

THE UNIVERSITY OF WISCONSIN SYSTEM
Office of Academic Affairs

Academic Information Series 5
(ACIS-5)

ADMINISTRATIVE GUIDELINES for UW SYSTEM
IMPLEMENTATION OF REGENT POLICY ON
INTEGRATION BETWEEN UW-EXTENSION
AND THE UW INSTITUTIONS

March, 1983

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ADMINISTRATIVE GUIDELINES FOR UW SYSTEM IMPLEMENTATION
OF REGENT POLICY ON INTEGRATION BETWEEN UW-EXTENSION
AND THE UW INSTITUTIONS

"Integration of the extension function" means institutionalization of the principle that extending a university's knowledge base to benefit the state and society at large should be an integral function of its Departments, Colleges, and Schools, comparable in importance to resident instruction and research. This does not mean either that each faculty or academic staff member will be involved in outreach programming or that such programming will necessarily be the sole responsibility of certain faculty or academic staff. It does mean that outreach planning and programming will be a conscious part of all their thinking and will be appropriately recognized in faculty and academic staff policies and procedures and in the decision-making process related to appointments, promotions, retentions/non-retentions, salary adjustments, workload assignments, and academic planning.

The intent of the Regent policy on integration* is to improve and expand extension programming. This requires (1) that a coordinated and cooperatively developed statewide long-range plan for the UW System extension effort be developed; (2) that extension programming carried out by any of the UW System institutions be compatible and consistent with that long-range plan; and, (3) that the seven criteria identified in the Regent Report on Extension (p.4, #9) be used to determine institutional involvement.

The following guidelines are based upon the Regent policy of encouraging the integration of the extension function with UW System institutions under the leadership of UW-Extension. Because these guidelines have been developed in response to Regent policy, they necessarily use the term integration in a somewhat narrower, yet compatible sense. They are intended to guide the process of gradual transfer of UW-Extension faculty and academic staff into units within a campus structure, along with the transfer of the responsibility for extension functions performed by them. Although the guidelines focus on this narrow mechanical process, it should be viewed as only a preliminary although critical step toward fulfillment of a broader concept.

Every step in integration involves the careers of dedicated professionals and important long-range program responsibilities of UW institutions. Budget arrangements must assure sufficient continuity to protect the individual and to permit institutions to meet fully their tenure commitments and program planning objectives.

While these guidelines emphasize the responsibility of Chancellors** for all phases of integration, it is assumed that within the context of the acceptable administrative procedures of the respective institutions, program discussions and decisions will be undertaken at dean and department levels.

*Report of the Special Regent Study Committee on Extension (1982)(Appendix A).

**Chancellor = Executive Dean in UW Centers Unit

University UW = Centers = Institution

The guidelines establish broad general parameters for all integration efforts. As the UW System gains experience with the integration effort, these guidelines will be modified to reflect that experiential component.

1. Planning and Coordination Responsibilities

UW-Extension has been assigned the leadership responsibility for statewide program coordination and planning of the extension function. The Chancellors of the other UW institutions will work with the Chancellor of UW-Extension in developing and maintaining a coordinated, statewide extension plan.

- A. At each UW institution the Chancellor will be involved in all aspects of integration and will Jointly, with the Chancellor of UW-Extension approve annual program plans defined in the interinstitutional agreements and will monitor the extension efforts during the year. Prior to the end of each year, the UW-Extension Chancellor and each participating Chancellor will review the achievements of the agreed upon programs. Such reviews provide the context, in part, of the next interinstitutional agreement and provide an indication of the effectiveness of integration.
- B. Programming and staffing for extension in any specific field will be developed only with a UW institution that has an assigned mission in that field. An institution's mission for noncredit programs of continuing education in classroom or through educational media or for participation in the organized state network of technical assistance in technology transfer, is defined by its mission statement and its approved degree programs and program entitlements as authorized by the Board of Regents.
- C. The Chancellor of Extension shall annually review the program of extension and outreach activities in the UW System, including those not covered in formal interinstitutional agreements, to insure that a coordinated and responsive statewide extension program is available to the people and institutions of Wisconsin.
- D. The System Advisory Committee on Outreach (SACO) will be assigned the responsibility for maintaining communications and discussions to minimize unnecessary duplication in program offerings.
- E. Plans for institutional credit-bearing programs within their primary service areas as set forth in Academic Information Series #3 (ACIS-3) need not be reviewed by UW-Extension and are not subject to statewide coordination.

II. Personnel

- A. Each UW System institution shall review its personnel policies and procedures to give greater assurance that the contributions of the faculty and academic staff involved in the extension function are appropriately recognized.

- B. The process of integrating UW-Extension faculty and academic staff into UW institutions will conform to the academic policies and follow the established personnel procedures at each institution, be approved by the President, and reported to the Regents. Integration should occur at the School, College, or Departmental level. Any assignment of Extension faculty and academic staff in units of a campus other than its previously existing Schools, Colleges and Departments shall be viewed as transitional in nature.
- C. When integration involves faculty with probationary or tenure appointments, UW-Extension and the integrating UW institution must negotiate long-term personnel commitments. (see IV.A.)
- D. UW-Extension faculty shall be granted their current rank and tenure status within the institution in which they are-integrated. UW-Extension academic staff shall be granted their current academic staff statue and salary level within the institution in which they are integrated.
- E. Faculty and academic staff integrated with a UW institution (1) will have those rights and responsibilities possessed by all other faculty and academic staff as defined by the policies and procedures and other governance documents of the institution; and, (2) will be subject to said policies, procedures and governance documents.
- F. Should a vacancy occur in an integrated position, either by death, resignation, retirement or reassignment, a decision on continuation of the particular extension function being performed will be made following discussions between the two Chancellors involved. Participants in such discussions must recognize that in an integrated department, changes in any extension position may have an impact on how teaching and research commitments are met. At the same time, no functions or positions can be allocated to an institution in perpetuity; analysis of each position vacancy will be one of few ways to achieve budget and personnel flexibility to meet changing needs.

If the extension function is to be continued, the position can be refilled by outside recruitment or by reassignment of presently available faculty. Whichever alternative is chosen, the recruitment responsibility and ultimate personnel decision rests with the UW institution into which the function has been integrated, after necessary consultation with the UW-Extension Chancellor.

- G. In order to encourage greater integration of faculty and academic staff in General Extension with the institutions, when a position becomes vacant the functions performed through it should be met insofar as possible through the appointment or assignment of campus-based faculty or academic staff. Only if the function is one that cannot or should not be performed within an existing campus academic unit should a General Extension position be perpetuated.

III. Extension Programs

- A. In performing the general extension function, each institution will have the responsibility for program identification, content, implementation, academic quality and accountability within the context of Section I. All cooperative extension programs are federal/state/county-related and planning is one statewide planning process. They are submitted to the USDA and require Dean/Director of Cooperative Extension and USDA approval.
- B. Statewide planning and coordination of program areas will be the responsibility of UW-Extension in cooperation with the other UW Chancellors (See introduction to Section I, p.2).
- C. Each Chancellor will assume responsibility for extension program implementation and for the budget associated with those programs at his/her University. Unless major changes in program plans are contemplated, the campus Chancellor shall be authorized to approve any adjustments within the functions to which resources are assigned in order to facilitate effective programming during the year. Major changes in program plans will require review and approval by both Chancellors. Major changes in cooperative extension program plans will require review and approval by the administrator of the Cooperative Extension Service and the administration of Extension Services, USDA.

IV. Budget

- A. A program and budget process will be implemented whereby funds will be allocated from UW-Extension to institutions based on annual interinstitutional agreements reached between the Chancellor of UW-Extension and the Chancellor of each institution involved. Interinstitutional agreements may include three types of commitments: (1) annual commitments to faculty and staff for short-term projects and activities and their program support to implement agreed-upon programs, (2) continuing fiscal support for tenured and probationary faculty (and their program support) with specific long-term assignments to extension activities, and (3) longer term commitments which might support continuing education activities not permanently identified with specific individuals. Allocations based on these long- and short-term commitments will be administered through the UW institutions' faculty and administrative structures.
- B. All allocated resources from UW-Extension must be expended by the institution in support of the extension function. Program revenue generated in excess of the projections contained in the interinstitutional agreement should, whenever possible, be expended for extension activities at that university. Likewise, all deficits which occur will be that university's responsibility. Excesses and deficits are expected to balance out over a three-year period. Chancellors must have some flexibility in this regard, similar to their current responsibilities for the instructional budget, recognizing that their stewardship in extension will be accounted for as part of the annual reviews.

- C. Following the approval of an interinstitutional agreement by the Chancellors and the allocation of resources from UW-Extension, an accounting mechanism will be set up whereby the institution exercises its responsibility to balance all accounts (expenditures and receipts) by the UW-Extension divisional (i.e., General Extension and Cooperative Extension) structure and furnish fiscal information for the annual review of the interinstitutional agreement (see I.C., V.B. and C.). However, funds need to be separately identifiable for accountability purposes.
 - D. When unanticipated state or federal budget reductions are imposed, the Chancellor of UW-Extension will communicate the magnitude of the reduction in percent and dollars to the other Chancellors concerned. Each university will then have the responsibility for internally managing the reduction of funds allocated to it and of providing the Chancellor of UW-Extension with a report on how the reductions have been handled.
 - E. Any steps in integration should include provision for the necessary administrative and support services, whether through shifts of resources and functions or through continued provision of these services through UW-Extension.
- V. Accountability Review
- A. The final level of responsibility and accountability for UW System resources dedicated to the extension function is in the office of the Chancellor of UW-Extension under delegation from the UW System and the Board of Regents.
 - B. Each Chancellor will include a review of his/her extension programming and resource needs as part of the annual budget/academic program meeting with the President of the University of Wisconsin System. The UW System Office of Academic Affairs will monitor the coordinated plan for extension programming, annual budgets, and biennial budget submissions, and any unresolved jurisdictional disputes will also be dealt with at the System level.

The Regent Study Committee is not unmindful of the heavy responsibility being given the Chancellors of the UW institutions to work cooperatively in developing a systemwide extension plan and the specific responsibilities given the Chancellor of UW-Extension. It is expected that the concept of a systemwide, coordinated approach to providing extension programming in response to clientele needs will be supported by the Chancellors and faculties of each institution. It is essential that a positive cooperative environment be established and maintained and that the resources of the state, which are entrusted to the UW System, be utilized in ways which avoid unnecessary duplication and excessive administrative costs, and are directed to responding to the high priority needs of the System and the state.

In concluding this report the Special Regent Study Committee on Extension would like to extend its thanks and appreciation to the many individuals and groups who made written and oral contributions to our study effort. The Committee especially would like to compliment the administration, faculty and staff of UW-Extension for their patience and understanding during the past three years of rather intensive review and analysis of their institution and its functions. They provided any and all information requested in comprehensible form. It enabled the Committee to develop a greater understanding and appreciation of the quality of the personnel and the programming which they have historically provided and continue to provide to the citizens of this state and nation.

REPORT OF THE SPECIAL
REGENT STUDY COMMITTEE
ON
EXTENSION

Submitted to Board of Regents
on
April 9, 1982

The Report of the Special Regent Study Committee on Extension

In the State 1979-81 Biennial Budget Act the Wisconsin Legislature mandated that the Board of Regents report on three aspects of the University of Wisconsin-Extension: (1) the prospects for federal funding of cooperative extension, and plans for dealing with those prospects; (2) the method the Board uses to insure that its priorities are reflected in decisions to reprogram public service funds within UW-Extension; and (3) the progress made in implementing UW-Extension's continuing education fee policy, and areas in which that policy could be improved. The first of these studies concerning cooperative extension funding was delivered to the Legislature and Governor in November, 1979. The reports on the reprogramming of public service funds and the continuing education fee policy of UW-Extension were submitted to the Legislature and the Governor in June of 1980.

Regent review of UW-Extension in 1979-80 raised a number of issues which were peripheral to the immediate legislative mandates but of such significant concern to the Board that the President of the Board appointed a special committee to review them. Issues of concern included, for example, questions related to rank and tenure for community faculty, organizational concerns and fee policy.

The Special Regent Study Committee on Extension was appointed in July, 1980 and initiated its study by holding a number of public hearings. Hearings were held between September 4, 1980 and December 4, 1981. In addition, the Special Study Committee reviewed numerous studies and memoranda on the subject.

On May 4, 1981 the Regent Study Committee requested of President Robert M. O'Neil that he consider the appointment of a President's Advisory Group on Extension (PAGE) composed of UWS faculty and administrators. It was to review and synthesize all the information that had been generated by the Regent Study Committee plus a number of other reports and documents which were in the process of being developed within UW-Extension and between UW-Extension and UW-Milwaukee and to provide recommendations to the President. On May 9, 1981, President O'Neil appointed the President's Advisory Group on Extension. That body provided the President with advisory recommendations in December of 1981. On February 4, the Regent Study Committee received a report and set of recommendations from President O'Neil. These recommendations reflected the President's study of several documents submitted to him, including the report of the President's Advisory Group on Extension. At the Board of Regents meeting on February 5, the Chairman of the Regent Study Committee invited comment and reaction to President O'Neil's recommendations and asked that it be available by February 19. The Committee has received a substantial number of comments from faculty and administrators within UW-Extension and from faculty and administrators at other UW System institutions. In addition, individuals and groups outside the UW System have also responded. Each member of the Regent Study Committee has reviewed these comments and the Committee is now prepared to submit its recommendations for consideration by the Board of Regents.

Prior to setting forth the Regent Study Committee's recommendations it is important to note that it has based them on the same assumptions which President O'Neil included in his report of February 4. The Regent Study Committee endorses the assumptions which are as follows:

- "(a) A reaffirmation of the University of Wisconsin System commitment to the Wisconsin Idea.
- (b) Improvement of a coordinated statewide extension function within the University of Wisconsin System.
- (c) Development of a statewide coordinated plan for extension which would provide a learner focus and better understanding, for both internal and external observers, as to what Extension is and is not, how Extension resources are being used, where future needs appear to be, and how we plan to respond to those needs.
- (d) Enhancement of the interinstitutional relationships between UWEX and the UW System institutions by providing more meaningful institutional involvement in needs assessment, program priority setting, and programming and budget responsibility.
- (e) Reduction in administrative costs and streamlining of administrative and program decision making within UWEX, while avoiding unnecessary duplication and increased administrative costs at the institutional levels.
- (f) Continuation of the strong, historical relationships with county governments and other state and local agencies, thereby continuing to extend the capacity of our universities to resolve problems and improve our society.
- (g) Enhancement of the general faculty understanding of the Extension function, so that appropriate recognition may be given when personnel questions are being reviewed."

Based on these assumptions, the Special Regent Study Committee on Extension recommends that the Board of Regents:

1. Reaffirm the historic commitment of the UW System to the Wisconsin Idea. The extension function is essentially one of utilizing university resources beyond the classroom for the benefit of the state and society at large. The university has a long history of success in seeking new ways of serving the citizens of the state. The decade of the 80's will bring increased demand for extension services, which will require more institutional involvement if that expanded need is to be addressed. Institutional involvement and commitment to extension will require that all faculty and departments commit themselves to the enhancement of the extension function as they have to teaching and research.
2. Resolve that University of Wisconsin-Extension should continue as an institution of the University of Wisconsin System with the chief administrator's title continuing to be that of Chancellor. (Using the authorization to recruit for a "chief administrative officer" previously approved by the Regents, the Search and Screen Committee is directed to proceed as rapidly as possible to seek a new chancellor who might take office as early as July 1, 1982.)

3. Further emphasize the University of Wisconsin System's commitment to a systemwide, coordinated extension effort by requesting that UW System Administration monitor, from a System perspective, the extension programs offered by the institutions of the UW System and review annual program plans and budgets, and biennial budget submissions. System Administration will not assume operational responsibility, but will mediate any unresolved interinstitutional disputes.
4. Assign the leadership responsibility for program coordination and statewide planning of the UWS extension function to the Chancellor of UW-Extension. In cooperation with the Chancellors of the other UW System institutions, the Chancellor of UW-Extension shall develop and maintain a coordinated, statewide extension plan. In this context, annual plans for campus-based noncredit programs within the region must be reviewed by UW-Extension to ensure the needed degree of coordination and compatibility of program offerings with institutional mission.
5. Encourage integration of existing UW-Extension faculty with faculties of the other institutions of the UW System. Steps toward such integration should begin as soon as feasible. Any plans for integration of UW-Extension faculty into campus departments or other units must be approved by the appropriate faculty and administrative review bodies of each institution involved, be approved by the President's office, and reported to the Regents. In order to encourage greater integration of faculty and staff in general extension with the institutions, when a position budgeted to UW-Extension becomes vacant the needs it served should be met insofar as possible through campus-based faculty. Only if those needs cannot be met within existing campus academic units should a general extension position be perpetuated. Further, the expression "integration" is expanded, where appropriate, to include the concept of bringing together in a meaningful way each university's administration and faculty in planning and coordinating its extension efforts and in establishing appropriate planning and programming models.
6. Encourage the use of interinstitutional committees to review existing interinstitutional agreements and to initiate steps toward integration of faculties. These committees may also address such issues as needs assessment, program priorities, budget, and personnel policies and make recommendations leading to new interinstitutional agreements between UW-Extension and the other institutions.
7. Support move toward integration of UW-Extension faculty in Milwaukee with the University of Wisconsin-Milwaukee as proposed by the Joint UWM/UWEX Committee to serve as the initial phase for such integration. Implementation should be preceded by full faculty consideration within both institutions. A condition of this recommendation on UWM/UWEX integration is that an evaluative phase be included which will result in a report to the Regents at the end of the 1983-84 academic year. Its purpose will be to assess the strengths and weaknesses of such integration and include recommendations on how to resolve any lingering problems and strengthen and improve extension programming in the Milwaukee area.
8. Require that allocations from UW-Extension to institutions be based on interinstitutional agreements reached between the Chancellor of UW-Extension and the Chancellor of the institution involved; that such allocations permanently retain their budgetary identity as funds in support of extension programs; and that they be accompanied by substantial and adequate assurance of continued performance of the extension function and fiscal

commitment to existing personnel. Modifications in interinstitutional agreements occasioned by required budget cuts or by vacancies due to retirement, death, or resignation of personnel must not be handled unilaterally, must be consistent with good personnel management, and must be compatible with the statewide plan for extension. The budget allocations identified in the interinstitutional agreements must assure sufficient stability and duration to permit institutions to make long-range commitments for carrying out that portion of the statewide extension plan for which they have accepted responsibility. Interinstitutional agreements may include three types of commitments: (a) continuing fiscal support for tenured and probationary faculty (and their program support) with specific long-term assignments to extension activities, (b) annual commitments to faculty and staff for short-term projects and activities and their program support to implement agreed upon programs, and, (c) longer term commitments which might support continuing education activities not permanently identified with specific individuals. Allocations based on these long and short term commitments will be administered through the UW institutions' faculty and administrative structures. Ultimate responsibility for the budget associated with these allocations and based on the interinstitutional agreements will remain with the UW-Extension Chancellor.

9. Suggest the use of the seven criteria recommended by the President's Advisory Group on Extension in determining the involvement and best use of resources for the extension function at the various institutions. They are: (1) relatedness of mission; (2) acceptance of financial responsibility; (3) compatibility of institutional and systemwide extension program priorities; (4) availability of faculty and staff with appropriate disciplinary competencies; (5) accessibility of a meaningful clientele; (6) evidence of clear and substantial institutional commitment; and (7) the likelihood of "minimum critical mass of resources" reflected in a meaningful proportion of each faculty appointment designated for extension activity.
10. In the interest of improving and streamlining UW-Extension administration and enhancing communications, support the internal reorganization of UW-Extension substantially as proposed by the UWEX Joint Faculty Administration Committee and urge the President of the UW System and the Chancellor of UW-Extension to proceed towards the establishment of a structure by July 1, 1982, which reflects three separate and homogeneous units--(a) general extension and special mission programs; (b) cooperative extension and special mission programs; and (c) educational communications, each administered by a dean or director. Each of the administrative positions is to be filled through a regular search and screen process. UW-Extension should examine each of the programming and service units either concurrently or following the divisional reorganization to determine its viability and the appropriateness of its divisional placement.
11. Reconfirm its charge that UW-Extension continue to develop and expand, through reprogramming and reallocations, the internal budget and personnel flexibility required to meet changing societal needs. The recently developed program evaluation process, wherein every program is evaluated within an eight year cycle, should continue to have as one of its objectives a determination whether the program being evaluated is consistent with the mission of UW-Extension, does not inappropriately duplicate programs being offered by other state agencies, including specifically VTAE and DPI, or more appropriately should be offered by others. Continued interaction and cooperation between UW-Extension and other state agencies are encouraged.

12. Support the recommendation of the President of the UW System for adoption of specific proposals in the report of the Special UW-Extension Committee on Faculty Rank and Tenure. (The basic premise of that report is that the concept of rank and tenure continue for community faculty with certain modifications.)
13. Make no attempt, at this time, to alter current policies with regard to off-campus credit courses (ACIS-3); and, that the relevant portions of the Regents' 1973 and 1978 policies should remain intact.

As in all organizations, there are problems which need to be addressed and resolved in order to improve operational and programming efficiency. In many cases, corrective action has been and is being taken within the UW-Extension organization and others can and will be resolved if the recommendations of this Committee are approved by the Board of Regents. The purpose of these recommendations is to establish Regent policy and guidelines and thus a context within which the UW System extension function can be implemented. The details will have to be worked out within UW-Extension and between UW-Extension, the other System institutions, System Administration, and, of course, by our faculties.