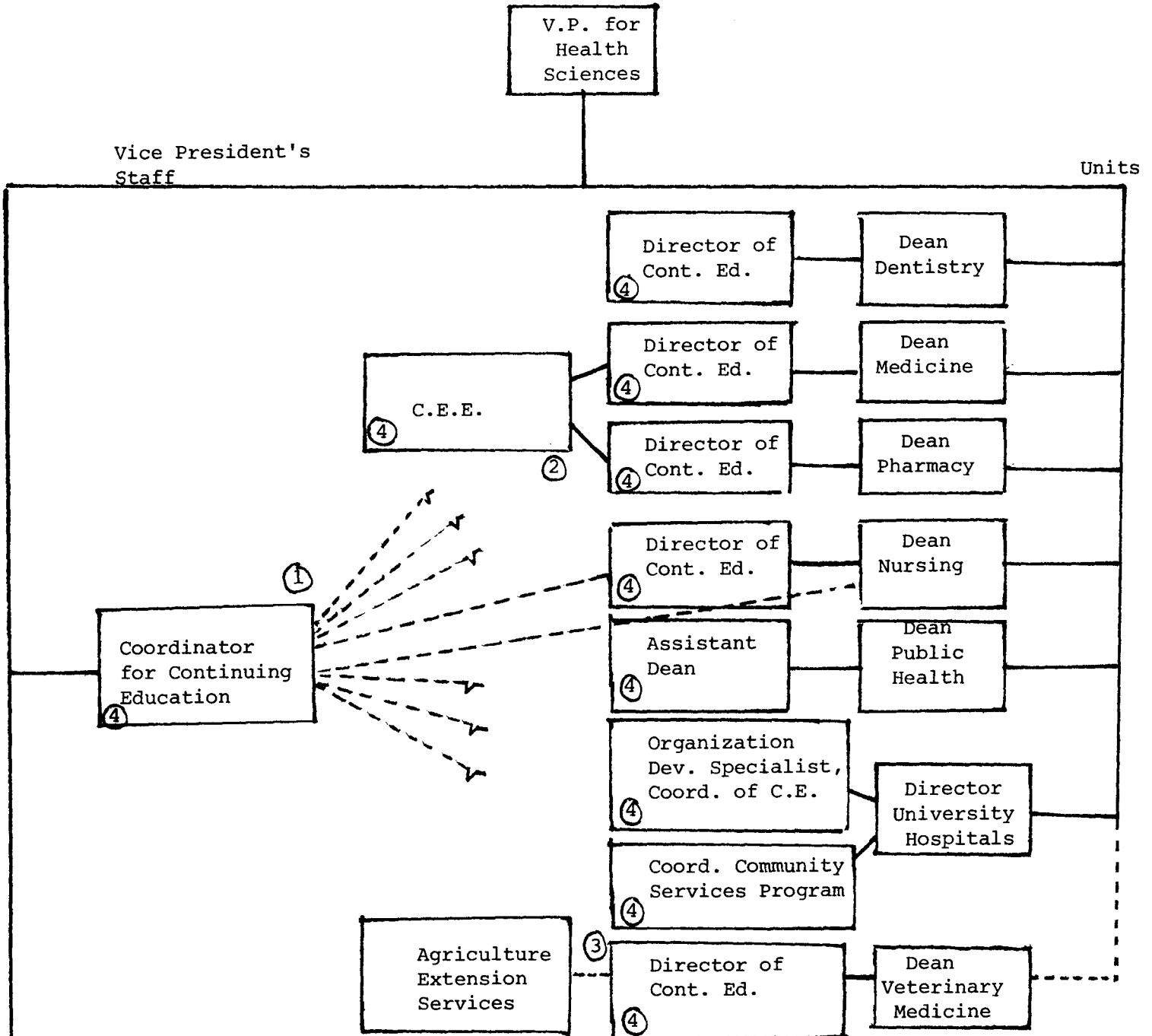
Health Sciences students and residents training at outstate sites - Dental, Medical, Nursing, and Pharmacy students are placed at more than 150 sites in the Metropolitan and outstate areas for a segment of their training.

Health Sciences faculty (medicine) travel to outstate training sites to present informal educational programs and provide consultation services without cost.

Area Health Education Center Project and Comprehensive Epilepsy Project - These are examples of outreach grants which function under Health Sciences supervision reaching into the field and either servicing direct needs or contracting with outstate agencies or individuals to perform certain educational and health care services.

Partial External and New Role Practitioner Programs - Involves single or multiple numbers of students in preparing them for new roles and on occasion, new degrees.

Health Sciences Continuing Education
Organization and Relationships



Solid lines (————) represent "line" relationships
Dotted lines (-----) represent "functional" relationships

Notes on HSCE Organization Chart

1. The Coordinator maintains a functional relationship with the dean or director of each unit and with each C.E. director. Thus, each director of continuing education maintains line relationships within each unit. The purpose of this organizational format is to facilitate the utilization of each unit's educational resources and to reinforce faculty responsibility for continuing education.
2. At this writing, the C.E. directors of two units maintain joint appointments with Continuing Education and Extension (CEE). These units, and all other units also have varying degrees of functional relationships with CEE in that they use the program assistance services of CEE.
3. Veterinary Medicine uses CEE services for only 1 program a year. Its functional relationships are mainly with the Office of Special Programs of the Agricultural Extension Services.
4. Indicates membership in the Health Sciences Continuing Education Coordinating Council, chaired by the Coordinator for Health Sciences Continuing Education.

CENTER FOR URBAN AND REGIONAL AFFAIRS

Mission. The Regents established the Center for Urban and Regional Affairs (CURA) in the Spring of 1967 to help make the University more responsive to the needs of the larger community. CURA's role is to sponsor projects which cross disciplinary and collegiate lines, address major problems in the wider community, coordinate University and community resources, and to stimulate new programs which increase the constructive interaction between faculty, students, and persons dealing directly with major public problems.

Specific projects of the Center generally fall within a half-dozen broad problem areas. These reflect major lags in the evolution of the American urban system in this generation: housing, human relations, urban transportation, environmental management, local government organization, and the diffusion of information about these topics. These have become the program areas of the Center; they cut across a wide and changing array of disciplines and colleges.

Clientele. CURA has no direct curriculum function. Rather, the Center serves in a developmental role by providing pilot projects which are short-term applied interactive research and assistance efforts. The aim is to probe and evaluate, to complete short-term projects, discard unsuccessful ones, and help to build successful ones into the appropriate part of the academic structure. The clientele are a wide variety of federal, state, and local agencies, both public and private. A large number of University of Minnesota units have faculty or students participating in CURA projects.

Administration and Staffing. CURA is headed by a Director who reports to the Vice President for Academic Affairs. Administratively, the Center is organized into the following units: Office of Intercultural Programs, Office of Planned Residential Development and Housing Research, All-University Council on Environmental Quality, Office of Land Use Studies, Social Services Training Projects, Urban Transportation Program, Urban Education Center, All-University Council on Aging, and programs attached to the CURA central office.

The current staff of the Center is composed of 15 academic and 14 civil service positions. In a given year, approximately 30 regular faculty members will be employed in CURA projects on a short-term basis, with an additional 70 faculty participating without compensation. Approximately 30-40 graduate students are also employed on a part-time basis.

Funding. Total budget for 1976-77 was \$1,170,687 from the following sources:

0100	\$117,944	(10%)
Legislative Special	511,783	(44%)
Federal, State Grants		
Cont.	540,960	(46%)

Projects and Activities. Representative of CURA-sponsored programs, projects and activities are the following:

Project Rediscovery - A service and learning program that links students and faculty of the School of Architecture and Landscape Architecture with residents of small Minnesota communities.

Environmental Issues Seminar - University faculty and representatives from business and government in Minnesota meet monthly to discuss problems that will be facing Minnesota in the next 10 to 20 years.

Subsidized Private Multi-Family Housing - A study undertaken for the St. Paul Housing and Redevelopment Authority.

Public Forum Series on Funding Social Services in Minnesota.

A Study of the Growth of Minority Business in the Twin Cities.

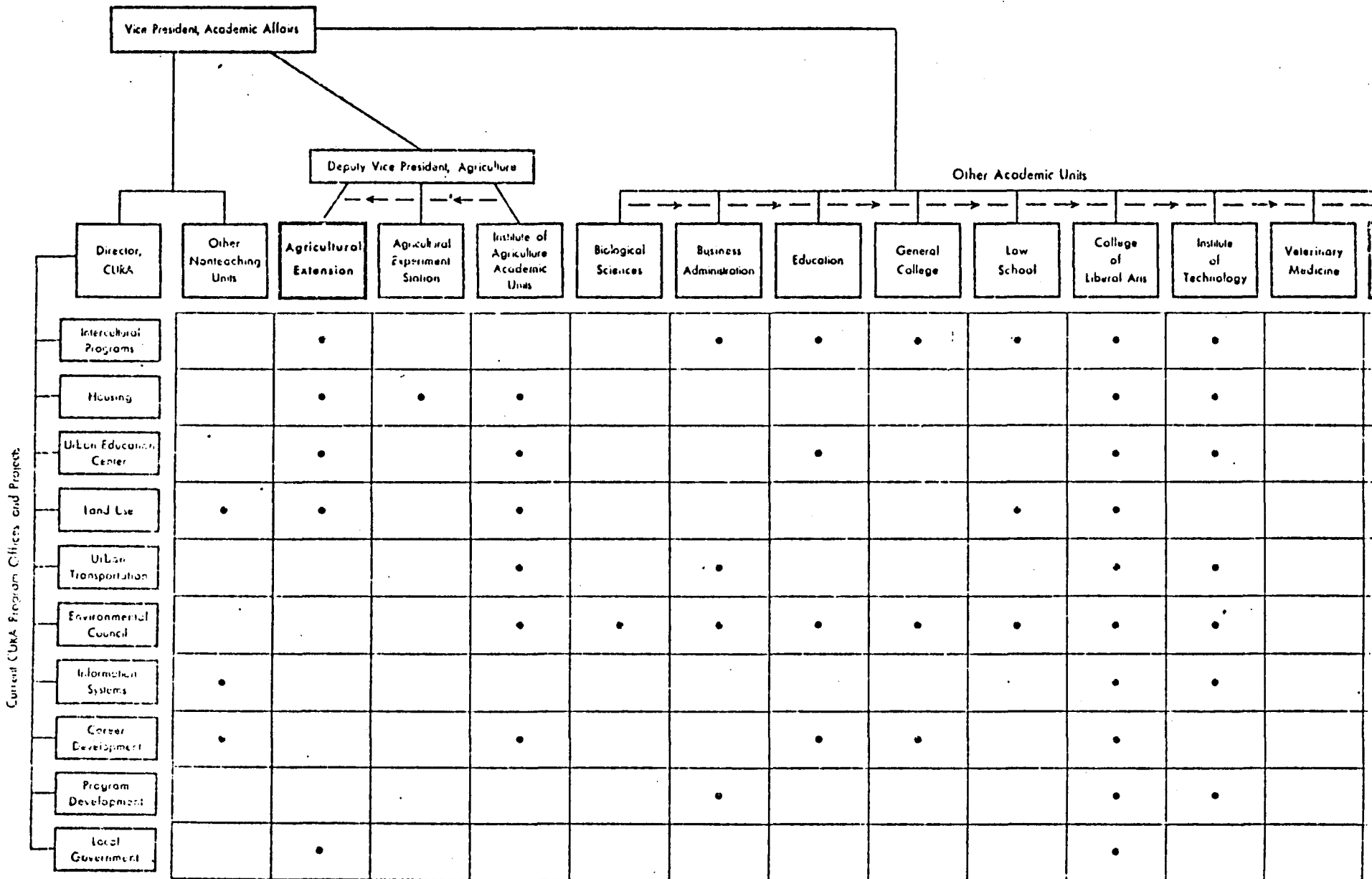
Minnesota Land Management Information System has been an on-going joint CURA-State Planning Agency project, recently spun off to the State Planning Agency.

Urban Transportation Collection - A library containing a broadly based collection of materials relating to transportation.

Rapid Analysis Fiscal Tool - An information system developed to support fiscal decision making.

Vocational Assessment Clinic - Initial funding to test the value of and need for such a clinic came from CURA.

POSITION OF CENTER FOR URBAN AND REGIONAL AFFAIRS IN ADMINISTRATIVE STRUCTURE,
EMPHASIS ON CONTINUING EDUCATION AND EXTENSION



Part B. Some University Outreach Programs and Activities that are Separate from the Four Units Described in Part A of this Appendix.

The two services described immediately below are organized as parts of the Industrial Relations Center in the College of Business Administration:

LABOR EDUCATION SERVICE

The Labor Education Service (LES) conducts conferences, institutes, and short courses for labor union representatives; produces videotapes for documentary and classroom use; and publishes reports. In a recent twelve-month period, nearly 3,000 people attended conferences, institutes, and short courses, and 300 people attended the Union Leadership Academy. LES and its counterpart, Employer Education Service, are funded through the \$401,000 per year Industrial Relations Education Fund, which is a Legislative Special Appropriation. This funding provides for full-time faculty and staff to deliver the services described above.

EMPLOYER EDUCATION SERVICE

The Employer Education Service (EES) conducts seminars and in-house programs for management personnel in the area of industrial relations. In a recent twelve-month period, approximately 2,500 people participated in about 80 EES sponsored programs. EES and its counterpart, Labor Education Service, are funded through the \$401,000 per year Industrial Relations Education Fund, which is a Legislative Special Appropriation. This funding provides for full-time faculty and staff. To deliver the services described, EES also contracts on an overload basis with other faculty (mainly in Industrial Relations) and community experts.

UNITE (University Industry Television for Education)

Established in 1971 by the Institute of Technology in response to increasing demand from industry for continuing education opportunities for technical personnel, UNITE is a system using a special television broadcasting frequency set aside for instructional television. The system provides video broadcasting from special classrooms on the Minneapolis campus to off-campus locations having appropriate receiving facilities. The students at these off-campus sites have the capability of talking directly to the instructor on the University campus as the class is in session. UNITE programming consists of selected regular day courses and specially developed courses and seminars for technical personnel employed by industrial firms or government in the Twin Cities metropolitan area and in Rochester.

Currently, this system serves each quarter a total of about 250 scientists, engineers, and technicians employed at eight plants of the 3M Company, IBM (in Rochester), Northern States Power, UNIVAC, Honeywell, US Bureau of Mines Research Center, and several smaller organizations. About half of these students are pursuing advanced degrees. Employees of participating UNITE organizations may also audit the courses.

A UNITE advisory committee, consisting of representatives of UNITE organizations and the University, is responsible for the overall administration of the educational program. The committee assesses the immediate and long range needs of the technical personnel of the participating organizations. Based on these needs, a set of courses is selected for immediate programming. Future course offerings are also identified to meet the requirements of the several professional development programs for UNITE students. The UNITE academic coordinator, a member of the IT faculty on a percentage of time appointment to the program, reports to the Dean of the Institute of Technology.

Staff for the program, in addition to the academic coordinator, includes three broadcast engineers, a number of student operators of the classroom equipment, and an executive secretary. Each quarter, approximately 20 regular IT faculty members teach one UNITE class as a part of their regular load.

Income of approximately \$180,000 to \$200,000 a year comes from a combination of blanket contributions from each participating organization and a special credit hour fee. Expenditures include annual payments to amortize the \$550,000 in University funds that IT borrowed to construct the system, a staff budget of \$100,000 to \$120,000 a year, and an annual depreciation amount.

SPECIAL SERVICES (Department of Vocational and Technical Education,
College of Education)

For several years prior to 1975-1976, the Department of Vocational and Technical Education offered off-campus courses and consulting services to vocational teachers and administrators on an informal basis. 1975-1976 marked the first year of a five-year contract with the Minnesota State Board for Vocational Education designed to formally provide these and other special services to vocational education personnel throughout the state.

According to the contract, the State Board for Vocational Education reimburses the Department to a maximum of \$200,000 annually for special services rendered. The Department, in turn, makes available services which are not usually supported by the University. These include, for example, instructional services at off-campus locations and/or unusual times for groups or individuals who could not otherwise avail themselves of the courses. Special courses are designed for special groups. Non-instructional services include needs assessments; assistance in curriculum development, evaluation and dissemination of curricula and instructional materials; and testing. Special services for vocational administrators are also offered.

In 1976-77 Special Services was responsible for offering or supporting 95 courses, with a total enrollment of 1,627 students. Ninety of these courses were offered directly through Special Services and the remaining five courses were offered through Continuing Education and Extension with the support of Special Services. These courses generated a total of 4,520 student credit hours, which is equivalent to 100 full-time yearly equivalent students.

The Director of Special Services reports to the Head of the Department of Vocational and Technical Education. The Director is a regular faculty member of the Department. In addition, in 1976-77 thirteen regular faculty members spent portions of their time conducting Special Services activities for the various constituencies of the Department as part of their regular loads. The vast majority of their efforts were in non-credit bearing activities which were designed to help improve the quality of vocational education within the state of Minnesota. (Faculty members offering regular credit courses through Special Services were paid on an overload basis.) These activities involved the efforts of 45 different faculty. Thirty were regular full-time faculty of the Department, and 15 were adjunct faculty.

Since the above listing and description of University outreach activities was not intended to be exhaustive, a number of activities have not been mentioned among which could be included the Department of Concerts and Lectures, the Bell Museum of Natural History, the Center for Youth Development and Research, the University Women's Center, the University Speaker's Bureau, and the University Gallery.

Part C. Faculty Employed by Selected Continuing Education and Extension (CEE) Programs: Categorized by Academic Rank, Type of Appointment, and Location of Regular Appointment, with Totals of Miscellaneous Payroll Payment to These Faculty in Fiscal Year 1976-1977.

SCOPE OF THIS REPORT

Parts A and B of Appendix 1 describe briefly some of the diverse organizational arrangements for delivery of outreach instruction and research at the University of Minnesota. The Study Group has been interested in developing a comprehensive description of the faculty engaging in the instructional activities of outreach units, including service provided by regular faculty of the University on an overload basis. ("Overload" is generally understood to mean those instructional services provided by a faculty member in addition to those provided as part of that faculty member's regularly budgeted University appointment; it should be noted that differentiating inload from overload is not always easy.) One measure of overload was attempted using the computerized payroll data base for a summary of payments made for this instruction through the 1976-1977 CEE budgets. That information is presented in this report.

It is important to note that the computer report is limited to CEE and thus excludes other outreach instruction of the University. Although much of the outreach credit and non-credit instruction of the University is managed budgetarily through CEE areas, considerable University non-credit outreach instruction is delivered through other units, including Health Sciences Continuing Education, the Agricultural Extension Service, programs in Labor and Employer Education in the College of Business Administration, and the vocational-technical education program in the College of Education. The Summer Session is also a major area of overload activity for primarily 9-month faculty engaged in credit instruction during the Summer.

STUDENT CREDIT HOURS IN CEE AND IN THE UNIVERSITY REGULAR DAY SCHOOL

Both credit and non-credit instruction are part of the CEE mission as well as the mission of the entire University. Student-credit-hour information is available on all credit programs of the University; such information may be of interest in viewing at a glance the relative credit instructional load carried by the regular day school programs of the University compared to Continuing Education and Extension. The following table on such Student Credit Hours shows that roughly 86 percent of the Student Credit Hours are associated with the regular day school programs of the University as compared to some 14 percent for the CEE programs:

Table 1.1 Student Credit Hours in CEE and the University Regular Day School Programs for 1972-73 through 1976-77

		FISCAL YEAR				
		(1972-73)	(1973-74)	(1974-75)	(1975-76)	(1976-77)
CEE Units*	N	240,358	250,442	311,512	365,336	349,340
	%	11.2%	10.9%	13.4%	15.1%	14.3%
University Regular Day School**	N	1,902,612	2,057,738	2,008,820	2,058,261	2,085,091
	%	88.8%	89.1%	86.6%	84.9%	85.7%
	N	2,142,970	2,308,180	2,320,332	2,423,597	2,434,431
	%	100.0%	100.0%	100.0%	100.0%	100.0%

*Numbers associated with "paid fees."

**Numbers associated with "end of quarter" for Fall, Winter and Spring each year.

METHODS OF PAYMENT TO CEE FACULTY

Continuing Education and Extension consists of thirty-four budgetary units of which twenty-four have outreach instructional responsibilities which average 67 percent for credit and 33 percent for non-credit; individual CEE units which have instructional responsibilities vary from 100 percent credit responsibilities to 100 percent non-credit responsibilities.

Faculty teaching in all CEE credit classes were paid beginning September 16, 1976 through the Miscellaneous Payroll at a rate equivalent to 1.6 percent of their regular yearly salary (9-month or equivalent) for each credit taught, with minima of \$250 for Instructors, \$300 for Assistant Professors, \$345 for Associate Professors, and \$385 for Professors. In other instructional activities in CEE, faculty were paid by other rates or flat fee arrangements.

Prior to January 1, 1977, most individuals with non-credit teaching responsibilities in CEE units were paid for their services through a direct payment means termed the Type 36 or honoraria payment. During 1976-77 the total amount of Type 36 payments was approximately \$250,000 and because these payments do not appear in historical payroll records for individuals, they could not be tabulated in the computerized reports further described below.

The system for University payment of honoraria to individuals was changed beginning January 1, 1977 to incorporate an additional payment means (i.e., in addition to the Type 36 and Miscellaneous Payroll means) linked with the University's payroll system. This new payment means is called the "Special Appointment and Pay Request." Individuals are given a single class title (9201) for such appointments, independent of any regular affiliation they might hold with the University. The search parameters for the computerized report were not sufficiently inclusive to incorporate payments made through this new system and an estimate of the payments by this method was not available at the time of printing this Interim Report.

In addition a limited number of instructional lines are funded through CEE by way of the Regular Payroll. One example is the 1.0 FTE faculty line supported in the "Geography Experiment" (another 1.0 FTE in Geography is similarly supported by the Summer Session). Because these individuals appear in the Regular Payroll, they do not appear in the data tabulated in the computerized reports for CEE faculty herein further described. Support of such individuals through the Regular Payroll amounted to \$85,882 in 1976-77.

TABULATION OF PAYMENTS TO CEE FACULTY

Payroll information provided both the amount of direct payments from 1976-77 CEE budgets to individuals for provision of instructional services to CEE as well as the numbers of individuals receiving such payments. The Miscellaneous Payrolls falling between July 1, 1976 and June 30, 1977 were accessed for payments through the CEE accounts, thus providing information on the summer period followed by the Fall, Winter and Spring for 1976-77.

Data were tabulated according to three "faculty categories," developed specifically for this study:

- i. "Regular Faculty" - individuals holding P (tenured), N (probationary) and C (contract) academic appointments on February 28, 1977.
- ii. "Non-regular University Faculty" - individuals holding other University appointments such as T (term), E (special appointment for 93XX administrative classes), S (civil service) or R (retiree, receiving retirement benefits) on February 28, 1977.
- iii. "Adjunct Faculty" - individuals not holding a University appointment on the February 28, 1977 Regular Payroll.

Computer programming constraints required selecting a single payroll date for determining each faculty member's appointment status. February 28, 1977 was chosen. Some individuals falling in the "Adjunct Faculty" categories may have held "Regular Faculty" appointments (most often on a T basis) during other periods of the year such as the Fall or Spring Quarter. There were some regular faculty members on leave without salary during the 1976-77 academic year (as there are in any given year) which explains why some ranked faculty members appear in the numbers for adjunct faculty. At any given time, these numbers are very low and thus do not introduce a significant level of error into the totals by rank.

In the detailed analysis provided to the Study Group, University faculty classes were further sorted according to academic rank, such as Professor, Associate Professor, and so on.

Table 1.2 provides the array of payments tabulated in the computer run. Table 1.3 shows the payments arrayed according to home department of the individual's Regular Payroll appointment as of February 28, 1977.

The Study Group has had an interest in the number of faculty teaching in CEE according to their rank and regular appointment status. The computerized report was aimed at providing such data. Table 1.4 provides summary information on this point.

NOTE: Since the information presented in this report has not been compiled before in this form, the Study Group requests that inaccuracies be called to their attention.

TABLE 1.2
 CEE Accounts Payments to
 University Faculty (Regular and Other) and Adjunct Faculty*
 Fiscal Year 1976-77

Account Number	U-Faculty - Regular		U-Faculty - Other than Reg. Faculty		Adjunct Faculty		TOTALS	
	N	\$	N	\$	N****	\$	N	\$
Extension Classes								
2701	97	\$ 112,455	91	\$ 66,353	126	\$ 109,059	314	\$ 287,867
2727	350	887,415	256	325,228	453	877,193	1,059	2,089,836
2728	81	132,038	41	41,060	82	94,870	204	267,968
Subtotal**	458	1,131,914	349	432,642	614 (371)	1,081,122	1,421	2,645,678
Independent Study								
2702	62	24,017	53	30,197	90 (17)	31,948	205	86,162
X-Ray Technology								
2706	--	--	3	9,166	6 (6)	9,500	9	18,666
Continuing Education for Women								
2710	48	25,487	38	26,161	61 (56)	46,425	147	98,073
Community Programs								
2712	22	32,394	20	25,889	39 (37)	33,235	81	91,518
Continuing Art Education								
2714	--	--	1	1,982	--	--	1	1,982
MacPhail								
2716	--	--	--	--	7 (7)	3,508	7	3,508
Rochester								
2720	15	27,749	6	5,750	31 (28)	34,434	52	67,933
Duluth								
2721	2	2,321	--	--	2	1,864	4	4,185
2729	109	223,022	14	21,923	30	34,196	153	279,141
Subtotal**	109	225,343	14	21,923	32 (23)	36,060	155	283,326
Morris								
2722	13	17,587	3	5,574	5 (3)	6,316	21	29,477
Total of CEE Accounts for Fiscal Year 1976-77***	727	\$1,484,491	487	\$559,284	885 (548)	\$1,282,548	2,099	\$3,326,323

*The majority of these payments reflects credit instructional services. The exact proportion of the payments reflecting non-credit instructional service is not known but is estimated to be in the range of 5 to 15%.

**When an individual is paid from more than one budgeted account in Extension Classes (2701, 2727, 2728) or Duluth (2721, 2729), they are counted as 1 N in the separate accounts and as 1 N in the subtotal; "subtotals" for N of faculty in all three classes represent unduplicated individuals.

***Individuals teaching in more than one unit are counted more than once in the totals given; i.e., "totals" provide duplicated individuals.

****Some individuals in this category (primarily graduate students) may have held non-regular faculty appointments during other periods of the year. In parentheses are the number of the total that were on CEE appointment as Lecturers. Ordinarily, individuals appointed as Lecturers teach only in CEE classes.

TABLE 1.3
 Extension Classes Miscellaneous Payroll Payments to University
 Faculty (Regular and Other) by Regular Payroll Department
 of Faculty Member, and Miscellaneous Payroll Payments to
 Adjunct Faculty by Academic Department Offering
 Twin Cities Extension Classes

Fiscal Year 1976-77

	Regular Univer- sity Faculty ¹	Other Univer- sity Faculty ²	Adjunct ₃ Faculty	TOTAL
A. President Office Units	-	-	-	-
B. Subtotal of V.P. Academic Affairs	<u>435</u>	<u>\$1,104,785</u>	<u>318</u>	<u>\$389,400</u>
Academic Support Units	3	6,652	7	7,270
Inst. of Ag., For., Home Econ.	1	548	7	8,367
Agric. Extension Service	-	-	-	-
College of Agriculture	38	63,209	10	5,636
College of Forestry	10	4,146	1	718
College of Home Economics	6	11,532	9	14,261
Veterinary Medicine	9	1,393	-	-
College of Education	43	68,075	33	26,875
Graduate School	-	-	1	1,405
College of Business Admin.	34	86,488	63	92,292
College of Liberal Arts	181	569,620	123	147,173
Institute of Technology	57	136,178	26	23,461
Cont. Educ. & Extension	7	13,411	2	1,905
University Libraries	3	2,644	3	1,793
Computer Center	1	1,236	1	2,400
Biological Sciences	8	12,277	9	5,868
Law School	-	-	-	-
Summer Session	-	-	-	-
University College	-	-	1	944
General College	34	127,376	22	49,032
C. Subtotal of V.P. Health Sciences	<u>16</u>	<u>19,003</u>	<u>23</u>	<u>29,021</u>
Academic Support Programs	-	-	-	-
Medical School	10	14,076	9	11,584
University Hospitals	-	-	-	-
School of Public Health	2	2,376	10	16,307
College of Pharmacy	3	2,294	3	482
School of Nursing	-	-	1	648
School of Dentistry	1	257	-	-
D. V.P. Finance & Develop.	-	-	2	3,960
E. Subtotal of V.P. Admin. Operations	<u>1</u>	<u>1,380</u>	<u>5</u>	<u>9,553</u>
Faculty on Retiree Status	-	-	4	7,753
Single Admin. Units	1	1,380	1	1,800
F. V.P. Inst. Plg. & Rel.	-	-	-	-
G. V.P. Student Affairs	4	5,071	1	708
H. Duluth	1	135	-	-
I. Morris	1	1,540	-	-
J. Crookston	-	-	-	-
K. Waseca	-	-	-	-
TOTALS	<u>458</u>	<u>\$1,131,914</u>	<u>349</u>	<u>\$432,642</u>
			<u>614</u>	<u>\$1,081,122</u>
			<u>1,421</u>	<u>\$2,645,678</u>

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¹ Regular University Faculty are defined as individuals holding tenure track or contract appointments who appeared on Regular Payroll on 2/28/77.

² Other University Faculty are other individuals who appeared on Regular Payroll on 2/28/77. These include term appointees (T-app'ts), civil service personnel, individuals on retiree status and the like.

³ These are individuals not holding a regular payroll appt. with the University on 2/28/77.

TABLE 1.4:
 Payments to Faculty Classes by Rank
 for Extension Classes Accounts 2701, 2727, & 2728

		Professor*	Associate Professor	Assistant Professor	Instr., Grad. Assts.**	Lecturer	Teaching Specialist	Other	TOTAL	(% of Ttl \$)	(% of Ttl Faculty N)
Regular Faculty	\$	\$540,020	\$338,968	\$218,083	\$ 13,818			\$21,020	\$1,131,914	(42.8%)	
	%	47.7%	29.9%	19.3%	1.2%			1.9%	100.0%		
	N	194	143	105	7			9	458		(32.2%)
	%	42.4%	31.2%	22.9%	1.5%			2.0%	100.0%		
Other University Faculty (Non-Regular)	\$	\$ 15,244	\$ 7,679	\$ 40,597	\$326,125	\$19,021	\$4,610	\$19,366	\$ 432,642	(16.4%)	
	%	3.5%	1.8%	9.4%	75.4%	4.4%	1.1%	4.5%	100.0%		
	N	8	6	22	276	12	5	20	349		(24.6%)
	%	2.3%	1.7%	6.3%	79.1%	3.4%	1.4%	5.7%	100.0%		
Adjunct Faculty***	\$	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	\$1,081,121	(40.9%)	
	%										
	N	3	2	9	227	371	2	--	614		(43.2%)
	%	.5%	.3%	1.5%	37.0%	60.4%	.3%	--	100.0%		
Total Payments to Faculty Ranks	\$	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	\$2,645,677	(100.0%)	
	%										
Total N	N	205	151	136	510	383	7	29	1,421		(100.0%)
	%	14.4%	10.6%	9.6%	35.9%	27.0%	0.5%	2.0%	100.0%		

* Includes Regents' Professor and Professor and Head, Director or Chairman

** Among University Faculty, only instructors may be "Regular Faculty." Graduate assistants are non-regular since they may hold either term (T) appointment (classed as "Other" University) or no Regular Payroll appointment (classed as "Adjunct").

*** Ordinarily, individuals included in the Lecturer category of Adjunct faculty teach only in Extension Classes.

N.A. = Not available at this time

Part D. Factors that Could Affect the Possible Nature and Requirements of Future Participants in University Outreach Activities.

There are a number of factors that could affect the possible nature and requirements of future participants in University outreach activities. In addition to the characteristics of University outreach clientele mentioned in Parts A and B of Appendix 1, the Study Group has noted the following items. (Sources are listed by number at the end of this appendix.)

1. Extension Classes (CEE) students and Day students constitute overlapping rather than discrete groups (1). Extension Classes students resemble all University students more than they differ from them on background of college years completed and degrees attained--characteristically, their educational background resembles that of advanced standing or graduate students, rather than that of entering freshmen (1,3).
2. Extension Classes students are transient students. One-third register once only; another one-third register more than once within a calendar year; and the last third register in patterns of sequential or intermittent registrations over a number of years. About ten percent are declared degree or certificate candidates, pursuing these goals in many varied attendance patterns (1).
3. In the Fall of 1965 the Extension Classes student body was composed of approximately 62.7 percent males and 36.3 percent females; by the Fall of 1975 the proportions had changed to 49.9 percent males and 47.8 percent females (the balance being unknown). By comparison, in the Fall of 1965 the proportions in CLA were 55.7 percent males 44.3 percent females; by the Fall of 1975 this had changed to 51.9 percent males and 48.1 percent females. Proportions for the total University of Minnesota Day School student body changed from 64.4 percent males and 35.6 percent females in 1965 to 58.9 percent males and 41.1 percent females in 1975 (8).
4. There have been significant changes in the age distribution of the students in both the College of Liberal Arts and in Extension Classes, with the older age groups showing increasing numbers, particularly the 21-25 group in CLA (8).
5. In 1970 22 percent of the total college population (1.7 million enrollments) were adults of 25 and older; in 1975 34 percent (3.7 million enrollments) were 25 and older, and it has been estimated that by 1980 40 percent of the total will be 25 and older. In 1975 the largest age category (36%) was between 25 and 34 (13).
6. The increase in interest and participation in postsecondary learning on the part of adults may be linked both to the increasing numbers of adults between 25 and 44--the ages when interest in further learning is greatest among the adult population--and to the economic and other social changes in the American society which tend to require further learning in order for persons to qualify for certain jobs and to keep up with changes which affect them (11).
7. A trend toward increased part-time enrollment is evident among the students participating in higher education (11).

8. Since 1969 there has been a downward trend in the proportion of all part-time students participating in programs sponsored by 4-year colleges and Universities. In 1969 21.7 percent of all part-time students were in programs sponsored by higher education institutions; in 1975 19.1 percent were in such programs. "The trend in registrations of part-time students in all sponsor categories is reported as having increased from 1969 in 1972 and in 1975 by the National Center for Educational Statistics studies; consequently the increases are occurring in programs offered by sponsors other than higher education institutions." (9)
9. Initial exposure to continuing education tends to occur early in adulthood. Two-thirds of all adults have participated in continuing education by the time they are thirty (12).
10. The level of formal education is more highly associated with extent of participation in continuing education activities than any other characteristic (12).
11. There will be fewer high school graduates in the 1980's than there were in the 1960's with a lower percentage of these graduates entering traditional colleges than in the past. "Nationally, whereas more than 60 percent of these graduates enrolled in college in 1968, less than 45 percent now do, and the trend toward non-college going by 18 year olds is continuing despite seemingly heavy enrollments currently." (11)
12. The factors --shrinking population base and participation rates--on which the reduction in traditional college population is projected may affect the continuing education projections (4).
13. "Among all participants in Extension Classes and short courses planned by Continuing Education departments, the relative proportion of Noncredit Registrants has been increasing." (6)
14. "Sixty-five percent of the [Iowa] state sample want credit, and even higher percentages of other groups surveyed. Regular degrees --Associate, Bachelor, Master, Doctor, etc. -- account for 50 percent of the goals of respondents who want some form of credit. One in five of those wishing credit simply want a statement of completion. But, put another way, 65 percent of those wanting to learn in the state sample either want no credit or only a statement of completion. Clearly, non-traditional learners are not quite as degree-conscious as traditional students, particularly if the subject choice is not from the general education category." (11)
15. Reproduced on page 59 of this appendix is a table that compares three groups on the basis of the order in which their reasons for wanting further learning are ranked. The table is taken from the Iowa study (11).

TABLE 4.1

Rank Order of Reasons for
Wanting Further Learning

<u>Reason</u>	<u>Iowa Poll Rank¹</u>	<u>Enrolled Iowa² Adults Rank</u>	<u>CNS National³ Survey Rank</u>
To be better in- formed: gain new knowledge	1	1	1
For personal sat- isfaction, personal happiness	2	2	2
To improve income	3	4	4
To prepare for a job, or get a better job	4	5	3
For a job require- ment, to perform job better, or to get a promotion	5	6	5
To meet new people, get away from daily routine, get in- volved in something new	6	7	7
To work toward a degree	7	3	6

- 1) A statewide, demographically-based learning interest interview field poll of 800 respondents chosen to represent the adult population in the state of Iowa.
- 2) Enrolled students here refers to a 3-5 percent sample of Iowa enrolled non-traditional students, not full-time residents.
- 3) A national survey of adult learning interests, completed for the Commission on Non-traditional Study in 1972 by The Educational Testing Service.

REFERENCES

Dr. Clara Kanun and her associates in the Research Department of Continuing Education and Extension have produced a number of reports and studies among which are the following (1-10):

- (1) Comparisons Between Students in Day Classes and Extension Classes, November 6, 1975.
- (2) Registration Patterns - 1974-75 Compared with 1973-74.
- (3) The Extension Classes Student: Patterns of Registration, Sociological Profile and Goals and Motivations, January, 1976.
- (4) Extension Classes: Registration - Credit Hours - Full Year Equivalent By Location - By College - By Field, April, 1976.
- (5) Annual Enrollment Report - 1975-76 Compared with 1974-75, September, 1976.
- (6) Survey of Non-Credit Participants in Continuing Education and Extension, May, 1977.
- (7) Annual Enrollment Report - 1976-77 Compared with 1975-76, October, 1977.
- (8) Gender and Age Distribution: Day School and Extension Classes Students, November, 1977.
- (9) Programs and Registrations - 1975-76 Joint Report of the Association of Continuing Higher Education and the National University Extension Association.
- (10) The Majority are Subsidized.
- (11) I. Bruce Hamilton, The Third Century - Postsecondary Planning for the Non-traditional Learner, a report prepared for the Higher Education Facilities Commission of the State of Iowa, May, 1976.
- (12) Alan B. Knox, Adult Development and Learning, San Francisco: Jossey-Bass Publishers, 1977.
- (13) "Graying of Campus," The Wall Street Journal, January 24, 1977 (citations of Census Bureau data on adults 25 years or older enrolled in college courses).

APPENDIX 2: CAMPBELL'S STUDY OF THE RELATIONSHIP OF UNIVERSITY EXTENSION TO INSTITUTIONAL GOALS AND FACULTY ROLES

This appendix reproduces verbatim the summary, findings, and recommendations presented in the final chapter of Theodore L. Campbell's University of Minnesota Ph.D. Thesis, University Extension: Its Relation to Institutional Goals and Faculty Roles, (July, 1976).

Background

In the late nineteenth and early twentieth centuries, when universities were markedly unsocial institutions, special administrative units were created to help turn the faculty to the teaching of adults in the public at large. Such extension of the university's resources was achieved by adding these tasks to a faculty member's responsibilities, it apparently not being possible to integrate them into the traditional faculty role.

In the last half-century, however, the American university has become very much a social institution*, and extension teaching, separated from the primary concerns of an increasingly professionalized faculty, has become a function of relatively low status and priority. Its marginality has meant considerable restriction on the opportunities by which adults may gain or continue their higher education.

The Literature

The literature of extension often states or implies that extension is marginal in the university because faculty do not believe in the idea. In addition, allegedly inferior academic quality of extension programs is reported to bring faculty disdain for the enterprise.

The investigator has suggested that extension's low priority is, in fact, the result of the separation of the extension teaching from the professional responsibilities of the faculty, and is not, per se, a valid measure of the importance that faculty place on the extension purpose. (Similarly, differences in academic quality from that of the regular program would also seem, to some extent at least, a result of the separation.)

Previous attempts to assess faculty attitudes toward extension have, indeed, shown faculty support for extension, but not in comparison to faculty support of other university purposes. In the terminology of elementary role theory, the investigator suggests that so long as extension teaching lacks "peer-group" recognition (especially important to the professional-group member) extension will not have strong emphasis as a university purpose.

National goal studies (Gross and Grambsch, 1968, 1971) affirm the difference between faculty support of extension and support of other goals, but those studies are general, and do not delineate differences within institutions. The investigator has referred to faculty role orientation--particularly the "localism" and "cosmopolitanism" dichotomy--as a means of providing internal differentiation.

*Parsons (1973) points out that Daniel Bell calls the university the "central institution of society."

Purpose of the Research

The research has attempted 1) to compare faculty support of extension to faculty support of other university purposes, 2) to discover the roles faculty most value, 3) to assess the potential and real professional identification of faculty with extension teaching, and 4) to obtain faculty assessment of extension academic quality and the performance of the extension unit in the university, Continuing Education and Extension.

Design of the Study

Separate cross tabulated stratified random samples of full-time faculty (rank of instructor or above) plus department heads in nine collegiate units in the University of Minnesota were drawn. The nine collegiate units represent 11 broad discipline areas: business, education, the social sciences, the humanities, the biological sciences, agriculture, engineering, the General College, law, the fine arts and the physical sciences. A pre-tested 59-item questionnaire (Appendix A) was sent to 672 faculty members in the winter of 1976. The response rate was 76%; usable N=503. Results were analyzed with the programs of the Statistical Package for the Social Sciences, using the University's Cyber-74 computer.

Limitations of the Study

There are, of course, several limitations to the present study. A chief limitation is that the study is based upon the assumption of the reliability of attitudes. Attitudes, however, may be unstable, shifting from time-to-time or from day-to-day. Furthermore, attitudes do not necessarily accurately predict behavior.

The study is also limited in that it examines the attitudes and values of a sample of the total faculty. While the sampling was carefully undertaken, there are the usual risks in applying the findings to the whole population represented by the samples.

Then, too, the study and the findings are subject to the usual distortions that may be caused by an incomplete response rate. Twenty-four percent of the faculty sampled did not return their questionnaires, even after two follow-up attempts. One is inclined to think that non-respondents may be more indifferent to extension than were the respondents; if that is the case, support for extension may actually be lower than is indicated by the data.

Furthermore, the study has not attempted to survey faculty attitudes toward all of the extension function. Reference in the survey instrument was either general (i.e., to the total unit, Continuing Education and Extension) or specifically to the extension class program.

Finally how broadly the results of this study may be applied outside the University of Minnesota depends on the similarity of the faculties of other institutions to the faculty of the University of Minnesota.

Findings

The presumption of this research is that any potential for the heightened priority of extension depends upon the degree to which the faculty perceive

extension to be appropriate to university goals and to their professional roles. To that end, the investigator has attempted to learn the relative importance extension purposes have in the faculty view of 1) selected university goals, 2) the role orientations of faculty and the apparent place of extension within them, and 3) faculty attitudes toward four main facets of university extension.

The Relative Importance of Extension Purposes in the University

Among the three major goal emphases, "traditional" goals are distinctly the most important to the university faculty. The traditional-goals emphasis encompasses pure research, graduate and professional training and undergraduate liberal education. Undergraduate liberal education as a university purpose was found to have surprising strength. Sixty-seven percent of the faculty consider traditional goals to be of "great" or greater importance.

There is little difference among the 11 faculties in the importance they place upon these goals for the university. Even non-research oriented faculties emphasize the importance of research as a university purpose, professional faculties emphasize the importance of undergraduate liberal education, and an undergraduate college emphasizes advanced training as a university purpose.

A second and slightly less important institutional orientation is toward "social problem solving" (referred to as "applied research") in which consulting, applied research and pure research are strongly associated with one another. Forty-nine percent of the faculty as a whole rate this function of "great" or greater importance.

Pure research is closely associated with both the traditional and the social problem solving orientation, suggesting that in a real sense, research is at the heart of what the faculty most strongly believe the university ought to be doing.

The third orientation identified by the research is the extension-type function. With this orientation research is not associated and, on the whole, the faculty rate extension-type goals to be between of "medium" and "great" importance, with only 27% feeling they are of "great" or greater importance. There is a greater range among the faculties in their support of this function than there is of the traditional and social service functions.

These functions reveal three somewhat distinct but compatible orientations identified above in their order of priority.

Faculty do support extension, but they do not give it the importance they give to other university purposes. This finding coincides with what Gross and Grambsch (1971) found in their study of a large national faculty group. Gross and Grambsch suggest, and this research tends to confirm, that a research emphasis (as in the "prestige" universities) coincides with a relatively lower valuation of extension goals. A research emphasis is negatively associated with teaching generally.

It cannot be concluded, however, that University of Minnesota faculty think extension inappropriate to the University, since they tend to rate it between "medium" and "great" importance. It is only that extension goals rank relatively lower than the other two major functions. Fifty-six percent of the faculty, for example, believe the specific goal "educate part-time students, including adults" to be of "great" or greater importance.

One reason extension purposes are not higher may be the lack of familiarity of a large number of faculty with the extension program: 1) the majority of faculty (57%) have not taught in extension, 2) the number who indicated they had insufficient information to respond to some attitude statements about extension was as high as 48%, and 3) since extension teaching is not a part of a faculty member's regular responsibilities, it could not be expected to rate as important as those purposes which the faculty is hired initially to fulfill.

On the whole, though relatively low in priority, extension seems a responsibility the faculty believe appropriate to the university.

Faculty Role Emphasis

The roles that faculty rate as most important reflect professional commitment to fulfilling the goals they believe the institution ought to emphasize: research, publication and a strong emphasis on teaching undergraduate and graduate students.

However, two distinct orientations, called cosmopolitanism and the teaching orientation, were found to differentiate faculty. "Cosmopolitans" are identified as those who, in the fulfillment of their professional lives, place greatest emphasis upon research, publication and advanced training, and receive their most gratifying recognition from fellow scholars outside the university.

Teaching-oriented faculty were identified as those who place greatest emphasis upon teaching (especially undergraduates) and upon improving their teaching skills. They place less emphasis on research and publication and find students their most gratifying source of recognition. Except at the extremes of the cosmopolitan/teaching continuum, however, the two orientations should not be seen as mutually exclusive. The middle members on the continuum, particularly, are a combination of cosmopolitanism and teaching orientations in various degrees.

Cosmopolitanism is positively correlated with both traditional and applied research goal emphases and negatively associated with extension goals. Conversely, the teaching orientation is associated positively with extension goals, negatively with applied research and not significantly, negatively or positively, with traditional goal emphases.

Extension

Among all faculty, 41% report extension teaching experience. That experience, as well as willingness to teach in extension, was found to vary considerably by college faculties and to be positively correlated with the teaching orientation. Lack of experience in extension teaching, as well as an unwillingness to teach in extension was found to be positively correlated with cosmopolitanism.

Faculty who have not taught in extension, tend to be cosmopolitan oriented and most commonly give "too busy" as the strongest reason for their unwillingness to teach in extension. The second-most important reason is that extension teaching would cause an imbalance in their academic responsibilities. The strength of those first two reasons for unwillingness to teach in extension the investigator takes as lending credence to the theory that extension's unimportance in the university results from its not being a regular faculty responsibility.

To the teaching-oriented, lack of recognition in tenure and promotion is more strongly a reason for not teaching in extension than it is for cosmopolitans. Presumably, the teaching oriented who have not taught in extension would do so if there were some recognition towards their professional advancement. The cosmopolitans will not add extension teaching to their regular responsibilities seemingly because it is unlike the roles that are most important to them.

Extension as service obligation is no real inducement to faculties. (It is even less so to cosmopolitans than to the teaching oriented.) The most common form of service was found to be doing one's job well, again, a more prevalent reason among the more-cosmopolitan faculty than among the more teaching-oriented faculty.

Regarding attitudes toward various aspects of extension, faculty are generally supportive of the performance of the extension unit, the need for such a separate unit to coordinate extension teaching, and of equivalent legislative funding for the unit.

The faculty were found to be somewhat critical of the academic quality of the extension programs, though not severely so, while demonstrating support for the academic ability of the extension student. Eighty-five percent agree or strongly agree that the extension student is as able as his day school counterpart.

In spite of the lesser importance given to extension goals, and in spite of concern about academic quality in extension, faculty show substantial ability to identify professionally with extension teaching, 78% agreeing or strongly agreeing that they would derive as much satisfaction from teaching extension students as from teaching full-time day students, and 65% (from "slightly" to "strongly") agreeing they would be willing to teach one or two evening classes per year in lieu of a like number of day classes.

The matter of faculty support of extension is more complicated than has previously been reported. There are different levels of support, and from different quarters of the faculty, for different facets of extension--the purpose of extension, the extension unit itself, academic quality, and extension teaching as a professional responsibility. Gross differences are found among the eleven faculty groups studied; some differences are found among the ranks and between the sexes. Role orientation, however, delineates differences in support most sharply.

The teaching-oriented faculty tend to be substantially more supportive of each of the four facets of extension studied than are the cosmopolitan-oriented faculty. Similarly, teaching oriented have had more teaching experience in extension, and the teaching oriented who have not taught in extension are more willing to do so than are cosmopolitans.

Implications and Recommendations

The greater support for traditional university purposes is one reflection of extension's marginal status in the university. In addition, faculty perception that extension academic quality is inferior to the quality of the regular program probably exacerbates that status. To the investigator, the separation of extension teaching from the professional responsibilities of the faculty and the fact that for no faculty does extension teaching offer

professional incentive or "peer-group" recognition, seem likely to account for some of the faculty's lesser emphasis on extension goals, and to have some effect on academic quality. The separation of extension teaching from the basic responsibilities of the faculty member prevents many faculty from participating in extension.

There are, however, several indications that, for their part, many faculty are ready to have the University give the teaching of adults substantially more attention. The chief indications are these: 1) the confidence expressed in extension students' academic ability, 2) many faculty members' belief that teaching extension students is as gratifying as teaching day students, 3) the numbers of faculty willing to teach extension classes as part of their regular responsibilities, 4) that 56% of respondents believe the education of part-time students, including adults, is of great or greater importance, and 5) the belief that extension effort ought to receive funding equivalent to that given other instructional units.

In short, faculty support of extension seems greater than the actual status of the extension function would indicate. The recommendations which follow (of necessity general and not applicable throughout the university) are intended to suggest ways the university may more fully realize its potential for serving the adult learner.

Recommendation #1

The investigator proposes that on a ten-year plan, rising numbers of faculty in the various departments, on a voluntary basis, be enabled to teach extension classes in lieu of a like number of day classes, without additional salary.

The benefits of making some substantial numbers of extension classes part of the regular responsibilities of the faculty are felt to be these:

- A. In general, faculty commitment to teaching adult students will increase, because such teaching will be "normative" professional behavior. In addition, greater importance will be attached to extension teaching, when it is evaluated in promotion, merit pay raises and tenure decisions as regular teaching presently is.
- B. Some faculty who are presently unwilling to add the teaching of extension students to their responsibilities may be expected to substitute such teaching for present instruction, thus making more courses and more programs, and a greater variety of faculty available to extension students.
- C. The most troubling finding of this research is that many faculty think the quality of instruction in extension classes is not equal to that in day classes. While many academic departments presently take rigorous measures to ensure the quality of extension teaching, others may not. When academic departments are professionally responsible for some extension classes, most can be expected to assume full responsibility for the educational quality of all of them.
- D. When extension classes are seen to be the professional responsibility of the faculty, policies which restrict the applicability

of credit earned in extension towards a degree (e.g., masters degrees) would seem to have no validity.

- E. Extension teaching will introduce a new clientele into the professional sphere of faculty. Older, more mature and experienced students will give many faculty a stimulating classroom experience. It will give some faculty in applied fields (e.g., engineering) new exposure to practitioners. Such exposure can give even the cosmopolitan-oriented faculty member valuable insights.
- F. Departments can be expected willingly, if extension teaching is part of their basic responsibility, to develop new courses and formats to serve public needs and interests appropriate to the university's attention.
- G. There will be scheduling advantages for some faculty who would prefer to concentrate their teaching in one evening, rather than have it distributed throughout the week.

On Making Only Some Extension Classes Part of Faculty Members' Regular Responsibilities

There are at least four reasons that the "regularizing" of extension teaching should be partial and voluntary:

- A. Faculty support for the idea of extension teaching as part of their basic responsibility is not unanimous. Forcing extension teaching on unwilling faculty members is not only virtually impossible; it would be certain to have untoward results for extension students and the change generally.
- B. Many faculty at all ranks need the extra income that "add-on," extension teaching provides. Sometimes such inducement helps departments attract faculty to the university. (Teaching two classes per year can increase an Assistant Professor's base salary by 12%.) Until regular salaries in the university rise substantially, it would be wrong to deny faculty the opportunity, where student demand exists, to earn extra income, so long as add-on teaching is compatible with the intention of the proposal. To that end, some professional recognition may need to be assured for the teaching of "add-on" extension classes.
- C. The cost of converting the present extension program to a totally regularized operation would be prohibitive, requiring the addition of between three and four hundred faculty members and costing more than four million dollars in additional salary money.
- D. Add-on extension teaching is an indispensable tool which extension needs in order to be quickly responsive. The budgetary rigidities which may accompany regularized extension teaching should not be allowed to rob the university of its present responsiveness to short-run irregular needs.

Recommendation #2

As a corollary to Recommendation #1, day students and extension students should be mixed in the same classes, when the needs of each can be served well in such an arrangement. There are obvious practical benefits to making evening classes available to full-time students; some part-time extension students can attend late afternoon classes as well as they can attend evening classes. Opening late afternoon classes to extension students would expand opportunities for them. In such "combined" classes, the mixture of students can be expected to enrich the educational experience for both groups.

The absence of distinctions between day and evening classes can help further build professional and institutional commitment to extension students. As the number of full-time students taking evening classes increases, it can be expected that some of the present discrimination against the part-time student will disappear, with offices and bureaus shifting to later hours and support services (e.g., financial aid and collegiate advising) becoming more available to the part-time student.

Recommendation #3

A means of evaluating the regularizing of extension classes should be devised. An administrative faculty and student committee should monitor the responsiveness, sufficiency and problems of the program, and quality and appropriateness of the instruction for all students.

Recommendation #4

On the average, the faculty believe that Continuing Education and Extension is doing a good job and that such a separate unit is needed in the university. Continuing Education and Extension should be expected to continue its coordination of extension classes, (both the "inload" and the add-on portions.) Particularly until the efficacy of the above proposals is measured and academic units demonstrate their genuine and long-term willingness to serve the needs of adult students sensitively and well. Funds to cover the costs of regularized extension teaching should flow through Continuing Education and Extension to the academic units. In general, Continuing Education and Extension should serve those functions which a centralized agency can best perform: coordination of scheduling, public information, registration, special student support services, and the like. However, the extension unit ought to help the academic departments commit themselves fully and permanently to the education of the part-time adult student. At such time as academic units need no assistance in responding to the needs of this new clientele, Continuing Education and Extension might be expected to exert less direct coordinative influence. In the meantime, Continuing Education and Extension should be expected to help the university assume fuller responsibility for educating part-time adult students.

Recommendation #5

- A. Continuing Education and Extension should study the relationships of university extension to other higher education outreach programs in the Twin Cities metropolitan area, with an eye to coordinating programming and public information. Given the added commitment of several academic units, Continuing Education and Extension ought to attempt emphasis of those programs which distinguish the university's contribution.

Under its present method of self-support, Continuing Education and Extension cannot afford substantially to diminish its profit-producing, lower division offerings, nor should it do so to the extent that such a reduction would deny citizens a choice of educational opportunity. But Continuing Education and Extension should, as funding allows, emphasize in the ensuing years, upper division, specialized and graduate level programming which complements the programming of other higher-education institutions in the area.

The University of Minnesota is one of the largest urban universities in the country, yet the graduate opportunities it provides the part-time adult student are among the most meager. Continuing Education and Extension and academic units regularizing extension instruction should set as a goal, substantial increases in opportunities of graduate study through extension.

- B. In cooperation with other university agencies, (e.g., the Center for Educational Development, perhaps the Department of Adult Education in the College of Education, and the University Measurement Services Center) Continuing Education and Extension and a faculty steering committee, should examine the academic quality of education a student receives through extension to determine whether higher quality control is indeed in order and, if so, what measures are most appropriate.
- C. While, on the average, faculty rate the academic ability of the extension student high, 50% of the faculty believe that persons ought to pass through the usual screening procedures and standards before being allowed to register in degree and credit classes. As academic departments take on extension teaching as part of their professional responsibilities, Continuing Education and Extension can expect its "open-door" policy to come under some scrutiny, especially from the cosmopolitan/tradition-oriented faculty. Though its open-door policy is at the heart of the egalitarian extension movement, and though there is ample empirical evidence of its value, Continuing Education and Extension may need to be ready to demonstrate the overall efficacy of such a policy.
- D. Generally there is a paucity of scientific research into the adult learner and the educational needs of the adult. In the present study, extension is revealed not to be associated in the faculty mind with research (Chapter IV). The investigator suggests that that separation works to extension's disadvantage. Continuing Education and Extension should launch a vigorous research program in adult learning theory, adult pedagogy, educational needs and programming. In conjunction with appropriate research and development units in the university (such as the College of Education, the Center for Educational Development and the Department of Psychology), Continuing Education and Extension should consider sponsoring research projects to be undertaken both by academic departments, and by individual researchers--faculty as well as doctoral candidates. Such a research program would make a contribution to the field of adult education (and help to professionalize it) and would in some measure enhance Continuing Education and Extension's position in a university oriented to research.

Conclusion

The presumption of this research is that the most crucial party in making the education of adults a more central commitment of the university is the faculty. If they are not willing that extension become a more central purpose of the university, then administrative efforts would seem to count for little. If faculty are willing to devote professional attention to the teaching of adults, then they need to rely on the administration to facilitate the transition and to provide funding for the commitment.

Both empirical research and the results of the study under discussion lead the investigator to the conclusion that on the whole, the faculty has answered a question quoted in Chapter I.

"Is there any justification for the hope that existing agencies (universities, colleges) whose primary responsibility is to other constituencies will accept responsibility for adult education on other than a marginal basis?" (Knowles, 1960, p. 556)

The investigator believes that in the University of Minnesota, the faculty answer is positive.

APPENDIX 3: EXAMPLES OF INTEGRATION AND INLOADING

I. The Geography Department "Experiment"

(The following description of the experimental "integrated curriculum" appeared in the February, 1977 issue of Comment which is published by the University of Minnesota Center for Educational Development).

In an effort to improve service to all its students, and to provide its faculty members with more flexibility in scheduling their time, the Geography Department in the College of Liberal Arts (CLA) has developed an experimental "integrated curriculum." All of the department's courses, whether scheduled in day or evening hours, in summer or other months, have been organized by two-year periods into a single coordinated plan. Students registered in CLA may schedule courses offered through Continuing Education and Extension (CEE) and vice versa. Faculty members, retaining the equivalent of all conditions of a regular nine-month academic year appointment, may fulfill the terms of their appointment by teaching combinations of day, evening, and summer courses.

The plan is intended to broaden the scope of courses and increase the number of faculty members available to evening and summer students. It also is expected to free faculty members for extended periods of field and library research and for professional activities that can best be done at times other than evenings and summers.

This issue of Comment reports on this experimental program being conducted by the Geography Department in conjunction with CEE and Summer Session.

All courses combined in two-year plan

A number of basic features distinguish the Geography Department's experimental integrated curriculum:

(a) The department has incorporated into a single two-year curriculum plan all of the courses it will offer during daytime hours, evenings, and summers. While teaching assignments and course registration formerly were categorized by the unit through which a course was offered (CLA, CEE, and Summer Session), the new plan eliminates these boundaries thus allowing greater flexibility for both students and teachers. The department's total offerings each year will be about equal to the sum of the offerings in the three components of the old system - about 90 one-quarter courses each year in CLA, 12 in CEE, and 8 or more in Summer Session.

(b) Faculty members retain the equivalent of a regular nine-month (i.e. "B") appointment. But while the responsibilities of B appointments ordinarily are fulfilled through daytime teaching (and related activities) during fall, winter, and spring quarters, Geography Department faculty members may satisfy the teaching responsibilities of their appointments by an agreed-upon combination of assignments including evening and summer classes. More specifically, each department member will regularly teach a full load for six of eight quarters in a period of two academic years; a full load may include both day and evening courses.

(c) "Overload" teaching is reduced, though not eliminated. In the past, 20 or more courses offered by the department through CEE and Summer Session were taught by individuals from within or outside the department's regular faculty. These individuals received "overload" payments from the other units involved.

Under the new plan, the two units have provided money to the Geography Department to hire two full-time assistant professors on temporary appointments for the duration of the experiment. In return, the Geography Department provides to each unit (CEE and Summer Session) a minimum of six courses. The extension and summer courses are to be taught by a mix of faculty including senior members of the department. While the two faculty positions are temporary for the duration of the experiment, they would become permanent if a decision is made to continue the plan beyond the experiment period. Those filling the positions participate in the full range of departmental offerings.

Since the number of evening and summer courses offered by the Geography Department exceeds the course load equivalent of two full-time faculty members, some courses are still to be taught on an overload basis under traditional arrangements with CEE and Summer Session. The three units believe it would be too costly to replace all overload teaching with additional faculty positions at this time.

The plan costs more per credit than the traditional overload method, both for the academic department and for the cooperating units. The regular salary scale is higher than overload salary rates, so CEE and Summer Session pay more per credit hour taught. At the same time, the two faculty members appointed to make up the difference in the Geography Department's load must have available time for scholarly and service activities, and thus teach a smaller number of courses than are actually provided by the department to the two other units. The department absorbs this expense.

(d) The experimental two-year curriculum began fall quarter, 1976. The department expects that the experiment will be renewed for a second two-year trial before a decision is made regarding its permanent adoption.

(e) All courses in the Geography Department's new integrated curriculum are listed in both the CLA and Extension Classes bulletins. They are open to students of either unit and to students of other units who are eligible to register for courses in CLA and CEE. Students register through the regular procedures of the office they are accustomed to dealing with (either CLA or CEE).

The curriculum plan for the entire two years is posted in the department and in Extension Classes to help students and advisers plan student programs. Evening and summer students in particular may be better able to choose among courses with the knowledge of which courses will be available in the near future.

(f) Department services will be more accessible to all students. Office hours have been extended to accommodate better the needs of evening students. The department office stays open until 6:30 or 6:45 three or four nights each week through arrangement of civil service staff hours. Some faculty office hours and undergraduate advising hours also have been extended, again by rescheduling some individuals' time. In addition, with a fuller range of faculty activity during the summer than in past summers, the department

expects to provide summer students with more opportunities than before for advising and other faculty contact.

CEE, summer offerings broadened

The idea for an integrated curriculum was first proposed in 1969 by John Webb, then department chairman, and was revived in 1974 by the current chairman, Richard Skaggs. Reasons put forth for the experiment fall into two general categories: (a) to broaden the range of both courses and faculty members available to all students, and (b) to provide increased flexibility for faculty members in scheduling their teaching and other academic activities.

Under the traditional system, decisions about what courses would be offered through CEE and Summer Session were more likely to be based on the availability of faculty members than on what courses should be offered. For example, some faculty members enjoy teaching extension courses more than others do, and some may seek out extension or summer assignments for extra income. Their courses might therefore have been taught evenings and summers while others' courses were not.

Conversely, there have been times when few faculty members were interested in additional assignments and the department had to recruit from outside the regular faculty.

"Under the old plan, it has been difficult to put together educationally balanced Summer Session and CEE programs," Skaggs said. "Decisions often have been made for a lot of reasons other than educational ones. It is important that this plan broaden the scope of both the courses offered evenings and summers and the people who teach at those times."

An advantage of the plan is that CEE students will be able to major in geography for the B.A. degree solely through CEE courses. This was not possible in the past because the department was unable to guarantee that all required courses would be offered through CEE within a "reasonable" time span. However, Skaggs said, this is not an important aspect of the plan at the moment since it is believed that initially few CEE students will actually want to earn such a degree.

He said the department believes the integrated curriculum is one way to improve service to an increasing number of part-time students as well as full-time students who may wish to schedule their time around a job or other responsibilities. Some CEE students may find it more convenient to attend classes during the day, while some CLA students may choose sections offered in the evening.

"We are convinced that this ought to be considered a possible approach to some aspects of the University's efforts to reach out and serve new groups of students," Skaggs said.

Harold Miller, dean of Continuing Education and Extension, and Willard Thompson, Summer Session director, agreed. Said Miller, "We feel this kind of program is in the best interests of our outreach effort. Under the traditional plan, outreach (extension) teaching has to be paid for on an overload basis. That means that in terms of the department reward system, outreach instruction is not given very high priority.

"The Geography Department plan puts outreach instruction directly into the academic department reward structure - it's not something we (CEE and Summer Session) buy from the individual faculty member."

He pointed out that the Geography Department plan is much like the system used in the Agricultural Extension Service, where part or all of a faculty member's regular duties may involve extension teaching. "That model has worked well for years. It can and should be generalized to other parts of the University, especially as we look at declining enrollments in daytime classes." He said use of the plan could help prevent reduction of faculty size in the face of decreasing daytime enrollments.

Flexible schedules may aid research

The other major reason for the experiment was to give faculty members flexibility in planning their academic activities. "Our people are no longer so closely tied to the nine 'academic months' or to particular times of day," Skaggs said. "This should be especially helpful in planning and carrying out both scholarly and service activities."

"For example, a faculty member may want to do a fieldwork project that is best not done in summer. That person can take off a different quarter to do the project, and not have to sacrifice the difference in pay between regular salary schedules and the lower Summer Session pay."

"Or, a person may need to spend a lot of time looking at materials in a public institution such as the Minnesota Historical Society or state capitol building, which may only be open weekdays from nine to five. That person can teach at night and still have the classroom work, office hours, and related activities considered a part of the regular teaching duties."

"We hope that ultimately this flexibility will lead to increased research productivity."

The schedule of Fred Lukermann is an example of how department members may use the plan to further their scholarly activities. He will not teach during summer, 1977 (his quarter "off" for 1976-77) or during fall, 1977 (his quarter off for 1977-78). He then will teach winter, spring, and summer, 1978, receiving his regular B-base salary.

This arrangement gives Lukermann nearly six months for concentrated research and writing. He will do library research to support previous field work and will do writing on a methodology text, spending several weeks in California and in Greece in connection with his work.

Lukermann thus receives the benefit of an extended research period without the disadvantage of the lower salary that would normally be paid him during the summer. The department and students in turn receive the benefit of Lukermann's courses, availability for advising, and service work during the summer, which would not ordinarily be the case.

Since the department schedule is planned in two-year increments with faculty responsible to teach during six of the eight quarters, it may not be uncommon for department members to be "off" for two consecutive quarters. It is even conceivable, though not likely to occur often, that one could arrange to be away a full year, taking the last two quarters of one two-year cycle and the first two quarters of the next.

Skaggs said it will be necessary for the department to see that no pattern develops in which people regularly are gone the same quarter every year. "If that happens, you haven't accomplished what you set out to do," he said. "You have just rearranged the existing system."

'Payroll computer not flexible'

Implementation of the plan has not come without difficulties. One general source of problems has been the fact that the Geography Department now must do things differently from other departments. "You constantly run afoul of standard operating procedures which in themselves are quite reasonable for the way things usually are, but which don't apply in this situation," Skaggs said. "You have to stop each time and explain, and this is very time-consuming."

An example is the problem of how to appoint faculty to teach during different quarters and at different times of day from what is expected under the regular B appointment. "The payroll computer is not a flexible machine," Skaggs observed. One might think that department members' B appointments could be modified through a system of leaves and special appointments. But the existing system cannot make the necessary adjustments regarding insurance coverage and tax and retirement plan payroll deductions.

The computer is not programmed to make retirement plan deductions during the summer. Nor can it easily deal with a faculty member who, taking staggered leaves during two academic years, works four consecutive quarters in a single tax year. Skaggs said that with a great deal of cooperation from both CLA and central administrators, these problems appear to have been largely worked out. Faculty members will be appointed with regular B appointments, then changed when necessary to a special category for which the computer will allow special arrangements. He said the new category will be termed J - "for jerryrigged."

The department is learning that with paperwork it must anticipate questions and explain irregularities so people handling the papers won't simply lay them aside.

Coordination among units grows

Another general source of problems in implementing the plan has been the difficulty of trying to mesh systems with different, though overlapping, missions. Several key areas have been subjects of discussion among the units:

Course selection. The Geography Department will choose specific courses, keeping in mind the concern of CEE and Summer Session that all the necessary courses be offered within a reasonable length of time for students who may wish to earn degrees.

Teaching assignments. Again, the Geography Department will make specific assignments, consulting with the other units to ensure suitability and variety of instructors.

Control of funds. CEE and Summer Session are providing funds out of which two temporary faculty members have been hired. Arrangements had to be made regarding control of those funds, and a decision is pending on the amount to be contributed by the two units to cover faculty salary increases expected later this year.

Operating procedures. The problem of meshing different systems also surfaced during registration for the first quarter of the experiment. With students registering through two different systems (CLA and CEE) for the same classes, and each office wanting to ensure enough space for its own students, there was inevitable confusion. The system functioned more smoothly winter quarter and is expected to continue to do so.

The new curriculum plan has required some adjustment on the part of department staff members as well. "We have had to become an operation that runs more continuously through the day and year," Skaggs said. "That has implications for when people work. It has required adjustments, but people have cooperated well." He acknowledged that such a plan might encounter difficulties in a department less collegial than his own.

Admission standards. A major concern of many faculty members is whether CLA students and those of CEE and Summer Session (the latter, in effect, both open admissions units) can successfully be taught in joint classes. While the geography experiment began with open admissions for all courses, it may be found necessary to establish criteria for some courses or course levels. "We may find that we have been shortchanging CLA students or have not been giving CEE students the things that are most useful to them," Skaggs said.

He believes the problem could be most serious with graduate courses at the 5000 level. Students enrolling might have specific prerequisites for the course but lack general background, diluting the overall quality of classroom discussion at the expense of the graduate students enrolled. One possible remedy would be to require that the department's graduate students build their programs around 8000 level courses.

Resolution of these concerns will depend on the evaluation of the experiment and anticipated graduate school recommendations for safeguarding the quality of graduate education in experimental programs at the University.

Evaluation to be based on studies

The department will conduct longitudinal studies of students, faculty members, and administrative personnel (both policymakers and those carrying out organizational tasks such as course registration) to learn how well the experiment works. Groups will be interviewed later this year and on two successive occasions, each several quarters later.

The studies will attempt to ascertain whether quality of classroom presentations, exams, grading, and other aspects of the learning process are consistent across time of day and season of year, and how student and faculty perceptions compare with performance measurements. Faculty, staff, and student preference also will be surveyed.

A CLA committee has been appointed to oversee evaluation of the program and expedite the solution of organizational problems. On the basis of information resulting from evaluation studies, the committee will make a recommendation to the college regarding continuation of the plan. Members include Skaggs and Fred Lukermann of the Geography Department; Roger Page, associate CLA dean; Theodore Campbell, Extension Classes director; and Willard Thompson, Summer Session director. Carol Pazandak, assistant CLA dean, is convenor of the committee.

The three units participating in the experiment all say it is too early to draw conclusions about its success. All are optimistic about the value of the plan and their ability to make it work. They are concerned, however, about the cost to the institution and availability of additional financial support that would be needed to provide instruction through an integrated plan.

Expansion of the plan to include other academic departments would require additional funding from the legislature or some other source, said the heads of both Summer Session and CEE. Said Summer Session's Thompson, "After next summer we will have a better indication of how credit hour costs have increased. I am confident it will be substantial. Tuition increases could not equal the need."

Said Miller, "If we are successful in obtaining funds in the future, we will seek out other departments to do it. We hope more can be done."

While some of the Geography Department's experience with an integrated curriculum may generalize to another department, Skaggs said any such experiment has to evolve within the context of the department involved. Curricular structures differ enough among disciplines that experimental integrated curriculum plans will not and should not all look alike.

The Geography Department has included all of its courses in a single plan, "not because we knew all courses should be included, but because it seemed a good place to start," Skaggs said. "We can add and subtract as we learn more about what subject matter should be taught in various ways." Other departments might choose to begin a similar experiment with a few courses, gradually including others as they see fit. Some departments may have courses specifically designed for CEE or Summer Session students and would not want to include these in an integrated curriculum plan.

Since the integrated curriculum plan has been in existence only one full academic quarter, the experience of faculty, staff, and students is limited. "We haven't drawn any conclusions yet about whether this plan will do all that we hope," said Skaggs. "But the experiences we are having lead us to think the combination is a good one."

(The following progress report on the Geography Experiment was prepared on October 26, 1977 by Assistant Dean Carol Pazandak of the College of Liberal Arts. The report reflects the first full year of experience with the department's integrated curriculum).

The Geography Experiment...A Progress Report
(October, 1977)

The Geography experiment--the integration of the curriculum across the day and year--is now a year old; the results of identifying all courses, day and evening, as available to all through either CLA or CEE registration offices are beginning to come in. Many pieces of information are being and have been collected; plans for reviewing the experiment call for a wide range of data to answer questions raised by all of the units involved in the project. During the first year, the review committee defined the kinds of information needed to evaluate the experiment and monitored the collection of data from several sources.

Three primary sources of information were identified and are being used. First, a class information sheet collected by instructors at the beginning of each course provides a description of each of the students enrolled. This information sheet constitutes the basis for evaluating student characteristics to determine to what extent CEE and day students differ. Students indicate their reasons for selecting the course, degree and major study plans, background work in geography, locus of registration (CEE or CLA), preferences for course format and time of instruction, and some other items including general information about themselves.

These information sheets have been collected for all academic quarters and both summer sessions during the first year of the experiment. Data from some of the information sheets have been prepared for computer analysis and the rest will be prepared as they become available. Student responses will be analyzed primarily by locus of registration, to note differences between evening school and day school students. Course performance data will become part of the information base. Changes over time will be assessed.

Second, class registration data across the day and throughout the year are being collected over the duration of the experiment. These data, showing registration patterns and shifts in them will indicate the actual flexibility of all students to enroll alternatively in day or evening classes, and to attend summer as well as during the academic year. The effect of scheduling on course enrollment will be studied. Enrollment data from the first year of the experiment have been tallied by course level, time of day, and registration through CEE or CLA. Cost factors have been computed to determine the actual instructional costs associated with the experiment, and the exchange of students. Information collected this year forms the basis for monitoring change over the next three years. Although some data regarding enrollment and costs are available from prior years, the total situation was previously quite different.

Third, a thorough, complex, tri-partite interviewing schedule is being prepared by the Geography Department in consultation with the review committee. This project includes structured interviews with stratified random samples of students enrolled in geography courses, interviews with the Geography faculty, and interviews with administrators involved in or from areas affected by the experiment.

The first set of interviews with students was concluded last spring and a preliminary report was prepared by the staff member involved. Additional interviews with samples of students over the course of the experiment are planned. The faculty in Geography will be interviewed this fall and again later in the experiment by one of their peers, and the administrators will be interviewed by another Geography faculty member. Objectives of the interviews vary with the audience. The major purpose is to obtain in-depth reactions to the experiment from these several groups. Students are asked about their perceptions of their courses and their fellow students, about student support services and availability of institutional resources; faculty will report on the effect of the change in their roles as members of the department, advisers, researchers, and course instructors. Administrators in the College of Liberal Arts, Continuing Education and Extension, the Graduate School, and Summer Session, and more broadly in the University, will be asked to evaluate the effects of the experiment from their perspectives.

Faculty participation in the integrated instructional schedule is obviously a primary determinant of the experiment's success; so the reactions and experiences of the faculty will be of particular interest, especially since the experiment represents a more dramatic change for them than for either the students or the administration. No data are yet available from the faculty, but some preliminary information from and about students has been collected, and first year information about course elections has been tallied. Some of these preliminary findings are reviewed here, but it should be stressed that these data are early indications only, and present a limited picture of the status of the experiment in its initial phase.

Early response suggests that the majority of students viewed the greater mix of CEE and day students as a potential advantage. Some CEE students were concerned that the influx of CLA students to their courses would change the informal atmosphere of the classes; some day students wondered about the impact of CEE students on their classes. The broader mix of students, with more varied age distribution and background, was seen as a generally positive outcome by those students participating in the early interview survey.

Registrations across daytime and evening hours for the 1976-77 academic year show that proportionately more CEE students took advantage of day classes than day students registered for evening classes. More than one-third of registrations for CEE students were in courses offered during the traditional daytime hours, while 10 percent of day student registrations were for courses taught in evening hours. Overall the proportion of registration for geography courses taught in the evening increased more than 5 percent from the preceding year. The trends in registration will be of major interest throughout the course of the experiment. Since the scheduling of courses affects registration significantly, few inferences from these early data can be made with any confidence.

Limited returns from the class information sheets suggest that students prefer the class format--length of class and time of day--generally provided by their own units. The majority of students registering through CEE prefer the CEE model, and the majority of students enrolling through day school prefer that model. However, substantial minorities (over 40 percent) either expressed no preference for one model over the other, or preferred the model of the alternative unit. The one exception was that CLA students overwhelmingly preferred daytime classes with only 5 percent saying the CEE time was preferable and 20 percent expressing no preference. On the other hand, 20 percent of the CEE students expressed preference for the daytime class hours and 25 percent expressed no time preference. Longer term data which increase the likelihood that students will have experience with the alternative hours and class length are needed to make any reliable statements about student preferences. And the ultimate validity check will of course be the affirmation of preference by registration for daytime or evening classes.

As the experiment moves into the second year, most of the initial administrative problems have been resolved and cross-registrations have proceeded without difficulty. The addition of another year's data will provide some important trend information that can assist the department in making whatever modifications might be necessary in the project as it continues.

II. University of Utah "Extended Day"

(The following is taken from a report submitted to the Utah Higher Education Coordinating Commission in November, 1975 by the Dean of the Division of Continuing Education at the University of Utah).

Literally the "Extended Day" concept means that the academic departments and their colleges should consider it their responsibility to schedule and provide instruction for course work from the first morning hours, past late afternoon and on into the evening hours. Presumably this means that instructional services (and where necessary, office services and counseling services) be made available to students throughout the day and evening from funded resources available to the departments.

This concept was born officially at the University of Utah in the academic year 1971-72. Prior to that time the instruction and other services provided to students in the evening hours (beyond 4:30 P.M.) were provided by the Division of Continuing Education by funds coming directly from the tuition of part time (not fully enrolled) evening students. This direct source of income was necessary because the enrollment count from these evening students was not included in the activity reports to the Legislature and therefore no appropriated funds were given for this evening effort.

The Extended Day concept developed because of two inadequacies that were felt to be present under the "night school" system. First, the Coordinating Council had been concerned with the utilization of classroom space and was encouraging the higher education system to expand the usage of its available space during the late afternoon and evening. Second, studies by the university indicated that the academic quality of these classes offered later in the day were below that offered to our daytime students -- presumably due to insufficient funding for appropriate faculty compensation and a lessened responsibility felt by the academic departments for this operation. In addition to these two inadequacies higher education in general was beginning to feel a responsibility to the part time student whose work schedule made it impossible to attend classes during the daytime hours.

To effect this Extended Day concept the university needed to ask the departments to spread (redistribute) their existing course offerings over a longer time period each day and/or it needed to give the departments additional funds for adding new classes and services in the evening hours. In either instance a price had to be paid in order to gain the benefits of better space utilization and better academic control. In the instance of redistributing sections, faculty and student traditions of daytime classes had to be broken. In the instance of adding new sections, money had to be found from appropriated revenue. As a first step with the funding situation the university internally transferred operational monies away from the Division of Continuing Education and into the academic departments. This could not be sufficient. Next the university turned to the Board of Regents and the Legislature for new funds. Although the Regents recommended, in the 1972 budget, incremental funding to bring the university up to its needed level of support within three years, to this date the legislative appropriation has not been forthcoming.

The immediate impact in the next academic year, 1972-1973, was an overall drop in student credit hours produced in the evening hours. Further, most

offices and counseling services could not remain open in the evening without more funds. In the next two years more evening sections had to be cancelled in order to maintain the quality of instruction needed during the regular day hours. In particular those departments and colleges responsible for teaching the "cultural and personal enrichment" courses (the arts and sciences) displayed this retrenchment from evening sections. Some "professional" colleges have shown an increase in courses and enrollment for the evening hours. The total picture, however, is one of retrenchment from the Extended Day concept.

In addition to, or along with, the lack of requested funding several other forces have been at work. Obviously inflation has increased all of our costs. Policies on overload payments for regular faculty have varied from college to college depleting the source of fully qualified instructors for extra evening work. Continued needs for research time and other non-teaching scholarly efforts further deplete the source. Finally, the demands of full time students for daylight classes has not diminished, while the new needs of the nontraditional part time student have grown but lack advocacy.

It must be concluded that the Extended Day concept has not worked.

A solution may lie in the newly perceived role of Continuing Education. Since Continuing Education is now seen as an advocate for the nontraditional part time student, possibly such an office can once again be entrusted to fund and operate not just an "evening school" but a program of courses and services to be offered at any time or place that meets the convenience of a sufficient number of these students. Continuing Education has long been accustomed to working with the direct income generated by part time students and it should have by now learned how to properly serve the academic departments in maintaining a quality program. It could make efficient use of any new funds that may develop from appropriated sources.

APPENDIX 4: LETTER FROM PRESIDENT MAGRATH TO THE MINNESOTA HIGHER EDUCATION ADVISORY COUNCIL



UNIVERSITY OF MINNESOTA

Office of the President
202 Morrill Hall
100 Church Street S.E.
Minneapolis, Minnesota 55455

January 19, 1977

To: Members of the Higher Education Advisory Council

From: C. Peter Magrath

Subject: Discussion of Voluntary Coordination of the Continuing Education and Extension (Outreach) Activities of Minnesota's Post-Secondary Institutions

I would like to propose that we devote some time at our next meeting, which is scheduled for January 26, to a preliminary discussion of the item mentioned above. This proposal is prompted by a number of things that I will discuss here so as to provide you with an indication of the activities and thinking regarding outreach that we are presently engaging in at the University.

Over the past year and a half we have had groups of administrators, faculty, and students involved in an intensive study of our continuing education and extension activities in order, among other things, to clarify our own perception of our outreach mission. On April 6, 1976, after a good deal of preliminary study and consultation, I appointed a Study Group on University Outreach. This Study Group was asked to provide me with advice and recommendations about the directions the University of Minnesota should take to assist in fulfilling the needs of the state for instruction and applied-interactive research as they relate to the University's outreach mission. (The detailed charge to this Study Group is attached.) The aspect of our study that is most relevant to the work of the HEAC is, of course, our perception at the University of how our total outreach mission relates to that of the other systems of post-secondary education in Minnesota.

In the course of our study we have compiled detailed information about the continuing education and extension activities of all units of the University including the organization, programs, problems, and opportunities reported by each unit. We have assembled information about the organization of continuing education and extension in other states, and we have begun to build a data base that includes demographic data and educational characteristics of present and projected continuing education and extension students. It seems to me that it might be useful for HEAC to sponsor a series of discussions in which each of the institutions or systems engaging in outreach activities would share information and perceptions so that our collective decision-making in these matters might be as informed as possible.

Higher Education Advisory Council
January 19, 1977
Page Two

Let me mention some propositions that have a bearing on the relationship among the Minnesota systems as we deal with their outreach missions. The first proposition is that the projected decline in the enrollments of traditional students might be offset by increases in adult and continuing education. I have two comments regarding this.

First, it is not self-evident that the so-called non-traditional adult students will turn in increasing numbers for their continuing education to the degree and credit bearing programs of colleges and universities. Recent studies by the Rand Corporation and at Central Michigan University, among others, suggest caution in assuming more than we should about the future choices of adult learners.

Second, with regard to those adult learners who are degree or credit oriented, there is a question as to whether or not they constitute a discrete or new population waiting to be served by our programs in their present form. It is interesting to note these facts: some 73% of University of Minnesota Extension Classes students have had some college level work prior to their first Extension registration; some 40% have attended a college or university in Day School; 9% are concurrently registered in both Day and Extension classes; and 40% hold bachelor's or graduate degrees. Furthermore, our Extension Classes students are more like the Day students in age and sex distribution than they are different. There is reason to believe, therefore, that the probability of degree and credit oriented participation in continuing education is directly related to the proportion of the population having some post-secondary background. Moreover, it may be the case with regard to the participation of adults in degree and credit programs of continuing education, that those who do not participate are making a free choice not to participate rather than that they are unable to participate because of barriers of one kind or another.

Another proposition that merits our careful consideration, I believe, is that an increasing share of the enrollment on non-metropolitan campuses will need to come from the metropolitan commuter counties if enrollments on the non-metropolitan campuses are to be sustained. In the Fall of 1975, for instance, something like 19% of the Minnesota residents enrolled in the State University System were from the same two counties, and Hennepin and Ramsey contributed roughly 17% of the Minnesota residents enrolled on the University Coordinate Campuses.

Furthermore, the University Twin Cities Campus is likely to draw an even greater share of its students than it draws now from the adjacent metropolitan commuter zone. Again in the Fall of 1975, about 66% of the Minnesota residents on the Twin Cities Campus were from Hennepin and Ramsey counties. The figures I have just mentioned are for Day School enrollments. With regard to Extension, 89% of 1975-76 Extension classes credit course registrations and 83% of Extension classes non-credit registrations were on the Twin Cities Campus or at locations in the Twin Cities and suburbs.

Higher Education Advisory Council
January 19, 1977
Page Three

All of this leads me to believe that we need to have a rather searching and open appraisal of our various outreach activities -- particularly in light of the likely increasing dependence of both metropolitan and non-metropolitan campuses on the metropolitan pool of students.

The problems of overlap and duplication between the University's outreach efforts and those of the other systems may not be so difficult in those disciplines in which the University is presently the sole resource for professional and post-baccalaureate instruction. But 45% of University Extension classes registrations in 1975-76 were in Liberal Arts courses, and 21% were in Business Administration courses. I need not labor the possibilities for competition among institutions implied by these figures, nor the added fact that 53% of University Extension classes are offered at the freshman-sophomore level.

As you know, in their 1975 Mission and Policy statement, the Regents of the University took the position that the mission of Minnesota's Land-Grant University is "to serve the people of the State wherever they may be." The Regents went on to acknowledge in that same statement, however, that "the University's mission must be tempered by the need to coordinate the University's efforts with those of other units of the State's educational system, particularly at the post-secondary level." At the University we share the view that such coordination should be voluntary.

It seems appropriate, therefore, for the institutions involved to take the initiative in beginning discussion of the problems and issues that will require resolution if we are to attempt to coordinate our several outreach efforts. There is no doubt that coordination and cooperation will be necessary in the coming years if we are to avoid wasteful competition for students and resources.

As I have suggested, we might begin a preliminary discussion of these matters at the next HEAC meeting. This discussion might lead us to appoint a task force made up of appropriate representatives from each system, and from the HECB, which could then undertake the necessary study and analysis and report back to us, hopefully by the end of the Summer of 1977.

A complicating factor is the pressure all of us will increasingly face in the coming weeks due to the 1977 Legislative Session, but perhaps we can at least begin discussing these and other related questions at our next meeting.

CPM

P.S. I am enclosing a few attachments that give further background on the University of Minnesota's study so far on educational outreach questions.

CPM:nw
Attachments (2)

cc: Vice President Henry Koffler, Academic Affairs
Associate Vice President A. J. Linck, Academic Affairs

APPENDIX 5: REPORT ON ADULT AND CONTINUING EDUCATION PRESENTED TO THE
MINNESOTA LEGISLATURE BY THE EXECUTIVE DIRECTOR OF THE
MINNESOTA HIGHER EDUCATION COORDINATING BOARD

The following report was presented to the Higher Education Committee of the Minnesota House of Representatives by Dr. Clyde R. Ingle, Executive Director of the Minnesota Higher Education Coordinating Board on October 13, 1977.

ADULT AND CONTINUING EDUCATION: SOME ISSUES AND QUESTIONS

I. INTRODUCTION

"Part-time adult education is a diffuse, multi-billion dollar a year enterprise that embraces everything from avocational courses on growing house plants to degree-oriented career programs."

That's how the New York Times last month described adult education in its special survey of continuing education. Citing federal statistics, the Times said that in recent years part-time adult education has become a major growth industry involving one out of nine eligible Americans. From 1957 to 1975, the number of adults involved in continuing education rose from 8.2 million to 17.1 million. The percentage increased from 7.6 to 11.6.

In our 1975 biennial report to you, we said that registrations in the public sector in Minnesota totaled approximately one million a year and expenditures \$36 million. But it was only an estimate, and it included only one sector.

We know that adult and continuing education is big and that it is growing. We know that 15 percent of the Minnesota post-secondary education enrollment is now part time, although this does not translate directly into a total for adult continuing education.

We would like to pin down the nature and magnitude of this "continuing education enterprise" for you; we would like to give you a neat summary of the numbers of Minnesotans participating and the costs, however, the given number of entities involved, the breadth of their activities and the continuous ferment in this area, the fact is simply that we cannot.

What we can do, what we feel we should do and what we will do is suggest a possible working definition for you, review the conditions underlying the adult education boom, discuss the nature of continuing education and, finally, suggest what we feel are the most important policy issues which you might consider.

A. WHAT IS IT?

Within recent years, a broadened definition of education has been advocated, and the evidence indicates an increasing recognition of learning in many of its informal and out-of-school contexts. For example, we have seen individualized instruction, experiential and competency-based education, many variations of campus outreach and

extension, and an emerging attempt to relate post-secondary resources to the learning process throughout the adult years.

You no doubt have heard, and perhaps been confused, by many of the terms used to describe these activities: non-traditional education, life-long learning, adult continuing education, recurrent education, further, part-time, community education and extension. Generally, these terms have two key elements:

1. A primary focus of attempting to meet the needs of the adult population beyond traditional college going ages of 18-21.
2. Other than conventional day time class oriented delivery methods are contemplated.

B. WHAT CONDITIONS ARE CAUSING THE ADULT EDUCATION BOOM?

Many of the conditions contributing to the adult education growth are familiar.

- The state's population profile is shifting. Minnesota is beginning a long transition period away from a youth-oriented society to one in which middle-aged and older persons make up an increasingly larger proportion.
- The anticipated enrollment decline in the traditional age group is encouraging post-secondary education to review the needs of other clientele. Free from pressures of accommodating increasing numbers of traditional age students, institutions can devote effort and resources to education for older students.
- More leisure time increases the number of hours for which adult citizens are at least available for post-secondary education. And many of these citizens have a strong interest in expanding their horizons by continuing their education.
- Changing conceptions about the role of women in society are paving the way for women to spend more time out of the home in post-secondary education and other activities.
- The increasing rapidity of change and complexity of our society requires that we educate ourselves for change; this is more true of age groups over 21 than others.
- Changes in technology and jobs require increasing the number of workers who need retraining.
- Changes in licensing and recertification requirements are causing an increase in the number of persons who will need to continue their post-secondary education during their professional lives.
- Prudent use of resources and services requires that we think more about these problems and opportunities before they are upon us.

In this regard, the committee is to be commended for its timely interest in adult and continuing education and its potential role in our state's future.

II. NATURE OF ADULT AND CONTINUING EDUCATION

The nature of adult education is shaped by the purposes for which the services are offered and the entities providing the services.

A. What are the Purposes

The purposes of adult education reflect the conditions which we outlined above:

- for basic education
- for professional maintenance of competency
- for self-advancement
- for self-enrichment

B. How is it Offered?

As now organized, financed and delivered, services targeted for adults are neither unified nor coordinated. The current level of effort is extensive. While definitions of clientele may vary, many types of institutions and agencies offer educational services to adults in Minnesota.

Continuing and adult education may usefully be divided into two major categories for discussion purposes.

1. Activity which is supported by public subsidy or encouraged by government actions. This activity is provided by:
 - a) public institutions
 - i. post-secondary
 - ii. elementary/secondary
 - iii. public media
 - b) private post-secondary
 - i. vocational
 - ii. collegiate
 - c) governmental units for in-service training
 - d) private sector
 - i. professional associations because of government requirements (such as requirements for dentists, lawyers, nurses, certified public accountants, nursing home administrators, optometrists, pharmacists, physicians, real estate personnel, and others.)
2. Activity provided by the various sectors of the private community. This activity is provided by:
 - a) private organizations, businesses (in-service training, for profit, public service).
 - b) private media.
 - c) private professional organizations.

III. FUTURE POLICY ISSUES

Those who may be able to shape future patterns of institutional and individual behavior relating to adult education might keep in mind that underlying the policy questions for post-secondary education are fundamental social policy questions. They relate to the nature of work, the purposes of education, the value of individual satisfaction, and the relationship between growth and social health.

Some of the issues and questions which institutions, the legislature and society faced with might include the following:

A. ACCESS

Is adult post-secondary education now realistically accessible for all in both economic and geographical terms? That is, are adult education programs reaching those who need them the most? The direct response must be that we are not sure, but a reasonable hypothesis is that at present, credit and non-credit opportunities are evenly distributed geographically, socially and economically.

B. PURPOSES AND OBJECTIVES

What are the purposes and objectives of those offering adult education? Are those groups which provide adult continuing education attempting to meet real, articulated needs; or are they attempting to meet short term institutional needs?

C. UNNECESSARY DUPLICATION

1. Is there unnecessary overlap between activity by public sector activity and the private sector activity?

2. Is there unnecessary duplication in services provided by the public sector of education?

-duplication of remedial activity by the collegiate level?

-duplication of remedial activity by the elementary/secondary sector?

-duplication of upgrading activities by collegiate and secondary sectors?

Are institutions devoting efforts to conceiving, planning, developing integrated off-campus instructional programs? Or, are their efforts based on providing an individual course wherever a sufficient number of clients may be found to make that course cost effective?

D. FINANCING

What is the state funding policy for adult and continuing education?

-How should the costs for adult and continuing education be distributed?

As currently delivered, the costs for similar activities may vary significantly for the same service depending on the source and

site of the delivery. In the absence of agreement on rational funding policies for the state, several funding schemes are operating which may represent economic discrimination for the clients.

-Should income from client charges for off-campus services be used to support campus-based facilities, services, programs and personnel?

There are differing philosophical and practical views on this question, but without state guidelines actual practice may vary widely.

-Should client charges for non-credit courses, programs, workshops, and avocational activities recover direct and indirect costs of delivery?

As in other instances, practices in this area vary widely and a statewide guideline would be desirable.

E. ACADEMIC CREDIT

Is it necessary for all continuing education, extension activities, and public service activities to carry academic credit?

Although most individuals would respond in the negative to this question, the pattern of the past few years appears to point to a significant increase in both the number of activities providing academic credit and the level of credit offered. Although a number of factors could be inducing these changes, the danger is that the stature of bona fide credit offerings may be diluted, client confidence may be diminished and funding may be reduced.

F. QUALITY

Will standards now applicable to traditional post-secondary education be preserved as the focus shifts to new clients, or will the academic process be diluted? Will quality be maintained as new forms of delivery and evaluation are used?

G. COMPETITION

Will a balance be maintained between the healthy competition and verdict of the marketplace on one hand and need to avoid unwarranted competition on the other hand?

The nature of actions by government in its financing policies and the regulatory requirements it imposes could affect this balance and the healthy competition that now exists among the various sectors offering adult and continuing education.

H. COORDINATION

How much coordination is necessary and to what extent?

Should the public be concerned with coordination of educational activity provided by the private sector of our community?

No single agency or unit of government is in a position to control or coordinate the total range of activities, nor are we sure that they should or could be fully controlled or coordinated.

IV. CONCLUSION

As traditional clientele pools for post-secondary education decline, the current environment provides us with an unprecedented opportunity in which part-time students, adult students and previous nonparticipants may be better served. We have an opportunity to meet needs that have gone unmet until now.

Almost all aspects of post-secondary education will be affected by the adult and continuing education trend--from academic requirements to methods of instruction, from administrative structures to allocation of resources. Both the magnitude and nature of post-secondary education will be influenced by the way post-secondary education responds to the opportunity.

Will post-secondary education be flexible and able to adapt to changing needs and circumstances?

Minnesota's educational systems, we feel, have and will continue to experiment with educational strategies which are responsive to needs of our adult residents; and it is apparent that Minnesotans can expect that institutions will apply their expertise and resources to efforts for individuals and society. The varied programs have demonstrated the presence of creative, imaginative and socially sensitive faculty members willing to extend the educational resources beyond conventional activities and campus boundaries. How well post-secondary education responds to this opportunity to serve new constituencies with new demands may tell how well post-secondary education is able to serve the total population effectively in the future.

The appendix which follows provides a summary of the Coordinating Board's involvement in and positions on adult and continuing education.

APPENDIX

HIGHER EDUCATION COORDINATING BOARD INVOLVEMENT IN AND POSITIONS ON ADULT CONTINUING EDUCATION

The Higher Education Coordinating Board has taken an active role in adult continuing education since its inception. In its first major statement almost 10 years ago the Commission adopted as one of its goals for Minnesota higher education, "to facilitate and stimulate lifelong learning through continuing education of adults." The Board has reaffirmed this position several times. An important objective is our management plan for 1977-78 adopted in September is "to promote timely and effective responses to continuing education and community service needs and to promote increased inter-institutional program planning for the delivery of such services."

Over the years the Board has given you, the legislature, several general policy recommendations for continuing education. These recommendations have covered the delivery of continuing education, funding, maintenance of records, measurement of participation, and inter-institutional and regional efforts in this area.

In 1975 the Board recommended:

1. As a guide for future policy analysis, financing, and institutional practice, that all degree credit bearing instruction within an institution or system be subjected to the same evaluation standards and procedures, and that degree credit bearing instruction in public institutions be subsidized in proportion to costs regardless of the site, time, and mode of delivery.
2. That all other forms of instructional activity be considered continuing education and that the objective be to provide comparable subsidies to all public institutions for similar continuing education activities within guidelines related to the costs of the activities. (Making the Transition, Report to the 1975 Minnesota Legislature, January, 1975).

But the Board's most direct experience has come during its ongoing work in implementing its mandates, some specifically focusing on continuing education and others covering the total spectrum of Minnesota higher education.

- Federal Title I Program of the Higher Education Act of 1965--This program, administered by the Board, is designed to improve the capacity of institutions to assist in solving community problems and to aid in developing educational services for adults. The Board makes grants to institutions for continuing education and community service projects; the institutions must provide matching funds. To give you an example, projects for last year included: skill training for American Indians, career clinic consortium for women, personal and career development for rural women, regional adult learning service, educational brokering service for adults, center for prevention of child abuse, continuing education in chemical dependency, service to senior citizens in high rise housing, education for nontraditional students, program for older adults, child care training program and life-long learning for women in a small town.

The federal program has served as a catalyst to meeting the needs of adults. The grant proposals are based on a state plan for continuing education which is reviewed and updated annually.

- Post-secondary Education Regional Centers--The centers at Rochester, Wadena, and the Iron Range, with which you are familiar, have increased opportunities for students of all ages and backgrounds as a result of cooperation among institutions and coordination of their resources. Generally, however, the students served are adults for whom access to four-year institutions is difficult because of family and job responsibilities. These people are unable to commute long distances and can pursue their education only if it is made available locally. From these centers, we are gaining a first hand look at the needs of adult students on a regional basis and the response of institutions to meet these needs. You may be interested in knowing that the Rochester Center has been selected for a national study on continuing education opportunities for people seeking mid-career changes.
- Monitoring of Off-Campus Credit Offerings--We are now collecting reports on off-campus credit offerings by Minnesota institutions. This project is giving us information for the past four years on the courses by city and region and the headcount enrollment. The capacity to generate this information will be invaluable in our review of continuing education.
- Financial Aid--Part-Time Student Grant Program--This new program, which you adopted last spring, is geared to meeting financial needs of part-time students, many of whom are individuals beyond college age attempting to complete their degrees and obtain training for mid-career changes.
- Coordination Activities--The Board has attempted to improve the coordination of continuing education in the state through its advisory committees, particularly its Advisory Committee on Continuing Education and Community Service and its Curriculum Advisory Committee.
- Program Review--Through its ongoing program review process, the Board is able to monitor the development of post-secondary education programs for adults. A special staff report on non-traditional studies was completed two years ago, and it reaffirmed that all types of programs, experimental or traditional, are subject to review. Procedures for identifying, transmitting and reviewing experimental programs were adopted.
- Budget Review and Financial Planning--The Board through its work in this area is developing the capacity to better address the questions relating to financing continuing education.
- Enrollment Data--In collecting enrollment data, the Board is able to survey and project the extent of part-time enrollments in the state. The Board also compiles information on adult and extension education in Minnesota for the federal Higher Education General Information Survey Program.
- Senior Citizen Tuition Waiver Program--As part of our work plan, the staff plans to monitor and make recommendations on the implementation of the senior citizens' tuition waiver program adopted by the 1975 Legislature.

- Educational Technology--The Board, through previous studies and in conjunction with the regional center efforts, has examined the role and potential of educational technology in delivering post-secondary education to adults.

As interest in adult continuing education has grown, the Board has suggested the need to work toward the development of a comprehensive, coordinated statewide plan for these activities.

A few years ago the Board recommended a comprehensive statewide study of alternative academic programming (including correspondence, credit by exam, external degree), and alternative modes of program delivery, (including mail, electronic media, competency based negotiations) and that questions on funding of continuing education be studied within the context of financing Minnesota post-secondary education. (Responding to Change, Report to the 1973 Minnesota Legislature.)

As a result of our experience from the activities noted above, we feel we already have many of the pieces that would be part of a comprehensive study; but we have not yet pulled them together to give you the total picture of continuing education. We think it is time to do this. In our management plan, which I referred to earlier, an anticipated project for 1979 is study of continuing education and institutional outreach. This eventually would be a key element of our annual report on the condition of higher education in Minnesota, and would form the basis for recommendations to you in our biennial reports. Such a study would provide us with improved information about the nature and extent of continuing education in the state and include an analysis of alternative future policies. The emphasis will be on the state-wide perspective and long-range impact.