

STRUCTURAL PATTERNS OF EXTENSION
ORGANIZATION

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ABSTRACT

STRUCTURAL PATTERNS OF EXTENSION ORGANIZATION

By

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The nature and kind of organizational structures have tremendous impact on organizational goal attainment. Outreach decision-makers have often been faced with the problem of determining which outreach structure best answers the needs of the community they serve.

Several proposals for coordinating outreach functions within Land-Grant Institutions have been made and tried. These proposals have resulted in varied outreach structures such as merged, amalgamated, consolidated or even separated systems. The key question here is: Are these different organizational structures geared toward the attainment of different outreach goals? Whatever the answer to this question, two other question can be asked: 1) Can a pattern be generated which relates the structure of one type of extension organization to another with regard to goals and objectives; 2) What are the key factors that determine the organizational structure of each type of extension organization.

Such fluidity of the field coupled with its lack of

definite structure(s) has made it difficult to find a common purpose for large-scale research. Research with more general purpose, if it is to arise naturally from the field, must depend upon the existence of a common perception of strategical problems or a synoptic overview of the entire outreach organization among land-grant universities.

This study was designed to describe and analyze the various types of extension organizational structuring of land-grant universities. It is to provide basic issues and other pertinent information on structuring a university's outreach unit(s). From a population of 68 land-grant institutions, 57 outreach organizations were randomly selected for the study. Participating in this study were 44 outreach organizations representing 34 land-grant universities from 32 states in the U.S.A.

Several outreach organizational and structural variables were analyzed and discussed. The analysis covered respondents, clients and organizational characteristics. The study covered the information on the respondent's knowledge and experience of the field of extension. Also covered were analyses of the financial status, residence and educational background of clients who participate in outreach programs, and the kinds of programs offered to these participants. Investigated, analyzed and discussed were the structural variables of size, goals, decision-making base, staff membership, departmental configuration, total university affiliations and control, budgetary base

for operations, political, legislative and bureaucratic pressures and restraints that contribute to the structuring of university outreach organizations. Finally, the study covered the mode of outreach structuring, major factors that lead to particular type of outreach organization in land-grant institutions, advantages and the disadvantages of particular types of outreach structuring, and the future predictions for outreach organizational structuring in land-grant institutions.

The findings of the study tend to uphold the assumption that all types of outreach organizations have many characteristics in common. Each represent a major two-way communication linkage between their universities and the public segment they serve. All types of outreach organizations are faced with many similar problems, concerns, and opportunities in administering their off-campus programs. They have the same basic mission, namely, lifelong education of the people; and the same basic goal--public service.

In cases where universities have separate outreach units, the study also upholds the assumptions that these separate outreach services:

- 1) provide services to a great variety of clientele groups with many of these services common to both, yet with a portion of the population to be served, not reached (no man's land principle) by either of the services;

- 2) exhibit a strong need for some coordinated or cooperative inservice activities as their universities thrust for better services for their publics;
- 3) exhibit a strong need for internal organizational structuring to maximize their effectiveness and to minimize the duplication of efforts, costs, etc.

Finally, outreach organization has not followed definite structural pattern from which outreach decision-makers can pattern their own outreach organization(s). Instead, the structural pattern of outreach today has become a "do it your own way" affair. However, the following major grouping of outreach units for a particular land-grant university can be made:

- 1) Decentralized and under a Dean with an academic unit;
- 2) Centralized and under a Vice-President's office in the central administration;
- 3) A mixture of (1) and (2);
- 4) Centralized and coordinated (unified) unit in the form of mergers under a President, Vice-President or a Chancellor;
- 5) Decentralized but coordinated (unified) outreach units in the form of consolidation or amalgamation either at the top administrative level or at the field level.

STRUCTURAL PATTERNS OF EXTENSION ORGANIZATION

By

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DEDICATED

TO GOD,
the Author and Finisher of my faith
(Hebrews 12:1-2)

TO MY PARENTS,
Pastor and Mrs. David N. Agboka, Under
whose loving care, protection, guidance
and leadership I have lived through this
experience and

TO MY WIFE,
Aufwiedersehen and children, Tettey and
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support I cannot measure.

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CHAPTER I

INTRODUCTION

Organizations consist of social, technical, economic, cultural and political components woven into a system designed to accomplish specific or multiple purposes. This socio-technical system is the organizational concept emphasizing that both human and nonhuman factors--including technology, structure and process--interact to determine individual and organizational functioning.¹ A breakdown of these factors bring into focus certain processes of governmental and legislative policies, needs of the clients an organization serves, needs of the personnel of the organization, self-image, values, expectations, goals, standards and norms, perceptions and attitudes which play an important part in determining individual and organizational functioning.

With concern to the educator, for example, is how education shapes public policy and how public policy in turn shapes the direction of educational activities. Policies generally govern the specific behavior of people and

¹Gordon L. Lippitt, Organizational Renewal, (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1969), p. 1-3.

institutions. They can be relaxed or enforced depending on how people or institutions conform to policies voluntarily, or how they deviate from them. Policy formation therefore depends on existing conditions of a society or of an institution.

Officials, administrators, analysts, planners and others concerned with outreach are realizing that the successful delivery of services to clients is dependent upon access to reliable, timely, detailed and structured information on clients' needs, clients' and organizational goals and aspirations, governmental policies, legislative provisions, values, etc., which relate to the functioning of outreach organizations. Unfortunately, these realizations have for the most part resulted either in less than adequate information being used as a basis for providing services to clients, or largely, uncoordinated and inefficient efforts to assemble the data required. To avoid these problems, a system through which large amounts of data can be accumulated, processed, disseminated to all staff and used efficiently in the delivery of services is required.

Organizations exist as facilitators of delivery systems. The concern for organizational structure, therefore, is to develop an important and efficient organizational arrangement for the efficient delivery of educational services. Structure therefore becomes one of the important means to organizational goal attainment.

The nature and kind of organizational structures have tremendous impact on organizational goal attainment. Careful definition of goals and objectives are therefore considered very vital and primary in all decisions concerning what type of structure an organization should have. Organizational planners and administrative decision makers can never escape the challenge of organizational structuring for the maximum attainment of organizational goals.

University outreach organizations normally referred to as Extension Organizations of a university are seriously facing new challenges and goals commensurable to the rapidly changing needs of the people such outreach organizations are to serve and to meet the needs of a changing society they serve. Whatever route of action is taken in determining the outreach structure that decision makers hope best answers the needs of the serving community, such an organizational structure must be such that it best maximizes the goal attainment objectives of community service and lifelong education.

The university as an organization "is, in fact one of the most complex structures in modern society."² It is made up of autonomous and semi-autonomous suborganizations or systems which either function independently or coordinate

²James A. Perkins, The University as an Organization, (Berkeley: The Carnegie Foundation, 1973), p. 3.

their services toward a larger goal. The predicament of universities organizational diversity has arisen in part because of their seemingly conflicting missions.³ Basically, the primary functions of a university are teaching, research, and public service (extension).

According to Perkins,⁴ the assumption of the third large function--that of public service--has added one more dimension to the university's organizational agony. The university has in a general sense, always provided service to society but since the beginning of Land-Grant colleges and universities in the United States, a century ago, the pressure on universities, especially Land-Grant institutions, to perform public service are more complex and divisive.

Many Land-Grant universities have therefore come out with varied organizational structures which hopefully will best meet the extension needs of the people they serve or are to serve. For these colleges and universities, their Cooperative Extension Service and their Continuing Education Service (sometimes referred to as General or University Extension) are considered one of the best organs of university outreach. The organization of these two services as well as some others have posed some problems to university administrators.

³Ibid., p. 10.

⁴Ibid.

Writing on the history of Extension Work, Edward D. Eddy, Jr. has this to say:

In addition to teaching and work in research, the Land Grant Colleges have embraced the idea that knowledge should be disseminated widely throughout the population. Their concern for the general improvement of life led to the establishment of two types of extension work. The first, Cooperative Extension, is carried on in the fields⁵ of agriculture and home economics in association with the U.S. Department of Agriculture. Each Land-Grant College has a staff of agents in every country to bring the newest discoveries of research to the farm, home and market. The second extension branch, sometimes called General or University Extension, provides instruction for the adult population through credit and noncredit courses, correspondence work, and conferences and institutes.⁶

Commenting on the effect of such extension movement on American Education as well as on the development of underdeveloped countries throughout the world, Eddy wrote:

The emphasis within the colleges on opportunity according to ability and without regard to financial means, on the cooperative relationship of the Federal and State governments, on a close interweaving of academic matters and life, on a social consciousness leading to educational service in behalf of all people, and on the balance of teaching, research, and extension has had profound effect on all levels of American Education. Since World War II, the Land-Grant pattern has

⁵Cooperative Extension fields have since expanded to include 4-H, Natural Resources and Public Policy, etc.

⁶Edward D. Eddy, Jr., "The Land-Grant Movement" in Land-Grant Fact Book, Centennial Edition. (Washington, D.C.: American Association of Land-Grant Colleges and Universities, 1962), p. 3.

been copied widely in underdeveloped countries throughout the world.⁷

Several proposals for Coordinating Extension functions within the Land-Grant institutions have been made and tried. These proposals have resulted in the merger, amalgamation, consolidation, cooperation or even keeping separate the functions of the Cooperative Extension and Continuing Education Services of the Land-Grant universities. Whatever proposal is adopted, decision-makers hopefully believe that such an organizational structure will meet the specific commitment of service to the state; to serve, truly, as the "people's university" by extending the resources of the university to all the state.

As stated by Peter Blau,

The role of organizations in a changing society must be distinguished from the forces affecting change within organizations, however, the external dynamics involves the adaption of formal organizations to changing conditions as well as the role of formal organizations as instruments of social change. The internal dynamics consists of changes that occur within an organization with growth, development of structural complexity, and adaption to external conditions. For the university to fulfill its functions as an agent of change, its internal structure must be responsive to society's needs. In short, social innovations in the university's structure are recurrently required to enable it to provide the knowledge and skills needed to solve the dominant social problems.

Although the university contributes to society

⁷Ibid., p. 3.

both ideas and men to implement them, ordinarily its efforts at structural innovations do not extend beyond its own walls. . . . Finally, the internal dynamics, including actual changes as well as a readiness for structural change, is related to the external dynamics; but the two must be kept analytically distinct in order to study their relationship.⁸

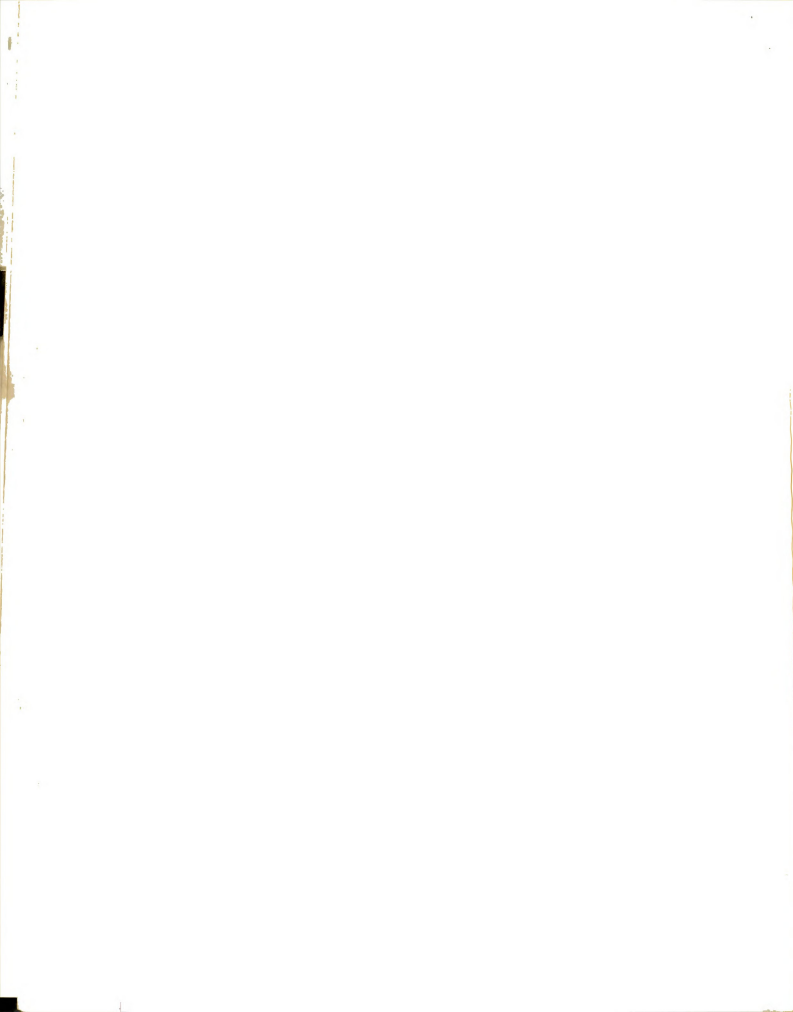
The Problem

The fluidity of the field of extension or university outreach coupled with its lack of definite organization, has made it difficult to find a common purpose for large-scale research.⁹ Research with a more general purpose, if it is to arise naturally from the field, must depend upon the existence of a common perception of strategical problems, or at least upon some general awareness, such as a sense for the attainment of such mission, among the key figures. According to James Carey,¹⁰ past investigators, in the 1950s, have had to deal with special and basic problems in the field itself but within the existing organization, such as curriculum, staffing, financing, etc., but contemporary educators and administrators of university outreach organizations by and large concentrate both teaching and research efforts on

⁸Peter Blau, "The University As A Distinctive Organization." In Institutional Backgrounds of Adult Education, Dynamics of Change in the Modern University. R. J. Ingham (Ed.), (Boston: CSLEA, Boston University, 1966), pp. 101-2.

⁹James T. Carey, Forms and Forces in University Adult Education, (Boston: CSLEA, 1963), p. 10.

¹⁰Ibid., p. 10.



the education of the community (a university's public service function). Thus the trend at best points to the unification or the coordination of the three basic university functions, namely, teaching, research and public service. Viewed otherwise, the trend is towards a better cooperation between university organizations exercising these functions.

Insofar as contemporary educators and administrators have touched on the problems of extension organization, they have hardly centered their inquiries on the internal structure of their organizations. Periodically, published research reports on the varying degrees of success or failure of outreach programs, however, there has been little research on extension organizational structures as they best relate to the needs of the people they are to serve. In this regard, there has not been any known research study which takes a synoptic overview of the entire extension organization among Land-Grant universities and colleges in the U.S., comparing certain basic information which will generate a general direction or trend for extension organization.

The general literature on both Cooperative Extension and Continuing Education services of Land-Grant institutions show that both services have many characteristics in common. The assumptions here are that the two services:

1. represent two major outreach units of these universities;
2. provide services to a great variety of clientele

groups with many of these services common to both units;

3. represent a major two-way communication linkage between these universities and the public they serve;
4. are faced with many similar problems, concerns, and opportunities in administering their respective off-campus programs for their particular community;
5. have the same basic mission, namely lifelong education of the people;
6. exhibit a strong need for continual inservice activities as these universities thrust for better services to their communities and the education of society as a whole.

Over 25 Land-Grant institutions in the 1960s alone, have undertaken reorganization of their extension services.¹¹ The trend is continuing in the 1970s. The combination of all off-campus extension function of these institutions into one unit have resulted in organizational structures termed "a merger" or "a consolidation" or "amalgamation." Other Land-Grant universities which have not merged their off-campus extension functions have extension organizational

¹¹ Mohammad Douglass and Howard A. Shriver, "A Merger of Extension: West Virginia," Journal of Cooperative Extension, Vol. 7, No. 3, (Fall 1969), p. 137.



structures that could be termed "separate," "cooperative" or "coordinating" units. Giving reasons why mergers, consolidation or amalgamation of university wide extension functions arise, Douglass and Shriver¹² listed the following:

1. the duplication and lack of coordination in regard to structures, clientele, and programs;
2. competition between extension units for funds, status, and leadership;
3. restriction of services to specific clientele groups by extension divisions resulting in the exclusion of various segments of society;
4. Socio-economic problems which are not confined to specific clientele groups or to geographic areas;
5. increased federal funds available for adult education programs.

Among the chief reasons why other Land-Grant universities have kept their outreach functions separate may be:

1. strong internal politics and competition for supremacy of one unit over the other;
2. problems associated with federal, state and local funding of university outreach (extension) programs;
3. unrelated functions of outreach units.

If all Land-Grant colleges and universities claim that they are truly serving their publics; the key research question is: Are the different organizational structures of

¹²Ibid., p. 137.

these university outreach units geared towards the attainment of different goals? Whatever the answer is, two questions can be asked: 1) Can a pattern be generated which relates the extension organizational structure of one type of extension organization, for example, the Cooperative Extension to the goals of that extension organization? and 2) What are the key factors that determine the organizational structure of each of the extension units of a university?

Need for the Study

Both empirical and theoretical studies have shown that, given certain environmental and task requirements, some patterns of organizational structure and behavior are more appropriate than others, and that organizations conforming more closely with these patterns are more effective.¹³ The obvious implication is that there is no simple or "best" model of organization appropriate to all environments. Another implication is that changes in an environment require appropriate changes in the pattern of organization needed to deal with that environment. For educators, administrators and decision makers to be able to differentiate between types of organizational structure that hopefully would best meet the needs of a changing society, there is the need for a study which would bring out an overall picture of the

¹³See particularly Tom Burns and G. M. Stalker, The Management of Innovation, (London: Tavistock Institute, 1961) and Paul R. Lawrence and J. W. Lorsch, Organization and Environment: Managing Differentiation and Integration, (Boston: Harvard Business School Division of Research, 1967).

patterns of university outreach organizations as they are related to their different environments in their mission or goal attainment efforts.

This study is intended to provide the researcher and other interested parties with the basic issues and other pertinent information on structuring a university outreach (extension) organization especially as practiced or experienced in Land-Grant colleges and universities in the continental United States.

As an incidental outcome, the study will provide educators and administrators, especially university outreach decision-makers with a common background to analyze, organize or restructure their outreach functions where there is the need. Such a study will also make it more possible for researchers to find a common purpose for large-scale research in the field of extension especially as it relates to extension organization.

The Purpose of the Study

The basic purposes of this study are to collect, analyze and classify pertinent materials and information that relate to the organization of extension among Land-Grant colleges and universities in the U.S. In doing this, the patterns of extension organization, especially as they relate to the Cooperative Extension and Continuing Education Services in the institutions to be studied, will be investigated. This study will relate these patterns to certain data about the



institutions with regard to internal and external factors giving rise to such a particular extension organizational structure.

Definition of Terms Used

- Amalgamation:** The combination or blending of a university's outreach organizations either at the top administrative level or at the field level for the purposes of coordinating the efforts of the outreach staff at that level.
- Bureaucratic:** Governmental or any administrative inflexible routine of management.
- Cooperation:** The association of the manpower resources of two or more organizations, working together for a common purpose but maintaining organizational identity.
- Consolidation of Extension Systems:** Coordination of extension units affected by organizational changes at the state administrative level.
- Consolidation of Higher Education:** Coordination of the administration of all higher educational institutions in a state.
- Cooperative Activities:** Such activities as joint meetings, joint staff appointments, joint conferences, etc.
- Coordination:** The adjustment of the functions of two or more organizations within a unified administrative system. The form of its organizational structure could be that of a merger, consolidation or amalgamated systems.
- Merger:** The structuring of all of a university's extension units into a single focus, with the intent of coordinating efforts at all organizational levels.
- Outreach:** (University outreach) - Those educational activities carried on outside the traditional walls of an institution. It implies all off-campus educational efforts of an institution. The term is used interchangeably with "Extension."
- Outreach Organizations:** Refers to such extension units as the Cooperative Extension, University Extension, General Extension, Continuing Education Services, etc.

Para-professionals: Semi or nonprofessional persons employed to work alongside professional personnel due to the shortage or availability of, or the lack of funds to hire professional staff.



CHAPTER II

REVIEW OF LITERATURE

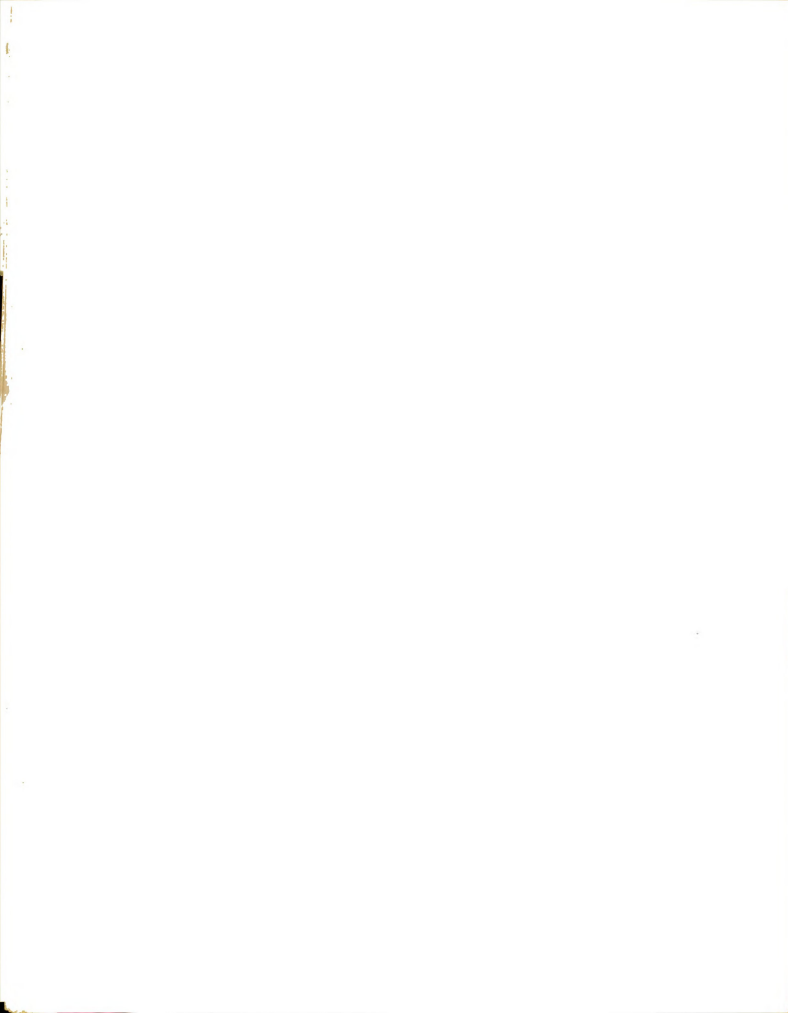
The Philosophical Foundation for Outreach

The university is said¹ to be: a community of scholars; a repository and guardian of the cultural heritage and history of man; an agency for the discovery and dissemination of knowledge; the corporate realization of man's desire to learn, to know, to understand; the institutional fulfillment of man's successful struggle against ignorance, himself and his environment and a combination of faculty, students, facilities, programs and resources. The university then, is a primary educational resource and knowledge center. University outreach, therefore, is the process of extending university resources and knowledge to meet the educational needs of society and the public community outside of the framework of the campus community. Unlike nations, universities can no longer consider themselves apart as an island separate from society.² According to Cardinal Newman,

To say that the university has obligations to the

¹Subcommittee 4 of the Life Long Education Committee, "MSU Outreach: The Philosophical Foundation." An unpublished manuscript (May 14, 1972), p. 1.

²Ibid., p. 1.



social order is not to say that it must satisfy only the demands which society can articulate, for a university should make society aware of what society ought to want as well as satisfy those wants it readily says it has.³

It is not therefore

. . . asking too much to suggest that many outreach or university public service activities be combined to make better use of resources and to provide easier access by citizens to the assistance they seek.⁴

Reaching out to assist clients requires personal contacts with ". . . those citizens systematically excluded from, unaware of, or unreceptive to an agency's services or those of related agencies."⁵ How then can a university's resources be organized to carry out these tasks?

Structural Variables of Organizations

According to Etzioni,⁶ organizations are social inventions which specialize in "getting things done." Their effectiveness is based on their ability to effectively

³ Cardinal Newman, quoted in "MSU Outreach: The Philosophical Foundation," *Ibid.*, p. 5.

⁴ Harry P. Day, "University Public Service: Which Public? Which Service," Adult Leadership, 24, (November, 1975), p. 91.

⁵ J. J. Bannon, Outreach: Extending Community Service in Urban Areas, (Springfield, Ill.: Charles C. Thomas, 1973), p. viii.

⁶ Amitai Etzioni, A Sociological Reader on Complex Organizations, 2nd. Ed., (New York: Holt, Rinehart and Winston, Inc., 1969), p. 197.

coordinate their human and material resources and subunits which comprise the organizations.⁷ The major assumptions underlying this study is that this coordination and/or cooperation among a university's outreach units, as organizations within the major university organization, necessarily presumes such a degree of interdependence that, changes in any structural variable, or set of structural variables, have ramification throughout the outreach organizations involved, the total university organization and also the society these organizations serve. Commenting on the need for coordination between outreach units, Knox⁸ said,

As many of the academic units on each campus become heavily involved in continuing education, some form of coordination is needed so that initiative and diversity doesn't produce fragmentation and confusion, especially for clients. This structural concern is even more difficult and important for institutions with multiple campuses.

He said such coordination is especially crucial at two points:

1. Where contact is made with individuals and the organizational clients, and
2. Within the office of the president or chancellor.

In the first instance he suggested one extension center at each locality. In the second instance, he suggested the designation of an overall leader in the president's office

⁷J. Thompson, Organizations in Action, (New York: McGraw-Hill, 1967), pp. 39-50.

⁸A. B. Knox, "New Realities," NUEA Specator, Vol. XXXIX, No. 22, (December 1975), p. 8.

with the responsibility for the coordination of the university's outreach functions.

According to Knox,⁹ having a single door to the institution regarding continuing education and public service has major advantages for potential clients as well as for the institution. The existence of one outreach inquiry center at each local community increases program visibility, helps adults to develop more effective inquiry strategies to relate action problems to knowledge resources, and to identify requests for which there are no available programs. With this type of structuring, field staff members provide major input regarding needs and effectiveness.

On the marginality of extension organizations, Stern¹⁰ comments that "Extension as an idea defies the tendency to stratification and ossification in academic structures." Such organizations represent the university even without the awareness of the authorities because it is hard to get the attention of those in authority over extension. He said extension functions at the edge of history.

According to Stern,¹¹ at present, Continuing Education services have no common organizational pattern. In a few instances, like the University of Wisconsin and New York

⁹Ibid., p. 9.

¹⁰Milton R. Stern, "The Invisible University, NUEA Spectator, Vol. XXIX, No. 22, (December 1975), p. 10.

¹¹Ibid., p. 11.



University, independent extension arms may even have a full-time faculty cadre. But even in those cases, the basic teaching provision is part-time, using people from the parent institution on an overload basis, moonlighters from other colleges or nonacademic specialists if the community is intellectually rich enough.

According to Stern¹²

The urgent issue, which we must consider is whether continuing education shall be 'centralized' or 'decentralized.' That is, shall continuing education be mandated to a single comprehensive extension division, or shall it be undertaken by otherwise internally oriented departments and colleges of the institution.

The same argument applies to other outreach units. Organizational arrangements for extension varies widely. For example, the University of California is said¹³ to be centralized with all of Continuing Education mandated to the extension divisions on its nine campuses and with few things dangling from the systemwide office. On the other extreme, in some universities like Michigan, the principle of unit autonomy is applied administratively throughout the university.

The allocation of fiscal resources is increasingly becoming critical in these hard times, but a carefully

¹²Stern, op. cit., p. 11.

¹³Ibid.

developed system for carrying out the process of effective fund allocation should be a part of the decision-making process.¹⁴ According to Alan Knox,¹⁵ the levelling off and even reduction in institutional budgets bring out the latent cannibalism that exist in most large organizations and increases the pressure to reduce or eliminate the tax support for Continuing Education programs. In some instances programs must be self-supporting. In other instances academic units incorporate Continuing Education and public service into their functions and within their tax budgets. The resulting subsidy creates a paradoxical internal instance of unequal competition.

Universities as organizations are increasing in size and complexity in recent times.¹⁶ This increase in size and complexity according to Hutchins¹⁷ and Brown¹⁸ is bringing about the deterioration in interrelationships of subunits

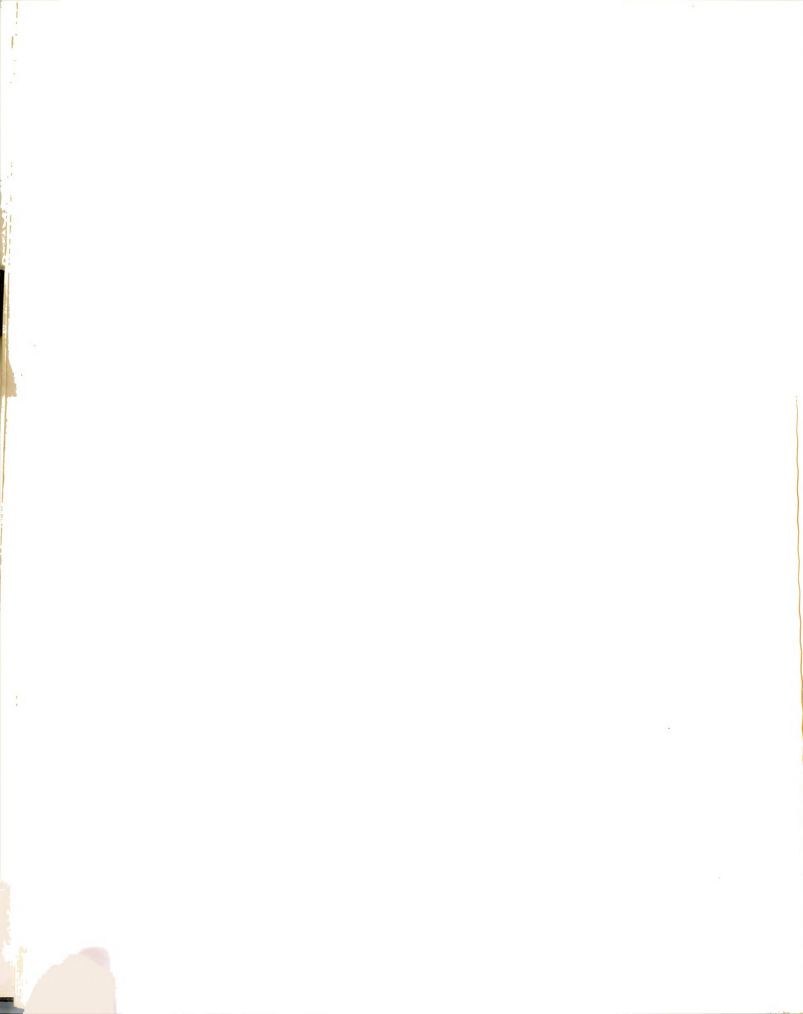
¹⁴Floyd B. Fisher, "Allocation of Resources for Continuing Education/Community Services," The NUEA Spectator, Vol. 39, No. 22, (December 1975), p. 19.

¹⁵Knox, op. cit., p. 7.

¹⁶W. R. Boland, "Size, External Relations, and the Distribution of Power: A Study of Colleges and Universities," Comparative Organizations, Wolf V. Heydebrand (ed.), (Englewood Cliffs, N.J.: Prentice-Hall, 1973). See also P. M. Blau, The Organization of Academic Work, (New York: John Wiley and Sons, 1973).

¹⁷R. M. Hutchins, The Learning Society, (New York: Praeger, 1968).

¹⁸D. J. Brown, The Liberal University, (New York: McGraw-Hill, 1969).



of higher education institutions. Blau stated that universities and colleges have administrative structures that are similar to those of other bureaucracies but that the same structural features do not have the same significance for each.¹⁹ Dykes, for example, writes,

. . .as universities grow larger and more complex, they tend to take on characteristics of other large (business) organizations; structural superordination and subordination are accentuated, rules and regulations become more important, hierarchical authority increases and universities move away from the characteristics of community and collegiality.²⁰

University institutions are likely to become business minded and thus lose perspective of their public service function.

Size defined in terms of the population membership of an organization²¹ is one of the first structural variables used in organizational analysis and was initially considered the causal variable affecting the degree of complexity in organizations and societies. In other words, size immediately determines the form of an organization. The debate on size as a determinant of organizational structures had been contested between the best known structurists in the 1950s and

¹⁹Blau, 1973, op. cit., p. 279.

²⁰A. R. Dykes, Faculty Participation in Academic Decision-Making, (Washington, D.C.: American Council on Education, 1968), p. 13.

²¹R. J. Hall, J. E. Haas and N. J. Johnson, "Organizational Size, Complexity and Formalization," American Sociological Review, Vol. 32, (December 1967), p. 905.



1960s. According to Michels²² increased size leads to increased complexity leads to increased specialization and finally increased centralization of information for coordinated purposes. Dykes writes, ". . .the ability of faculties to play a meaningful role in decision-making is increasingly challenged as institutions grow larger and more complex and as the decision-making processes become more bureaucratized and formalized."²³

Cowley believes that professors have lost sight of those for whom the education system was created--the students and the general society--and consequently have developed a collegial system of control of higher education for their own benefits.²⁴ Blau believes that the increases in size and complexity actually serve to give professors autonomy and research possibilities rather than binding them by greater bureaucratic restraints.²⁵ Illustrating, he said that larger universities have disproportionately smaller administrative units and instead of being rigid, are more likely than smaller institutions to innovate by the development of new fields of study. Larger size also tends to reduce the "paternalistic" centralization of authority possible in a smaller

²²R. Michels, "The Conservative Basis for Organization," in Reader in Bureacracy, R. K. Merton, Ailsa P. Gray, Barbara Hockey and H. C. Selvin, (ed.) (New York: Free Press, 1952).

²³Dykes, op. cit., p. v.

²⁴W. H. Cowley, "Professors, Presidents and Trustees," AGB Reports, Vol. 9, No. 5, (February, 1967), pp. 14-15.

²⁵Blau, 1973, op. cit., p. 279.



institution. Concluding this debate, the review of this literature supports Dykes' position that "faculty power and administrative power are in a sense fused"²⁶ and that each depend on the other for support.

On the Reorganization of the Cooperative
Extension and Continuing Education Services

Several proposals for coordinating extension functions within the Land-Grant institutions have been made and tried. These proposals have resulted in the merger or amalgamation or consolidation, cooperation, and even keeping separate the functions of the Cooperative Extension and Continuing Education Services of the Land-Grant universities. Whatever proposal is adopted, decision-makers believe that such an organizational structure will meet the specific commitment of service to the state to serve, truly, as the "people's university" by extending the resources of the university to all the state.

At the national seminar on agricultural administration in the Land-Grant system in 1963, a committee of Land-Grant university presidents stated:

With the history of success (of the Cooperative Extension Service) in mind, we make a proposal of policy that the extension idea be broadened and extended to include more of the university's structure--perhaps all of it.

²⁶Dykes, op. cit., p. 41.

The environment in which the university serves is such and the adult education needs of the nation are so great that it is logical to assign these greater responsibilities to the extension arm of the university. In the period ahead the nation will be greater served if the land-grant system has an organized way to focus its intellectual resource on problems and needs of a developing society in a world setting.

Just how this is to be accomplished is a matter of decision for each university in accordance with what it considers appropriate. It seems, however, that some means of association or coordination should be attained between Cooperative Extension Service activities and the other off-campus and extension teaching activities of the institution, whether these activities be classified as university extension, continuing education, or by some other name.²⁷

This statement clearly showed that Land-Grant universities' responsibility to the people had only been met in part and that there was the need of reorganization of all extension activities of the university to meet the expanding needs of developing society.

E. T. York, Jr.²⁸ proposed some alternative approaches to offering this coordination. They were: 1) a merger or amalgamation of cooperative and general university extension, 2) close coordination between the cooperative and general extension programs within the institution, with clearly

²⁷The Century Ahead, Proceedings of a Seminar on Agricultural Administration in the Land-Grant System, June 16 to 19, 1963, Fort Collins, Colorado, (Ames: Center for Agricultural and Economic Development of Iowa State University, 1963), pp. 13-14.

²⁸E. T. York, Jr., "Coordinating Extension," Journal of Extension, Vol. 4, No. 2, (Summer 1966), pp. 70-73.

delineated responsibilities for each, 3) to have cooperative extension represent the total university in the conduct of most educational programs of an informal nature, with extension (general) providing the more formal educational programs. Such general extension activities, according to York, would complement the work of the Cooperative Extension Service as it focuses upon community problems and needs.

York, however, stated that in the first approach "it appears that experience with a merger or amalgamation has been generally favorable"--the best experience apparently being in those states with one state university or one major university concerned with extension. On the second alternative, he said that responsibilities between cooperative and general extension could not be divided on the basis of either geographic or subject matter, but may be by the form or type of educational effort carried out by the two organizations. To implement the third alternative, York stated that subject matter resources would have to be added from other parts of the university as dictated by the problems and needs of the people.

In another article discussing the Cooperative Extension and Adult or Continuing Education programs of colleges, Daniel Hill²⁹ said that "the challenge confronting adult

²⁹D. J. Hill, "Can Cooperative Extension and Community Colleges Work Together?" Journal of Extension, Vol. 8, No. 4, (Winter 1970), p. 25.

education is that of coordinating the efforts of these institutions." Listing the forces that favor coordination, Malcolm Knowles³⁰ identifies the following: 1) the overlapping of the "market"; outreach activities that results in pressure from the consumer for better integrated services, 2) the marginality of the adult educational role that induces adult educators to seek mutual support, 3) advances in the field that cause adult educators to seek beyond their knowledge of personal growth and 4) adult educators who look to each other as natural allies in the struggle for recognition and financial support.

Giving reasons that prompted many university administrators of over 25 Land-Grant universities, since 1960, to combine all off-campus extension functions, Douglass and Shriver listed the following:

1. the duplication and lack of coordination in regard to structure, clientele, and programs;
2. competition between extension units for funds, status, and leadership;
3. restriction of services to specific clientele groups by extension divisions, resulting in the exclusion of various segments of society;
4. socio-economic problems which are not confined to specific clientele groups or to geographic area, and

³⁰ M. S. Knowles, The Adult Education Movement in the United States, (New York: Holt, Rinehart and Winston, Inc., 1962), pp. 265-68.

5. increased federal funds, available for adult education programs.³¹

They reported that the reorganization efforts have resulted in two organizational structures--a consolidated system and a merger. The two systems were differentiated as follows:

A consolidated extension system occurred in instances when coordination of extension units was affected by organizational changes at the state administrative level. The organization was consolidated administratively; however, field operations were not directly affected in terms of program content or scope of activities. A merged extension system resulted when all extension units were restructured into a single focus, with the intent of coordinating efforts at all organizational levels. In such a merger, field personnel are responsible for organizing programs in all subject matter areas at the county level. Personnel from the appropriate campus or field-based unit assumed the actual teaching function.³²

On forces that weaken coordination, Knowles³³ lists the following: 1) lack of agreement on the goals of adult education; 2) feeling of rivalry caused by competition for target audiences because of overlapping programs; 3) perceptions of different status groupings within the field that generate feelings of inferiority, fear of domination, and other emotions that obstruct cooperation; 4) adult

³¹M. A. Douglass and H. A. Shriver, op. cit., p. 137.

³²Ibid., pp. 137-138.

³³Knowles, op. cit., pp. 265-68.

educators from various groups who enter their educational roles from different backgrounds, with different vocabularies, philosophy, and methods of approach that interfere with communication; and 5) the difficulty of constructing a coordinating organizational structure because there is no clear pattern of the field to be coordinated.

According to an Extension Council Committee of the National Association of State Universities and Land-Grant Colleges (NASULGC):

Success in the field of Extension and Continuing Education requires 1) conceptualization of the need and opportunity; 2) commitment, verbal and financial; 3) leadership; 4) policy and organizational arrangement components that expedite the accomplishment of the overriding mission in an efficient manner.³⁴

It is the fourth area of concern that has posed the greatest problem to extension reorganization. Commenting on such reorganization efforts, Earl Coke³⁵ calls for "a single off-campus educational service to urbanized America." In the conclusion of their article "Whether Goests the CES?" Shannon and Schoenfeld also noted:

³⁴"Guidelines for Developing a Comprehensive Extension Program in NASULGC Institutions," NUEA Spectator, Vol. XXV, No. 4, (April-May 1970), p. 12.

³⁵E. J. Coke, "The Evaluation of Agriculture in the Land-Grant Institutions," Proceedings of the American Association of Land-Grant Colleges and State Universities, Vol. 11, No. LXXV (1961), p. 13.



The Cooperative Extension Service is, without question, a magnificent instrument for informal education for action. . . . Yet this instrument represents only a segment of the university and reaches only a segment of society. The time is seemingly at hand for agricultural extension to lend its considerable skills and resources to the fashioning of a truly university-wide, community-wide outreach enterprise.³⁶

Extension Mergers

One of the successfully reorganized and unified off-campus extension functions classified as a "true merger" is the case of West Virginia University's Appalachian Center. The merger came about on May 1, 1963.³⁷ Under one administrative head, all off-campus functions of the university are coordinated through the county offices, whether initiated by the county staff or from the campus.

A study³⁸ to determine the impact of this merger after five years of operation was undertaken by Howard Shriver. Based on evidence of his study, the following conclusions were drawn:

³⁶T. J. Shannon and C. A. Schoenfeld, "Whither Goest the CES?" Journal of Cooperative Extension, Vol. 3, No. 4, (Winter, 1965), p. 204.

³⁷DouglaH and Shriver, op. cit., pp. 138-39.

³⁸H. A. Shriver, "Role Perception and Job Attitudes of West Virginia County Extension Agents in a Merged Extension System." Unpublished Ph.D. dissertation, University of Wisconsin, Madison, Wisconsin, 1968). See also M. DouglaH and H. Shriver, "A Merger of Extension," op. cit., p. 144.

1. The role perceptions of agents in West Virginia have changed substantially since the merger of Extension units. These changed perceptions are reflected by a) an increase in importance attributed to many clientele groups not considered within the scope of responsibility prior to the merger and b) an increase in subject-matter areas considered to be within agent's responsibilities.
2. The change in role perception was not expressed by drastic changes in program emphasis for any agent group. All groups reflected working to some extent with new clientele groups considered appropriate since the merger. However, this work had not been as intensive or comprehensive with post-merger as with pre-merger identified clientele.
3. Home agents appeared to be more oriented to post-merger identified clientele and subject matter than county or 4-H agents.
4. Overall attitudes of agents toward Appalachian Center was generally good when considering that the change was brought about in a short period with a minimum of advanced preparation for personnel. However, there were some aspects of the merger that were perceived more favorably than others.
5. Agents realize the extent of role change brought about by the merger. Implications are that Extension personnel can and will accept broadened role expectations.

Another example of a successfully merged Extension Service is that of the University of Wisconsin which came about in 1965 under President Harvey Harrington. After 50 years of administrative indecision, especially by Administrators before him, President Harrington gained the Regent's approval to set in motion a merger of the Agricultural Extension, General Extension, and Radio-TV units, which became a truly effective mechanism for university public service in Wisconsin.

Writing about the Wisconsin's merger, Robert Carlson stated that:

Having combined Agricultural Extension, General Extension, and radio-TV, the University of Wisconsin had effectively concentrated its resources for public service outreach. Merger in Extension enabled the University to focus its public service activities more efficiently. The University of Wisconsin in 1968 was in a position to give better service to the taxpayers of Wisconsin, provide student activities interested in humanistic values with a moral equivalent for violent demonstrations, and gained increased financial support. Potentially, the University of Wisconsin had much to gain by Harrington's decision for merger in Extension.³⁹

There are other fine examples of extension mergers. There are also other examples where there were once extension mergers but internal politics and frictions of their manpower resources had caused the unified organization to be separated again. Whatever the outcome of a decision to merge or not to merge a university's outreach efforts depends heavily on the cooperation as well as the involvement of the manpower resources who will carry out the decision's purposes and objectives.

Future Structure of University Outreach

Determining the future organizational structure for outreach is a function of good management and administration.

³⁹R. A. Carlson, "Merger in Extension, A History and Analysis of Merger at the University of Wisconsin" (Unpublished Ph.D. thesis, University of Wisconsin, Madison, 1968) pp. 109-110.

As Fulmer stated,

Planning, of which forecasting is an important part, is the most fundamental of the management functions. Planning successfully or choosing from among alternative courses of action depends on management's ability to accurately anticipate the future.⁴⁰

Drawing also from the ideas of Munsterman and Masters, II,⁴¹ it is clear that in order to develop plans for the future of extension, the future must be accurately assessed and analyzed and if higher educational institutions intend to serve the public, they must adopt new methods of forecasting their own future in order to keep pace with a changing environment.

Over a decade ago, Lowell Watts said the following about the future of the Cooperative Extension and other extension programs of the land-grant universities:

It is significant that a real broadening of the extension function will, of necessity carry organizational implications throughout the entire university;

This, first of all, carries with it a requirement that extension and the colleges of

⁴⁰R. M. Fulmer, Managing Associations for the 1980's, (Washington D.C.: Foundation of the American Society of Association Executives, 1972), p. 10.

⁴¹R. E. Munsterman and R. J. Masters, II, "Alternative Futures for Continuing Education in Region IV," The Spectator, Journal of the National University Extension Association, Vol. XXXIX, No. 22, (December 1975), pp. 22-24.



agriculture reorganize on universitywide patterns. It means extension directors may need to relinquish some degree of autonomy. . . .It means that both deans and presidents must face squarely, in whatever manner is appropriate to each particular institution, the matter of administrative organization.

Cooperative extension of the future may be a part of a college of agriculture, it may be part of a universitywide extension function, or it may even embrace international as well as national responsibilities. One thing seems obvious: If the land-grant system fails to develop extension functions to its fullest capabilities, it will fail to maintain its unique place in education.⁴²

Seven years later, Donald McNeil⁴³ said "extension is in a revolution" and in order to plan for the future, decision makers should take "a risk and pull (their) resources with those of vocational technical institutes, high schools, private schools, outside industries, or arms of government to devise the best possible educational programs for all the people." McNeil said that extension can not ignore the support and cooperation of other vested interest allies. He said, "extension needs money, support, commitment, and the will to take risks." He urged extension

⁴²L. H. Watts, "The Extension Service: An Interpretative Analysis of Seminar Discussions Concerning the Role of Cooperative Extension in the Land-Grant System," An address presented at the Seminar on Agricultural Administration in the Land-Grant System, Colorado State University, Fort Collins, Colorado, June 19, 1963.

⁴³D. R. McNeil, "Extension: A Risk Taker in the Revolution," Journal of Extension, Vol. VIII, (Fall, 1970), p. 9.



administrators to move regardless of a neat administrative structure. "The time for change in extension is now," he said.

Adding to the idea of risk taking in change, James Miller⁴⁴ said,

. . . should the Cooperative Extension Service provide leadership in coordination and planning, but delegate action and implementation to others, thereby avoiding criticism, complaints, or risk of failure?

On the future role of Continuing Education and Cooperative Extension, Miller again said, "an impending collision has been predicted for the path taken by informal education and the current structure of formal education in the United States."⁴⁵

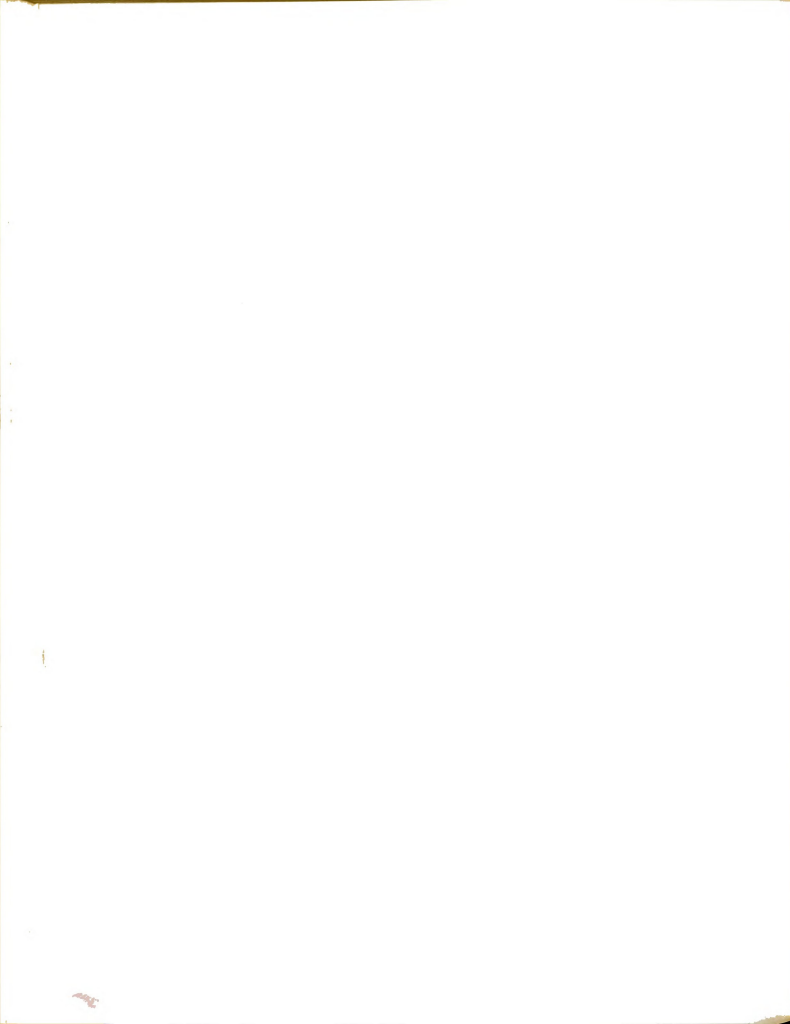
In conclusion, Miller⁴⁶ said,

. . . if Cooperative Extension Service is to have the organization and be present on location where huge programs need to be transfused into local conditions, then organizational restructuring is necessary for Extension to function most effectively in today's social environment. . . . It is then that Extension can resolve the traditional dialogue as to dual roles, community leadership, motivation of supervisors, faculty status, and political and social understanding, to name a few.

⁴⁴J. R. Miller, "Are New Models for Location Extension Organization Needed?" Journal of Extension, Vol. XI, (Spring 1973), p. 58.

⁴⁵Ibid., p. 58.

⁴⁶Ibid., pp. 65-66.



CHAPTER III

DESIGN OF THE STUDY

Introduction

This study was designed to describe, classify, compare and analyze the various types of extension organizational structuring of the Land-Grant universities in the United States of America. The nature of this study, therefore, is descriptive as well as comparative.¹

This chapter will focus on the research setting, defining the population and sample selection procedures, describing the instrumentation used for the collection of the research data as well as the procedures for the administration of the survey instrument. University outreach (extension) organizations that participated in this study will be named and classified. Finally, the statistical procedures used in analyzing the research data and interpreting such data will be outlined.

¹According to John Best, descriptive research allows the researcher to describe and interpret what exists from the data that has been gathered. J. W. Best, Research in Education, (New Jersey: Prentice Hall, Inc., 1959), p. 102.



The Research Setting

Land-Grant institutions of the United States belong to the National Association of State Universities and Land-Grant Colleges (NASULGC). This association serves as a cohesive force for a special segment of public higher education. Its 130 members (as of 1975) include the principal public (state) universities and the 71 Land-Grant colleges and universities of the fifty states of the United States of America, Guam, Puerto Rico, Virgin Islands and the District of Columbia² (see Appendix C).

Certain characteristics that these institutions hold in common are:

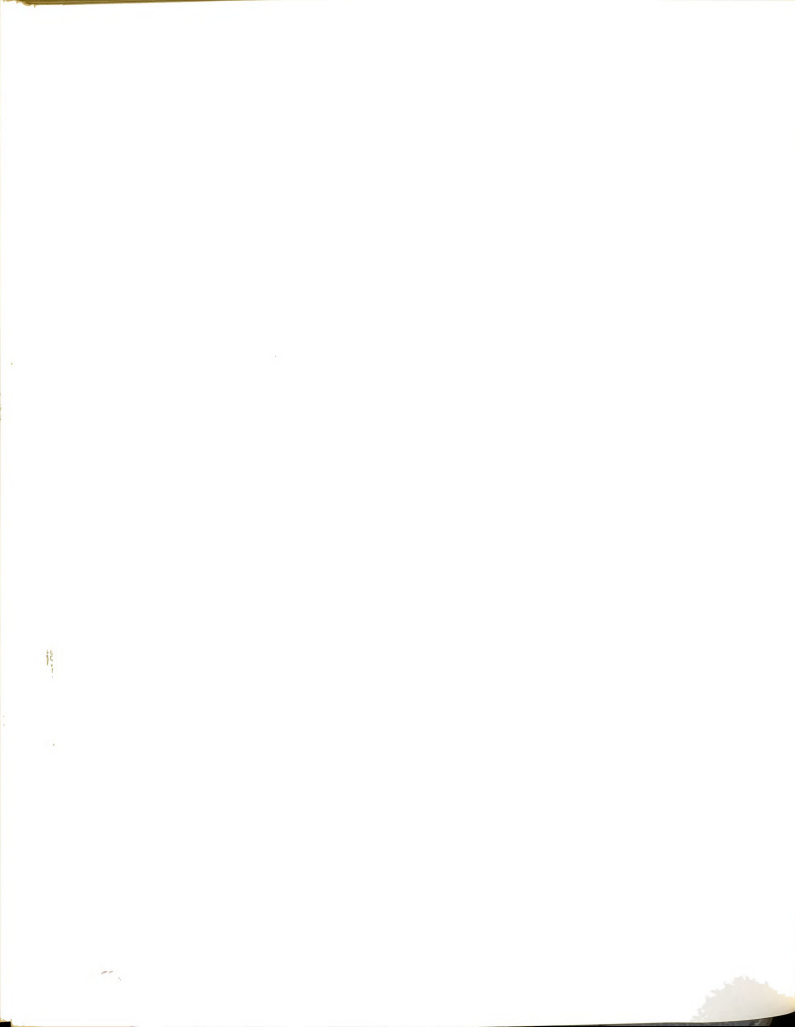
1. A commitment to the extension of educational opportunities for the masses of American people.
2. A dedication to research as a solution to many of the world's problems.
3. A history of service to their neighbors through large extension and continuing education programs.³

The Population

The population for this study consisted of the 68 land-grant institutions of the fifty states of the United States and the District of Columbia. Since this study was to

²National Association of State Universities and Land-Grant Colleges, Fact Book, 1974.

³National Association of State Universities and Land-Grant Colleges, Fact Book, 1972, pp. 1-3.



investigate the structural patterns of extension organizations in the continental United States, the Land-Grant institutions in Guam, the Virgin Islands and of Puerto Rico were not considered part of the population.⁴ Two Land-Grant institutions, Cornell University and Massachusetts Institute of Technology are privately controlled. Affiliated with Cornell are certain contract colleges of the State University of New York.

With the exception of the states of Alabama, Arkansas, Connecticut, Delaware, Florida, Georgia, Louisiana, Maryland, Massachusetts, Mississippi, Missouri, North Carolina, Oklahoma, South Carolina, Tennessee, Texas and Virginia which have two separate Land-Grant institutions each, the other states have only one Land-Grant institution each. The outreach organizations of these Land-Grant institutions constituted the domain for the study. The target population however were the heads of outreach units (respondents) of each Land-Grant institution through whom the information on each outreach unit was obtained.

Sample Selection

Several factors were considered in selecting the sample of organizations for this study. The first and foremost

⁴National Association of State Universities and Land-Grant Colleges, 1974 Facts: National Association of State Universities and Land-Grant Colleges.



selection criterion was that the outreach organization to be studied must belong to a Land-Grant institution in the United States. This criterion automatically eliminated the Land-Grant universities of Guam, Puerto Rico and the Virgin Islands which are not in the continental United States.

The second criterion was that as closely as possible the Land-Grant institutions to be randomly selected should have both a Cooperative Extension Service and a Continuing Education Service (names may vary with institutions) either as separate outreach organizations or as a combined outreach organization. Since there are more than one land-grant institution in some states, as stated earlier, but only one Cooperative Extension Service for each state, the survey sample was automatically limited to those 51 Land-Grant institutions (including the District of Columbia) with a Cooperative Extension Component. On the assumption that each Land-Grant institution have both outreach components, disregarding merger cases, 102 outreach organizations were expected.

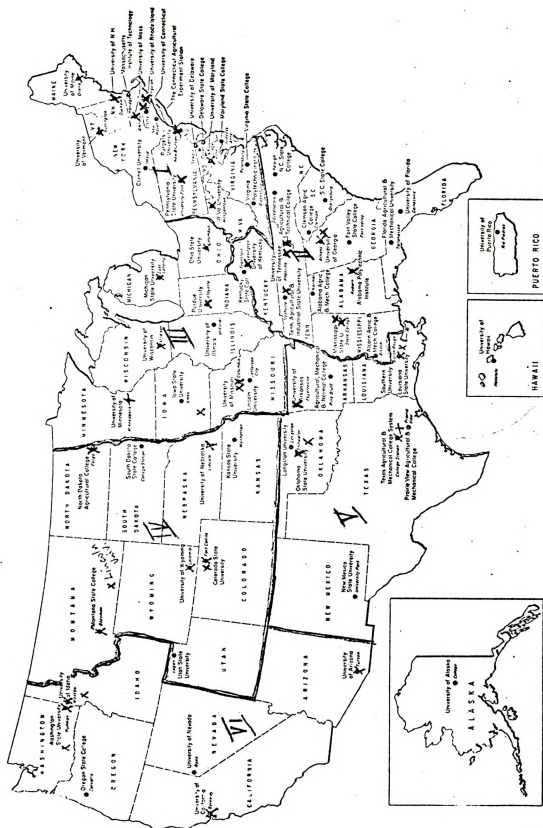
From a "List of State Cooperative Extension Service Directors" obtained from the Office of the Associate Director of Personnel, Cooperative Extension Service, Michigan State University, Land-Grant institutions qualifying under the second criterion were identified. Also identified were the names and addresses of the Directors of these 51 Cooperative Extension Service Organizations.

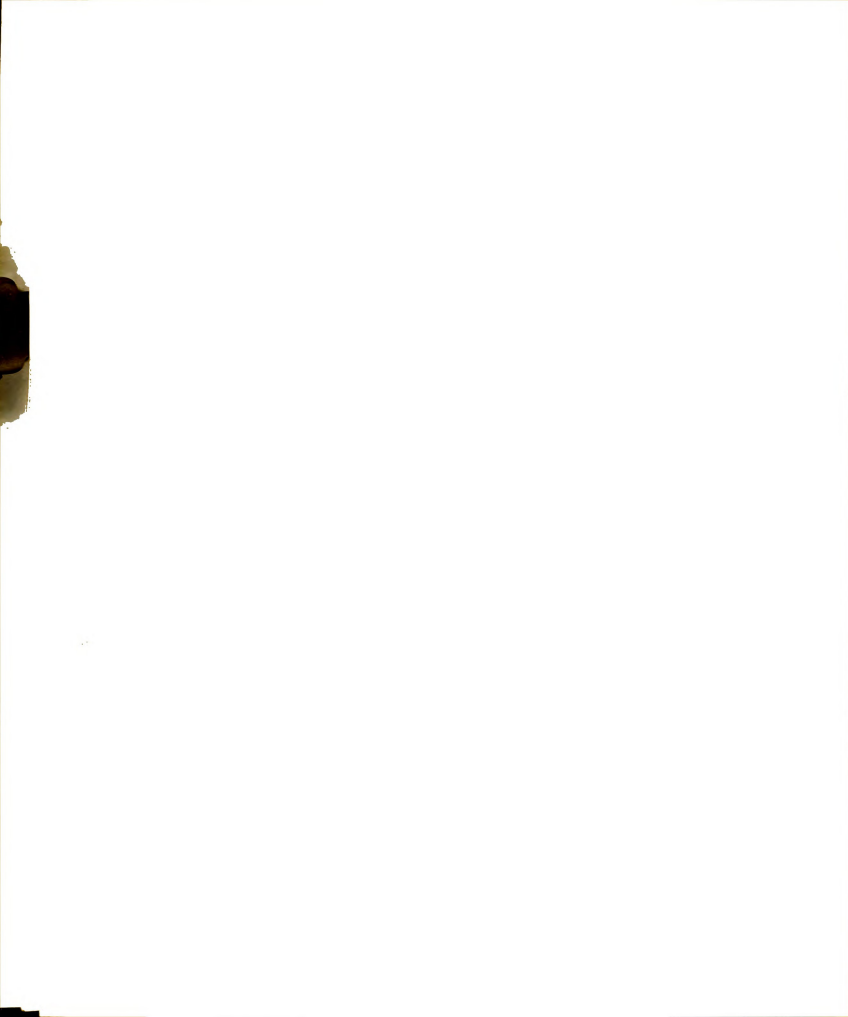


From the 1975-76 Handbook and Directory of the National University Extension Association, the names and addresses of Continuing Education (names may vary with each institution) Directors of the same Land-Grant institutions identified for Cooperative Extension were obtained. These two lists of names and addresses were compared for each Land-Grant institution. As part of the preliminary "elimination" exercises, names and/or addresses that were the same were considered as unified (i.e., merger, consolidated, etc.) cases and hence only one organization representing the two units was considered for such Land-Grant institution. Seventeen cases of these types were identified. The two separate outreach organizations of the 34 remaining institutions were considered.

The third selection criterion was regional representation to ensure equitable geographic distribution of the Land-Grant institutions to be studied. The United States was divided by the researcher into six regional groupings as closely as possible to the regional grouping of the Department of Health, Education and Welfare (see Figure 1). Department of HEW regions one, two and three were combined as the Research Region I (Eastern Region). Department of HEW regions nine and ten were combined as Research Region VI with Alaska as a part of this (Western) region. Department of HEW regions seven and eight were combined (with the exception of Iowa and Missouri which were added to Research

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Region III, (Central), as Research Region IV (Midwest). The rest of the Research Regions which coincided with that of the Department of HEW were the southwest and the southeast. As a cross check for randomization of the research sample, Land-Grant institutions, randomly sampled, were located to their respective regions to verify the equitable geographic dispersion of sampled Land-Grant organizations.

Random Sampling

Numbered cards were written for each of the remaining 34 Land-Grant institutions whose outreach organizations were highly likely to be separate units. Twenty cards (institutions) were selected randomly from the pack of cards to form the research sample in addition to the 17 cases of unified systems. The twenty institutions represented 20 Cooperative Extension Services and 20 Continuing Education Services (see Table 3.1). On the whole, 57 outreach organizations of 37 Land-Grant institutions made up the survey sample.

Instrumentation

The objective here was to develop the type of questionnaire that would best investigate the research problem. As noted by Walter Borg, survey research has involved extensive use of questionnaire as a survey instrument and such instrument must be flexible and capable of being custom-designed



Table 3.1. Numerical Count of the Administration and Return of Survey Questionnaire

Outreach Organizations	Number Sent	Number Returned*	Returned*
Cooperative Extension	20	18	90.00
Continuing Education	20	17	85.00
Combined Extension	17	9	52.94
Total	57	44	77.19

*Returned but answered questionnaires due to the inavailability of respondents, etc., were not counted.

to assist in the investigation of some research problem.⁵ After careful review of the literature and identifying the variables necessary for such outreach organizational studies, the researcher spent about two months interviewing and having consultation sessions with heads of Michigan State University's outreach units as well as other departmental heads of such outreach units.

The final copy of the survey questionnaire (see Appendix A) was divided into three main sections. Thirty-four questionnaire items in Section A sought to investigate the respondents' characteristics, the clients' characteristics and finally the characteristics of outreach organizations. The design of Section A covered information on the respondents' knowledge and experience of the field of extension.

⁵W. Borg, Educational Research: An Introduction, (New York: David McKay Co., 1973), p. 202.



Such information was necessary to give credibility to the data they have given for the study.

The design also sought information on the place of residence, educational background, the economic status of the clients who participated in outreach programs, their participation in program decision-making, and the kinds of offering available to clients. Data on these clients' characteristics were necessary if the study were to determine the type of clients outreach organizations serve, the kinds of programs offered them and which type of clients receive what services from outreach organizations.

Finally, the design of Section A also sought to investigate variables of size, goals, decision-making base, staff membership, departmental configuration, total university affiliation and control, budgetary base for operations in addition to certain political legislative and bureaucratic pressure and restraints that contribute to the structuring of university outreach organizations. Changes in any of these structural variables have ramifications through the entire organization. For example size most often determines the form of an organization. Increased size most often brings⁶ about specialization which leads to complexity, leading to bureaucracy, authority

⁶G. L. Lippitt, Organizational Renewal, (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1969), pp. 42-43.



structure, personal detachment, fragmentation of knowledge, coordination, integration and finally to centralization.

Fiscal dependency or independency also have great effects on organizational functioning. In some states financial control of Cooperative Extension budgets are stipulated rather fully in their statutes. With other outreach organizations, source and amount of financial resources to support self-studies, possibly changes the organizational direction of operations. The availability of funds assures the provision of programs on continuing basis.

Sections B and C sought to investigate the structure, values and reasons for the present organizational structuring of outreach units of the Land-Grant institutions. Respondents whose outreach units were considered separate and autonomous from other outreach units of their universities were asked to respond to Section B only. All others whose outreach units were somehow unified were to respond to Section C only.

Administration and Return of Questionnaires

The questionnaires were prepared for mailing along with an appropriate cover letter signed by the following:

1. Thomas M. Freeman, Director and Associate Professor, M.S.U. Institutional Research;
2. Armand L. Hunter, Director of Continuing Education and Acting Dean, Life-Long Education Programs, M.S.U.;

3. Gordon E. Guyer, Director of Cooperative Extension and Assistant Dean, College of Agriculture and Natural Resources; and,
4. Joseph T. Agboka, Researcher.

The first three signatures gave to their respondent colleagues, additional credibility to the purpose, intent and need for the study.

The questionnaire was attractively and neatly printed on yellow papers to attract attention and to "stand out" among other papers in order to minimize the tendency for respondents losing track of it. In addition, a return self-addressed envelope with postage was provided to obtain maximum returns of the questionnaires.

Mail questionnaire was chosen as the most appropriate method for this study because, according to A. N. Oppenheim,⁷ the mailed questionnaire has advantages among other survey research that include access to a population that may be widely distributed geographically. The questionnaires were mailed on March 26, 1976. Respondents were requested to return answered questionnaires by April 23, 1976. This study was originally intended to cover 30 outreach organizations. Since the returned record of 44 outreach organizations was about 46.67 percent more than the

⁷A. N. Oppenheim, Questionnaire: Design and Attitude Measurement, (New York: Basic Books, 1966), pp. 24-47.



required number or about 77 percent of the number sent out, there was no need for a follow-up letter.⁸ The response record is shown in Table 3.1. Table 3.2 shows the geographical breakdown of useable responses received. Table 3.3 is a complete list of outreach organizations by states and institutions which participated in this study.

Table 3.2. Geographical Breakdown of Regions of Useable Responses Received from Outreach Organizations

Regions	Number Sent	Number Returned*	Returned*
Eastern	11	10	90.90
Central	10	8	80.00
Midwest	9	6	66.67
West	9	7	77.78
Southwest	8	6	75.00
Southeast	10	7	70.00
Total	57	44	77.19

*Returned but unanswered questionnaires due to the inavailability of respondents, etc., were not counted.

⁸ According to Moser and Kalton, the average nonresponse rate to mailed questionnaires will be between 10-25 percent. C. A. Moser and G. Kalton, Survey Methods in Social Investigation, 2nd Ed., (New York: Basic Books, Inc., 1972), p. 266.

Table 3.3. List of Names of University Outreach Organizations that Participated in the Study, by State, University and Type of Outreach Organization

State	Institution	Type of Organization
Alabama	Auburn University	Unified Extension
Arizona	U. of Arizona	Continuing Education
Arkansas	U. of Arkansas	Cooperative Extension
California	U. of California, Berkeley	University Extension
Colorado	Colorado State U.	1) Continuing Education 2) Cooperative Extension
Georgia	U. of Georgia	1) Continuing Education 2) Cooperative Extension
Idaho	U. of Idaho	1) Continuing Education 2) Cooperative Extension
Indiana	Purdue University	1) Continuing Education 2) Cooperative Extension
Iowa	Iowa State U.	(University Extension) Unified Extension
Louisiana	Louisiana State U.	1) Continuing Education 2) Cooperative Extension
Maine	U. of Maine	Cooperative Extension
Maryland	U. of Maryland	University College
Massachusetts	U. of Massachusetts	Continuing Education
Michigan	Michigan State U.	Continuing Education
Minnesota	U. of Minnesota	Continuing Education and Extension
Mississippi	Mississippi State U.	1) Continuing Education 2) Cooperative Extension
Missouri	U. of Missouri	Unified Extension
Missouri	Lincoln U. of Missouri*	Cooperative Extension
Montana	Montana State U.	Unified Extension
Nebraska	U. of Nebraska	Cooperative Extension
New Hampshire	U. of New Hampshire	Continuing Education
New Jersey	Rutgers State U.	Cooperative Extension (Coordinated Systems)



Table 3.3. Continued

State	Institution	Type of Organization
Ohio	Ohio State U.	Continuing Education
Oklahoma	Oklahoma State U.	1) Cooperative Extension 2) Continuing Education
Pennsylvania	Pennsylvania State U.	Cooperative Extension
Rhode Island	U. of Rhode Island	1) Cooperative Extension 2) University Extension
Tennessee	Tennessee State U.	Unified Extension
Tennessee	U. of Tennessee	Unified Extension
Texas	Texas A & M U.	1) Engineering Extension 2) Agricultural Extension Service
Vermont	U. of Vermont	Cooperative Extension
Washington	Washington State U.	1) Continuing University Studies 2) Cooperative Extension
West Virginia	West Virginia U.	Unified Extension
Wisconsin	U. of Wisconsin	Unified Extension
Wyoming	U. of Wyoming	Unified Extension
Total		
States = 32	Land-Grant Universities = 34	Total Outreach Organizations = 44

*Only Cooperative Extension at University but member of National Association of University Extensions.



Procedures for Statistical Analysis

Obtained data were coded, key punched and computerized. The researcher wrote the computer program which included:

1. Basic frequency counts and statistics which yielded means, medians, modes, standard deviations, standard errors, variances, ranges, .95 confidence interval for each of the question items analyzed.
2. Multivariant and univariant analysis of variance techniques which allowed for the comparisons of credit and noncredit courses over a span of time, and the comparison of differentiated staffing over a span of time.

The research analyses were carried out according to the following groupings:

1. General variable analysis of university outreach organizations;
2. Comparative analysis of Cooperative Extension organization versus Continuing Education organization versus Unified Extension Organization;
3. Comparative analysis of separate extension systems versus unified systems organization;
4. Comparative analysis of university outreach organization according to the variables of size, budget and regional groupings.



Limitations of the Study

Outreach organizations vary in size, complexity and structure. Because of the large number of outreach organizations in the population of 68 Land-Grant institutions it was not possible to study the organizational patterns of all of these institutions. This study will, however, present data and findings which generally will apply to most Outreach organizations in the land-grant system.

Due to the complex nature of this society and the varied form of outreach organizations, this study did not intend to come out with specific structural arrangements or models suitable to all outreach organizations. Such a task will require individual case studies of each Land-Grant institution in order to arrive at a suitable model for that particular institution. However, general models for outreach organizations have been suggested.

Even though the response rate (77.19 percent) to the mailed questionnaires was high, the effect of the nonrespondents information upon the data analysis and the final conclusion constitutes a limitation. This is particularly so since the will to respond to any survey should be voluntary. According to McSweeney, ethical principles in survey research should be adhered to. She said,

From the beginning of each research investigation, there should be a clear and fair agreement between the investigator and the research participants. . .the investigator should



respect the individuals freedom to choose to participate in the research or not.⁹

A final limitation was that the biases of the researcher and the respondents could have effects on the results and conclusions of the study.

⁹M. McSweeney, Advanced Research Methods in Education, Course Handbook, (East Lansing, Michigan: Michigan State University, 1974), p. 36.



CHAPTER IV

ANALYSIS OF THE DATA

Introduction

For the purposes of analyzing the research data, this chapter will be divided into four parts: 1) the respondents' characteristics, 2) characteristics of the clients, 3) outreach organizational characteristics, and 4) the operational and decision-making base for separate, amalgamated, merged or coordinated outreach organizations in the Land-Grant system of institutions. In particular the analysis will attempt to bring to light the reasons why the outreach organizations of some Land-Grant institutions are separate while others have unified and coordinating structural arrangements.

PART I. THE RESPONDENTS

Part I of the survey instrument was designed to ascertain information about respondents' administrative and professional experience, highest academic attainments and areas of professional specialization. Information about respondents' organizational position was sought, collectively with the other information about the respondents to give the responses added credibility and authority. Since it was likely that some of the originally designated

respondents (heads of outreach units) may delegate the authority of responding to the instrument to one of their crucial subordinates, another question item was introduced later in Part III to find the same information about the head of outreach units, if different.

Organizational Position

Table 4.1 shows the percentage distribution of respondent administrative positions by type of outreach organization. About 51 percent of the respondents were Directors of outreach units (60 percent for Continuing Education; 63 percent for Cooperative Extension; and 11 percent for Unified Extension organizations). Twenty-two percent of the respondents were Deans; 7 percent were both Directors and Deans; 10 percent were Vice- and Assistant Vice-Presidents; and the remaining 10 percent held other administrative positions such as Chancellor, Associate Dean or Directors of an integral unit. The most frequent (61 percent) title reported for separate outreach systems was the Directorship, followed by the Deanship (23 percent). Titles for unified extension systems are fairly spread out. The most frequent (33 percent) title reported for this type of organization was the Vice-Presidentship. This was followed by the Deanship (22 percent) and others, such as Chancellor, etc. (22 percent). The inference here is that the more complex the organizational structure, the higher is the title of the administrative head of the extension system.

Table 4.1. Organizational Position of Respondents: Percentage Distribution of Respondents by Administrative Position and by Type of Organization

Position Title	Total Extension	Continuing Education	Cooperative Extension	Unified Extension	Total Separate Extension*
Director	51	60	63	11	61
Dean	22	27	9	22	23
Dean and Director	7	7	6	11	6
Vice President and Assistant Vice President	10	7	0	33	3
Provost	0	0	0	0	0
Others	10	0	13	22	6

*Total Separate Extension = Counts for both Cooperative Extension plus Continuing Education.



Professional Experience

Administrative experiences of respondents in their present position range from 1 to 20 years. Table 4.2 shows that about 56 percent of respondents have had from 1 to 5 years of administrative experience in their present position, 44 percent have had about 6-10 years of experience, 12 percent have had about 11-15 years of experience and the rest (2.4 percent) have had about 16-20 years of experience. There seems to be no significant difference in the mean years of experience of respondents in their present positions between Cooperative Extension and Continuing Education organizations, however, 100 percent of the respondents of unified extension systems have had 10 or less years of experience in their present extension positions with the mean at 3.22 years. Table 4.3 shows that 46 percent of respondents have had 10 years of service with their present outreach organization, 7.4 percent have had 11-20 years of service, 39.0 percent have had 20-30 years of service and 7.3 percent have had 31-40 years of service experience with their present organization, the mean being 15.76 years. Cooperative Extension heads have more extensive experience (mean = 19.38 years) than their counterparts in Continuing Education organizations (mean = 12.00 years). Heads of unified extension systems have more experience (mean = 16.56 years) than their counterparts in the separate systems. Table 4.4 shows the number of years

Table 4.2. Number of Years of Experience of Respondents in Their Present Position

Years	Total Extension	Cooperative Extension	Continuing Education	Unified Extension	Total Separate Extension*
-----Percent-----					
1-5	56.1	56	53	67	55
6-10	29.3	19	27	33	22
11-15	12.2	19	20	0	19
16-20	2.4	6	0	0	3
Above 20	0	0	0	0	0
Mean	6.317	6.88	6.67	3.22	6.77

*Total Separate Extension = Counts for both Cooperative Extension plus Continuing Education.

Table 4.3. Number of Years of Service of Respondents with Their Present Extension Organization

Years	Total Extension	Cooperative Extension	Continuing Education	Unified Extension	Total Separate Extension*
-----Percent-----					
0-10	46.3	25	67	44	45
11-20	7.4	18	0	0	9
21-30	39.0	44	28	56	33
31-40	7.3	12	7	0	9
Above 40	0	0	0	0	0
Mean	15.76	19.38	12.00	16.56	15.81

*Total Separate Extension = Counts for Both Cooperative Extension plus Continuing Education.



Table 4.4. Respondents Experience in Related Extension Fields but with Other Extension Organizations

Years	Total Extension	Cooperative Extension	Continuing Education	Unified Extension	Total Separate Extension*
-----Percent-----					
0-10	68.3	81	47	89	65
11-20	12.2	6	20	11	15
21-30	14.6	12	27	0	19
31-40	4.8	0	7	0	3
Above 40	0	0	0	0	0
Mean	7.98	4.19	12.87	4.0	8.39

*Total Separate Extension = Counts for both Cooperative Extension plus Continuing Education.

of experience of respondents with other related organizations. Most of the respondents have had little or no related experience with other organizations. Respondents from Continuing Education units in general have had more related experience (mean = 12.87 years) than their counterparts from Cooperative Extension (mean = 4.19 years) or unified extension units (mean = 4.0 years). The mean number of years of experience of all respondents is 7.98 years.

It should be seen that since Cooperative Extension seems to be the oldest of the three types of extension organizations, their heads have more likely served longer years in their present positions. On the other hand, Continuing Education and unified extension heads have gathered more relative experiences from other related organizations prior to either the establishment of their extension unit or to joining their present organizations.

Education Attainment

All respondents hold higher graduate degrees; 24.4 percent hold the Masters degree, 2.4 percent hold the Specialist degree and 73.2 percent hold the Doctorate. Sixty-nine, 80 and 70 percent of Cooperative Extension, Continuing Education and unified extension systems respectively hold the Doctorate. On the whole heads of continuing education units have more academic orientation than their counterparts in the other outreach units. Table 4.5 gives the detailed educational attainments of respondents.

Table 4.5. Educational Level of Respondents

Degree	Total Extension	Cooperative Extension	Continuing Education	Unified Extension	Total Separate Extension*
-----Percent-----					
Bachelors	0	0	0	0	0
Masters	24.4	31	20	22	26
Specialist	2.4	0	0	0	0
Doctoral	73.2	69	80	78	74
Mean	3.488	3.375	3.60	3.56	3.484

*Total Separate Extension = Counts for both Cooperative Extension plus Continuing Education.

Areas of Educational Specialization

Table 4.6 shows that heads of extension units have areas of specialization relevant to their extension positions. Fifty-six percent of Cooperative Extension heads specialized in agriculturally related fields. Some others, 25 percent of heads in this category have specialization in Administration and Higher Education. Seventy-three percent of heads of Continuing Education units specialized in Adult Education and Administration and Higher Education. Other areas of specialization (19.5 percent) listed were: Industrial Education, Public Administration, Sociology, Law, Production Economics, Government, Psychology, Speech, Industrial Engineering, Accounting, Economics and Productive Physiology, Communication. It is however evident that extension units are becoming more specialization minded in the employment of outreach personnel.

PART II. CLIENTS' CHARACTERISTICS

To determine the characteristics of the clients that university outreach organizations serve and to further determine the extent to which each client group is served, client groups were identified by their residence, income level and educational attainments. University outreach organizations were also identified by their organizational type, geographical (regional) grouping, organizational size measured by each university's total student population and

Table 4.6. Major Areas of Educational Specialization of Respondents

Specialization	Total Extension	Cooperative Extension	Continuing Education	Unified Extension	Total Separate Extension*
-----Percent-----					
Administration Higher Education	31.7	25	33	44	29
Adult Education	19.5	13	40	0	26
Agriculture	29.3	56	7	2	32
Others	19.5	6	20	33	13
					63

*Total Separate Extension = Counts for both Cooperative Extension plus Continuing Education.

finally by the budget size (in millions of dollars) of the responding outreach organizations in each land-grant system studied.

Table 4.7 shows the mean percentage distribution of participants in outreach programs (other than Radio and Television) by residence and by type of organization, university student size, region and by university outreach budget. Whereas about 62 percent of the participants in Cooperative Extension programs reside in rural areas, Cooperative Extension services have spread their services to include about 18 percent and 19 percent urban and suburban communities, respectively. Continuing Education services, on the other hand, serve some 23 percent of rural communities, 33 percent urban communities and 30 percent suburban communities. Even though this study confirms the fact¹ that Cooperative Extension systems serve more rural communities than Continuing Education and Continuing Education serves more urban and suburban communities than Cooperative Extension organizations, it appears to be no longer true that each of these two units hold a monopoly over the type of clients they serve. There is a definite overlap of client service areas. This can be further tested by comparing similar figures for unified extension and for total extension

¹E. D. Eddy, Jr., "The Land-Grant Movement." In Land-Grant Fact Book, Centennial Edition, op. cit., p. 3.

Table 4.7. Mean Percentage Distribution of Participants in Outreach Programs (Other than Radio and Television) by Residence and by Type of Organization, Region, University Size and Budget

By Type of Organization							
Residence	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System	Total Separate System		
	-----Percent-----						
Rural	41.44	61.56	22.60	41.67	42.71		
Urban	22.42	18.25	32.80	25.67	25.29		
Suburban	22.76	18.69	29.60	21.11	23.97		
Other	3.63	1.50	8.33	0.00	4.81		
No Idea	9.75	0.00	6.67	12.22	3.22		
Total	100.00	100.00	100.00	100.00	100.00		
By Regional Grouping							
Residence	East	Central	Midwest	West	Southeast	Southwest	
	-----Percent-----						
Rural	44.00	24.29	63.00	25.00	50.00	48.43	
Urban	19.00	22.14	23.00	29.17	23.80	27.43	
Suburban	27.00	26.43	14.00	14.17	17.30	23.43	
Other	8.00	0.00	0.00	1.67	8.90	0.00	
No Idea	2.00	27.14	0.00	29.99	0.00	0.74	
Total	100.00	100.00	100.00	100.00	100.00	100.00	
By Organizational Size							
Residence	Under 20,000		20,001 to 40,000		40,001 and Over		
	-----Percent-----						
Rural	49.33		41.07		34.91		
Urban	24.33		16.57		20.18		
Suburban	18.67		25.64		26.73		
Other	1.00		9.57		0.00		
No Idea	6.67		7.14		18.18		
Total	100.00		100.00		100.00		
By Budget (1976-77) (In Dollars)							
Residence	Less than 4 Million		4 - 7.9 Million		8 - 11.9 Million		Over 12 Million
	-----Percent-----						
Rural	40.94		30.56		88.33		42.00
Urban	25.63		31.11		8.33		17.00
Suburban	19.00		38.33		3.34		22.75
Other	8.13		0.00		0.00		1.58
No Idea	6.24		0.00		0.00		16.67
Total	100.00		100.00		100.00		100.00

systems. Both have about 40 percent of their program participants from rural areas, about 25 percent from urban residence and about 22 percent from suburban residences. It is therefore obvious that unified extension systems are doing as much as separate extension systems together. Cooperative Extension and Continuing Education services are serving the same client system or at best are complementary in their services to the same client systems. Reasons for these trends are that farming or rural populations which the Cooperative Extension service was to serve are gradually reducing whereas at the same time the quest for formal or nonformal education by rural communities is on the rise; a possible reason for the infiltration of Continuing Education services into rural residential areas.

Smaller universities (with total student population of less than 20,000) serve more rural communities than the bigger universities. Larger universities with student population over 40,000 tend to serve all residential populations evenly.

Budgetwise, university outreach organizations with yearly extension budgets between 4 to 8 million dollars tend to serve more suburban communities than urban and rural communities in that order. Services to the client groups by other outreach units with varying budget sizes are the opposite. For reasons unknown to the researcher, extension organizations with budget size between 8 to 12

million dollars tend to have about 88 percent of their program participants from rural areas.

On regional basis, university outreach organizations in the central and western regions tend to serve evenly all residential communities. The rest of the regions serve about 44 percent and over rural communities with the remaining fairly distributed between the other two residential groups. It is surprising, however, that 28 percent of outreach units in both the central and west have no idea about the type of residences their program participants are from. The same holds true for outreach units from universities with student size over 40,000 and outreach units with annual budget size over 12 million dollars.

Income Level

Table 4.8 shows the mean percentage distribution of participants in outreach programs (other than radio and television) by income level and by type of organization, region, university size and by outreach yearly budget. Clients with income less than \$3,000 a year participated the least in university outreach programs by all categories of classification. Cooperative Extension services provide the highest (9.25 percent) percentage of services to program participants with income level less than \$3,000. Universities with outreach budgets over 12 million dollars also tend to reach out more to people with income below the \$3,000 level. Land-Grant universities in the south

Table 4.8. Mean Percentage Distribution of Participants in Outreach Programs (Other than Radio and Television) by Income Level and Type of Organization, Region, University Size and Budget

Type of Organization						
Income Level (In Dollars)	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System	Separate System	
-----Percent-----						
Less than \$3,000	5.20	9.25	2.73	2.67	6.10	
\$3,000-\$6,000	11.15	12.38	6.73	17.56	9.65	
\$6,001-\$10,000	18.27	21.69	16.33	17.44	19.10	
\$10,001-\$15,000	24.17	21.00	29.67	23.33	25.19	
\$15,001-\$20,000	15.81	14.44	21.20	11.00	17.71	
Over \$20,000	9.98	12.44	10.00	5.78	11.52	
No Idea	15.42	8.30	13.34	22.22	10.73	
Total	100.00	100.00	100.00	100.00	100.00	
Organizational Size						
Total Student Population	Under 20,000	20,001 to 40,000		40,001 and Over		
-----Percent-----						
Less than 3,000	6.67	3.40		5.64		
3,000-6,000	16.67	7.60		8.46		
6,001-10,000	19.53	19.13		15.36		
10,001-15,000	23.27	30.80		16.36		
15,001-20,000	12.47	19.20		15.73		
Over 20,000	6.20	12.87		11.18		
No Idea	15.19	7.00		27.27		
Total	100.00	100.00		100.00		
Budget (1976-77)						
In Dollars	Less than 4 Million	4 - 7.9 Million		8 - 11.9 Million		
-----Percent-----						
Less than \$3000	4.59	2.22		2.33		
\$3000-\$6000	14.77	6.67		3.67		
\$6001-\$10,000	20.53	14.44		14.67		
\$10,001-\$15,000	25.65	29.89		13.33		
\$15,001-\$20,000	9.94	33.33		3.33		
Over \$20,000	5.24	13.44		27.67		
No Idea	15.19	0.01		35.00		
Total	100.00	100.00		100.00		
Regional Grouping						
Population	East	Central	Midwest	West	Southeast	Southwest
-----Percent-----						
Less than 3,000	5.10	1.43	5.20	4.17	7.83	7.71
3,001-6,000	14.10	4.29	5.40	6.17	27.17	8.43
6,001-10,000	30.60	8.57	16.20	9.50	23.00	15.29
10,001-15,000	27.80	21.43	38.20	15.00	24.67	19.14
15,001-20,000	15.20	25.57	6.40	18.00	13.33	15.86
Over 20,000	7.20	12.14	3.00	13.83	4.00	18.57
No Idea	0.00	26.57	25.60	33.33	0.00	15.00
Total	100.00	100.00	100.00	100.00	100.00	100.00

also serve quite a proportion of participants in this income bracket. All extension organizations seem to serve the middle and upper-middle income level persons than they do lower income persons. Whereas Cooperative Extension services and Unified Extension services fairly evenly serve all income levels, Continuing Education serves more middle and upper-income level persons..

Land-Grant universities with student population over 20,000 tend to serve more middle and upper-income level participants. Services to different income level clients by smaller Land-Grant universities (student population below 20,000) are fairly evenly distributed. On regional basis, university outreach organizations in the East and Midwest States of the United States provide more client services to persons in the lower brackets (below \$15,000) than they do for persons in the income brackets above \$15,000. Budgetwise, university outreach organizations with yearly outreach budgets below \$4 million tend to serve more (about 65 percent of program participants) persons from the lower income brackets. On the whole and by all categories of variables, outreach organizations seem to be more interested in the middle and upper-middle income level persons than they do the other income levels.

The present system ignores the low income people thus eliminating many minorities and the economically disadvantaged from program participation. By the nature of the

funding base for extension, especially for Continuing Education programs (here programs are 78 percent self-supporting, see Table 4.22) extension organizations have to go where the money is. No doubt, they can get more program support (financially) from middle and upper level income persons than they could from lower level income persons.

Education Attainment

About 41 percent of all participants in university outreach programs have had up to high school level of education (see Table 4.9). Of the participants in Cooperative Extension, Continuing Education and Unified Extension systems, about 55 percent, 24 percent and 52 percent, respectively, have had up to 12th grade, high school education. The majority (76 percent) of Continuing Education program participants have had higher educational attainments either at college level or above. Services by this type of organization have shown heavy orientation (41 percent) to college degree holders. About 21 and 25 percent of the participants in Cooperative Extension and Unified Extension programs respectively have had college education and beyond.

There is no substantial difference in the educational attainments of clients by university size. However, smaller Land-Grant universities (student population of under 20,000) tend to serve more less-educated clients than larger universities. The largest Land-Grant universities (over 40,000

Table 4.9. Mean Percentage Distribution of Educational Attainment of Participants of Outreach Programs (Other than Radio and Television) by type of Organization, Region, University Size, and by Budget

Type of Organization						
Educational Attainment	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System	Separate System	
-----Percent-----						
No Formal Education	1.39	3.25	0.27	0.11	1.81	
Grades 1-8	12.20	14.44	4.40	22.56	9.58	
Grades 9-12	27.63	36.13	19.60	29.00	28.13	
Some College	22.00	14.81	35.00	15.44	24.61	
Bachelors						
Degree Plus	19.28	6.38	41.00	10.56	23.29	
No Idea	17.50	25.01	0.00	22.33	12.58	
Total	100.00	100.00	100.00	100.00	100.00	
Organizational Size (Total Student Population)						
Educational Attainment	Under 20,000		20,001 to 40,000		40,001 and Over	
-----Percent-----						
No Formal Education	3.07		0.28		0.64	
Grades 1-8	21.87		7.33		5.64	
Grades 9-12	32.07		28.27		20.73	
Some College	21.33		27.80		15.00	
Bachelors						
Degree Plus	15.00		23.33		22.00	
No Idea	6.66		13.55		35.00	
Total	100.00		100.00		100.00	
Budget (1976-77) (In Dollars)						
Educational Attainment	Less than 4 Million		4 - 7.9 Million	8 - 11.9 Million	Over 12 Million	
-----Percent-----						
No Formal Education	9.94		1.00	0.67	2.42	
Grades 1-8	15.18		12.00	2.00	10.58	
Grades 9-12	26.88		38.50	10.67	24.50	
Some College	25.59		25.50	19.33	15.00	
Bachelors						
Degree Plus	25.47		23.00	1.7	14.17	
No Idea	5.94		0.00	66.56	33.33	
Total	100.00		100.00	100.00	100.00	
Regional Grouping						
Educational Attainment	East	Central	Midwest	West	Southeast	Southwest
-----Percent-----						
No Formal Education	0.80	0.00	1.2	2.5	3.67	0.86
Grades 1-8	16.20	2.29	8.8	6.0	29.50	9.29
Grades 9-12	39.00	15.00	33.0	21.0	22.83	30.00
Some College	32.20	18.57	13.8	26.30	19.67	15.00
Bachelors						
Degree Plus	11.80	22.00	23.0	44.17	24.33	2.71
No Idea	1.50	42.14	20.2	0.03	0.00	42.16
Total	100.00	100.00	100.00	100.00	100.00	100.00

students) and universities with large outreach budgets (over \$8,000,000) more often than not do not know or have no idea about the educational levels of clients they serve. The same is true for outreach organizations in the Central and Southwest states in the continental United States. On the whole, it seems that educational attainment is a silent but a salient requirement for clients in order to benefit from university outreach programs.

Programs Offered to the Public

Table 4.10 shows the mean distribution of the number of programs offered to the public by type of extension organization for the fiscal years 1972/73 to 1974/75. Whereas most Cooperative Extension services in the past have as much as possible avoided offering credit courses to the public, the trend shows that more credit and noncredit courses are being offered by this type of organization to the public. On the other hand, Continuing Education services are seriously getting in the area of offering noncredit courses to their clients. In fact, as much as there is also an increase in both credit and noncredit courses offered by Continuing Education services, there seems to be a fair balance of credit and noncredit courses offered by this type of organization. In the same manner, Unified Extension organizations have also shown increases in their credit and noncredit course offerings during the same period of time. The general inference here is that there is no restriction on the offering

of either credit or noncredit courses on any type of extension organization except in the case of some institutions whose governing bodies have mandated the Cooperative Extension service to offer noncredit courses only.

Table 4.10. Mean Distribution of Number of Programs Offered to the Public by Type of Extension Organization for the Fiscal Years 1972/73 to 1974/75

Type of Extension Organization	Fiscal Years		
	1972-73	1973-74	1974-75
Total Extension			
Credit	151	228	244
Noncredit	1,562	1,816	1,917
Cooperative Extension			
Credit	1.0	1.2	1.6
Noncredit	2,943.0	3,102.0	3,286.0
Continuing Education			
Credit	359	432	450
Noncredit	317	356	375
Unified Extension			
Credit	83	315	360
Noncredit	1,354	2,161	2,266
Total Separate Extension			
Credit	174	210	219
Noncredit	1,673	1,774	1,877

PART III. ORGANIZATIONAL CHARACTERISTICS

Goals and Objectives of Outreach Organizations

Several goals and objectives for a total university outreach were listed by heads of outreach organizations of the land-grant universities studied. Some of the goals were

broad, others specific. A brief summary of broad goals and objectives listed are classified as follows:

Institutional Goals (As a Means to an End)

1. To plan and implement educational programs in response to identified and expressed diverse needs of the state as manifested individually or through organized groups and official agencies.
2. To emphasize on program delivery on agriculture, Family and Youth Education, Community and Economic Development, Continuing Education for the appropriate vocations and general education.
3. To provide educational programs, as well as a framework through which diverse university resources may be focused upon the needs of people in the community, county, area, state, and nation without regard to race, color, or national origin.
4. To create an atmosphere that encourages feedback from the people of the state, their communities, and that encourage the use of this information by the university faculty and staff in evaluating and developing educational programs.
5. To undertake research studies designed to generate knowledge and improve the content and efficiencies of the university's off-campus activities.

Client Oriented Goals (as Ends)

1. To provide continuing education programs directed to the solution or amelioration of social problems and issues which affect our ability to thrive and grow as a social system, to assist to improve their job skills and knowledge for occupational and professional improvement.
2. To provide programs to help people with personal life problems and needs with the further development of intellectual skills and with knowledge and skills which contribute to the enrichment of the quality of life.
3. To provide the citizens of the state with the latest research results and unbiased information so they can make decisions to accomplish the mission of making the state a satisfactory and desirable state in which to live, work, raise families and enjoy high quality of life.
4. To improve the competencies of adult and youth to: organize and maintain productive, efficient and profitable farms; establish and maintain homes which will meet family objectives as to level of living and to use family resources wisely; organize and maintain productive, efficient and profitable nonfarm agricultural farms and finally to develop skills in leadership and citizenship.

The more specific goals and objectives listed by the heads of outreach organization studied are classified (some of these may slightly overlap) as follows:

A. Institutional Goals (As Means to an End)

1. To plan and implement programs
2. To develop honest and valid needs assessments
3. To meet responsibilities and commitments to the state
4. To develop nontraditional programs to reach audiences not being served
5. To provide alternatives and options to life-long learning
6. To bring the strength of the university's resources to bear upon local and state policies
7. To identify and respond programmatically to individual and community needs
8. To coordinate outreach efforts of the university
9. To promote innovative programs
10. To increase public fiscal support for nonformal education
11. To expand the availability of offerings to people
12. To provide organizational maintenance
13. Assist the university to fulfill its mission as a land-grant institution and state university

14. To equalize educational services with respect to geography, socioeconomic status, race, color, sex and national origin.
15. Reorganization into a more effective management and delivery system through which all off-campus educational programs are coordinated.

B. Client Oriented Goals (As End)

1. To develop leadership among citizens
2. To develop youth and family life
3. To provide service to people (professions, schools, the disadvantaged, communities)
4. To assist people in improving their competency in the identification and solution of their problems
5. To increase peoples ability to maintain and improve their physical environments
6. Assist students in fulfilling their educational goals
7. To increase clients' efficiency in agriculture and natural resources
8. To help citizens improve their social and economic conditions
9. To provide preparatory and preemployment training to upgrade employability
10. To provide nontraditional degree programs for adults
11. To provide farmers with production technology

12. To provide citizens with public decision-making information
13. To provide consultation services and technical assistance to people.

Name of Outreach Organization

About 41 percent of the outreach organizations studied were officially named either Cooperative Extension or Agricultural Extension Services. Another 39 percent were called either Continuing Education, University Extension, Adult Education Services or the like. About 20 percent of the outreach organizations studied were however unified either as a merger, consolidated or amalgamated systems. Names most often used for such unified systems were Extension Services, Extension and Public Services, and Center for Extension and Continuing Education.

Brief History of Extension Organizations

Establishment

The first extension or university outreach organization, according to this study was established in 1901. Before the passage of the Smith-Lever Act of 1914, about 19 percent of the present university outreach organizations were already in existence. The passage of the Smith-Lever Act added more impetus to the establishment of more outreach organizations. Two years after it's passage (1916), about 51 percent of the present outreach organizations were in existence. By the

middle of the century in 1950, about 75 percent of the present outreach organizations were in existence. Approximately 7 percent of the present outreach organizations were established in the 60s and about 12 percent in the 70s.

About 31 percent of the present Cooperative Extension organizations were established prior to the Smith-Lever Act of 1914. By 1916, about 88 percent of the present Cooperative Extension organizations had been established. The newest establishments of Cooperative Extension organizations in the Land-Grant system were in 1948 (6 percent) and in 1971 (6 percent).

The study also showed that about 7 percent of the present Continuing Education organizations were established in 1901 and prior to the Smith-Lever Act of 1914. The passage of this Act had little or no effect on the immediate and further establishment of Continuing Education units. By 1916, only 20 percent of the present Continuing Education organizations were in existence. By 1950, only about 57 percent of the present Continuing Education services had been established. Between 1958 and 1974 about 43 percent such organizations were established with the 1970s claiming about 20 percent.

According to this study, the establishment of the parent organizations for the present Unified Extension units began as far back as 1906, and as recently as 1970. The trend however for formal coordination of the once separate

extension systems to unified extension systems began about 1960. In the 1960s alone, 75 percent of the present unified extension systems were formally established. About 25 percent of this type of organization were established in the 1970s. This finding clearly supports Douglass and Shriver's earlier report on the trend of extension mergers in the 1960s. This finding also indicates a likeliness that the trend will continue in the 1970s and the years ahead.

How Outreach Organizations Were Established

About 49 percent of the outreach units indicated that their outreach units were established as a result of State/Federal Legislation. This reflects 94 percent of Cooperative Extension organizations, about 13 percent of Continuing Education organizations and 13 percent of Unified Extension organizations. About 24 percent of the total outreach organizations indicated that their outreach units were established as a result of the action of their Board of Education/Trustees/Regents or of their governing boards. This reflects about 6 percent of Cooperative Extension organizations, about 33 percent of Continuing Education organizations and about 38 percent of Unified Extension organizations. About 27 percent of the total outreach organizations indicated that their outreach organizations were established as a result of university administrative action. These were classified as sole decisions made either by the President, provost or any other administrative figure in the

capacity of making such a decision to effect outreach organizational change. This reflects the establishment of 0 percent Cooperative Extension, 53 percent Continuing Education and 25 percent Unified Extension systems.

Structural Changes

About 61 percent of university outreach organizations indicated that they had gone through structural changes in the past 25 years. This includes 38 percent of the Cooperative Extension organizations studied, 67 percent of Continuing Education organizations and 100 percent of Unified Extension organizations studied.

Structural changes indicated were as follows:

1. From separate extension organizations to one unified extension organization. Some 22 percent of outreach units fall into this category. Some of the outreach units in this category are Montana State University, Auburn University, University of Wyoming, West Virginia University, University of Missouri, Iowa State University, Tennessee State University and the University of Wisconsin. In 1960, the University of Georgia coordinated all its extension functions under a Vice-President. The University of Tennessee is also coordinated at the presidential level.
2. Separate to unified but back to separate. Some examples of this type of organizational

restructuring are outreach organizations of Purdue University, the University of Maine, Oklahoma State University (consolidated in 1965 but separated in 1975), Texas A & M, University of New Hampshire and the University of California at Berkeley. This reflects about 15 percent of outreach units studied.

3. Remained as one unified organization with little or no changes. An example of this is the University of Massachusetts which had undergone slight internal organizational changes but has still remained unified.
4. Remained as separate units with little or no changes.

About 58 percent of the outreach organizations studied indicated that their outreach organizations had remained separate with only internal organizational changes, within the last 25 years. About 75 percent of Cooperative Extension organizations, 74 percent of Continuing Education services and 0 percent of Unified Extension services fall into this category. The separate outreach units of Michigan State University are two of the many examples that can be cited.

Organizational Size as a Measure of Both
On and Off Campus Student Population

About 5 percent of outreach organizations studied belong to Land-Grant universities with student populations less than 5,000. About 14.6 percent belong to a university with student population between 5 and 10 thousand, 19.5 percent were a part of a university with student population between 10 and 20 thousand, about 24.4 percent belong to a university with a population between 20 and 30 thousand, about 9.8 percent each to a university with a population between 30 and 40, 40 and 50 thousand, respectively; finally, about 17 percent of outreach organizations studied are part of Land-Grant universities with student population over 50,000.

Staffing of Outreach Organizations

The 1975-76 fiscal year may be the end of the increasing trend of staffing outreach organizations. Heads of the outreach units studied indicated that there would be loses of positions for both full-time and part-time workers for the fiscal year 1976-77. Table 4.11 shows the average number of working staff for outreach organizations studied for the years 1974-77. The table is subdivided into full-time and part-time working staff.

Outreach organizations continue to make good use of para-professionals both as full- or part-time staff. About 65 percent of the paraprofessionals work however as part-time

Table 4.11. Mean Distribution of Estimated Working Staff Size of Outreach Organizations for the Years 1974-77

Working Staff	1974-75	1975-76	1976-77
Full-Time Staff			
Administrative	25	26	25
Field	129	155	149
Paraprofessionals	41	49	46
Others	37	52	38
Part-time Staff			
Administrative	8	9	4
Field	1	2	7
Paraprofessionals	80	90	78
Others	45	47	39

employees. Over 95 percent of field staff members of outreach organizations are employed as full-time staff, although the study shows an increasing need for part-time field staff either as specialists or consultants. There is a balance of about 50/50 part-time and full-time secretarial staff, accountants, clerical staff, etc. of outreach organizations. Reasons for this balanced full-time, part-time mix of these supporting staff members were not asked by the researcher because such a disclosure was not anticipated.

Administrative positions continue to be more full-time position with an increasing trend in full-time positions and a decreasing trend in part-time positions. The study showed, however, that about 20 percent of outreach staff members hold joint appointments with the various academic departments within each Land-Grant system. Also, about 8 percent of

faculty members from the academic units of the Land-Grant universities studied hold joint appointments with the outreach organizations studied. This is a clear indication that outreach organizations do not divorce their human resources and operations from the main university system. However, an increasing demand in the utilization of faculty resources by both the academic and outreach units of the Land-Grant system of universities has been strongly indicated.

Major Departments of Outreach Organizations

The number of major departments of outreach organizations range from one department to 16. Land-Grant universities like the Universities of Wisconsin, Massachusetts, Nebraska, Georgia, Wyoming, and Minnesota, Texas A & M, Purdue and Mississippi State universities have 13 or more major departments. The majority (46 percent) of outreach organizations have either 4, 5, or 6 major outreach departments. Some of the listed major departments were:

A. Unified Extension Departments

1. Social and Economic Development
2. Personal and Family Development
3. Off-Campus Credit & Continuing Education
4. Agricultural, Forestry & Community Development
5. 4-H Youth Development
6. Conferences and Institutes
7. Open University
8. Evening and Week-End
9. European and Far East Department
10. Engineering Extension
11. Center for Industrial Research & Services
12. Office of Cooperative Extension Service
13. Political Science
14. Social Welfare/Service
15. Physical Education/Health Sciences

16. Rural Sociology
17. Office of Continuing Education
18. Business and Industry
19. Women's and Family Living
20. Labor Education
21. Human Development
22. Communication
23. Government and Community Development
24. Natural and Environmental Resource
25. Agri-Business
26. Office of Public Service and Research
27. Pharmacy
28. Architecture and Fine Arts
29. Aging Projects
30. Broadcast Service
31. School Services
32. Public Administration

B. Cooperative Extension

1. Agricultural Economics
2. Agricultural Engineering
3. Agronomy
4. Entomology
5. Forestry
6. Agriculture Education
7. Plant Pathology
8. Horticulture
9. Animal Science and Veterinary Science
10. Biochemistry
11. 4-H Youth Education
12. Home Economics
13. Area Resource Development
14. Business and Industrial Science
15. Education
16. Natural Resources
17. Agricultural Communication
18. Food and Nutrition
19. Food Science and Technology
20. Human Development
21. Poultry and Wild Life Sciences
22. Textiles, Clothing and Design
23. Housing and Equipment
24. Institutional Management
25. Music
26. Recreation
27. Soil Conservation
28. Landscape
29. Farm Management
30. Rural Development
31. Fiscal and Management Affairs

C. Continuing Education Department

1. Evening Class Program
2. University Extension
3. Conferences and Institutes
4. Community Services/Development
5. Special Interest Courses (Special Classes)
6. Correspondence Information
7. Insurance Marketing Institute
8. Supervisory Development Institute
9. Radio and Television Courses/Audio Visuals
10. Instructional Services
11. Communication Services
12. Management Services
13. Resource Center
14. Independent Study
15. Extramural Teaching
16. Law Enforcement
17. Fireman Training
18. Civil Defense
19. Professional Services
20. English Language and Orientation
21. Governmental Services
22. Adult Day Time Degree
23. Noncredit Programs
24. Academic Programs
25. Vocational Education
26. Music
27. Animal Science
28. Engineering
29. Industrial Science
30. Occupational & Professional Development
31. Rural Sociology
32. International Extension
33. Highway Traffic Safety
34. Continuing Legal Education
35. Public Policy

D. Engineering Extension Departments²

1. Building Codes Inspection
2. Construction Equipment
3. Electric Power Utilities
4. Electronics
5. Fire Protection
6. Loss Control

²Some universities like Texas A & M have three principle outreach programs 1) Agricultural Extension, 2) Engineering Extension, and 3) the Office of Continuing Education.

7. Public Works
8. Telecommunications
9. Oil and Hazardous Material Control
10. Law Enforcement and Security
11. Supervisory Development
12. Vocational Industrial Teacher Education
13. Water and Waste Water
14. Apprentice Coordination

It can be seen from the numerous departments listed by each type of extension organization that there is no clear cut area of functioning across the board for any type of extension organization. In other words, one function or department of the Cooperative Extension Service in one Land-Grant university may be the function of a Continuing Education Service in another Land-Grant university. The function of extension units has become broader and limitless, according to this study. Extension units have taken on areas of functioning hitherto specified for other disciplines. This clearly shows the possibility of duplication of services and resources in a university.

Structural Organization

According to this study, 29 percent of university outreach organizations have centralized administrative functions with respect to the general university administration; 32 percent have decentralized administrative functions; 34 percent in one way or another, have both centralized and decentralized functions with some 5 percent in functional transition. The University of Massachusetts indicated that they had been decentralized but their outreach organizations were

quickly becoming centralized. Due to the multicomplex campus approach to the university system, the University of California has become decentralized from their original centralized outreach administration. Table 4.12 shows the breakdown of university outreach organizational structuring.

Table 4.12. Breakdown of Type of Structure by Type of Outreach Organization

Structure	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
Centralized	29	25	53	0
Decentralized	32	31	20	62
Both	34	44	20	38
Others	5	0	7	0

Unified outreach organizations are more decentralized than any type of outreach organization; Continuing Education service organizations are more centralized than decentralized and Cooperative Extension service organizations oscillate between centralized and decentralized forms of outreach administration.

Table 4.13 shows the percentage distribution of the location of outreach units within the total organizational structure of Land-Grant universities. Most Cooperative Extension organizations (63 percent) are located within an academic unit. More often than not, this academic unit

Table 4.13. Percentage Distribution of the Location of Outreach Units Within the Total Organization Structure of Land-Grant Universities

Location of Unit	Total Ext.	Coop. Ext.	Cont. Educ.	Unified Ext. Syst.
-----Percent-----				
Under a Dean Within an Academic Unit	27	63	0	13
Under a Vice-President Office in the Central Administration	39	25	60	38
Others (Specified)	34	13	40	50

happens to be the College of Agriculture and Natural Resources. Continuing education organizations, as a practice, are not located within an academic unit. They are more often located under a Vice-President/Chancellor's office within the central university administration of the Land-Grant universities. Approximately 38 percent and 25 percent of unified extension organizations and Cooperative Extension organizations, respectively, are also under a Vice-President or Chancellor. All types of extension organizations studied also have some other substantial form of administrative arrangements. Examples of some of these are as follows:

- 1) outreach organizations at Louisiana State University are placed under the President's office;
- 2) outreach organizations at Texas A & M are under the President's office but they report through Deans;
- 3) outreach organizations at the University of Massachusetts are under a Provost's office;

4) similar units at Auburn University, the University of Rhode Island and Oklahoma State, in each case, are both under a Dean within an academic unit for parts of their functions and under a Vice-President's office within their university's administration for the remaining part of their functions. Finally, located under a Chancellor's office are such outreach organizations as those of the University of Nebraska, California and Wisconsin (at Wisconsin, the Chancellorship is equivalent to a President of a campus unit of a multi-campus university).

Table 4.14. The Percentage Distribution of University Officers to whom Heads of Outreach Organizations are Responsible (Reporting To)

University Officers	Total Ext.	Coop. Ext.	Cont. Educ.	Unified Ext. Syst.
-----Percent-----				
President	22	13	7	63
Vice-President/ Chancellor	44	44	67	13
Provost/Assistant Provost	10	6	20	0
Dean	15	31	0	12
Others (Specified)	9	6	7	12

Table 4.14 shows the percentage distribution of university officers to whom Heads of outreach organizations report. Similar to the foregoing discussion on the location of outreach units, Heads of outreach organizations report to

certain university officials as identified. Approximately 13 percent, 7 percent and 63 percent, respectively, of Cooperative Extension, Continuing Education and Unified Extension Systems report directly to the President of their respective university. About 44 percent, 67 percent and 13 percent in that order of the same outreach organizations report directly to a Vice-President or a Chancellor of a multicampus system. Thirty-one percent of Cooperative Extension, 0 percent of Continuing Education and 12 percent of unified extension organizations report directly to a Dean (but not through such a Dean) in an academic unit. A small proportion of Continuing Education organizations studied (3 or 20 percent) such as those of Purdue, University of Massachusetts and Michigan State University and approximately 6 percent of Cooperative Extension organizations report to a Provost. Other heads are responsible to or report to two different university officials with split functional responsibilities. Examples of such arrangements are: 1) at Tennessee State, heads report to both the Vice-President for Academic Affairs and to the President; 2) at the University of California at Berkeley, the head reports to a Dean (who in turn reports to a Chancellor) and to a Vice-President; 3) at Pennsylvania State University, the Cooperative Extension Director reports to both the Provost and to the Administrator of the United States Department of Agriculture (USDA) Extension Service; 4) at the University

of Wisconsin each head of a campus outreach unit reports to a system President through that system's Provost and 5) at the University of Georgia, the head reports to a Dean and also to a Vice-President for University Services.

Table 4.15 shows the extent of the usage of various administrative titles for the heads of university outreach organizations by the type of outreach organization and by the size of the university to which the outreach organizations belong. By organizational type, both the Cooperative Extension and the Continuing Services most frequently (56 percent and 60 percent, respectively) use the title of Director for their outreach heads. Unified Extension Systems most frequently use the title of Vice-President for their outreach heads. The next most frequent title used by all types of outreach organizations for their heads is the Dean, very few use the title of both Dean and Director. Another title seldomly used was that of Chancellor as in the case of the outreach heads of the University of Wisconsin. At the University of California, Berkeley, the head of a campus outreach unit carries the title of Dean whereas the head of the outreach unit at the statewide level carried the title of Vice-President.

Taking another look at this, according to the size of the Land-Grant institution, it was found that the title of Directorship was most frequently used (53 percent and 64 percent, respectively) by land-grant universities with

Table 4.15. Administrative Titles of the Head of Outreach Organizations in Land-Grant Institutions

Titles	By Type of Organization			
	Total Ext.	Coop. Ext.	Cont. Educ.	Unified Ext. Syst.
	-----Percent-----			
Director	43.9	56	60	0
Dean	22.0	19	27	25
Dean and Director	12.2	25	0	13
Vice President	9.8	0	7	38
Others	12.2	0	7	25
	By Organizational Size (Total Student Population)			
	Under 20,000	20,001 to 40,000	40,000 and Over	
	-----Percent-----			
Director	53	64	9	
Dean	27	21	18	
Dean and Director	7	14	18	
Vice-President	7	0	27	
Others	7	0	27	

student population size under 20,000 and between 20,001 to 40,000. The next most frequently used title for outreach heads was the Dean. On the contrary, unified outreach units of land-grant universities of size over 40,000 more often than not use the title Vice-President or Chancellor for the heads of their outreach units. The next title often used was Dean.

Initiation of New Programs
And Program Development

It has been often said³ that programs to aid clients in the past were sometimes not grounded in the needs of the clients outreach organizations serve. Programs were sometimes said to reflect the views and needs of organizations and administrators who found and administer such programs. Sometimes, program operators decide who they must please to stay in business. This study has shown some tremendous improvements on this speculation. Even though 49 percent of outreach organizations indicated that they do not have any client input in their program development, about 46 percent of outreach organizations indicated that on the average clients initiate new program development. Table 4.16 shows the percentage distribution of the indicated extent to which certain specified groups initiate new outreach programs.

On clients input, Continuing Education services entertain more clients' participation in program development than its counterparts. Administrative staff initiation of new programs is higher with unified extension systems than in Cooperative Extension and Continuing Education services (in that order). However, unified extension services make more use of built-in mechanisms such as programs evaluation,

³See J. E. Gordon, "What Shapes Poverty Programs: Preconceptions Play Crucial Role and May Outweight Client Needs," Manpower, April 1971, pp. 3-8.

Table 4.16. The Percentage Distribution of the Indicated Extent to which Specified Groups Associated with Outreach Organizations Initiate New Program Development or Future Changes

Type of Organization	Initiator	Not at All	Avg.	Greatly
Total Extension	Clients	49	46	5
	Field Staff	32	49	19
	Admin. Staff	37	61	2
	Built in Mechanism	17	57	29
	Others	5	10	85
Continuing Education	Clients	40	60	0
	Field Staff	27	33	40
	Admin. Staff	53	47	0
	Built in Mechanism	27	47	27
	Others	7	13	80
Cooperative Extension	Clients	63	38	0
	Field Staff	38	63	0
	Admin. Staff	31	69	0
	Built in Mechanism	13	50	38
	Others	6	31	63
Unified Extension	Clients	38	50	13
	Field Staff	25	63	13
	Admin. Staff	13	88	0
	Built in Mechanism	0	88	13
	Others	13	25	63

testing, monitoring clients' interest and lack of participation in programs, when determining new program development than any of its counterparts did. With the exception of Continuing Education services, the extent to which the field staff of outreach organizations initiate new program development is lower than that of administrative staff members. The opposite would have been expected since the

field staff of outreach organizations are supposed to be nearer to their clients (where the action is), hence should have a better knowledge of the needs and interests of the clients they serve with respect to new program development. One thing stands out clearly, however. This study has shown that the traditional role of handing down administratively initiated instructions and decisions from top program administrators with little or no input from the staff they work with and the clients they serve seems to be dying out. At the University of Georgia, for example the initiation of new program development is a responsibility of all professionals in the university, from the top central administration to the faculty to the Continuing Education staff. A variety of approaches are used, including organized and systematic studies of need, regular and continuing interface with clientele groups, a posture of responsiveness to the initiatives of clientele groups, and the like.

Use of Citizens Advisory Councils/Committees

The use of citizens Advisory Councils and/or Committees by outreach organizations as in Table 4.17 was shown to be high. Eighty-eight, 40 and 100 percent of Cooperative Extension, Continuing Education and unified extension organizations respectively have one or more citizens advisory committee(s) or council(s) to aid them in their outreach decision-making. Outreach organizations of Land-Grant universities in the East, Central, Midwest and Southwest

Table 4.17. Use of Citizens' Advisory Councils and/or Committees in Outreach Program Planning and Decision-Making

By Type of Organization							
Makes Use of Advisory Bodies	Total Ext.	Coop. Ext.	Cont. Educ.	Unified Ext. Syst.			
-----Percent-----							
Yes	71	88	40	100			
No	29	13	60	0			
By Regional Grouping							
Makes Use of Advisory Bodies	East	Central	Mid- west	West	South- east	South- west	
-----Percent-----							
Yes	90	86	80	33	50	71	
No	10	14	20	67	50	29	
By Organizational Size (Total Student Population)							
Makes Use of Advisory Bodies	Under 20,000		20,001 to 40,000		40,000 and Over		
-----Percent-----							
Yes	73		64		82		
No	27		36		18		
Budget (1976-77) (In Dollars)							
Makes Use of Advisory Bodies	Less than 4 Million		4 - 7.9 Million		8 - 11.9 Million		Over 12 Million
-----Percent-----							
Yes	63		67		100		50
No	38		33		0		50

states of America make use of more citizens' advisory councils/committees than their counterparts in the West and Southeast. There was no substantial theoretical difference and meaning in the use of citizens' advisory councils considering university sizes and annual outreach budget allocations, however, it seemed as if larger universities (40,000 and over student population), and universities with budget size between 8-12 million dollars did use more citizens' advisory councils/committees than their counterparts.

Many different kinds and forms of advisory councils/committees were named by outreach organizations who make use of these committees/councils. These range from very broad to specific task-oriented councils. Some of the listed advisory councils/committees (states in parenthesis) are:

1. Visiting Extension Committees (West Virginia)
2. State Extension Advisory Councils (Oklahoma, Iowa State, Arkansas, Montana State, Missouri, Wyoming, Nebraska)
3. Councils for Home Economic Education (Arkansas, New Jersey, Indiana, Nebraska)
4. 4-H Review and Expansion Committees (Washington State, New Jersey, Montana State, Nebraska, Arkansas)
5. Cooperative Extension Council (Missouri)
6. Family Living/Homemakers (Washington State, Montana State)
7. Program planning and Advisory Committees (Oklahoma State, Massachusetts, Ohio State, Pennsylvania State, Missouri, Mississippi State, Maryland, Nebraska, Texas A & M)

8. Board of Agriculture or Agriculture Consulting Councils--State and County Levels (New Jersey)
9. Rural Area/Community Resource Development Advisory Councils (Montana State, Arkansas)
10. County Extension Board or Advisory Councils (Purdue, Nebraska, Tennessee, Idaho, Louisiana State, Maine, Texas, Wyoming)
11. Extension Classes Student Board (Minnesota)
12. Standing Advisory and Planning Councils (Minnesota)
13. Engineering Advisory Committee, CINAS Advisory Committee (Iowa State)

Other outreach organizations of some Land-Grant universities such as the University of Georgia do not have continuing citizens advisory councils, either overall or around specialized interests; rather, they create and develop citizen input for designing board programs as well as specific courses and conferences. These committees/councils go out of existence at the completion of their charge and are reactivated with different personnel when the needs arise.

Functions of Advisory Committees

Apart from being just advisory, some advisory councils or committees perform other duties such as provide financial support, serve as part-time staff, approve professional personnel recruitment and placement, secure and administer local funds, help identify clients' needs, help develop programs, and the evaluation of programs. Other listed functions were budget development, liaison with faculty, guide,

assist and recommend policy, provide legal guidance, assist professional staff in developing annual plans, help to increase public relations, help establish program objectives, interpret clientele needs and to provide liaison with other private and public agencies on extension work.

Outreach Budgets

Budget allocations for outreach has increased over the three-year period (1974-77) studied. Many outreach organizations who were in lower outreach budget brackets have moved up into higher budget brackets. As the number of outreach organizations or the percentage distribution of organizations in the lower budget brackets keep falling from the years 1974 to 1977, the number of outreach organizations or their percentage distributions keep rising for the same period of time. In 1974 only seven outreach organizations enjoy budgets larger than 12 million dollars. For the 1976/77 fiscal year, thirteen organizations have budgets over 12 million dollars.

Whereas unified extension systems studied had no budget growth for the years studied, the Cooperative Extension and the Continuing Education services have had tremendous budget growths. The Cooperative Extension service in particular has shown the most substantial budget growth. Whereas in 1974, 51 percent of Cooperative Extension services have budgets between 8 and 12 million dollars, by 1976 only 19 percent of these were in the same budget brackets.

Table 4.18. Distribution of Total Outreach Organizations
by Budget Size for the Years 1974-77

Budget (In Dollars)	1974/75		1975/76		1976/77	
	#	%	#	%	#	%
Less than 4 million	21	48	20	46	18	42
4 - 7.9 Million	9	20	7	17	9	22
8 - 11.9 Million	6	15	5	12	3	7
Over 12 Million	7	17	11	25	13	<29

Instead the percentage increased from 6 percent in 1974 to 31 percent in 1976 for the budget brackets over 12 million dollars. Most (86 percent) Continuing Education organizations have annual outreach budgets below 8 million dollars. This compares to 50 percent and 51 percent of Cooperative Extension and unified extension systems respectively.

Sources of Funds

Table 4.19 shows the sources of funding for the various types of outreach organizations. Cooperative Extension services rank highest in funding from federal, state and local sources. Unified Extension systems follow closely. Continuing Education systems show that 71 percent of their funds come from tuition and fees collected from self-supported programs, 12 percent from university appropriations and about 17 percent funding from federal and state sources. On the whole, all types of outreach organizations are funded in part by all sources of funding indicated in Table 4.19.

Table 4.19. Percentage Distribution of Sources of Funds by Types of Outreach Organizations

Sources of Funds	Total Extension	Cooperative Extension	Continuing Education	Unified Extension
-----Percent-----				
Federal	28	43	8	36
State	23	34	9	32
Local	10	20	0.3	12
University Appropriations	6	4	12	2
Tuition and Fees	32	3	71	17
Others	1	2	0.5	2

Table 4.20. The Percentage Distribution of the Utilization of Outreach Salary Budget by Type of Outreach Organization

Personnel	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
Admin. Staff	17	11	28	10
Field Staff	27	46	6	31
Academic Faculty	20	18	34	30
Paraprofessional	8	10	5	8
Others	22	13	10	6

Fund Utilization

Approximately 17 percent of outreach salary budget is expended on professional administrative salaries, 27 percent on field-staff salaries, 26 percent on academic faculty salaries, 8 percent on paraprofessionals and some 22 percent on supporting-staff salaries. Cooperative Extension services expend more of their salary budget on field-staff since they have more field staff than administrative staff. Continuing Education services spend more of their salary budget on part-time academic faculty who teach their outreach courses than they do on administrative and field staffs, in that order. Table 4.20 shows the breakdown of salary budget distribution as discussed.

As indicated in Table 4.21 about 74 percent of total outreach budgets are expended on salaries, and 18 percent on equipment, supplies and services. The remaining outreach budgets are expended on other items such as travel and other incidental expenses. Generally the Cooperative Extension service spends the greatest portion (81 percent) of their outreach budget on salaries and the least (16 percent) on equipment and supplies. The size of a university has little or no significant difference on how outreach budgets are expended.

On the whole 35 percent of outreach programs are self-supporting and 58 percent are funded by other sources. Continuing Education programs are heavily self-supporting (78 percent). Cooperative Extension are mainly (91 percent)

Table 4.21. Expenditure of Yearly Outreach Budget

Type of Organization				
Expended on	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
Salaries	74	81	70	77
Equipment and Supplies	18	16	21	18
Others	5	4	6	5
By Organizational Size (Total Student Population)				
Expended on	Under 20,000	20,000 to 40,000	40,001 and Over	
-----Percent-----				
Salaries	79	70	78	
Equipment and Supplies	17	21	19	
Others	5	7	3	

funded from other sources. As would be expected, some of the programs of unified outreach units are funded but others are self-supporting. To be precise, about 67 percent of unified extension programs are funded. Table 4.22 shows the detailed percentage distribution of source of support of programs.

Closely in line with the preceding discussion, the operational capabilities of outreach organizations heavily hinge upon their sources of funding and how much they are funded. Apart from funds received as tuition fees, etc.

Table 4.22. Nature of Support (Financial) for Outreach Programs

Nature of Support	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
Self-Supporting	35	3	78	22
Funded	58	91	22	67

from program participants and the regular federal, state and local fundings, most or all of the other sources of funding come from outside governmental or private agencies such as foundations, etc. Stating the degree to which outreach organizations operate on special funds from outside sources, 80 percent of Continuing Education services, 56 percent of Cooperative Extension services and 38 percent of unified extension services said less than 25 percent of their funds came from outside sources. About 50 percent of unified extension units indicated that over 75 percent of their special funds came from outside sources. Table 4.23 shows the details.

On the whole, most extension organizations do not depend on foundations and special grants in order to operate. This is more so (82 percent) with larger universities with student population over 40,000. Some 47 percent of smaller universities studied said that less than 25 percent of their special funds came from foundations, grants, etc. Also

Table 4.23. The Degree to which Extension Organizations Operate from Special Outside Funds

Degree	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
Less than 25%	63	56	80	38
25-50%	7	0	20	0
51-75%	7	13	0	13
Over 75%	22	31	0	50

another 47 percent of such universities said they received over 75 percent of special funding from outside sources.

Control of Outreach Funds

Table 4.24 shows the breakdown of who seems to control how outreach budgets are used by outreach administrators. Outreach budgets are not quite controlled by their funding bodies, instead, there seems to be a blend or cross and check situation between outreach organizations and their funding organizations as to what the funds provided are used for. Cooperative Extension organizations (44 percent) seem to enjoy a great deal of freedom from interference on how their funds are used. Some 38 percent of such organizations, however, consult with their funding agencies before funds are expended. Whereas some 33 percent of Continuing Education services enjoy the freedom of the use of their funds, some 33 percent of such organizations had to check their proposal for spending with their university

Table 4.24. The Distribution of the Controlling Power of Outreach Funds

Power	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
University Administration	10	0	20	0
Academic Unit	0	0	0	0
Outreach Unit	37	44	33	25
State/Federal Law	10	13	0	25
Academic + Outreach	2	0	0	13
University + Outreach	15	6	33	0
State/Federal + Outreach	12	13	7	25
State/Federal + University Administration + Outreach	12	25	0	13
University Administration + Academic Unit	2	0	7	0

administration. A further 20 percent of such organizations operation their funds with total control from their university's administration.

Approximately 54 percent and 22 percent, respectively, of outreach organizations are under either strong or very strong pressure (political, bureaucratic, legislative, etc.) from outside their university systems on how their outreach funds are expended. This was true for all types of outreach organizations (see Table 4.25). This was also true for all sizes of Land-Grant universities.

Similar to the strength of outside pressure on fund utilization, the majority of all types of outreach organizations said they were always under some strong internal pressure on how their funds were expended. Table 4.26 shows the details of such internal pressures on the expenditure of outreach funds.

PART IV. OPERATIONAL AND DECISION-MAKING BASE FOR THE CHOICE OF TYPES OF OUTREACH ORGANIZATIONS

Of the 44 outreach organizations studied, 18 or 40.91 percent were Cooperative Extension organizations, 17 or 38.64 percent were Continuing Education organizations and 9 or 20.46 percent had unified extension systems. In one or two cases, there was not a very clear separation between Continuing Education and Cooperative Extension. For example, at the University of Minnesota, all extension (except Agricultural Extension), is under the charge of the Dean of

Table 4.25. The Percentage Distribution of Outreach Organization by the Strength of Outside Pressure on Funds Utilization

By Type of Organization				
Outside Pressure	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
No Pressure	2	0	0	0
Occasional	22	31	7	25
Strong	54	63	40	75
Very Strong	22	6	53	0
By Organizational Size (Total Student Population)				
Outside Pressure	Under 20,000	20,001 to 40,000	40,001 And Over	
-----Percent-----				
No Pressure	0	0	0	
Occasional	20	21	27	
Strong	60	50	55	
Very Strong	20	29	18	

Continuing Education and Extension. Agricultural Extension therefore becomes a separate extension organization. In such a case, Agricultural Extension organization was classified with Cooperative Extension organizations.

Separate Outreach Units

Approximately 31 percent and 47 percent of Cooperative Extension and Continuing Education services, respectively said their outreach organizations were autonomous and decentralized with no cooperation between their units and other

Table 4.26. Percentage Distribution of Outreach Organizations by Indicated Internal Pressures on Fund Utilization

Strength of Pressure	Total Extension	Cooperative Extension	Continuing Education	Unified Extension System
-----Percent-----				
No Pressure	5	0	7	0
Occasional	12	19	13	0
Strong	66	50	73	88
Very Strong	17	31	7	13
By Organizational Size (Total Student Population)				
Strength of Pressure	Under 20,000	20,001 to 40,000	40,000 And Over	
-----Percent-----				
No Pressure	0	7	0	
Occasional	20	14	0	
Strong	53	64	91	
Very Strong	27	14	9	

outreach units. About 56 percent and 46 percent, respectively, of the same outreach organizations, however, claimed there was some healthy cooperation between their outreach units and other outreach units even though they were autonomous and decentralized. Examples are the extension units of the University of Georgia, Washington State and Michigan State University.

Other units were consolidated administratively (e.g., Auburn University and University of Maryland), decentralized top administration but the same field offices and staff

(e.g., Texas A & M University) and highly centralized administration but decentralized field services (e.g., University of California).

About 69 percent and 67 percent of Cooperative Extension and Continuing Education services said they always exchange ideas with other units; 13 percent of each hardly did exchange professional ideas with other units, while 6 percent and 7 percent of Cooperative Extension and Continuing Education outreach units, respectively, said they never exchanged ideas with other outreach units. Some areas of cooperation and/or cooperative activities listed by separate outreach organizations were as follows:

1. Joint meetings and conferences between staff;
2. Summer and Winter Extension School/programs;
3. Joint representations on education and extension councils;
4. Joint planning committees for collaborative projects;
5. Quarterly outreach administrative meetings;
6. Field communications on credit and noncredit courses to be offered by general extension and by cooperative extension;
7. Joint administrative appointments to two outreach organizations;
8. Joint publications and circulation of program schedule;

9. Participation of staff members of one outreach organization in programs of other outreach organizations;
10. Joint field appointments;
11. Exchange use of specialists;
12. Office sharing;
13. Joint evaluation projects;
14. Joint funding;
15. Tourism and Recreation Programs;
16. Close organizational (including personnel) relations;
17. Joint training/staff development programs.

Where the above activities are carried on, the rationale has been to avoid duplication of services, reduce cost and increase their efficiency in carrying out their mission.

Outreach organizations often team-up with community groups for community development or community problem solving. Some of such groups identified by the outreach organization studied were:

1. Consumers Council
2. Chamber of Commerce
3. Tourism Council
4. United Way Agencies
5. City, County, Local Government agencies
6. County and Regional Planning and Development Commission

7. Civic Groups
8. Law Enforcement/Judicial Systems
9. Real Estate
10. Nursing Home
11. Community College
12. Community Development Committees
13. Trade Associations
14. Professional Associations
15. Community Group Training
16. Vocational/Technical/Public Schools
17. Health Organizations
18. USDA
19. Parents Teachers Associations
20. School Board/State Department of Education
21. Adult Education Association/Agencies
22. Churches
23. Services Clubs/Youth Service Bureaus
24. Urban Design Centers
25. State Department of Transportation
26. State Economic/Reserve Commission
27. Homemakers Council
28. Commodity Groups
29. Farm Organizations
30. Soil Conservation Services
31. Municipal League.

Major Factors for Keeping University
Outreach Organizations Separate

Top university administrative decision-makers consider certain factors critical in their decision(s) to keep their university's outreach organizations separate. Some of the collective factors (may vary from university to university) which the heads of the outreach organizations studied numerated as their reasons why outreach units were kept separate were:

1. Differences in the pattern and sources of income or funding;
2. Fiscal inconsistencies of the two programs; lack of financial base;
3. Cooperative Extension considers itself an arm of government; Continuing Education is an arm of the university;
4. Possible legal problems of fund utilization if funds are co-mingled;
5. Internal political ramifications--power struggles; dean, staff of units oppose to unified extension because of the fear of losing ground;
6. Differences of missions;
7. Lack of public support for Continuing Education;
8. Prestige factors;
9. Historical and traditional--different growth patterns, allegiance and sentimentality;

10. Informal versus formal nature of Cooperative Extension and Continuing Education services;
11. The bureaucratic systems of Cooperative Extension and Continuing Education have been established, or entrenched and hence only partially alterable;
12. No additional funds for a merger situation;
13. Differences in the needs of participants served;
14. Differences in the areas of emphasis;
15. Differences in clientele;
16. Public service versus academic approach to education;
17. The lack of full understanding of the Land-Grant philosophy by university central administration officials;
19. Personal interests and ambitions;
20. Economical
21. Knowledge base differential;
22. Cumbersome administration of a complex unified extension system;
23. Relative size of Cooperative Extension service has been too large to merge; would swallow other programs of other outreach organization;
24. Differences in program development;
25. Differences in goals and philosophy;
26. No top administrative support;
27. Outreach has no high priority;
28. Cooperative Extension much stronger than Continuing Education;

29. University not ready to commit support for Continuing Education.

30. Differences in organization.

The justification or nonjustification of these reasons given may be assessed in each Land-Grant university's situation.

Advantages of Separate Outreach Organizations

Certain advantages listed by heads of outreach units for keeping outreach units separate were:

1. Freedom to explore nontraditional programs;
2. More creative response to and greater concentration on clients' needs;
3. Wider range of delivery systems;
4. More course alternatives for clientele;
5. Less chances of draining resources from cooperative extension;
6. Flexibility in funding and services;
7. Allows for specialization of administration and staff
8. Distinction between formal and informal education;
9. Clearer definition of target groups;
10. Federal restrictions and legal requirements of Cooperative Extension service do not affect Continuing Education;
11. Avoids university red tape with respect to registration, the payment of fees and overload teaching;

12. Avoids distortion of unique missions of the different types of outreach organizations;
13. Smaller programs not dwarfed by larger programs;
14. Allows closer relationship with unique client groups;
15. Retains organizational identity;
16. Avoids confusion of mission;
17. Simplifies support and confusion of support;
18. Allows for more effective communication;
19. More group spirit, sense of pride in smaller organizations;
20. Keeps public image of separate units.

Disadvantages of Separate Outreach Systems

The disadvantages listed by heads of outreach units for separate outreach organizations in a Land-Grant university were:

1. Statewide system of outreach not fully utilized;
2. Problems in reporting total outreach efforts of the university;
3. Less efficient use of public (outreach) dollars;
4. Some duplication (or overlap) of efforts and support services;
5. Difficulties in mounting a unified thrust in a priority area;
6. There is not a full utilization of human resources to serve the state and its people (e.g., less use

- of university talent);
7. Clientele of one unit finds it difficult to have access to expertise in Department (of other outreach unit) not associated with their own outreach unit;
 8. Separate outreach programs result in additional administrative costs, generally, its more expensive to operate two units;
 9. Difficulty of (or lack of full) coordination at all levels;
 10. Lack of improvement of long-run mission of total outreach;
 11. Lack of human relations between outreach units;
 12. Indifference among staff of different outreach units;
 13. Competition between outreach units to deliver services;
 14. Disagreement or conflict between outreach units over the extent of each unit's empires;
 15. Lack of strength from unity;
 16. Lower visibility of extension/public service programs;
 18. Lack of full commitment for outreach activities; no man's land game;
 19. Difficult to administer outreach because of separate policy/procedure variations;

20. Loss of common interest;
21. Lack of communication with and thus support of one outreach staff for the other outreach staff;
22. Universitywide resources not available for Cooperative Extension's use;
23. Lack of financial support for Continuing Education;
24. Lack of full coordinated thrust for off-campus education programs.

Unified Outreach Units

Fifty percent of the unified outreach units studied had restructured all their extension units into a single focus of the type of a merger with the intent of coordinating all efforts at all outreach organizational levels. About 38 percent of the unified extension units were consolidated with a unified top administration (usually at the Vice-President or Chancellor level) but separate field services. Approximately 13 percent of unified outreach organizations studied had separate top administration with unified field services and offices. There was no other cases.

Formal coordination (merger, consolidation, amalgamation, etc.) of outreach units into a single focus began about 1960, according to this study. The latest record of coordination of a university's outreach units was in 1975. During this relative short time of their existence, unified extension units have been able to assess their performance

and operation vis-a-vis their own performance and operations when they were separate units. Whereas none of the unified outreach organizations studied said they had accomplished great efficiencies, (better performance and operations) 63 percent said they had accomplished some efficiencies, 13 percent said there had been no differences in efficiencies and another 13 percent said that they accomplished fewer efficiencies. Approximately 38 percent of the unified outreach units studied had made some savings as a result of their merger situation, 50 percent said there was no difference in their financial position and some 13 percent said they had made less savings. None of the unified units studied indicated that they have greatly improved services to their clients, however, 63 percent said they have had some improved services to their clients; 25 percent said there was no difference in the improvements of their services to their clients as a result of their unified situation, and 13 percent said they have had less services to their clients as a result of unifying their outreach organization. About 63 percent of the unified outreach organizations studied had total coordination of all outreach areas. The remainder have partially coordinated their outreach activities.

Major Factors for Unifying University
Outreach Organizations

Here again, top university administrative decision makers considered certain critical factors in their decisions to unify or not to unify their university's extension units. When asked what some of these factors were, the heads of unified outreach units listed the following reasons:

1. Unified Extension provides for efficiency of operation and administration;
2. Unified Extension provides a vehicle for extending more university resources to the people they serve in a better coordinated manner;
3. Unified extension provides a mechanism for responding to the broad range of felt problems of the people they serve;
4. Unified extension combines the best methods and philosophies of both Cooperative Extension and Continuing Education;
5. Unified systems provide for administrative unity as well as institutional unity;
6. Unification provides for some cost savings through coordination;
7. Unification provides for centralized reporting of outreach progress to university's president;
8. Unified outreach provides for the development of natural outreach organization structure;

9. Program interests of separate outreach units were converging, overlapping and becoming competitive hence there was the need for a unified system;
10. Successful unification of outreach units of other institutions and the desire for more outreach made top university administrative decision-makers unify the particular university's outreach units.

How Total Coordination was Achieved

Coordination or the unification of unified outreach units studied showed that decisions to unify outreach units varied. In some cases, board policy and accompanying administrative support; strong and positive leadership at the extension helm; maintained practice of open communication; provision of joint staff development and training helped the new unified outreach organization to assume new responsibilities. In other cases, intensive internal outreach organizational studies, establishment of priorities and the development of organizational and personal commitments to total outreach and finally an announcement by the president caused the unification of the separate outreach units. Yet in other cases, a straight presidential decree and continuing efforts therefore caused the unification of separate outreach units. Finally, in very few cases, one of the heads of the outreach units of a university, who was found to be outspoken on the issue, too powerful, and too radical to hurt, was made a

Vice-President and the outreach units were consolidated under him.

Funding of Unified Outreach Units

Unified outreach units are funded collectively from federal, state and local appropriations as well as from tuition, fees and university appropriations. Other sources of funding were stated as 80 percent - 90 percent from Smith-Lever Act, grants and contracts such as Title I - Higher Education Act, Title V - Rural Development Funds and self generated income. Of particular interest was that even though Cooperative Extension, Continuing Education and other outreach units had been unified, spending could still be specified for each division's programs.

Advantages of Unified Systems

The advantages listed by heads of unified outreach units were as follows:

1. A single university outreach representation in each county;
2. Greater utilization of academic personnel in off-campus programs;
3. Some quality control system for on and off campus programs;
4. Greater exposure of resident faculty to the people of the state;



5. Increased interaction between outreach and resident faculty;
6. Improved quality and wider range of programs; assurance of more efficient programs;
7. Clearer structuring of programs related to constituent needs;
8. Increased capability of university to respond effectively to identified problems;
9. Reduced administrative cost;
10. Better centralized reporting system to president;
11. Greater ability to respond to needs across academic disciplines;
12. Better delivery systems to all sections of the state for all schools and colleges;
13. Different segments of university develop fewer conflicts;
14. Reduction of duplicated outreach functions;
15. Stronger public relations
16. More flexibility in budgeting;
17. Easier administration of outreach policy;
18. Reaches new audiences;
19. Administrative unity;
20. Institutional unity;

Disadvantages of Unified Outreach Systems

The disadvantages listed by heads of unified outreach units were as follows:

1. Greater time lag in the development and implementation of new program thrusts;
2. Greater breadth of interests: as total outreach staff meets, one unit has primarily a service orientation, another has academic orientation;
3. Coordination itself is troublesome administratively;
4. As unified outreach unit gains in size and administrative strength, campus departments tend to view it as an "outsider." Close ties need to be maintained to campus resources;
5. Goals and objectives become broader to accommodate all sectors of the outreach function;
6. Alienation of traditional audiences, support base groups become fearful of loss of identity with university community;
7. More complex organizational structure required.

Forecasting the Future Outreach
Organizational Structure

Forecasting the future structure of university outreach by heads of outreach units was not an easy task. For the separate outreach units of a university, 39 percent of such units studied said their outreach units may remain separate

with some cooperation between outreach units. Universities in this category are the University of Maine, Colorado State, Michigan State, Purdue University, Pennsylvania State University and Louisiana State University. With some coordinated areas but separate outreach units will be Purdue and Ohio State (in dollar budgeting) and Rutgers University.

About 10 percent of the separate outreach units studied said their structure will remain separate but there will be increasing cooperation approaching a matrix structure with coordination taking place at either the president or the vice-president level. Examples of universities in this category are the Universities of Georgia and Tennessee.

To be centralized under a vice-president (consolidated top administration) are 16 percent of the separate outreach units such as the Universities of Idaho, Arizona, Vermont, and Mississippi. Oklahoma State University will still have separate outreach administrative units but will cooperatively move towards having the same or unified field offices and services. Washington State may be considering amalgamation of her outreach units. In the distant future, the university of Idaho may be consolidated. The extension activities of the University of California, Berkeley, will be further decentralized to schools and departments of the university. About 19 percent of the separate outreach units studied said they cannot predict the future organizational structures of their university's outreach units.

Future of Unified Units

About 89 percent of the unified outreach units studied said their structure would remain the same. Where the structure can be described as a consolidated unit, there will be more efficient cooperation between their subunits. In merger cases, there will be more "complete" merger of existing units at the state and field levels. About 13 percent of the unified outreach organizations studied could not predict the future organizational structure of their outreach units.

Received copies of the present organizational charts of some of the outreach organizations studied appear in Appendix B.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

This study was designed to describe, classify, compare and analyze the various types of extension organizational structuring of the land-grant universities in the United States of America. From the population of 68 Land-Grant institutions of the 50 states of the United States of America and the District of Columbia, 57 university outreach organizations were selected randomly for the study. Mailed questionnaires were sent to heads of each of the outreach organizations selected for the study. The return rate of 77.19 percent represents returns from 44 university outreach organizations drawn from 34 Land-Grant universities and also from 32 states.

The Respondents

About 51 percent of the heads of the units who participated in this study were officially called Directors, 22 percent were Deans, 7 percent carried two titles--Director and Dean; and the remaining 20 percent were either Vice-President, Assistant Vice-Presidents or Chancellors. The years of administrative experience of the respondents ranged from 1 to 20 years. About 56 percent of the

respondents have served their organization less than 5 years, 44 percent have served between 6-10 years; 12 percent have had about 11-15 years of service and 2.4 percent have served between 16-20 years. There seems to be no significant difference in the mean years of experience between Cooperative Extension and Continuing Education organizations, however, 100 percent of the respondents of unified outreach organizations have had 10 or less years of experience in their present organizational position. This may be due to the relative newness of unified outreach organizations. Considering other related experiences, Cooperative Extension heads have more extensive experience (mean = 19.38 years) than their counterparts in Continuing Education (mean = 12 years). Heads of unified extension systems have more experience (mean = 16.56 years) than their counterparts in the separate extension systems (mean = 15.81 years).

Generally, since the Cooperative Extension service seems to be the oldest of the three types of extension organizations, heads of Cooperative Extension services have more likely served longer years in their present positions. On the other hand, Continuing Education and unified extension heads have gathered more relative experiences from other related organizations prior to either the establishment of their extension units or to joining their present organizations.

Heads of Extension units have very high educational attainments. About 73.2 percent hold the Doctorate degree,

2.4 percent hold the Specialist degree and the remaining 24.4 percent hold the Masters degree. Fields of their educational specialization however varied. Even though most of the heads have major areas of qualifications that relate to the positions they hold, others have unrelated major qualifications with regards to the positions they hold.

Clients' Characteristics

Approximately 62 percent of the participants in cooperative extension programs reside in rural areas, 18 percent reside in urban communities and 19 percent reside in suburban communities. Continuing Education services, on the other hand, have 23 percent of their program participants from rural areas, 33 percent from urban communities and 30 percent from suburban communities. Whereas Cooperative Extension serve more rural communities than Continuing Education organizations, Continuing Education serves more urban and suburban communities than Cooperative Extension organizations. However, each of these two services have spread their services into all other communities. It seems as if it is no longer true that each of these two outreach organizations hold a monopoly over the types of clients they serve. The services of these separate outreach units are likely to overlap somehow. Unified extension organizations have been found to be covering as much area and client population as the separate units put together. The major reasons for these trends are that farming or rural

populations which the Cooperative Extension service was to serve are gradually reducing whereas, at the same time, the quest for formal or nonformal education by rural communities is on the rise. These are possible reasons for the infiltration of Continuing Education services into rural areas and also Cooperative Extension services into urban and suburban areas seeking clients to serve.

Smaller universities serve more rural communities than the bigger universities. Universities with larger budgets also tend to serve more rural communities. On regional bases, as a whole, university outreach organizations evenly serve all residential groupings of clients.

Clients with income less than \$3,000 a year participated the least in outreach programs. The Cooperative Extension service provided the highest percentage of service to program participants from low income communities, so did universities with annual outreach budgets over 12 million dollars. Outreach organizations in the South also served more low-income participants than their counterparts elsewhere. Larger universities (student population over 20,000) tend to serve more middle and upper-income level of participants than they do all other income groups.

Most participants (76 percent) in outreach programs have had more than high school education. Continuing Education serves the least participants (24 percent) who have not completed their high school education. Fifty-five percent of the clients of Cooperative Extension and 52 percent

of the clients of unified extension services have had up to the 12th grade of education. Outreach organizations have shown some heavy orientation to providing programs for their educated communities than they do for their less educated communities. However, outreach organizations of smaller universities serve more less educated communities than those of the larger universities.

All types of outreach organizations are now offering both credit and noncredit courses except in the case of very few organizations which by mandate must either offer credit or noncredit courses only. The Continuing Education services do offer as many credit courses as they do noncredit courses. Unified extension organizations have also shown increases in their credit and noncredit offerings. The offering of either credit or noncredit courses by any one type of outreach organization is no longer the sole monopoly of that type of outreach organization.

Generally, outreach organizations are committed to the extension of educational opportunities for the masses of American people. The reference to the masses of American people, even though that includes everybody, indicates that the thrust should be to the sections of those masses--the poor or economically disadvantaged, the geographically disadvantaged and the educationally handicapped--for which otherwise educational opportunities and offerings would not have been possible. Outreach organizations should turn

their attention now to the service of nontraditional and the "lost student" population due to various disadvantages. This may be almost improbable for outreach organizations especially the continuing education services since their existence depends on self-supporting income.

It is time for the legislature to recognize that their failure to fully fund or increase their funding to all types of outreach organizations results in the exclusion of minorities and the poor and the disadvantaged¹ from the participation in outreach programs.

Organizational Characteristics

Several goals and objectives for a total university outreach organization were cited by the heads of outreach units studied. These varied goals cited indicated the complexity of the field and the lack of a common comparative base for outreach organizations. A possible reason, as this study found, for these many varied goals and objectives is that outreach organizations had to respond to so many varied mandates and pressures from their program sponsors as well as from their university administration. These outside and inside pressures are such that outreach organizations cannot ignore.

¹According to the Manpower Report of the President (March 1970, p. 60), a poor person who does not have a suitable employment and who meets the criteria established for his income in relation to the size and location of his family--is said to be disadvantaged.



In summary, the main goal of outreach is public service. This can be made a reality with the improvement of educational programs in response to identified and expressed needs and problems of clients in such a way that the clients become better adjusted to life, socially, economically, physically and mentally. In doing this, the general life of the citizens of the state is improved and people, with the availability of new research information, become more self directing. The role a university plays in making this a reality is by extending the university's resources to all corners of the state they serve. This is the needed improvement in delivery services to clients.

Of the extension organizations studied, one of the first established units was formed in 1901. Before the passage of the Smith-Lever Act of 1914, there were about 19 percent of the present extension organizations already in existence. However, the passage of this act added more impetus to the establishment of more outreach units especially the Cooperative Extension units. The establishment of unified units began about 1960. In the 1960s alone, about 75 percent of such units were established.

Most of the Cooperative Extension organizations studied (75 percent) were established as a result of state/federal legislation. About 33 percent and 38 percent of Continuing Education and unified extension units respectively, were established as a result of their governing board's action.

Approximately 53 percent of Continuing Education units, 25 percent of unified units and 0 percent of Cooperative Extension units were established as a result of a university administrative action, namely, decision by their presidents or similar authorities.

About 61 percent of university outreach organizations have undergone structural changes during the past 25 years. Twenty-two percent of outreach structures have changed from separate extension units to unified extension units. About 5 percent of the outreach units studied have changed their structure from separate to unified and back to separate outreach units. Ten percent of the outreach units studied had changed structures from unified to separate extension units. However, 58 percent of the outreach organizations studied had not undergone any major structural changes but for minor internal organizational structuring within their respective separate units.

Outreach organizations continue to make good use of paraprofessionals both as full or part-time staff. Over 95 percent of the field staff members of outreach organizations are full-time staff members, however, there is an increasing need for specialists and consultants who can be employed as part-time field staff. Outreach administrative positions continue to be more full-time than part-time. This study showed that 20 percent of these administrators hold joint appointments with various academic units of their

parent university. About 8 percent of the academic faculty members also hold joint appointment with outreach organizations. Even though those are clear indications that outreach organizations, to some extent, do not divorce their resources and operations from the main university system, there is however, an increasing demand in the utilization of faculty and staff resources by both the academic and the outreach units of the land-grant universities.

The numbers and names of major departments of outreach organizations vary. Some organizations (outreach) have as many as 16 departments and others have as few as one department. Studying the names and functions of each outreach organization, it is obvious that one department that passes under the departmental organization of the Cooperative Extension in one university passes under the department of Continuing Education in another university. In fact, there are instances where the Continuing Education and the Cooperative Extension services of the same university have the same departments by name and function. Clear examples of these are the departments of Community or Rural Development, Communication Services, Supervisory/Institutional Development, Management Services, Music (justification of the inclusion of this department in outreach departmental organization was not given), etc. Obviously, there is no clear-cut area of functioning across the board for any type of outreach organizations. Functions of extension units have become broader

and limitless, according to this study. As it stands, extension units carry on any function(s) that promise(s) the availability of funds and of client participation. By the nature of their funding sources, extension organizations cannot help but go in the direction whereby their units can be kept alive.

Unified outreach organizations are more decentralized (with respect to the general university administration) than any type of outreach organization; Continuing Education service organizations are more centralized than decentralized. Cooperative Extension service organizations oscillate between centralized and decentralized forms of outreach administration. Most Cooperative Extension services (63 percent) are located within academic units of their parent university. Continuing Education organizations are mostly located under a Vice-President/Chancellor within the university's central administrative system. Other outreach organizations such as the unified extension systems often are placed directly under the President of the University and to him they do report. Reporting systems of outreach organizations vary. Most Cooperative Extension and Continuing Education services report to a Vice-President/Chancellor either directly or through a dean if the unit is in an academic department. A small proportion of Continuing Education units studied report to the provost. Other heads report to two different officials, usually one in an academic unit and the other in the university's central administration.

Most heads of Cooperative Extension (56 percent) and of Continuing Education services (60 percent) use the title of Director. Unified extension heads frequently use the title of Vice-President. Some outreach heads, however, use the title of Dean, both Dean and Director, and Chancellor for their outreach heads.

The initiation and development of new programs is fast becoming the responsibility of everybody associated with outreach programs; from the top administration to the clients who participate in the programs. If this trend continues, the probabilities are that programs will more effectively reflect the needs of clients than they used to in the past. Clients and the field staff of outreach units will be expected to do most of their program initiation, planning and development in the future if this trend continues.

The use of citizens advisory councils and/or committees by outreach organizations was shown to be high. These committees/councils were to aid outreach organizations in their decision-making. Many different kinds of advisory councils/committees were named. The functions of these were found to go beyond the traditional advisory role. Some of their functions include program planning, consultations, financial support, serve as part-time staff, approve professional recruitment and selection, administer funds, etc.

Budget allocations for outreach have increased over the three-year period (1974-77) studied. Most outreach

organizations who were in the lower outreach budget brackets have moved up into higher budget brackets. Whereas unified extension systems studied have had no budget growth for the years studied, the Cooperative Extension, in particular, and the Continuing Education services have had tremendous budget growths. Continuing Education services have the smallest budgets compared to other types of outreach organizations. Most (86 percent) Continuing Education organizations have annual outreach budgets below 8 million dollars. This compares to about 50 percent and 51 percent of Cooperative Extension and unified extension systems, respectively, who have budgets below 8 million dollars.

Cooperative Extension services rank highest in funding from federal, state and local sources. Unified extension systems follow closely. Approximately 71 percent of the funds of Continuing Education services come from tuition and fees collected from self-supported programs; 12 percent from university appropriations and 17 percent from governmental sources. Approximately 17 percent of outreach salary budget is expended on professional administrative salaries, 27 percent on field-staff salaries, 26 percent on academic faculty salaries, 8 percent on paraprofessionals and some 22 percent on supporting staff salaries. Cooperative Extension services spend the greater part (46 percent) of their salary budget on their field staff, whereas Continuing Education services spend the greater portion of their salary

budget (34 percent) on part-time academic faculty. About 74 percent of total outreach budgets are expended on salaries, 18 percent on equipment, supplies and services, and the remaining outreach budgets are expended on other things such as travel and other incidental expenses. The Cooperative Extension services spend the greatest portion (81 percent) of their outreach budget on salaries and the least on equipment and supplies.

Almost 35 percent of outreach programs are self-supporting with about 58 percent of the programs funded. Continuing Education programs are 78 percent self-supporting. Cooperative Extension programs are 91 percent funded. Unified extension programs are 67 percent funded and 22 percent self-supporting. Other sources of funding for all extension organizations are from foundations, grants, contracts, gifts, etc. Extension organizations therefore do not depend on special grants from foundations, etc., in order to function.

Outreach budgets are not controlled to any great extent by their funding organizations, instead, there seems to be a blend of control between funding bodies, outreach organizations and their university's central administration, as to what funds provided are to be used for. The only exception to this type of control are 44 percent of Cooperative Extension organizations and 33 percent of Continuing Education services which enjoy total freedom from control as to how their outreach budgets are to be expended. Approximately

54 percent and 22 percent, respectively, of outreach organizations are under either a strong or very strong pressures outside the university system on how their outreach funds are expended. Similarly, the majority of all outreach organizations studied said they were under some strong internal pressure on how their funds were expended. Control of funding and spending shall continue so long as the taxpayers' dollars are involved in funding outreach. However, this can be minimized if the public develops a high degree of trust and faith in outreach administrators on how their tax dollars are being used. This situation can be possible if outreach administrators become also accountable to the clients and the public they serve.

Operational and Decision-Making Base
for the Choice of Types of
Outreach Organizations

Of the 44 outreach organizations studied, about 41 percent were Cooperative Extension organizations, 39 percent were Continuing Education organizations and 20 percent were unified extension organizations. With autonomous and decentralized administrative structure were 31 percent and 47 percent of the Cooperative Extension and the Continuing Education services, respectively, studied. There was no functional cooperation between these units and other outreach organizations of their respective universities. The remaining separate outreach organizations claim that there was some healthy cooperation between their outreach units

even though their units were autonomous and decentralized. Some separate outreach units were consolidated administratively and usually at the vice-president's level. Their functions and outreach administration were however separate and decentralized. Others were decentralized administratively but have the same field offices.

Even though their outreach units were separate, 69 percent and 67 percent, respectively, of Cooperative Extension and Continuing Education services said they always exchanged ideas and carried on cooperative activities with other outreach organizations of their universities and team up with community groups for community problem solving. Several areas of cooperation and/or cooperative activities listed included joint staff meetings, conferences, planning sessions, publications, appointments, evaluation projects, funding and staff training. Others are office sharing, joint staff representation on councils, exchange of specialists, etc.

Several reasons were listed as some of the major and critical factors top administrative decision-makers considered for keeping their outreach units separate. These include funding base differentials and the legal problems involved in fund utilization, internal politics--power struggles and fear of losing identity if units were unified, historical and traditional growth patterns, sentimentality and allegiance to the old order, and the lack of full understanding of the land-grant philosophy. Others are interests

and ambitions and many numerous cited reasons which may apply to particular universities. The justification or nonjustification of these reasons given may be assessed in each Land-Grant university's situation.

Advantages and Disadvantages for
Separate Outreach Structures

Several advantages and disadvantages were given for having separate outreach units for a university and for the purposes of public service. Some of the advantages and disadvantages cited may or may not be advantages or disadvantages considering the total picture of outreach. On the other hand, a study of particular cases may justify why an advantage is really an advantage. For example, one of the reasons given for keeping one university's outreach unit separate was that "it costs less." It becomes very difficult to justify this without a further study of why this is so. Numerous reasons given for advantages and disadvantages can fall into this same problematic classification. It is therefore the responsibility of outreach administrators and top university decision-makers of each outreach unit to study carefully all these factors as they relate to their particular university and to determine which is the best direction to go in order to maximize their efficiencies in serving the public.

Unified Outreach Units

Fifty percent of the unified outreach units studied had restructured all their extension units into a single focus of the type of a merger with the intent of coordinating all efforts at all outreach organizational levels. About 38 percent were consolidated with a unified top administration but separate field services. The remaining have unified field services with separate top administration. Formal and conscious coordination of outreach units began about 1960. The latest coordination of outreach units, according to this study was in 1975. During their short period of existence, 63 percent of unified outreach organizations have testified that they had accomplished some efficiencies. The remaining unified units had seen no (or lesser degree of) change. Approximately 38 percent had made some savings as a result of their unified situation; 50 percent said there was no change but 13 percent said they had made less savings. About 63 percent of the unified outreach organizations studied said they had some improved services to their clients, 25 percent said that there was no difference in their services to their clients but 13 percent said they have had less services to their clients as a result of their merger situation. Reasons why unified outreach organization can make less savings (if the organization had not undertaken any more functions), or have less services to their clients or accomplished less efficiencies

as a result of a merger or unified situation was not directly asked by the researcher. However, the study of the advantages and/or disadvantages of the unification of those particular universities' outreach units show the presence of political and power struggles, less staff disagreements on certain moves, lack of proper groundwork towards merger, etc. within those universities. In these cases, unlike the other cases, the declaration of a merger situation had often been a one man decision or a unilateral decree with little or no input in the decision-making process by either the staff or the administration of those outreach units involved.

Several factors were listed as the critical reasons for keeping a university's outreach units unified. Among the reasons given were those of: more efficient services to clients; better extension of university's resources to the people; better response to broad range of felt problems; combining the best methods and philosophies of separate outreach units; cost savings; administrative unity; duplication or the overlapping of services; etc. Asked how the coordination or unification of their outreach units came about, heads of unified outreach units mentioned the following: board action and administrative support, strong leadership, open communication, joint staff meetings, conferences, training, intensive case study of internal outreach organization, the establishment of priorities with respect to clients' needs and interests and other similar but varied moves and

activities. Where these (or some of these) were not done, a straight presidential decree brought about coordination of the separate outreach units.

Unified outreach units are funded collectively from federal, state and local appropriations as well as from tuition, fees and university appropriations. Other sources of funding came from grants and contracts from foundations, Title I - HEA, Title V - Rural Development Funds and other self-generated income.

Just as in the case of separate outreach organizations, several advantages and disadvantages were given for keeping outreach units unified. Here again, top university decision-makers must have considered very carefully the advantages and disadvantages of unifying their university's outreach organizations. Where the new structure has been successful, it is assumed that the move toward restructuring was well done with the groundwork for a unified system very well laid. Where the move had not been very successful, top administrative decision-makers ought to take another close look at their particular case, consider the advantages and disadvantages, the problems of unification and determine the best future outreach organizational structure for their outreach units. In doing this, it is important that the mission and philosophy of outreach should be supreme to other factors in their consideration of the choice of their future outreach structure.

Not very many heads of outreach units could forecast the future organizational structure of their outreach unit.² About 38 percent of the separate outreach units studied will maintain their present organizational structure with little or no cooperation between their units and other outreach units. About 10 percent of the separate outreach units studied said their units will remain separate but there will be increasing cooperation between their units and other outreach units. Sixteen percent of the separate outreach units studied will be consolidated under a vice-president in a centralized type of outreach administration. Others will still maintain separate top administration but will move cooperatively towards having the same or unified field services and offices.

About 89 percent of the unified outreach units studied said their structure would remain the same. Where the structure can be described as consolidated units, there will be more efficient cooperation between their subunits. In merger cases, there will be more "complete" merger of the existing units at the state and field levels.

The findings of the study tend to uphold the assumption that all types of outreach organizations have many characteristics in common. Each represent a major two-way communication

²Received copies of the present organizational charts of some of the outreach organizations studied appear in Appendix B.

linkage between their universities and the public segment they serve. All types of outreach organizations are faced with many similar problems, concerns, and opportunities in administering their off-campus programs. They have the same basic mission, namely, lifelong education of the people; and the same basic goal--public service.

In cases where universities have separate outreach units, the study also upholds the assumptions that these separate outreach services;

1. provide services to great variety of clientele groups with many of these services common to both, yet with a portion of the population to be served, not reached (no man's land principle) by either of the services;
2. exhibit a strong need for some coordinated or cooperative inservice activities as their universities thrust for better services for their publics;
3. exhibit a strong need for internal organizational restructuring to maximize their effectiveness and to minimize the duplication of efforts, costs, etc.

Finally, outreach organization has not followed a definite structural pattern from which outreach decision-makers can pattern their own outreach organization(s). Instead, the structural pattern of outreach today has become "do it your own way" affair. However, the following

major grouping of outreach units for a particular land-grant university can be made:

1. Decentralized and under a Dean within an academic unit
2. Centralized and under a Vice-President's office in the central administration
3. A mixture of (1) and (2)
4. Centralized and coordinated (unified) unit in the form of mergers under a president, vice-president or a chancellor
5. Decentralized but coordinated (unified) outreach units in the form of consolidation or amalgamation either at the top administrative level or at the field level.

The following models for extension structuring are suggested for study and adoption where appropriate (see Figures 2, 3 and 4).

Recommendations for Further Research

This study was basically an exploration of the field of extension for the purposes of providing extension administrators and decision makers with an overview of the structural patterns of extension organization. The study was also intended to provide researchers with a background for further research in the field. Since it was beyond the scope of this study to explore further the various dimensions

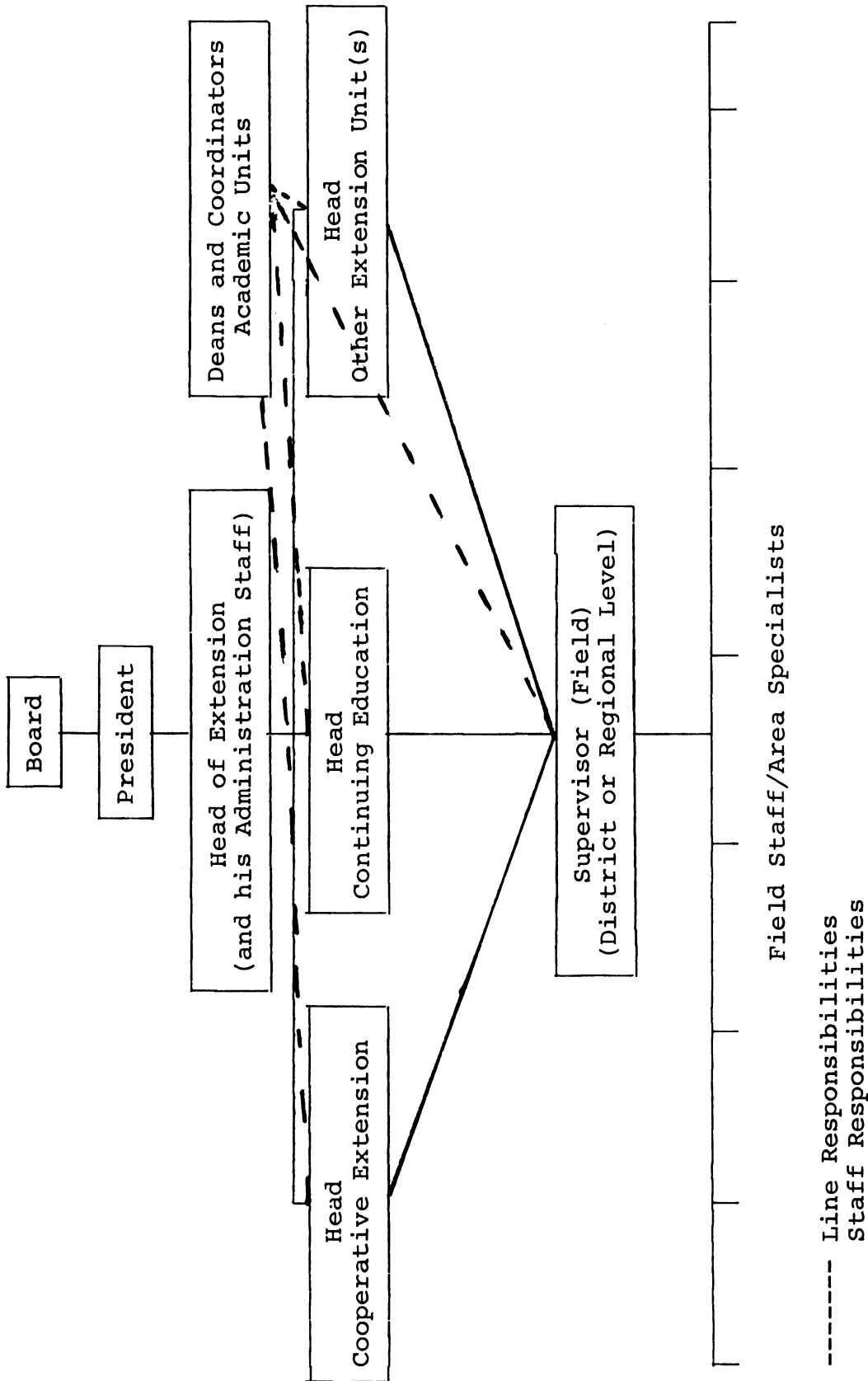
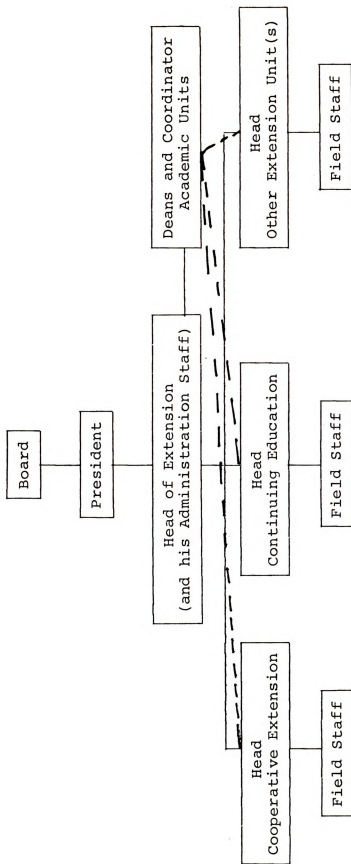


Figure 2. Merger Model.





----- Line Responsibilities
 _____ Staff Responsibilities

Figure 3. Consolidated at top administrative level model.

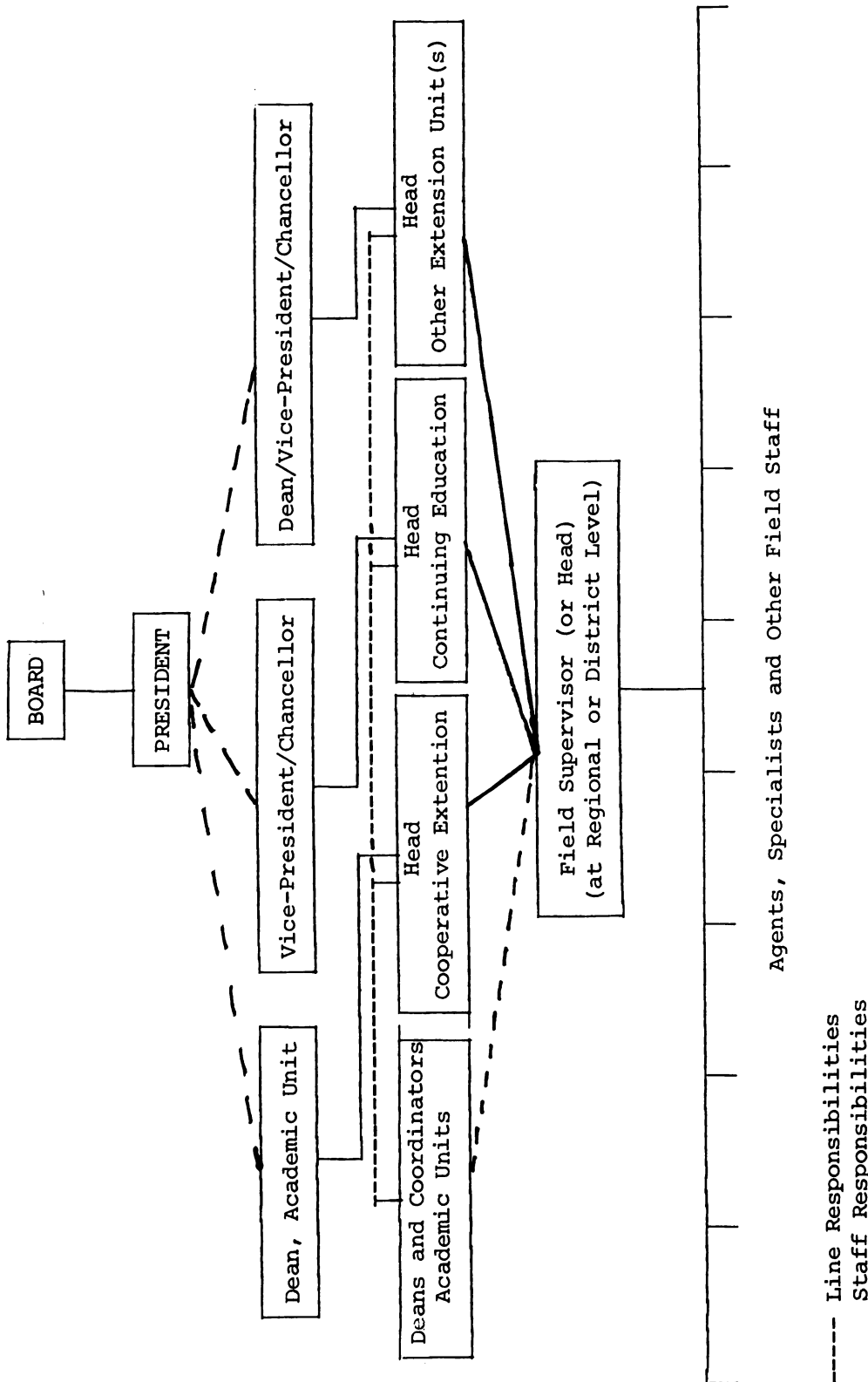


Figure 4. Consolidated at field level model.

(variables) of extension structuring, it is appropriate at this point to recommend to future researchers some problematic areas in the field of extension, either locally, statewide or nationwide, which researchers may like to explore further. Researchers may want to:

1. Examine the extension organization and structuring of a particular university considering how the variables of size, budget, staffing, funding, etc. affect that university's goal attainment efforts.
2. Examine the structure of the extension unit(s) of a particular university with particular interest in why and how the extension unit(s) was (were) structured that way.
3. Examine extension program planning and the extent to which Citizens Advisory Groups as well as program participants have impact (if any on program decision making).
4. Evaluate a university's outreach efforts (delivery services) vis-a-vis the goals and objectives of that university's extension organization(s).
5. Find out how best universities (outreach organizations) will change from being "middle class institutions" to "lower class institutions" with respect to the income level of participants they serve.



6. Examine and find out the best methods of getting the poor and disadvantaged to participate better in outreach programs considering the factors that keep them from program participation.
7. Examine other factors such as legislation, governmental policy, etc., that affect university outreach organization and functioning.
8. Examine the combination of any of the above.

It is hoped that further exploration of these problematic areas which impede the successful functioning of extension will increase the knowledge (of the field) needed for the development of effective strategies to solving these problems.



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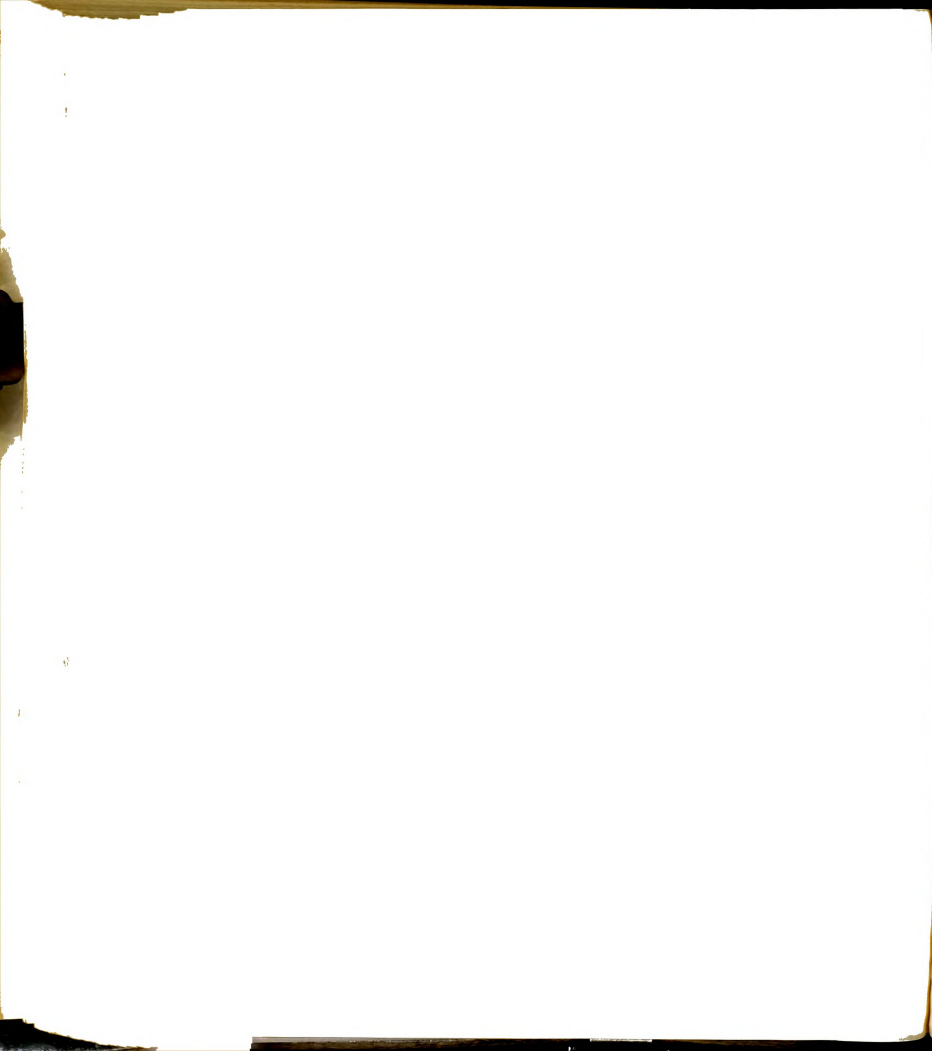
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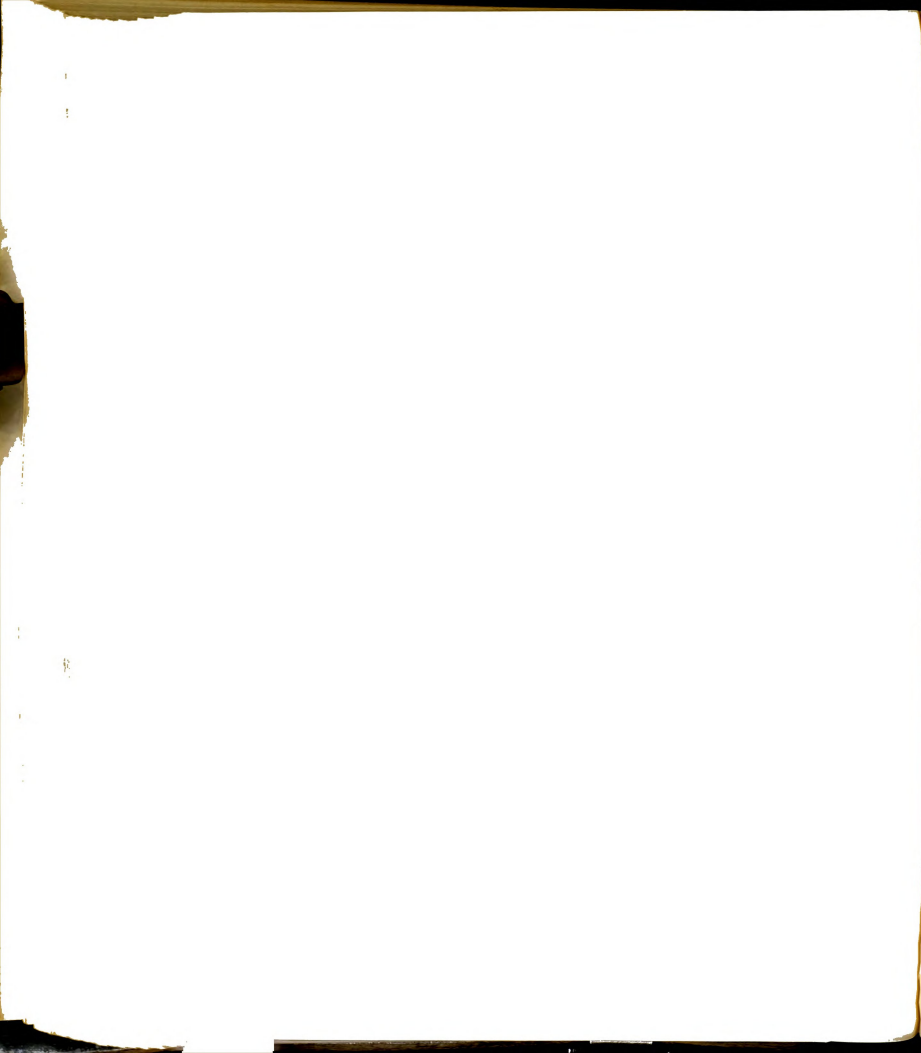
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APPENDICES



APPENDIX A
THE SURVEY INSTRUMENT (QUESTIONNAIRE)
AND COVER LETTER



APPENDIX A
THE SURVEY INSTRUMENT (QUESTIONNAIRE)
AND COVER LETTER



MICHIGAN STATE UNIVERSITY

OFFICE OF INSTITUTIONAL RESEARCH
ADMINISTRATION BUILDING

EAST LANSING • MICHIGAN • 48824

March 26, 1976

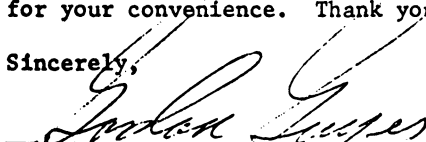
Your institution has been selected from the institutional membership of Land-Grant Colleges and Universities in the United States for a study on the structural patterns of Extension (University Outreach) Organization. This study is being carried on at Michigan State University.


As you already know, university outreach organizations, in their commitment to extend educational opportunities to the masses of American people, and in their efforts to provide solutions to many of the world's problems, have come about with varied organizational structures which hopefully best meet the extension obligations to the people they serve. Since societies and societal needs are constantly changing, university administrators are constantly faced with the organization and re-organization of their extension organs in order to cope with the changing times. Such administrative decision makers can never escape the challenge of organizational structuring for the maximum attainment of organizational goals.

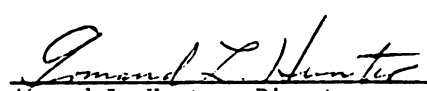
The attached survey instrument has been prepared, based only on those variables and characteristics which tend to bring out similarities and differences in extension organizational structural studies. Responses from participating Land-Grant institutions should provide an overview and the *raison d'etre* for the varied outreach organizations we now have. Results should also provide university outreach decision makers with a broad background for outreach structuring.

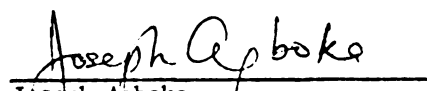
It is hoped that you will consider this study of value and that you will take a few minutes from your busy schedule and answer the questions as best you can. Your cooperation in completing and returning the questionnaire by April 23 will be sincerely appreciated. A self-addressed stamped envelope is enclosed for your convenience. Thank you for your prompt attention.

Sincerely,


Gordon E. Guyer, Director of Extension and
Assistant Dean College of Agriculture and
Natural Resources


Thomas M. Freeman, Ph.D., Director and
Associate Professor Institutional Research


Armand L. Hunter, Director
Continuing Education


Joseph Agboka
Research Fellow



QUESTIONNAIRE

STRUCTURAL PATTERNS OF EXTENSION (UNIVERSITY OUTREACH) ORGANIZATIONS

SECTION A

Kindly complete the information below. Under no circumstances will your personal information be revealed to anyone. You are assured that individual information will remain confidential. Please refer to the last page for the definition of major terms used.

Respondent's Characteristics (Head of University Outreach Units)

1. Present organizational position: _____
2. How many years have you been working:
 - a.) in this position _____
 - b.) with your present organization _____
 - c.) in the same or related field but with another organization _____
3. What is the highest academic degree you have completed?
 ____ Bachelors ____ Masters ____ Specialist ____ Doctoral
4. What is your major area of specialization? _____

Clients' Characteristics

5. Please estimate the approximate percentage of participants in your program (other than radio and TV) in the following categories.

<u>Residence</u>	<u>Income Level (in dollars)</u>
____ Rural	____ Less than 3,000
____ Urban (____ % Inner City in Urban Group)	____ 3,000 - 6,000
	____ 6,001 - 10,000
____ Suburban	____ 10,001 - 15,000
____ Other (Specify) _____	____ 15,001 - 20,000
	____ Over 20,000
<u>100% Total</u>	<u>100% Total</u>

6. Approximately how many programs (including conferences, workshops, courses, etc.) were offered to the public by your outreach organization for: (Please estimate if necessary)

	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>
Credit	_____	_____	_____
Non-Credit	_____	_____	_____
Total	_____	_____	_____



7. Please estimate the educational attainment of your program participants (other than Radio and TV)

☐ % No formal education
☐ % Grades 1-8
☐ % Grades 9-12
☐ % Some college education
☐ % Bachelors degree and beyond

 100% Total

ORGANIZATIONAL CHARACTERISTICS

8. (a) Name of your institution: _____
 (b) Name of your outreach organization: _____
9. (a) In what year was your outreach unit established: _____
 (b) How was it established? (E.g., by state legislation, etc.) _____

10. Has your total university outreach unit(s) gone through organizational structural change (merger, consolidation, separate systems, etc.) in the past 25 years? ☐ Yes ☐ No
 If YES, briefly state what the changes were:

11. Briefly list three major goals of your outreach organization:

1) _____
 2) _____
 3) _____

12. What is the approximate size of your university's total student population? (both on and off-campus)

☐ 0 to 5,000 ☐ 20,001-30,000 ☐ 40,001-50,000
☐ 5,001-10,000 ☐ 30,001-40,000 ☐ 50,001 and Over
☐ 10,001-20,000

13. Please indicate your actual or estimated professional outreach staff size for:

	<u>1974-1975</u>		<u>1975-1976</u>		<u>1976-1977</u>	
	*F-T	*P-T	F-T	P-T	F-T	P-T
Administrative:	_____	_____	_____	_____	_____	_____
Field (Regional, County, etc.)	_____	_____	_____	_____	_____	_____
Para-professionals	_____	_____	_____	_____	_____	_____
Other(s)--Specify	_____	_____	_____	_____	_____	_____

*F-T (Full-time)

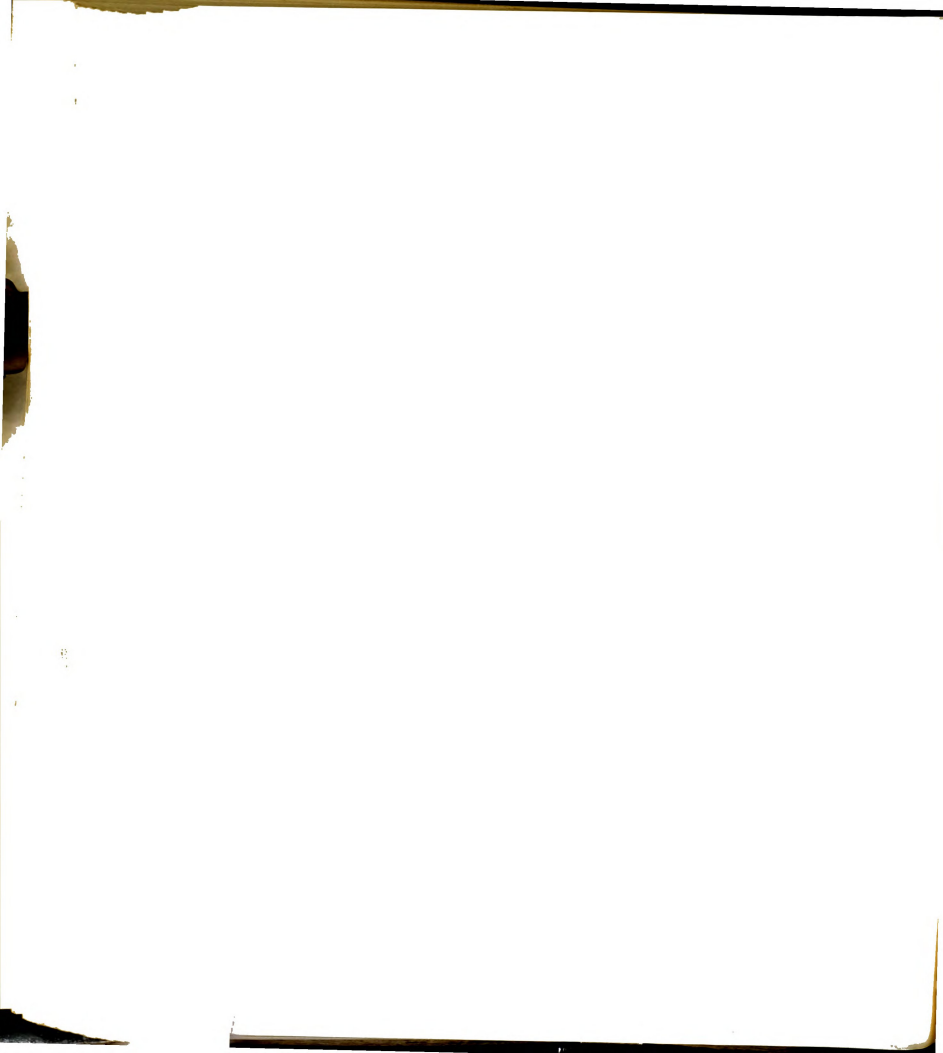
*P-T (Part-time)



14. What percentage of your present outreach staff holds joint appointments with various academic departments in the university? _____%
15. How many academic faculty members hold joint appointments with your outreach organization? _____
16. Please name the major departments within your outreach organization.

17. What is the nature of your outreach organization?
 _____ Centralized _____ Decentralized _____ Both _____ Other (Specify)
18. Is your outreach unit:
 _____ within an academic college unit and under a Dean?
 _____ under a Vice-President's office?
 _____ Other (Specify) _____
19. What is the title of the head of your outreach organization?

20. How many of your professional outreach staff are directly responsible to the head? _____
21. To whom is the head of your outreach unit responsible?
 (Name of position) _____
22. To what extent do the following initiate new program development or future program changes? (Please check)
- | | <u>Greatly</u> | <u>On the Average</u> | <u>Not at All</u> |
|---|----------------|-----------------------|-------------------|
| Clients | _____ | _____ | _____ |
| Professional Field Staff | _____ | _____ | _____ |
| Professional Administrative Staff | _____ | _____ | _____ |
| Built-in Mechanism, i.e.,
(evaluation, lack of participants, etc.) | _____ | _____ | _____ |
| Other (Specify) _____ | _____ | _____ | _____ |
23. Do you have citizens' advisory council(s) or committee(s)?
 _____ Yes _____ No Please Name Them: _____
24. If YES, what are the primary functions of the above committee(s) or council(s)? _____
25. Is there a statewide coordination of Higher Education in your state?
 _____ Yes _____ No _____ Have no idea _____ Not yet, but there are moves toward coordination.



26. Please indicate your actual or estimated outreach (extension) budget (in million dollars) for:

<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>
<input type="checkbox"/> Less than 4 Mil.	<input type="checkbox"/> Less than 4 Mil.	<input type="checkbox"/> Less than 4 Mil.
<input type="checkbox"/> 4 - 7.9 Mil.	<input type="checkbox"/> 4 - 7.9 Mil.	<input type="checkbox"/> 4 - 7.9 Mil.
<input type="checkbox"/> 8 - 11.9 Mil.	<input type="checkbox"/> 8 - 11.9 Mil.	<input type="checkbox"/> 8 - 11.9 Mil.
<input type="checkbox"/> Over 12 Mil.	<input type="checkbox"/> Over 12 Mil.	<input type="checkbox"/> Over 12 Mil.

27. About what percentage of your yearly outreach budget comes from:
☐ % Federal ☐ % State ☐ % Local ☐ % University appropriated
☐ % Self-supported programs ☐ % Other (Specify) _____
28. About what percentage of your yearly salary budget is expended on the total functions of:
☐ % Administrative Staff ☐ % Field Staff
☐ % Academic Faculty ☐ % Paraprofessionals
☐ % Others (Specify) _____
29. About what percentage of your yearly outreach budget is expended on:
☐ % Salaries ☐ % Equipment, Supplies, and Services
☐ % Other(s) (Specify) _____
30. About what percentage of your programs are:
☐ % Self-supporting (tuition & fees paid by program participants)
☐ % Funded by any other source
31. To what degree does your outreach organization operate on special funds from outside sources?
☐ Less than 25% ☐ 26-50% ☐ 51-75% ☐ Over 75%
32. Who seems to control the use of your dollars? ☐ University Administration; ☐ Academic Units ☐ Your Outreach Unit ☐ State and Federal Legislation; ☐ Other (Specify) _____
33. To what extent are you under any pressure (political, bureaucratic, legislative, etc.) outside the University on how your funds are expended?
☐ Very strong ☐ Strong ☐ Occasional ☐ No pressure
34. To what extent are you under any pressure (political, bureaucratic, etc.) inside the university on how your funds are expended?
☐ Very strong ☐ Strong ☐ Occasional ☐ No pressure



SECTION B:

Please respond to this section ONLY if your University has separate outreach organizations (e.g., Coop. Ext. and General Ext. as separate and autonomous units). If your outreach organizations are merged, please move on to Section C.

1. How would you describe the separate outreach units in your university?
 - ☐ Decentralized autonomous outreach units
 - ☐ Some cooperation with Coop. Ext/Cont. Ed. Services
 - ☐ Other (please specify) _____
2. In your opinion what major factors, if any, did top university administrative decision-makers consider as critical reasons for keeping the Cooperative Extension and the Continuing Education (name may differ for your university) Services of your university separate?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
3. In your opinion, what are the advantages (value) of separate outreach systems for your state?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
4. In your opinion, what are the disadvantages, if any, of separate outreach organizations for your state?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
5. Have there been moves to coordinate the two outreach services in your university? ☐ Some ☐ Several ☐ Hardly any ☐ Not at all
6. From your experience, do you feel the coordination of the outreach services of your university is possible? ☐ Yes ☐ No WHY?
7. To what extent does your outreach unit exchange ideas with other outreach units (Coop. Ext./Cont. Educ., etc.) in your university?
 - ☐ Always ☐ Sometimes ☐ Hardly ever ☐ Never



SECTION B, Continued

8. Please list the cooperative activities (Meetings, planning, etc.) if any that take place between your outreach organization and other outreach units of your university.

1. _____	2. _____
3. _____	4. _____
5. _____	6. _____

9. Does your organization team up with other community groups in community problem-solving? ☐ Yes ☐ No

If YES, name a few groups: (a) _____ (b) _____
 _____ (c) _____ (d) _____

10. Briefly predict the future organizational structure of the extension services of your university.

11. Kindly attach, if available, one chart of your outreach organization and one of your total University organization.

SECTION C

Please respond to this section ONLY if your University's outreach organizations are coordinated (e.g., merged). DO NOT RESPOND TO SECTION B.

1. What types of coordinated outreach organizational structure to you presently have?

☐ Separate top administration with unified field services
☐ Consolidated: unified top administration with separate field functions
☐ Merger: restructuring all extension units into a single focus
☐ Other. (Please specify) _____

2. In what year were your extension services formally coordinated? _____

3. In your opinion, what major factors, if any, did top administrative decision-makers consider as critical reasons to coordinate your university's extension services?

1.
2.
3.
4.
5.

4. Briefly outline how you achieved coordination.



SECTION C, Continued

5. As a result of a merged extension service:

- a) what efficiencies are accomplished?
 ___Great ___Some ___No difference ___Less
- b) what percent savings are involved?
 ___Great ___Some ___No difference ___Less
- c) have services to the clients been improved?
 ___Great ___Some ___No difference ___Less

Any evidence?

6. In your merger situation, how is such an organization funded?

7. If your outreach services are not totally coordinated, what areas are coordinated? _____

8. In your opinion, what are the advantages (or values), if any, of a coordination of your university's outreach services?

- 1)
- 2)
- 3)
- 4)
- 5)

9. In your opinion, what are the disadvantages, if any, of coordination of your university's outreach services?

- 1)
- 2)
- 3)
- 4)
- 5)

10. Briefly predict the future organizational structure of the outreach services for your university.

11. Kindly attach, if available, one chart of your outreach organization and one of your total University organization.



DEFINITION OF TERMS USED

1. **Bureaucratic:** Governmental or any administrative inflexible routine of management
2. **Cooperation:** The association of the manpower resources of two or more organizations, working together for a common purpose but maintaining organizational identity
3. **Consolidation of extension systems:** Coordination of extension units affected by organizational changes at the state administrative level
4. **Consolidation of higher education:** Coordination of the administration of all higher educational institutions in a state
5. **Cooperative activities:** Such activities as joint meetings, joint staff appointments, joint conferences, etc.
6. **Coordination:** The adjustment of the functions of two or more organizations within a unified administrative system. The form of its organizational structure could be that of a merger, consolidation or amalgamated systems.
7. **Merger:** The restructuring of all of a university's extension units into a single focus, with the intent of coordinating efforts at all organizational levels
8. **Outreach:** (University outreach) - Those educational activities carried on outside the traditional walls of an institution. It implies all off-campus educational efforts of an institution. The term is used interchangeably with "Extension."
9. **Outreach organizations:** Refers to such extension units as the Cooperative Extension, University Extension, General Extension, Continuing Education Services, etc.
10. **Para-professionals:** Semi or non-professional persons employed to work alongside professional personnel due to the shortage or availability of, or the lack of funds to hire professional staff.

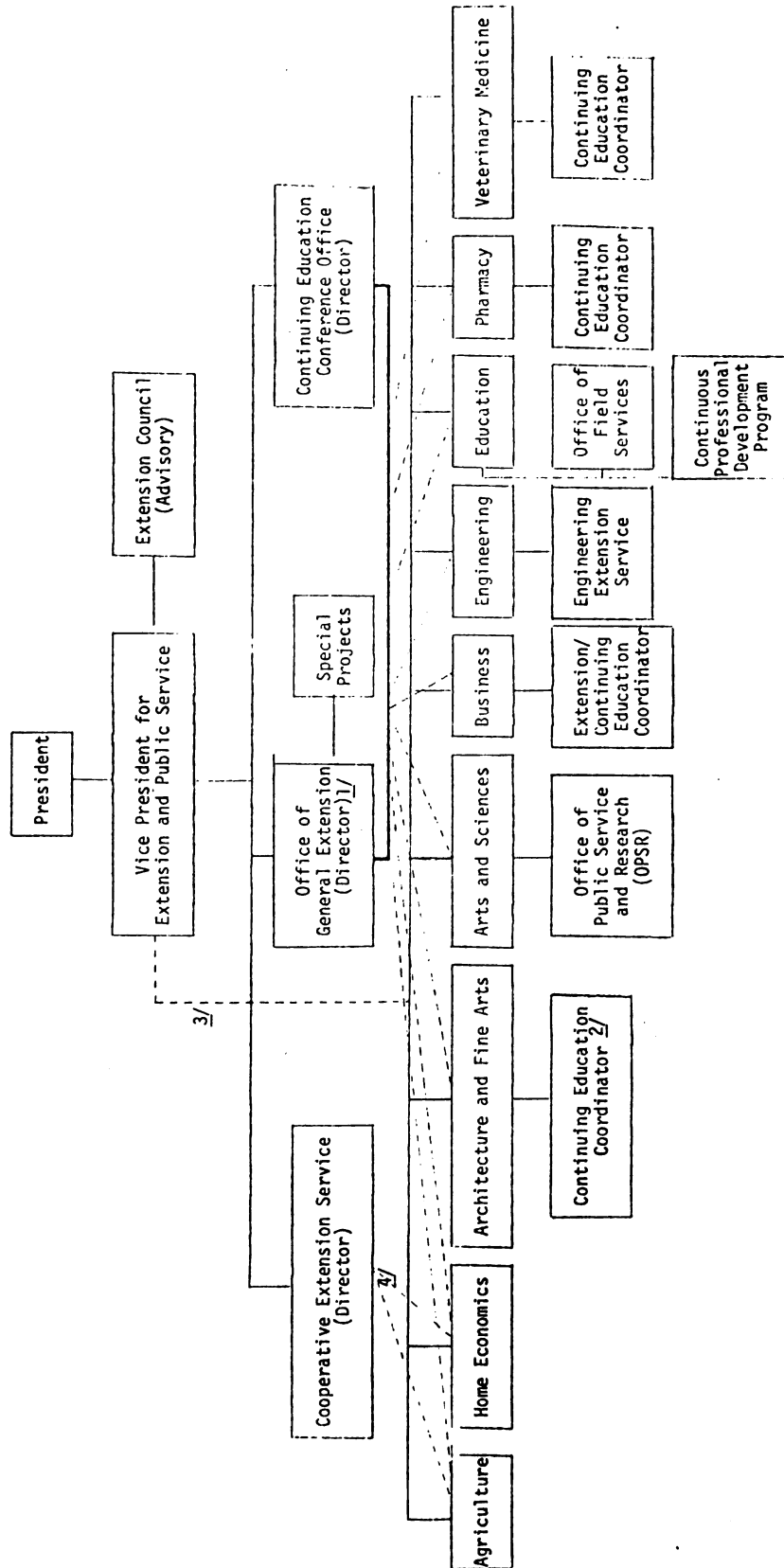
APPENDIX B

RECEIVED AND USABLE ORGANIZATIONAL CHARTS OF THE
GENERAL UNIVERSITY ADMINISTRATION, COOPERATIVE
EXTENSION, CONTINUING EDUCATION AND UNIFIED
EXTENSION SERVICES OF THE LAND-GRANT UNIVERSITIES
STUDIED (COMPILED ALPHABETICALLY BY STATE)





AUBURN UNIVERSITY, ALABAMA

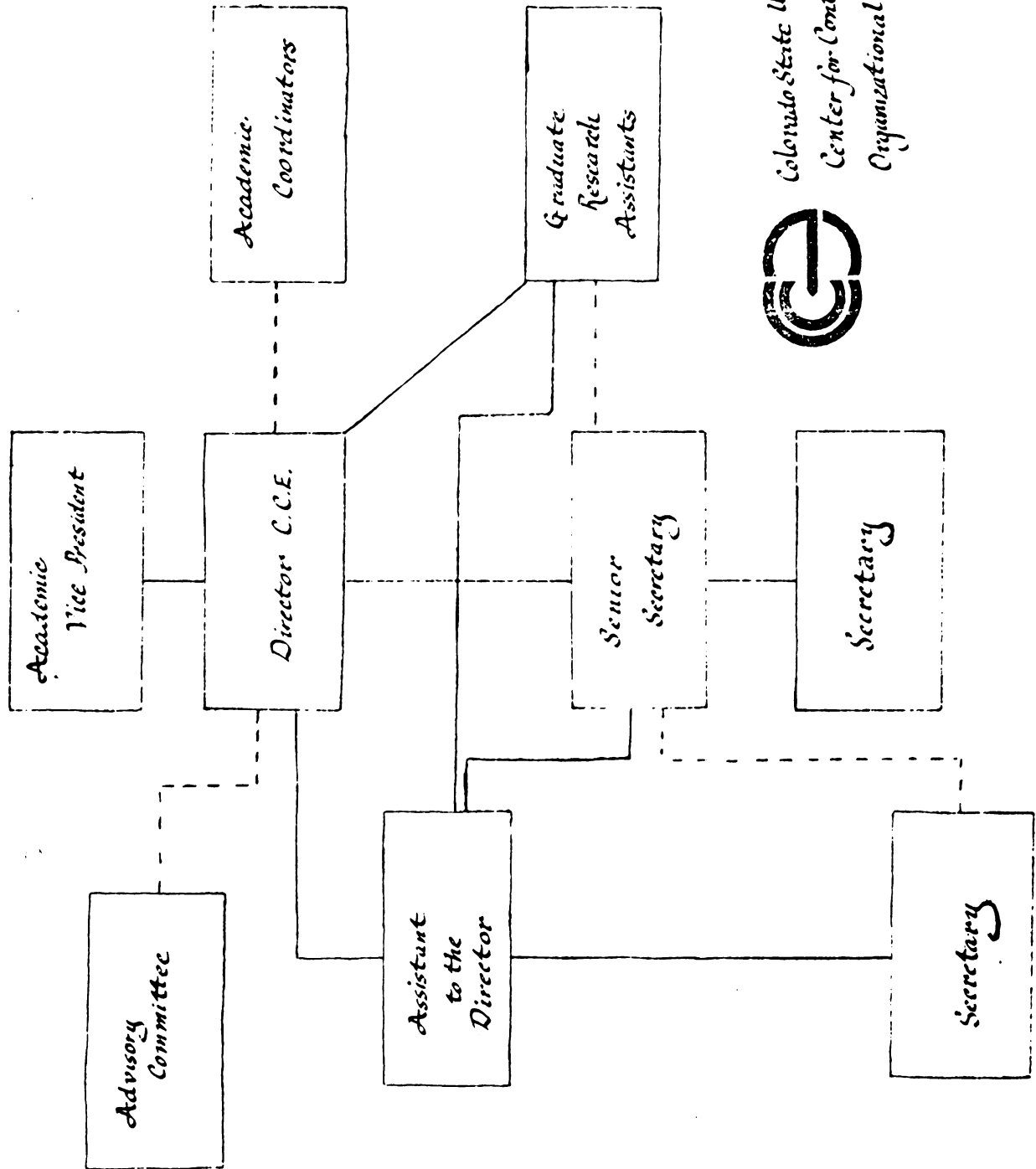



^{1/}In process of establishing. Unit will serve as administrative base for extension and public service activities of a multidisciplinary nature.

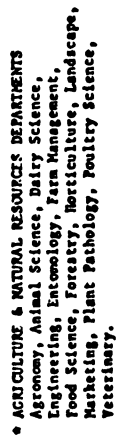
^{2/}In process of establishing.

^{3/}Vice President works directly with Academic School Deans on overall budget and program directions.

^{4/}Cooperative Extension Service is not integrated with teaching/research staffs of Schools of Agriculture and Home Economics but plan to gradually effect that arrangement in the future.



 Colorado State University
Center for Continuing Ed.
Organizational Plan

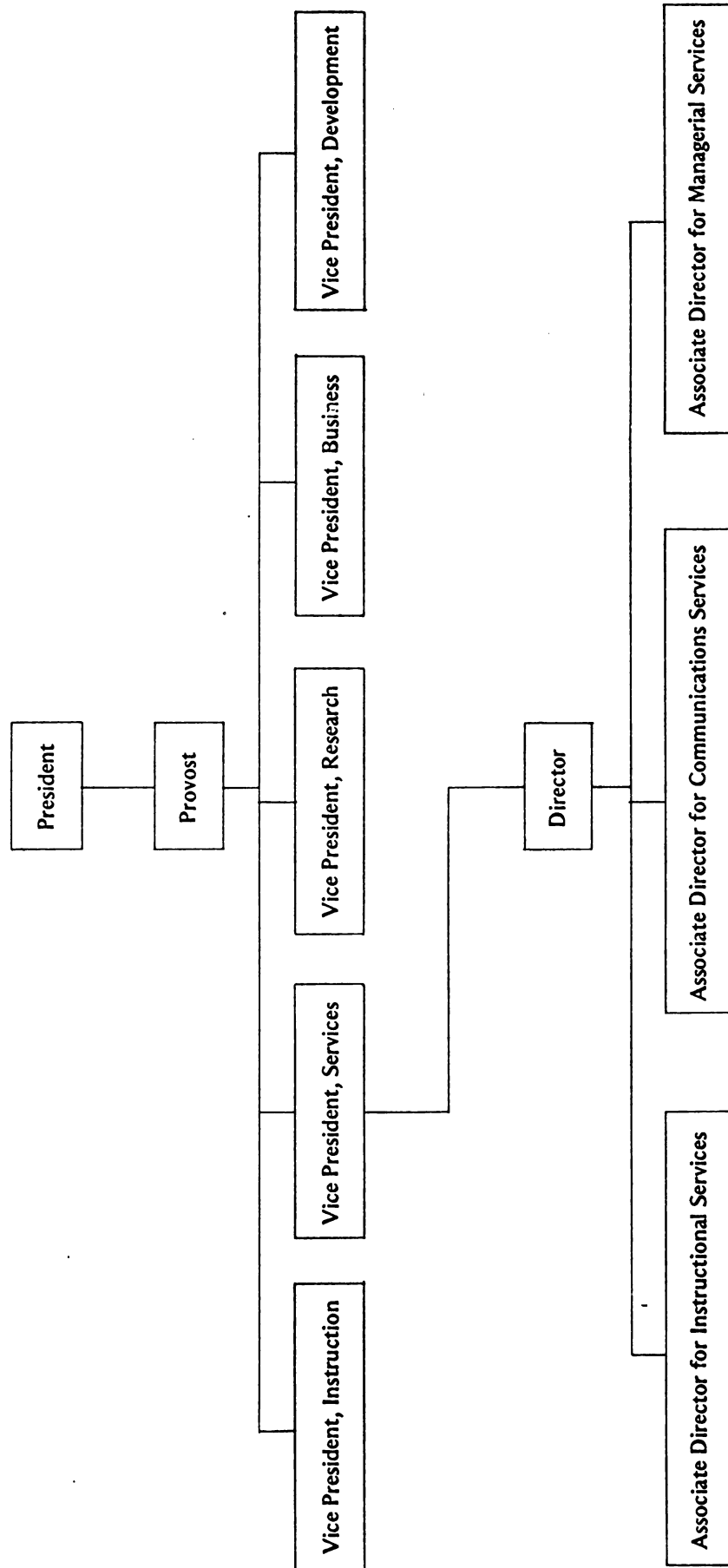


ADMINISTRATION
COORDINATION
JMI 4/1/75

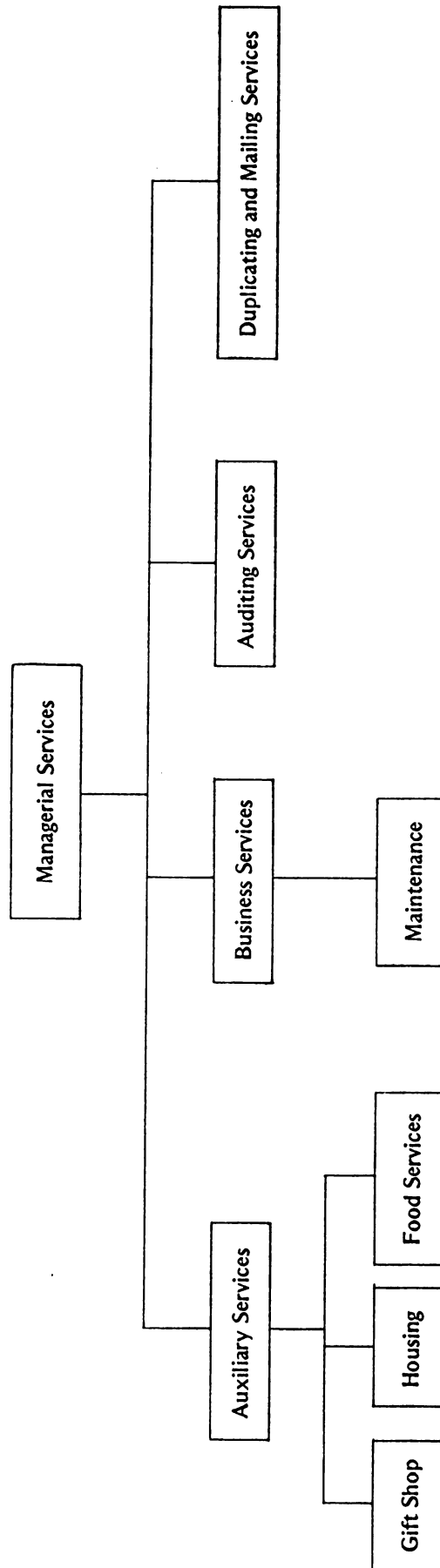


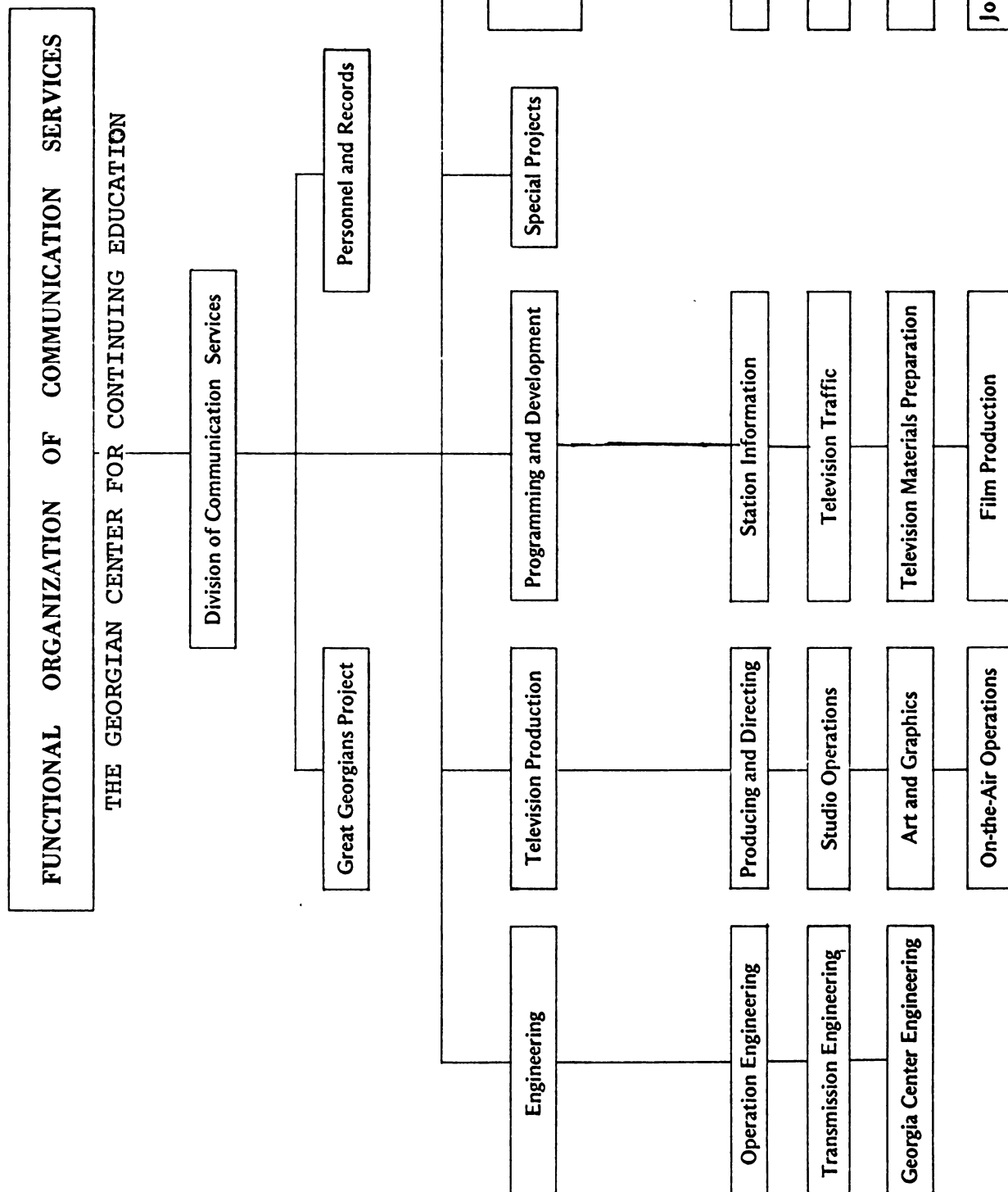
THE GEORGIA CENTER FOR CONTINUING EDUCATION

173

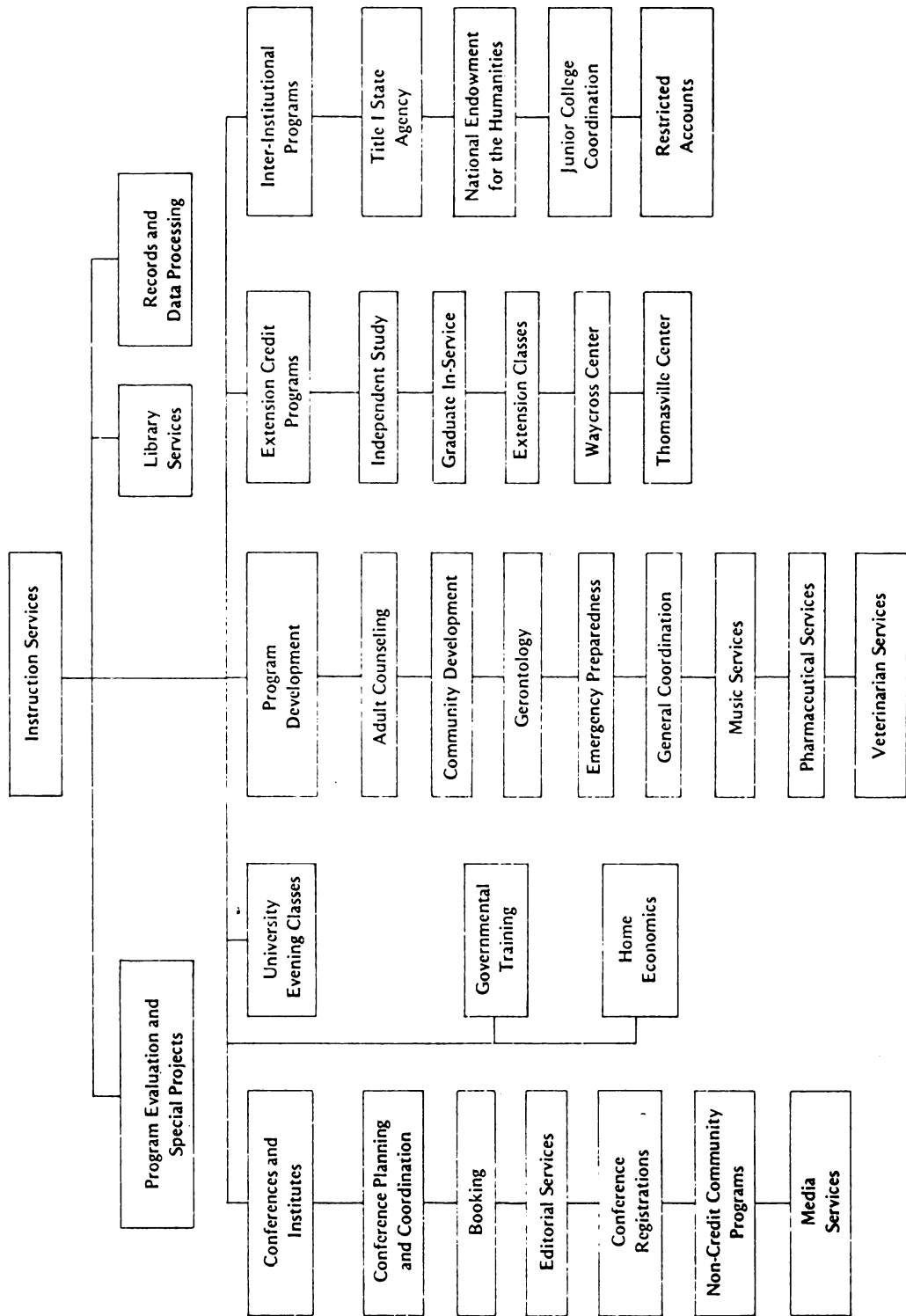


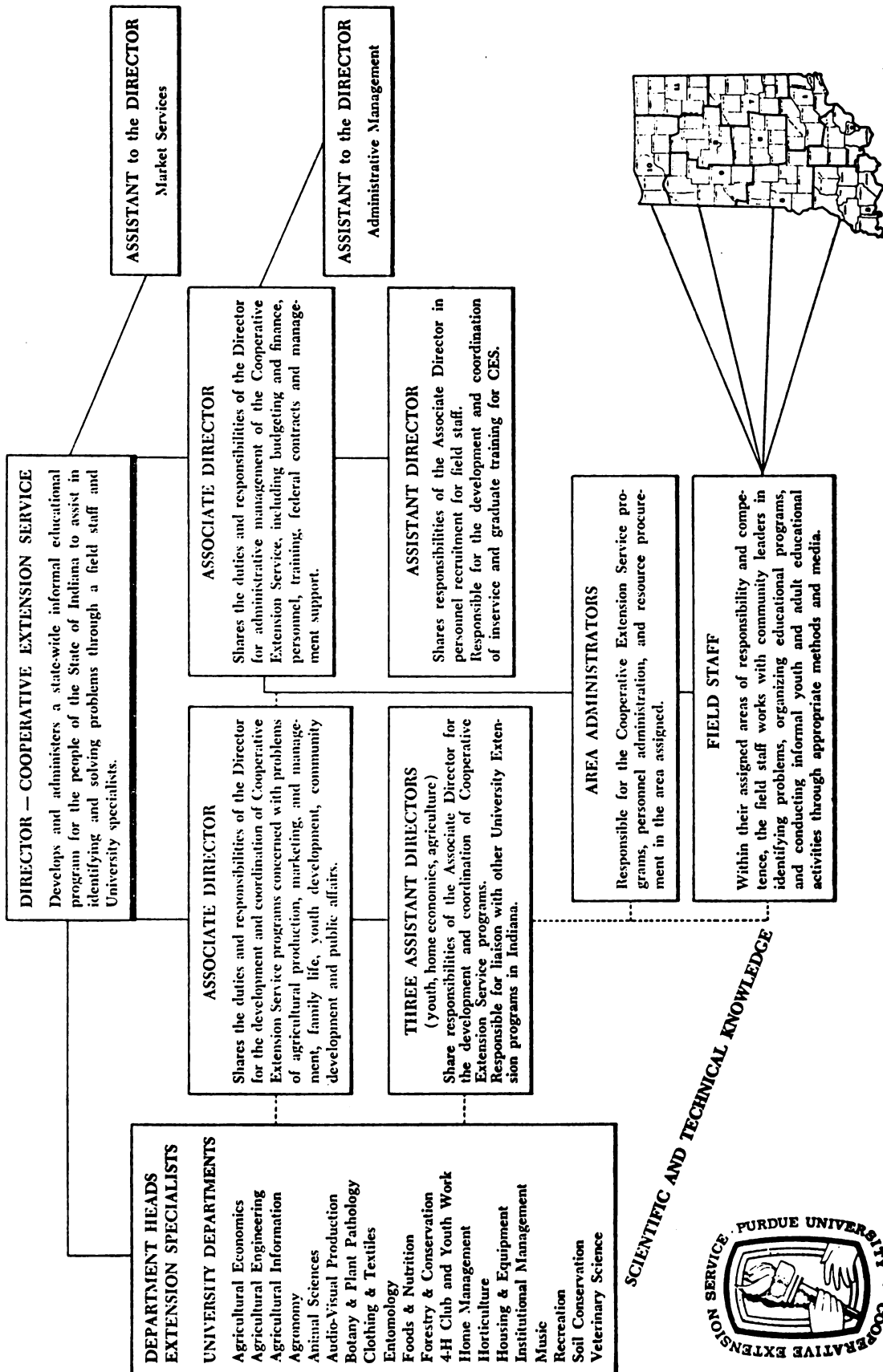
FUNCTIONAL ORGANIZATION OF MANAGERIAL SERVICES DIVISION
THE GEORGIAN CENTER FOR CONTINUING EDUCATION



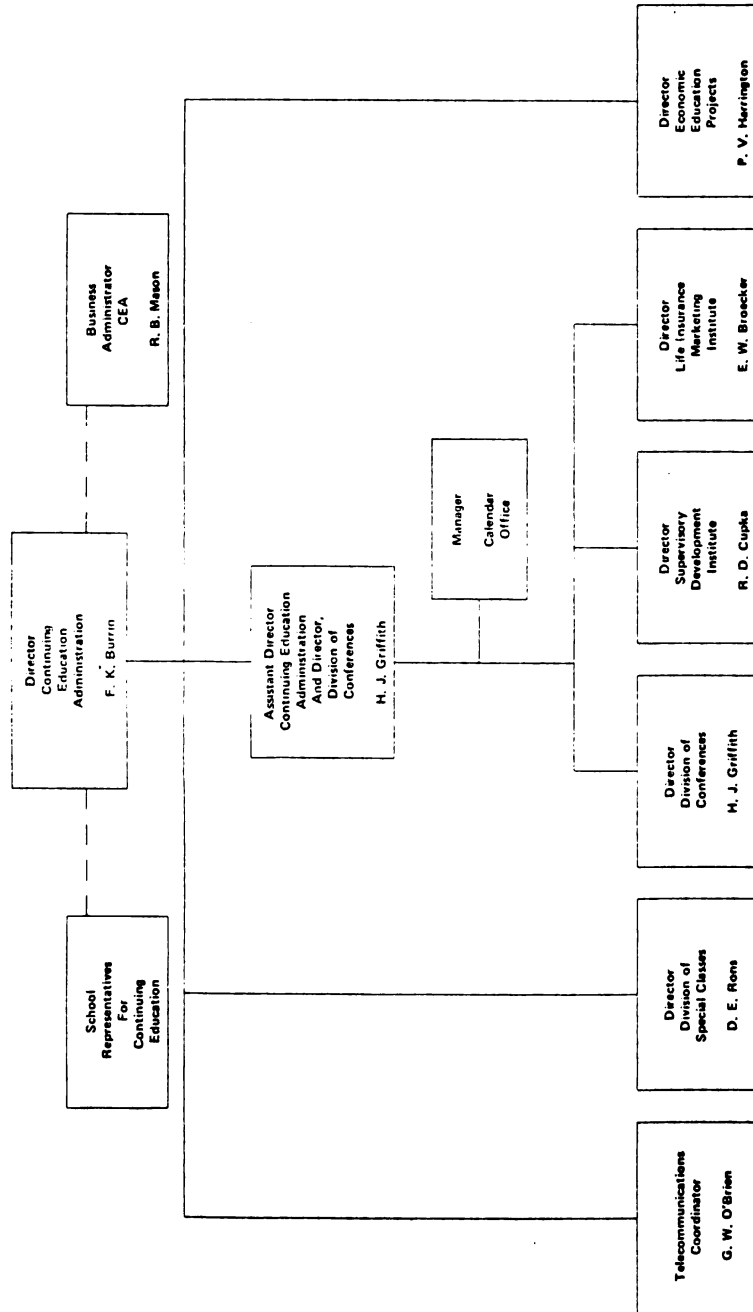


FUNCTIONAL ORGANIZATION OF INSTRUCTION SERVICES
THE GEORGIAN CENTER FOR CONTINUING EDUCATION





CONTINUING EDUCATION ADMINISTRATION PURDUE UNIVERSITY



Continuing Education
Purdue University
1 July 1975

IOWA STATE UNIVERSITY — ORGANIZATION CHART

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PHYSICAL EDUCATION FOR
PHYSICALLY HANDICAPPED
PHYSICAL EDUCATION FOR
PHYSICALLY HANDICAPPED
PHYSICAL EDUCATION
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AND HUMANITIES
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BOTANY
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COMPARATIVE SCIENCE
COSMETOLOGY
ECONOMICS
FOREIGN LANGUAGES
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JOURNALISM & MASS COMMUNICATION
LIBRARY SCIENCE
MATHEMATICS
METEOROLOGY
MILITARY SCIENCE
NAVY SCIENCE
PHILOSOPHY
POLITICAL SCIENCE
PSYCHOLOGY
PSYCHOLOGY & ANTHROPOLOGY
STATISTICS
ZOOLOGY & ENTOMOLOGY

SCIENCE & HUMANITIES RESEARCH INST.
HUMAN RELATIONS CENTER

COLLEGE OF AGRICULTURE
DEAN LEE ROY ARTHUR ROJNER

AGRICULTURAL ECONOMICS
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FOOD TECHNOLOGY
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COLLEGE OF ENGINEERING
DEAN DAVID R. BOUTMAN

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ARCHITECTURE
CIVIL ENGINEERING
ELECTRICAL ENGINEERING
ELECTRONIC ENGINEERING
ENGINEERING GRAPHICS
INDUSTRIAL ENGINEERING
MECHANICAL ENGINEERING
ENGINEERING SCIENCE & MECHANICS

ENGINEERING RESEARCH INSTITUTE

COLLEGE OF HOME
ECONOMICS
DEAN HELEN LAR NELSON

APPLIED ART
FAMILY ENVIRONMENT
HOME ECONOMICS EDUCATION
INSTITUTION MANAGEMENT
TEXTILES & CLOTHING

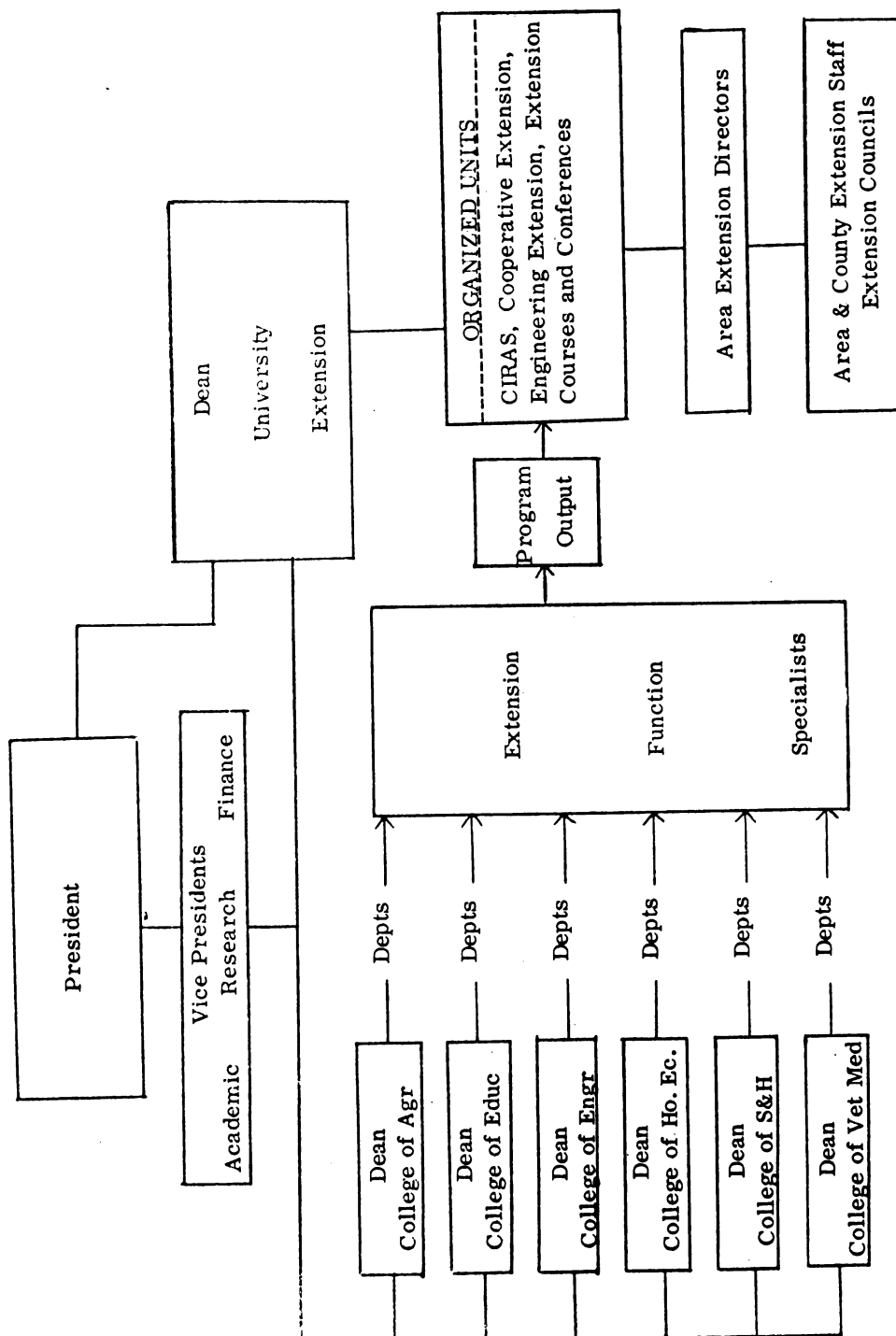
HOME ECONOMICS RESEARCH INST.

COLLEGE OF VETERINARY
MEDICINE
DEAN PHILLIP T. PEARSON

BIOMEDICAL ENGINEERING
CLINICAL LABORATORY
VET. CLINICAL SCIENCES
VET. MICROBIOLOGY & PREVENTIVE
VET. PATHOLOGY
VET. PHARMACOLOGY & PHARMACOLOGY

IOWA VET. MED. DIAGNOSTIC LAB
VET. MEDICAL RESEARCH INSTITUTE

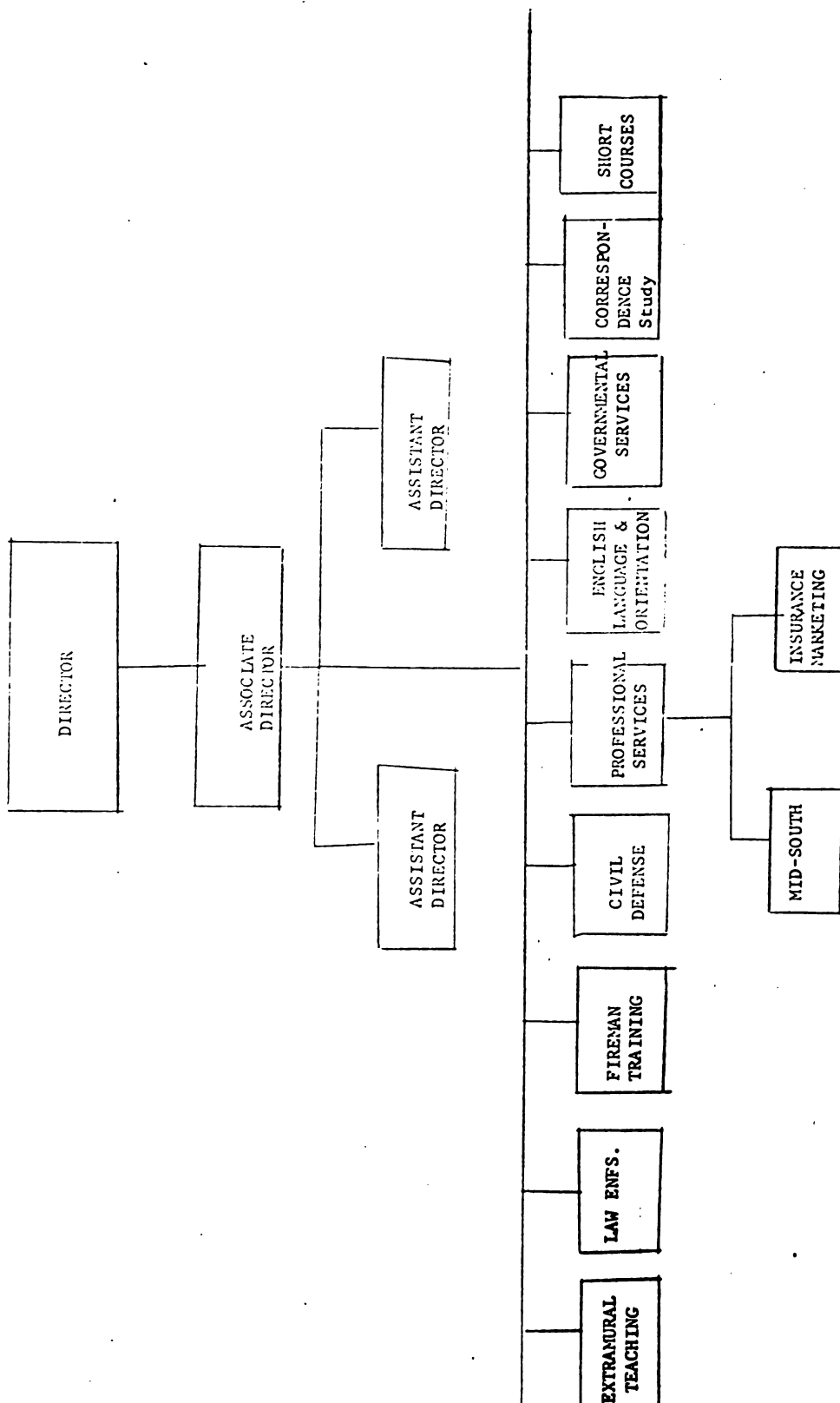
ORGANIZATION CHART FOR BUDGET AND PROGRAM
UNIVERSITY EXTENSION, IOWA STATE UNIVERSITY



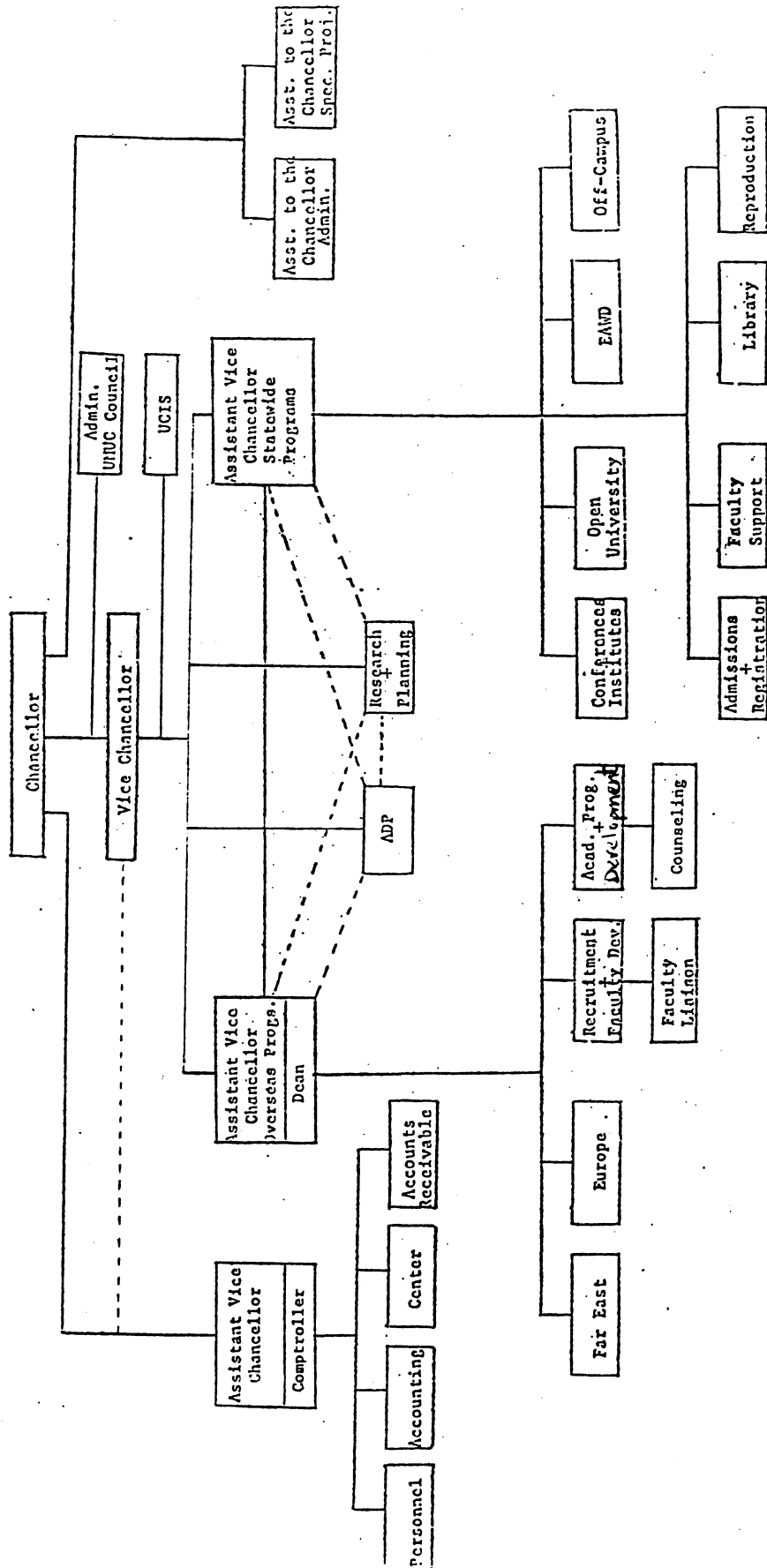
ORGANIZATIONAL CHART

DIVISION OF CONTINUING EDUCATION

LOUISIANA STATE UNIVERSITY





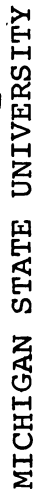


UNIVERSITY OF MARYLAND

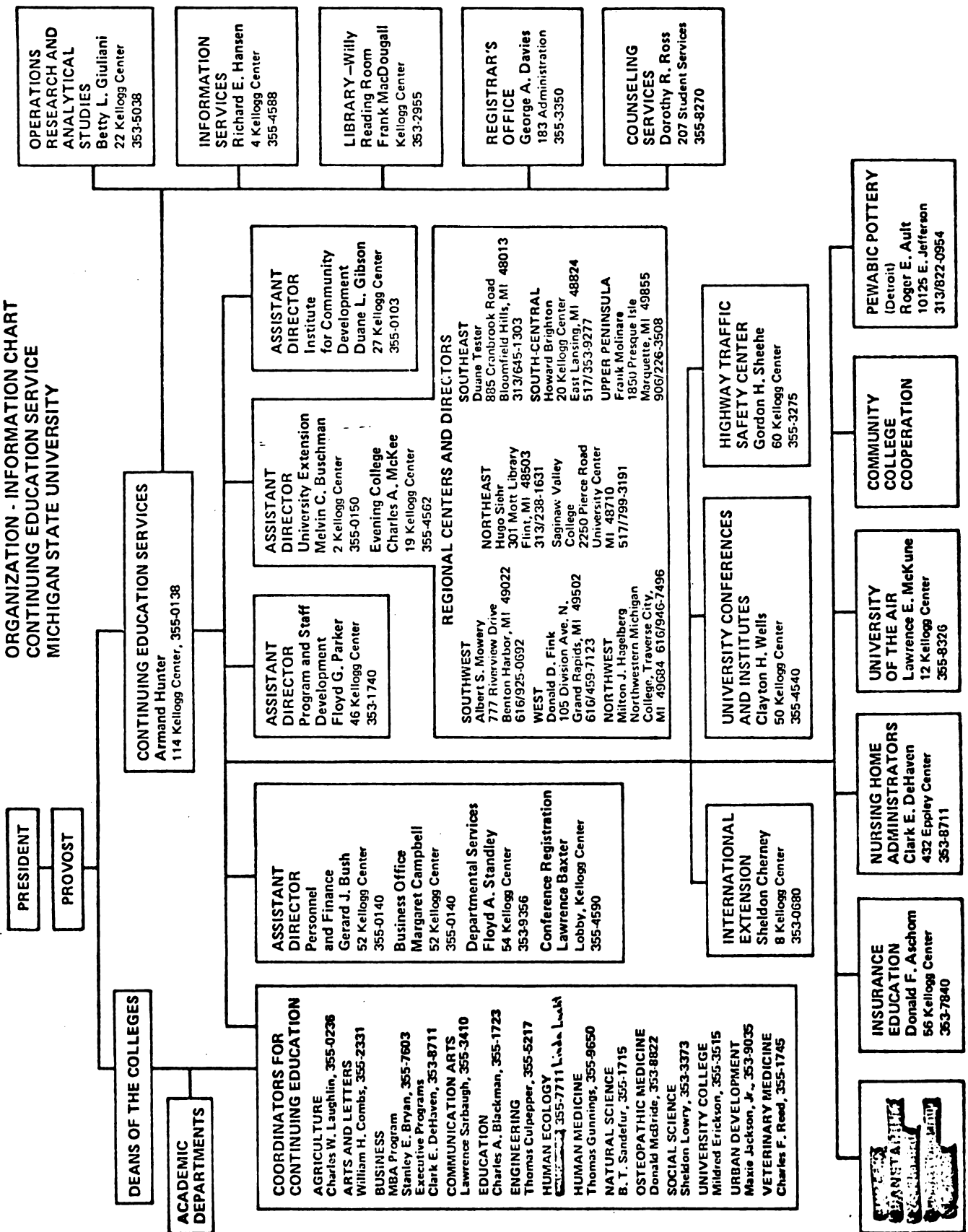
April 20, '76



Officer Functions and Responsibilities



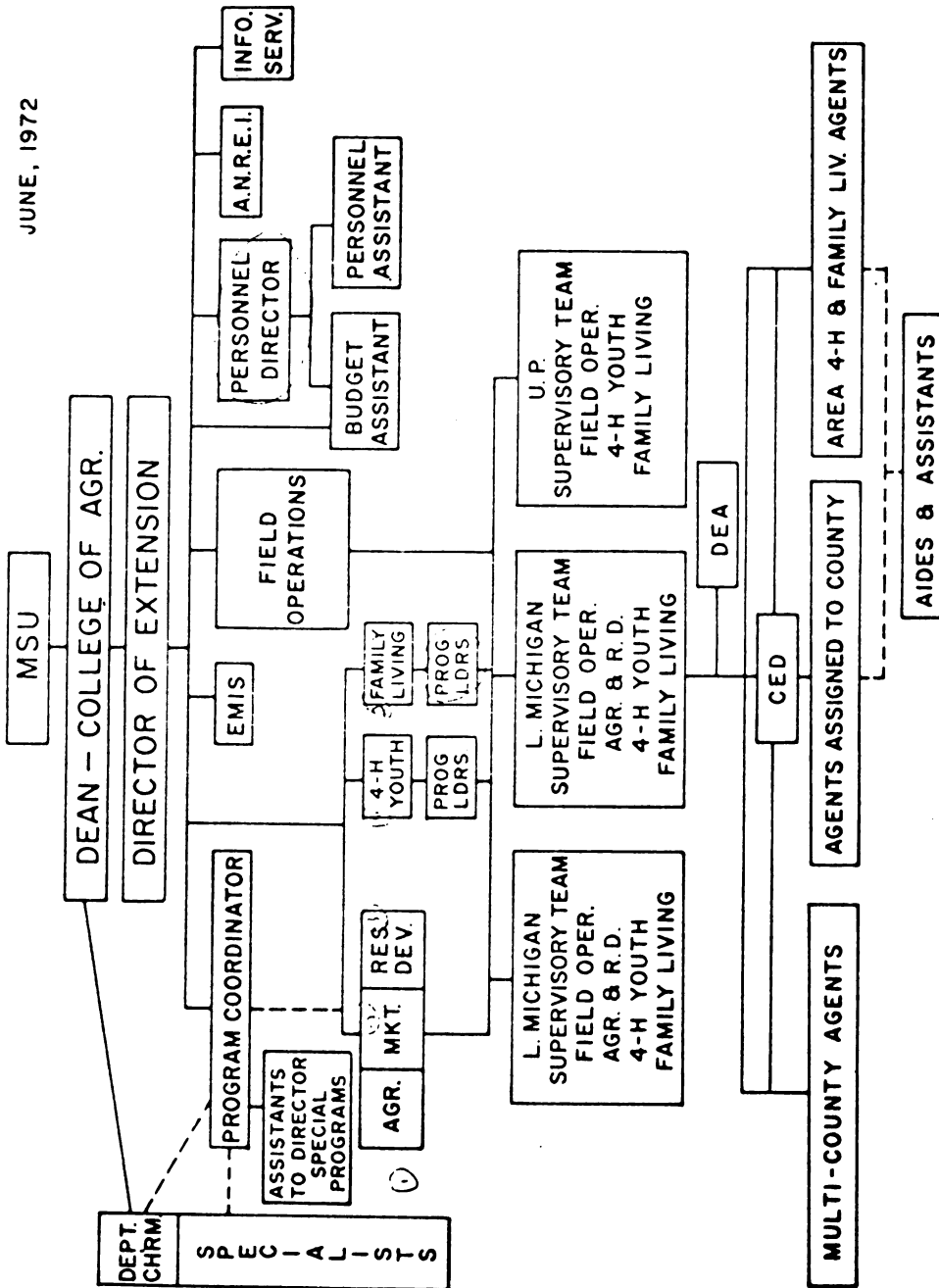






MICHIGAN COOPERATIVE EXTENSION SERVICE

JUNE, 1972

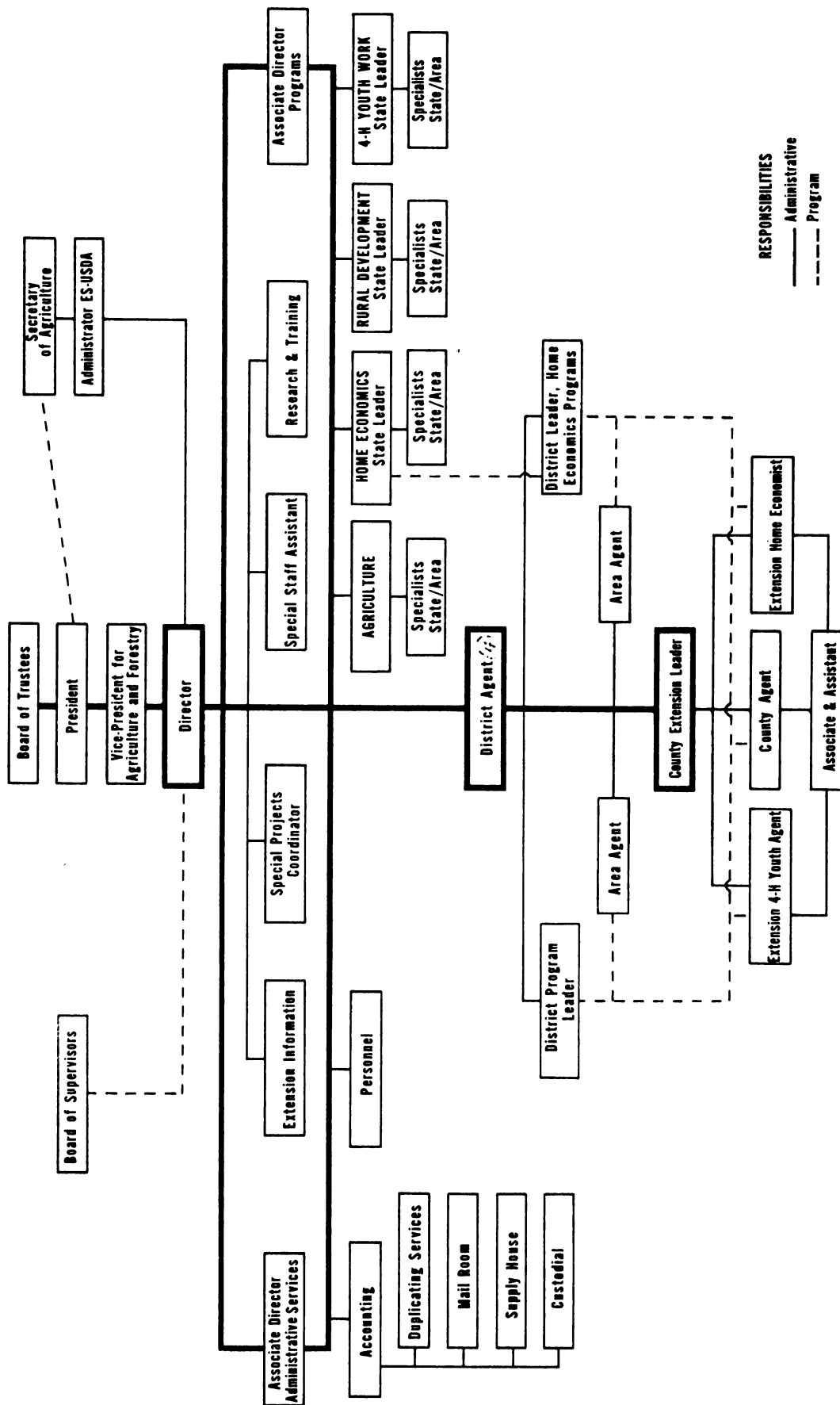


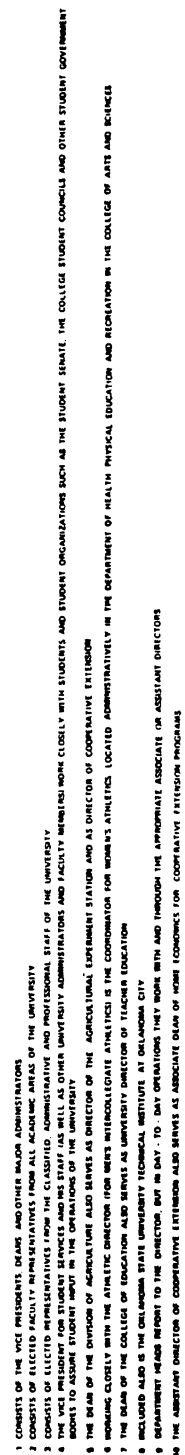


MISSISSIPPI STATE UNIVERSITY

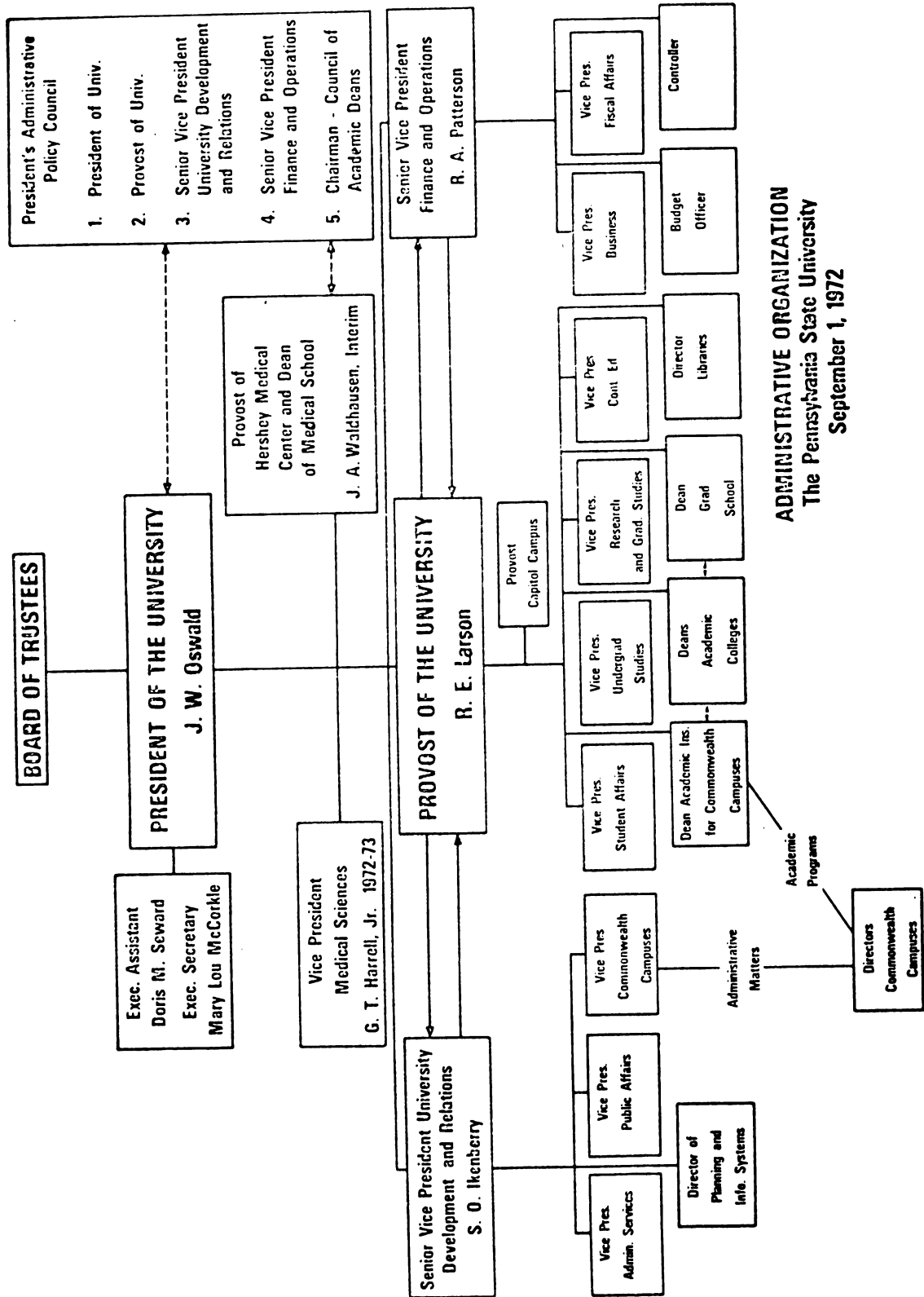
ORGANIZATION CHART

COOPERATIVE EXTENSION SERVICE MISSISSIPPI STATE UNIVERSITY JULY, 1973





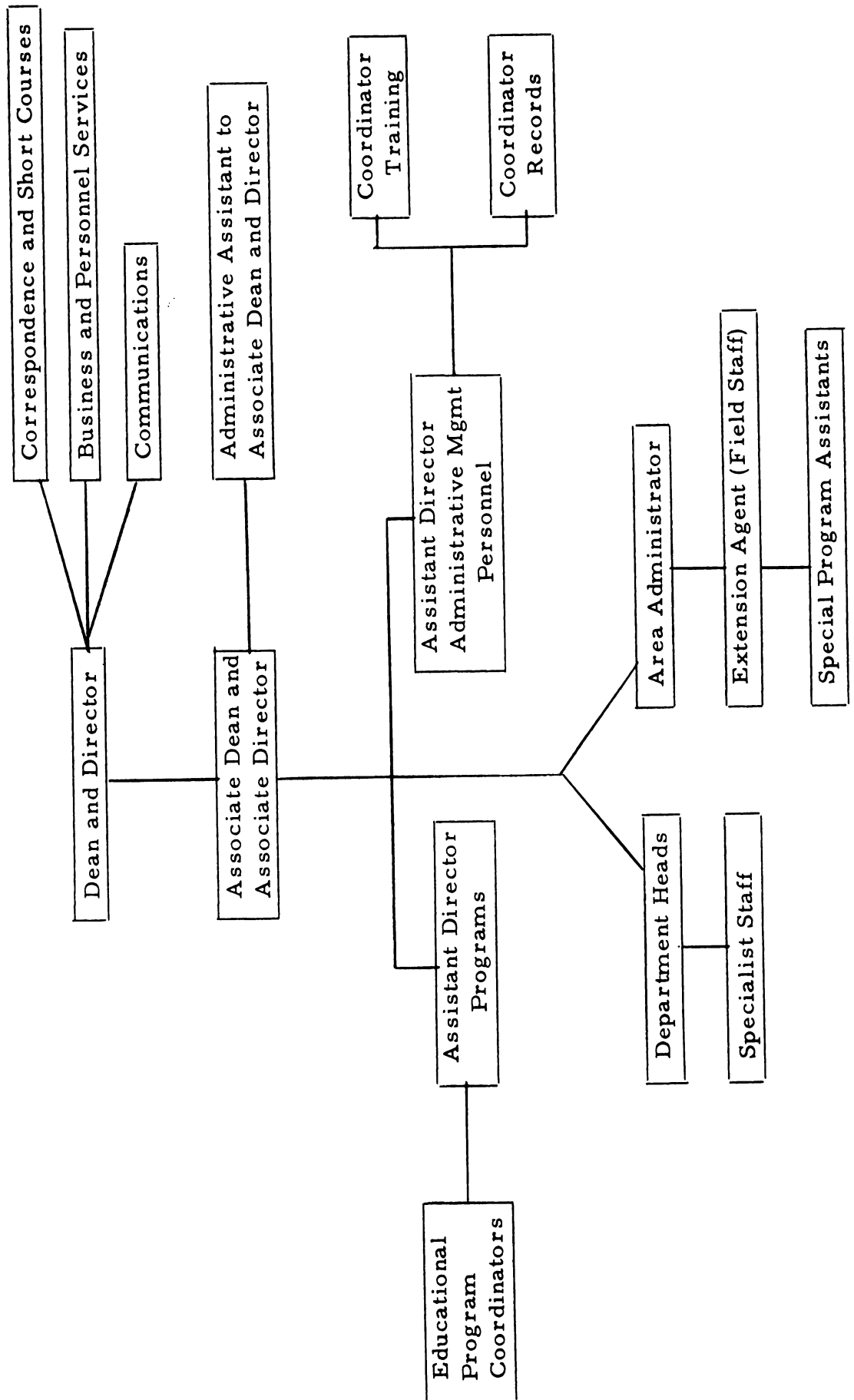




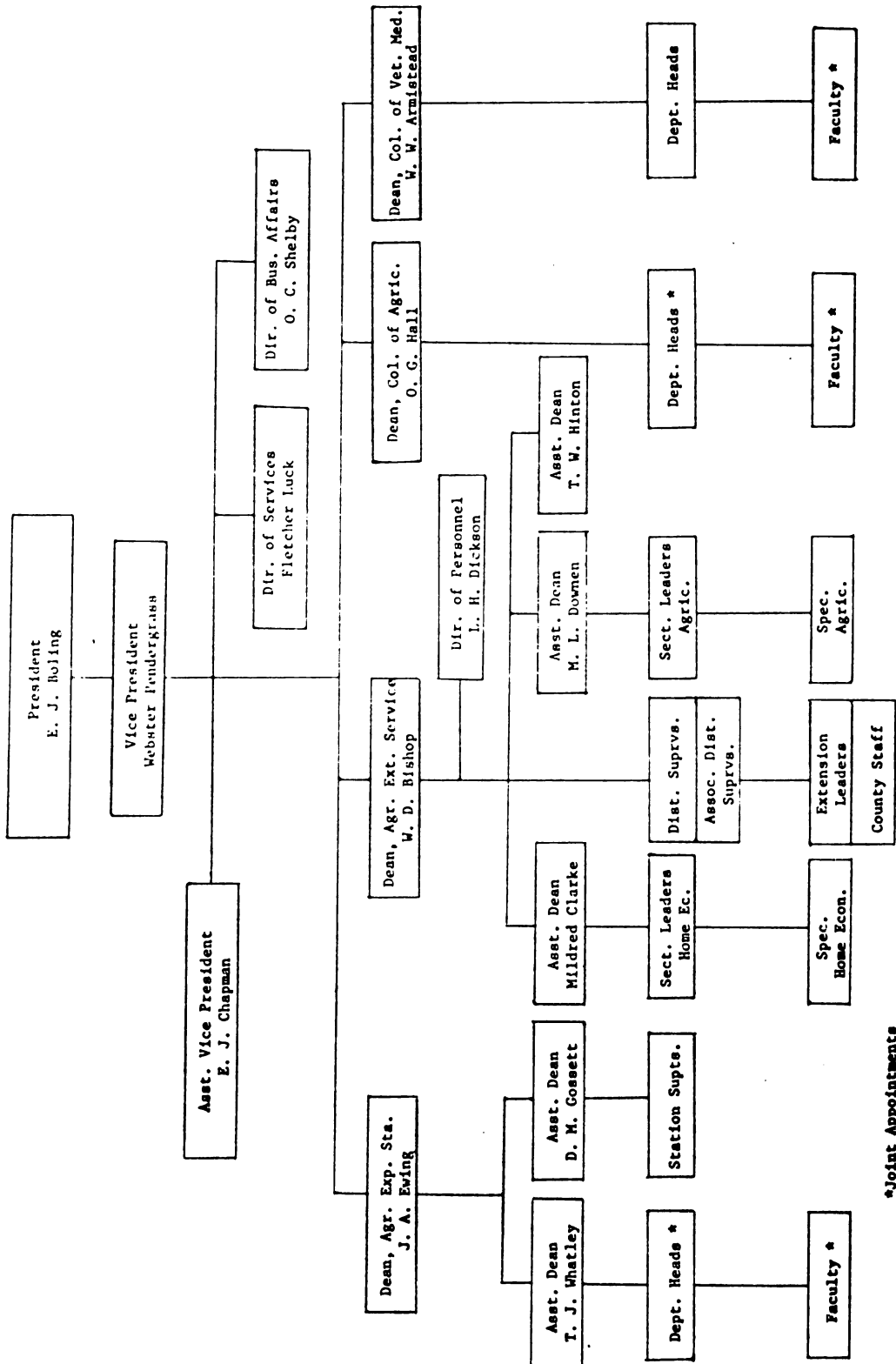
ADMINISTRATIVE ORGANIZATION
The Pennsylvania State University
September 1, 1972



ORGANIZATION CHART PENNSYLVANIA STATE UNIVERSITY

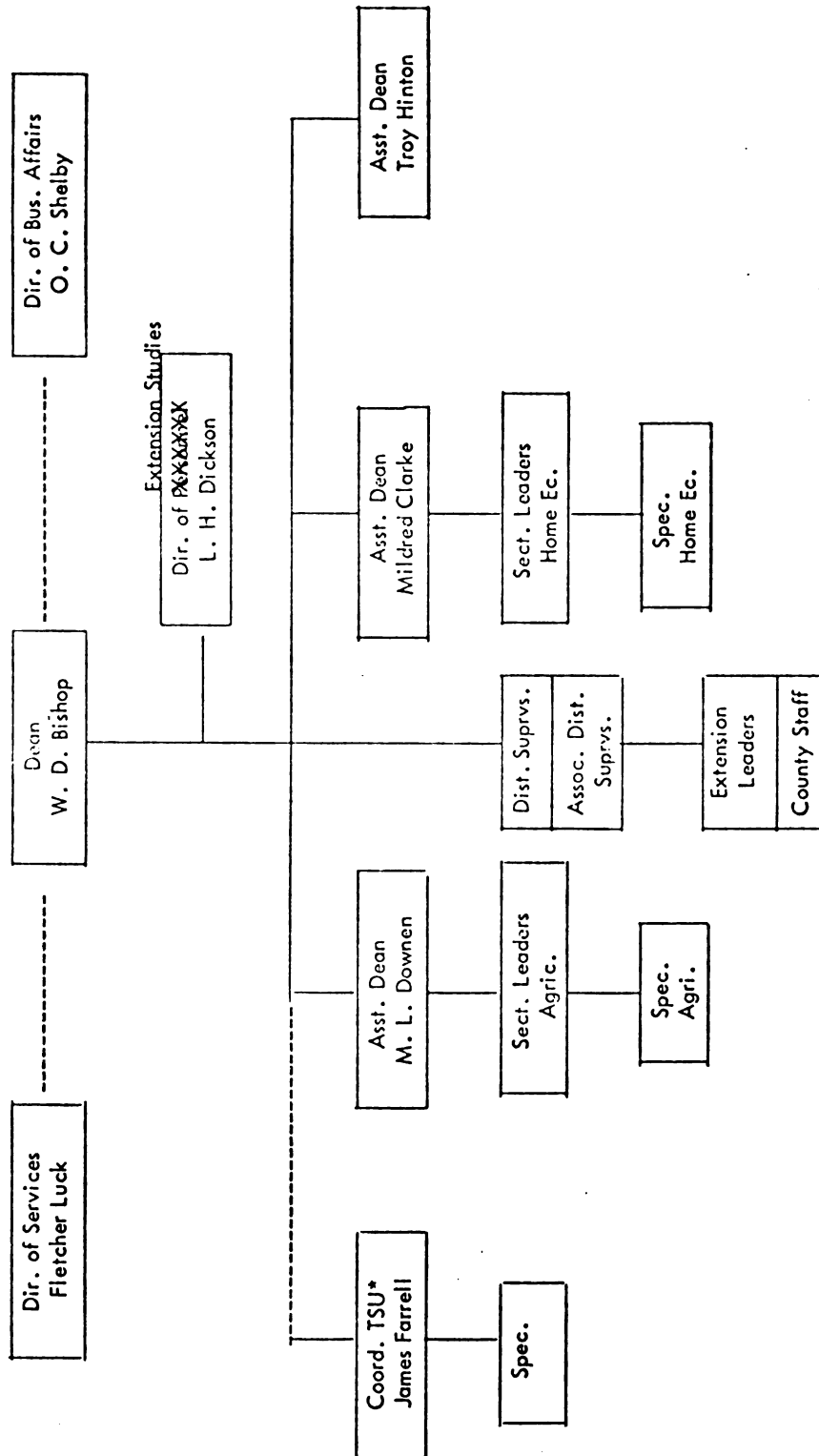


THE UNIVERSITY OF TENNESSEE
Institute of Agriculture



*Joint Appointments

THE UNIVERSITY OF TENNESSEE
Institute of Agriculture
Agricultural Extension Service

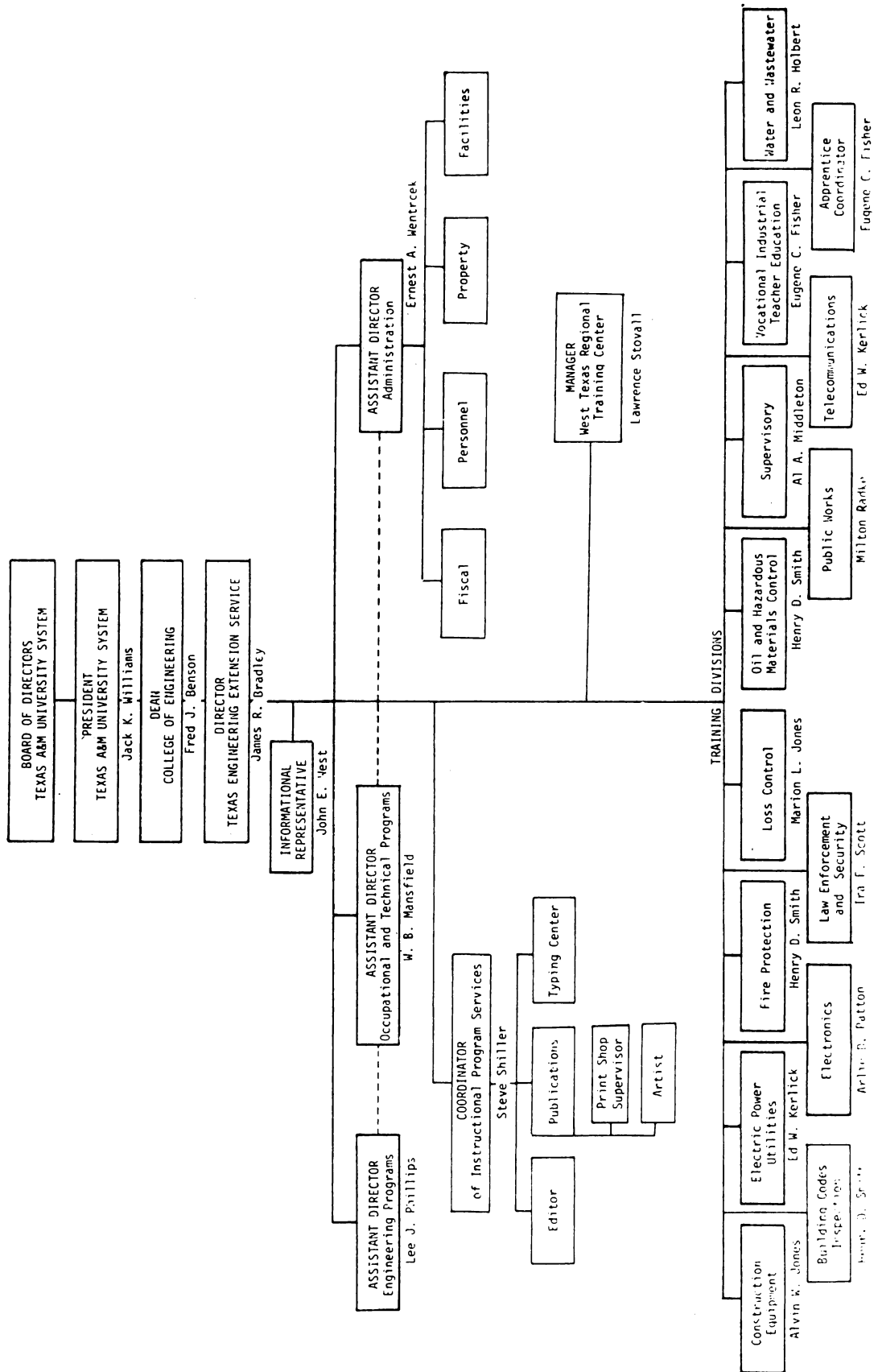


*County Extension personnel payrolled by Tennessee State University report through regular administrative channel of Extension Leader and District Supervisor

8/29/74

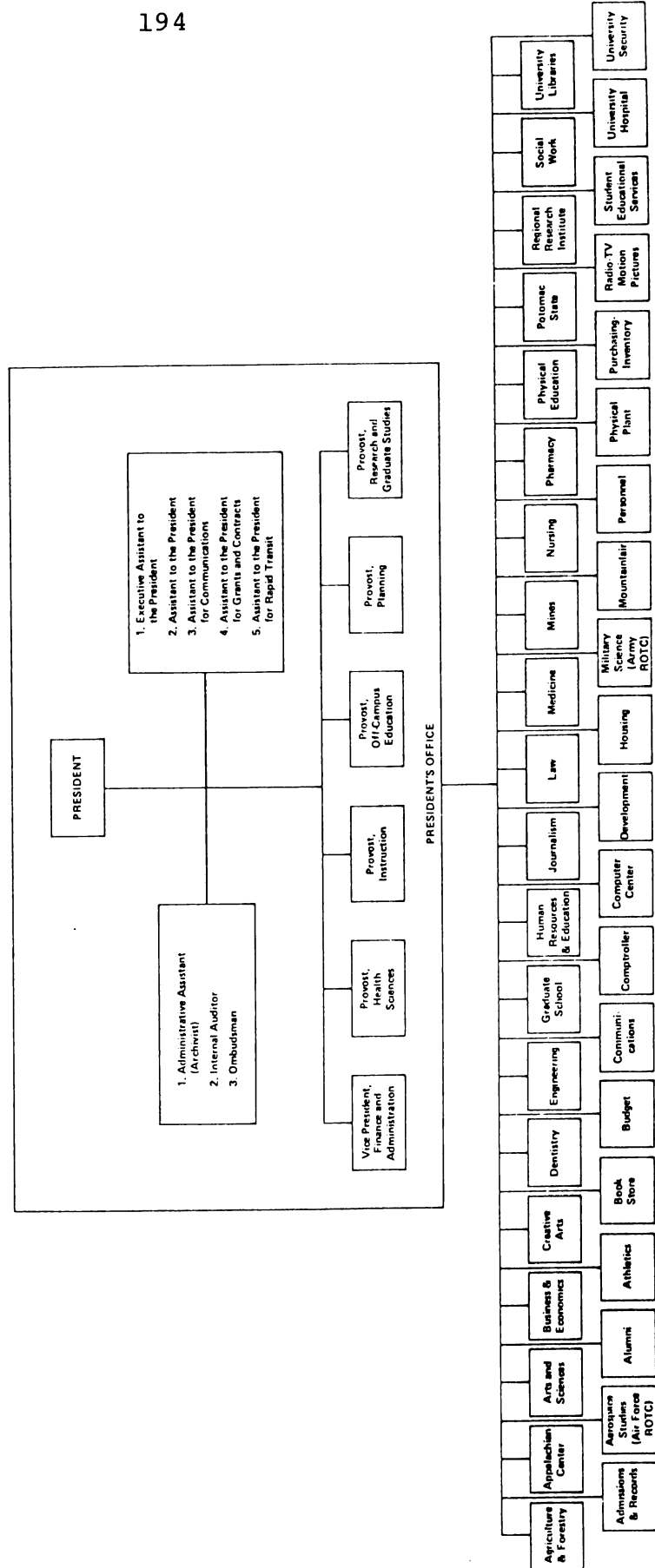


THE TEXAS A&M UNIVERSITY SYSTEM
TEXAS ENGINEERING EXTENSION SERVICE



ORGANIZATION WEST VIRGINIA UNIVERSITY

GENERAL UNIVERSITY ORGANIZATION



APPENDIX C

LIST OF LAND-GRANT INSTITUTIONS IN THE ASSOCIATION
MEMBERSHIP OF THE NATIONAL ASSOCIATION OF STATE
UNIVERSITIES AND LAND-GRANT INSTITUTIONS (1974)

APPENDIX C

List of Land-Grant Institutions in the Association Membership of the National Association of State Universities and Land-Grant Institutions (1974)

State	Institution
Alabama	Alabama A & M University Auburn University
Alaska	University of Alaska
Arizona	University of Arizona
Arkansas	University of Arkansas University of Arkansas, Pine Bluff
California	University of California System
Colorado	Colorado State University
Connecticut	University of Connecticut Connecticut Agricultural Experimental Station
Delaware	Delaware State College University of Delaware
District of Columbia	Federal City College
Florida	Florida A & M University University of Florida
Georgia	Fort Valley State College University of Georgia
Guam	University of Guam
Hawaii	University of Hawaii
Idaho	University of Idaho
Illinois	University of Illinois

State	Institution
Indiana	Purdue University
Iowa	Iowa State University
Kansas	Kansas State University
Kentucky	Kentucky State University University of Kentucky
Louisiana	Louisiana State University South University
Maine	University of Maine
Maryland	University of Maryland University of Maryland, Eastern Shore
Massachusetts	Massachusetts Institute of Technology University of Massachusetts, Amherst
Michigan	Michigan State University
Minnesota	University of Minnesota
Mississippi	Alcorn A & M College Mississippi State University
Missouri	Lincoln University University of Missouri
Montana	Montana State University
Nebraska	University of Nebraska
Nevada	University of Nevada, Reno
New Hampshire	University of New Hampshire
New Jersey	Rutgers, The State University
New Mexico	New Mexico State University
New York	Cornell University
North Carolina	North Carolina A & T State Univ. North Carolina State University

State	Institution
North Dakota	North Dakota State University
Ohio	Ohio State University
Oklahoma	Oklahoma State University Langston University
Oregon	Oregon State University
Pennsylvania	Pennsylvania State University
Puerto Rico	University of Puerto Rico
Rhode Island	University of Rhode Island
South Carolina	Clemson University South Carolina State College
South Dakota	South Dakota State University
Tennessee	Tennessee State University University of Tennessee
Texas	Prairie View A & M College Texas A & M University
Utah	Utah State University
Vermont	University of Vermont
Virgin Islands	College of Virgin Islands
Virginia	Virginia Polytechnic Institute and State University
Washington	Washington State University
West Virginia	West Virginia University
Wisconsin	University of Wisconsin
Wyoming	University of Wyoming



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