

An Analysis of Structural Changes in the Provision of Continuing Education Services:

Indications of a Shift in Higher Education Access

By

Christopher Smith

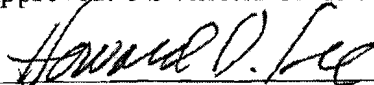
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ABSTRACT

This study sought to determine if a shift has occurred in the way that universities in the upper Midwest provide access to non-traditional students. Deans and Directors of outreach units in public comprehensive universities roughly comparable in size (FTE student head count) and type (bachelors and masters) to University of Wisconsin-Stout were invited to participate in the study. Participants were sent a questionnaire designed to: 1) identify factors that affect how universities provide access to non-traditional students; 2) identify organizational structures used to provide access to non-traditional students; 3) identify changes in the organizational structures used over the past five years; 4) identify organizational control element changes that would indicate shifts in the provision of university access to non-traditional students; and 5) determine which change factors may be the most important in improving access for non-traditional students. Responses indicate that there has been a slight shift in the desire of comprehensive

institutions in the upper Midwest to address the needs and attract an audience of non-traditional learners. There also seems to be a polarizing shift, toward centralized services from both decentralized entities and standalone outreach entities. It is recommended that the study be repeated within five years, that national study of change in outreach entity organizational structure, its drivers, and anticipated outcomes be undertaken, and that UW-Stout retain and maintain a largely centralized outreach unit structure.

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Chapter I: Introduction

Dr. Gerald Suarez (2004), speaking at the University Continuing Education Association's 2004 Executive Summit in September of 2004, paraphrased Leslie Gelb (The New York Times, December 8, 1991), stating "we have all grown so jaded by the constant proclamations of new eras and new beginnings that we seem to have trouble recognizing the real thing when it finally arrives." Suarez described how the remaking of access for non-traditional (adult) students (by putting offerings online) has moved many public universities to rethink not only how continuing education units are structured to provide profits and enrollments for the campus, but how access to all students could be improved by providing services to them as if they were non-traditional learners.

According to Hebel (2005) this has become an especially important dialogue in comprehensive universities located in the upper Midwest. A shrinking pool of high school graduates and competition from private-profit and private-not-for-profit universities in these states has put pressure on the chancellors and presidents of these institutions to find ways to increase the number of adult non-traditional students just to maintain a shrinking pool of traditional residential students.

Selingo (2006) notes that this is a fiscal era where universities, who formerly saw adult education as the "stepchildren" of residential degree programs are now giving continuing education units more respect as they deliver on requests to help campuses increase enrollments and produce revenues. In fact, Hoover (2004) describes a case in Pennsylvania where a continuing education unit essentially saved a campus from extinction.

As the value of continuing education units becomes clear to an institution, some campuses are remaking the structure of these units to gain more control over their profits and head counts. Pulley (2005) describes the remaking of Arizona State University to build upon the success of adult education services; Selingo (2006) explored Northeastern University's rejuvenation and claims that a shift to serve working professionals led to large increases in enrollment and revenues; and Mangan (2005) tells the story of how the University of California at San Diego built a new school using a continuing education model.

Thomas Williams (2002), President and CEO of Noel-Levitz, stated that the country's changing demographics requires that universities address basic student satisfaction elements in order to address the needs of non-traditional learners. In a recent study of national adult student priorities, Noel-Levitz (2005) examined the following satisfaction criteria: Instructional Effectiveness, Academic Advising, Campus Climate, Registration Effectiveness, Service Excellence, Admissions and Financial Aid, Safety and Security, and Academic Services. The Noel-Levitz study was prefaced with this statement about the higher education environment:

Sixty percent of post-secondary students are 25 years of age and older. Twenty percent of the full-time undergraduates are adult students and 60 percent of part-time undergraduates are in this group. Approximately 25 percent of graduate/professional students are 25 or older. The percentage of students entering college directly after (high school) is leveling off; therefore more people may be starting and/or finishing degrees as adult learners. (p. 2)

Table 1

Eduventures (2005) Degree of Control Structure

Factor	Less Control	Some Control	More Control
Control over delivery: determine what to offer, how and where to offer, and credential level of offering	Bound by what university academic departments are willing to offer to non-traditional students. CE unit cannot initiate any programming	Work with university academic departments to determine what, how and where to offer programs. CE unit mostly autonomous in non-credit programming	Autonomy to make programming decisions independent of university academic departments, including credit programming
Control over faculty & instructors: determine who develops courses and who delivers instruction	University academic departments develop and deliver instruction to non-traditional students	Coordinate with university academic departments to buy overload or hire adjuncts. Academic departments vet instructors for credit programming	Staff courses with own instructors; faculty report to CE unit; develop and deliver programs independent of university academic departments
Control over tuition & fees: determine revenue goals, price point, and revenue sharing arrangement	CE unit revenue belongs to university and academic departments. Tuition, fees, and revenue sharing determined by university	Revenue goals negotiated with university. CE unit autonomy over price points and no revenue sharing for non-credit programming. Academic units share in revenue and decision-making	Negotiate revenue goals with university; set own prices; no revenue sharing
Control over student administration & marketing: admissions, financial aid, registration, and marketing	Rely on existing university infrastructure	Offer some student administrative services and leverage university resources in other areas; services offered are centralized within unit, & offered across all programming	Own all student administration responsibility and marketing for non-traditional students; minimal use of university infrastructure

Eduventures' (2005) study of the organizational structures of continuing education units may provide a way to measure if universities are addressing the need to provide services to all students in a manner that mirrors services to students in continuing education units. The study "identified common operational characteristics among the program's member institutions and developed a questionnaire to collect data on the structure of individual CE units." (p. 1) From the study a taxonomy of continuing education units was constructed using a continuum of campus/unit control over course offering delivery, faculty and instructors, tuition and fees, and student administration and marketing. (See Table 1 on page 3.)

The degree to which these control structures are integrated into campus functioning could be seen as an indicator of the importance campuses place on adult student satisfaction indicators.

Statement of the Problem

John D. Wiley, Chancellor of University of Wisconsin- Madison, writing in the November, 2003, issue of Madison Magazine, described higher education in the United States as being at the crossroads.

"The U.S. system of higher education consists of a large number of small, private institutions and a smaller number of much larger public institutions...Public schools constitute only 41 percent of the total, but they enroll 77 percent of the students and educate them at about half the cost per student...State funds average 31 percent of support at public universities and only 0.3 percent at private schools." (Retrieved from: <http://www.chancellor.wisc.edu/econrecovery.html>)

Wiley (2003) goes on to look at public funding of higher education in Wisconsin, specifically at the University of Wisconsin-Madison:

"Over the past 30 years, UW-Madison has experienced a steady decline in the percentage of its overall budget supported by Wisconsin taxpayers.

The taxpayer-funded portion of the budget has decreased from 43 percent in 1973 to just under 21 percent in 2003. Since the early 1990s, a series of mandated expenditure reductions to balance the state budget has accelerated the loss of public funding. As a result, the taxpayer-funded portion of the budget had a net reduction of \$33.4 million from 1991 to 2003, when adjusted for fixed costs (e.g., wage adjustments approved by the Legislature, increased utilities costs).” (Retrieved from: <http://www.chancellor.wisc.edu/econrecovery.html>)

As public institutions experienced decline in fiscal support, the rise of online course delivery has led to explosive growth in private-profit higher education entities. The largest and most successful of these institutions (such as Phoenix University) are fully accredited institutions in their own right with brick and mortar campuses supporting their extensive online institutions. Others have forgone the bricks and mortar, but have built accredited online entities (such as Cappella and Walden University.)

A third model also appears to be emerging. Eduventures calls this model a hybrid or Standalone/Distributed model. Essentially, a campus shapes the services it provides to all students by embracing the access principles that have been developed by continuing education units to reach adult students, thereby increasing campus student enrollments and, potentially, revenues. In the process of converting these units, many campuses may find that improvements in services associated with adult student satisfaction will provide benefits for all students.

Purpose of the Study

The primary purpose of the study was to determine if there has been a shift in the ways that universities in the upper Midwest provide access to adult and non-traditional students. Structural changes in continuing education units may indicate that a shift is occurring. This may lead University of Wisconsin-Stout to consider adopting changes in

the provision of student satisfaction areas to reflect the practices of its continuing education unit.

Research Objectives

The research objectives for this study were as follows:

1. Identify factors that affect how universities provide access to adult and non-traditional students.
2. Identify organizational structures used to provide access and services to adult and non-traditional students.
3. Identify changes in the organizational structures used by public comprehensive universities in the upper mid-west over the past five years.
4. Identify the organizational control elements of organizational changes that would indicate shifts in the provision of university access to adult and non-traditional students.
5. Determine which change factors may be the most important in improving access to public higher education at comprehensive universities for adult and non-traditional students.

Importance of the Study

This study is important to the field of continuing education and for this institution for the following reasons:

1. Data from this study provide directional indicators for administrators of comprehensive universities as they seek ways to increase student numbers by improving access to adult and non-traditional students.

2. Data from this study inform the organizational structures currently being studied at University of Wisconsin-Stout for the provision of continuing education services.
3. Data from this study will be used to develop a national study of adult and non-traditional access to public universities.

Assumptions of the Study

The following is a list of assumptions made by this study:

1. It was assumed and permission was granted by Eduventures to use its “Continuum of CE Organizational Design” and “Continuum of CE Unit Control” models as means for describing changes in continuing education unit integration with campus functions. These models provide an “easy to conceptualize” model for describing the structures used to provide university access to adult and non-traditional students. The model was used in a study conducted by Eduventures’ Learning Collaborative (2005) and used to provide a structural sample of continuing education units of various sizes and types throughout the United States. Permission to use these models provided the researcher with a validated base from which to construct the survey.
2. It was further assumed that the Eduventures continuum of unit control model will provide an accurate reflection of changes in the operating environments of continuing education units. The model provides definitions for four control elements over three structural descriptions. It is assumed that movement over time in the level of control exerted by a campus over the services provided to continuing education students will provide an indication of the importance the

campus attaches to the provision of these services. Therefore, conclusions based on these changes will only be as valid as the level to which the changes actually reflect changes in the structures of the units providing these services.

3. A third assumption of the study was that changes in the operating environments of continuing education units reflect changes in the operating assumptions of a campus at large. Because each continuing education unit operates uniquely within their institutional programming and accounting systems, pointing to a single change that a majority of campuses may be making in their organizational structure still might not be accurately attributed as an indicator of a change in the desire of all campus' to provide access for adult and non-traditional students. In fact, nearly all responding units were able to identify local changes in climate of their institution to the provision of access to higher education, at least access at their institution. The overall pattern of changes, some large, some small, in several areas and across multiple campuses do indicate such a shift is occurring.
4. Finally, it was assumed that the Deans and Directors of continuing education units in upper mid-west comprehensive universities will agree to participate in the study. This was largely true. One individual respondent did not complete the survey stating that no outreach entity existed at the respondent's institution. Another institution contacted the researcher and indicated that the director had become gravely ill and could not provide responses during the time frame required.

Limitations of the Study

The limitations of this study are:

1. This study was limited to public comprehensive universities in the upper Midwest that are approximately the same size (participant institutions had total student FTEs of between 5,000 and 22,000 students) as University of Wisconsin-Stout . This limitation is based on the Research Objective to obtain data that will be of specific use to an examination of continuing education at the operation of University of Wisconsin-Stout.
2. A second limitation of the study was the reliance on anecdotal data and interpretations of organizational structure and level of control provided by the Deans and Directors of the studied institutions. The use of validated structural models and descriptions helped to assure that accurate data was provided. However, it is likely, based on respondent comments, that the Eduventures continuum was not well understood.
3. The final limitation was the researcher's reliance on an assumption that changes in unit control provide accurate indication of a shift in the provision of access to university continuing education services. Although this seems to be an accurate assumption, a larger study is required to validate the shifts identified.

Definition of Terms

Adult student. Student 25 years of age or older. (University of Wisconsin, 2000)

Non-traditional student. "Any person desiring to earn college credit but who, for a variety of reasons, cannot take advantage of offerings and services delivered in standard times and formats. These reasons could include family and work responsibilities, different services and/or delivery needed, and/or geographic location." (UW-Extension, 2005, p. 1)

Comprehensive university. Within the University of Wisconsin-System, a comprehensive campus grants bachelors and masters, but not doctoral, degrees. (University of Wisconsin System OPAR Definitions, 2000). Because of the differing nature of the systems in the five state systems involved in this study, the definition has been expanded to include institutions that offer a few doctoral degrees but are not seen by their state systems as research institutions.

Methodology

Deans and Directors of continuing education units in 39 public comprehensive universities in the upper Midwestern were sent a survey inquiring about changes to their operating environments in the past five years. These institutions (see Table 2 on page 11) best represent the operating environment of University of Wisconsin-Stout. Although there is some evidence that major research universities may also be moving to provide access to all learners using adult learner models, the general scope of their continuing education operations do not lend themselves to this study.

The survey instrument employed Eduventures' 2005, "continuum of control" format developed to complete a custom research report titled "Organizational Design of Continuing Education Units." Input was sought regarding changes to each unit's degree of control over offering delivery, faculty and instructors, tuition and fees, and student administration and marketing, at two points in time: Fiscal Year 2003 (July 1, 2002, through June 30, 2003) and Fiscal Year 2007 (July 1, 2006, through June 30, 2007.)

Table 2

Upper midwest comprehensive universities

State	University
Illinois	Eastern Illinois University
	Governors State University
	Northeastern Illinois University
	Southern Illinois University – Edwardsville
Iowa	Iowa State University
	University of Northern Iowa
Michigan	Eastern Michigan University
	Grand Valley State University
	Lake Superior State University
	Northern Michigan University
	Saginaw Valley State University
	University of Michigan - Flint
Minnesota	Bemidji State University
	Metropolitan State University
	Minnesota State University – Mankato
	Minnesota State University – Moorehead
	St. Cloud State University
	Southwest Minnesota State University
	University of Minnesota – Duluth
	University of Minnesota – Morris
	University of Minnesota – Rochester
Wisconsin	Winona State University
	University of Wisconsin -Eau Claire
	University of Wisconsin -Green Bay
	University of Wisconsin -La Crosse
	University of Wisconsin -Oshkosh
	University of Wisconsin -Parkside
	University of Wisconsin -Platteville
	University of Wisconsin -River Falls
	University of Wisconsin -Stevens Point
	University of Wisconsin -Superior
	University of Wisconsin – Whitewater

Chapter II: Literature Review

The purpose of this study is to determine if there has been a shift in the ways that universities in the upper Midwest provide access to adult and non-traditional students. The focus of this review of literature is to examine factors that affect access to higher education by adult and non-traditional students, the organizational structures through which institutions provide access to higher education, observations of access changes in public comprehensive universities, organizational control system elements that access to higher education, and factors for improving access to public higher education.

Factors affecting access to higher education by adult and non-traditional students

“When people contemplate the future, they rarely do so with any balance. It is utopia or dystopia. So it is with higher education.” Bynre (2005).

Observers of higher education, and especially of that special form of higher education known diversely as continuing education, professional education, outreach, or access to non-traditional learners, may not be able to clearly see the future of their institutions, but they nearly all foresee change. Cervero (2001) observed that the field has been subject of a prolonged era of transition during which institutions of higher learning of all types and sizes actively sought to: increase the amount of continuing education provided to non-traditional students (in an effort to capture more of the market of workplace provided training), increase the number of programs offered via distance education mediums, increase collaborative programs between institutions and industry, counter the increasing for-profit penetration of the market for non-traditional students, and to be a provider of education required for continuing professional licensure.

According to Hebel (2005) this has become an especially important dialogue in comprehensive universities located in the upper Midwest. A shrinking pool of high school graduates and competition from private-profit and private-not-for-profit universities in these states has put pressure on the chancellors and presidents of these institutions to find ways to increase the number of adult non-traditional students just to maintain a shrinking pool of traditional residential students.

Time/place issues. In a speech titled “The University’s Growth Agenda: A Vision for the Future” given before the University of Wisconsin System Board of Regents, President Kevin Reilly (2006) stated “we need to do all that we can to put the University of Wisconsin within the reach of every state citizen.” What President Reilly was recognizing and emphasizing to the Board of Regents was the time and place issues that caused many potential learners to fail to earn a baccalaureate degree or go on to obtain a masters degree. These individuals varied from former students who dropped out of college to earn a living, to Associate Degree holders who chose not to go on for a four year degree, to working professionals who cannot leave their jobs to earn a master’s degree. For most, the limiting factor is not cost, it is access to the university at times and in places that allow them to continue to support their families.

Market analysis statistics gathered by University of Wisconsin-Extension (2005) for the “Adult Student Initiative” indicate that a “motivated” potential pool of 60,680 adults existed in Wisconsin. Further, these individuals stated that they would enroll in degree awarding programs if they were offered: a convenient class schedule in accelerated formats (six to eight weeks), were able to transfer and apply their previously earned credits and/or awarded credits for applicable work experiences, and that they

could be shown compelling evidence that completing the degree would result in higher pay and/or clear opportunities for advancement (Zaborowski and Cleek 2005).

Thomas Williams (2002), President and CEO of Noel-Levitz, stated that the country's changing demographics requires that universities address basic student satisfaction elements in order to address the needs of non-traditional learners. In a recent study of national adult student priorities, Noel-Levitz (2005) examined the following satisfaction criteria: Instructional Effectiveness, Academic Advising, Campus Climate, Registration Effectiveness, Service Excellence, Admissions and Financial Aid, Safety and Security, and Academic Services. The Noel-Levitz study was prefaced with this statement about the higher education environment:

“Sixty percent of post-secondary students are 25 years of age and older. Twenty percent of the full-time undergraduates are adult students and 60 percent of part-time undergraduates are in this group. Approximately 25 percent of graduate/professional students are 25 or older. The percentage of students entering college directly after (high school) is leveling off; therefore more people may be starting and/or finishing degrees as adult learners.” (Noel-Levitz, 2005, p. 2)

In a key finding of this study, Noel-Levitz found that the two most important (and potentially the most satisfying) areas for students of all age were being made to feel welcome and not receive a “service run-around” no matter the delivery medium for access, and that the campus in all staffing and administration areas had a genuine concern for them as individuals.

Delivery medium issues. Hamilton (2003) looked at the provision of services to and the ultimate access satisfaction of, non-traditional learners from the raw technology perspective. He states “...on the surface it appears that we have an unprecedented

opportunity...to transform learning, yet underneath the promise there seems to be ever changing obstacles (in the learning infrastructure) to overcome...”

Individual university campuses even in 2007 must cope with a large number of high cost issues just to meet the basic access needs of non-traditional learners choosing not to become full-time, resident students. Hamilton provides a glimpse of the technology/learning crossover by noting that a distance learning infrastructure “involves a number of highly integrated parts such as: key content distribution models and edge serving capacity, repositories of learning content, common portal interfaces, access to legacy learning registration/management systems (or the development of new interfacing systems) common standards for deployment, common measurement systems....and transformation of people.” This latter element, transformation of people, requires university cultures, including their political and social practices, to embrace non-traditional, never on campus, learners as full participants in the institutions’ student environment.

Credibility issues. Failure to embrace non-traditional learners as important members of the campus student body may be a fatal flaw to any access plan. Noel-Levitz (2005a) noted that “fit” is the important factor for attracting, satisfying, and retaining non-traditional students. Noel-Levitz define fit as the degree of match between what learners “expect from their educational experience and their satisfaction with what they perceive as the reality of that experience.” Fit, therefore, has become the largest factor in determining institutional credibility. In fact, Zaborowski and Cleek (2005) surveying potential University of Wisconsin degree completers found that the majority believed that the quality of the curriculum and quality of the faculty were base level expectations.

Deciding factors for enrollment were mentioned earlier. Based on the Noel-Levitz study, deciding factors for retention and completion were: tuition paid is a worthwhile investment, few conflicts are encountered when attempting to register for needed classes, requests for information do not result in institutional “run-arounds”, sufficient options are provided in my program of study, and adequate financial aid is available.

Audience applicability issues. Audience “fit” is also a factor in initially attracting non-traditional learners to an institution. Cervero (2001) describes the need to define the audience in the form of a fundamental question that universities must ask: “What is the problem for which continuing education is the answer?” The traditional answer involves keeping professionals (and, therefore, graduates) up-to-date within their professional knowledge base. With an exponential increase in the rapidity of change within nearly every knowledge set, this alone is a formidable task within a clearly defined audience. However, Cervero has identified a trend partially caused by rapid knowledge base change and partially by the (also rapidly increasing) ability of professionals to obtain information quickly from online sources. The trend, therefore, is to offer a more “problem-centered” set of offerings, a move toward satisfying an audience need for more effective practice. In many ways, outreach delivery systems are better able to create the offering scenarios that will meet this audience need than traditional campus-based programs.

Selingo (2006) reported in *The Chronicle of Higher Education* on important progress made in turning around Northeastern’s approach to non-traditional students. Noting that many institutions build programs for non-traditional students based on faculty or program interest, Northeastern’s new approach relies on market studies. Audience

interest drives curriculum and program development as well as marketing for the offerings. The result also includes a focus on the provision of “customer” service.

Competition issues. John D. Wiley, Chancellor of University of Wisconsin-Madison, writing in the November, 2003, issue of Madison Magazine, described higher education in the United States as being “at the crossroads:”

“The U.S. system of higher education consists of a large number of small, private institutions and a smaller number of much larger public institutions...Public schools constitute only 41 percent of the total, but they enroll 77 percent of the students and educate them at about half the cost per student...State funds average 31 percent of support at public universities and only 0.3 percent at private schools.” (Retrieved from: <http://www.chancellor.wisc.edu/econrecovery.html>)

Wiley’s point was that the decline in public funding for public institutions was putting these institutions at a competitive disadvantage relative to both traditional private institutions (not-for-profit) and to the growing number of private profit (and now emerging public-profit) institutions. But the existence of sharp toothed competitors poses more than just funding issues for public institutions.

In 2001 Cervero note that over \$60 billion US dollars were spent by corporate entities to provide education for their employees. But that figure even then was thought to be a gross underestimate, partially because it was based on entities that employed more than 100 individuals and partially because only tuition dollars were included in the figure. Nearly all of these expenditures were for on-site education. The classrooms were within the workplace and the instruction was provided by professional trainers on the staffs of the businesses.

Stokes (2006) provides a research-based look at the corporate educational picture from his chair as the Executive Vice President of Eduventures Inc. Based in Boston,

Eduventures maintains an institutional membership-based market research arm known as the Learning Collaborative. Eduventures' statistics indicate that US corporations outsource \$13 billion dollars of their education and training budgets annually. Of that figure, only \$670 million is paid to higher education institutions. Stokes believes that universities need to provide corporations with "customized" offerings that make liberal use of applied learning. Most universities are not flexible enough to meet those demands.

As public institutions experienced decline in fiscal support, the rise of online course delivery has led to explosive growth in private-profit higher education entities. The largest and most successful of these institutions (such as Phoenix University) are fully accredited institutions in their own right with brick and mortar campuses supporting their extensive online institutions. Others have forgone the bricks and mortar, but have built accredited online entities (such as Cappella and Walden University.) Their existence has forced public institutions to critically examine the way they operate.

In many ways the competitive environment today favors startup institutions and institutions that choose to form entrepreneurial units with few institutional encumbrances. Similar to the success of new technologies in countries with little or no infrastructure (cell phones and wireless broadband market penetration in South Korea for instance) development of creative partnerships between higher education institutions and corporate America is best accomplished from the bottom up (Mangan 2005).

Cost factors. As important as the issues of time/place access, delivery medium, credibility, audience applicability, and competition are, funding is still an issue. Wiley (2003) examined the state of public funding of higher education in Wisconsin, specifically at the University of Wisconsin-Madison:

Over the past 30 years, UW-Madison has experienced a steady decline in the percentage of its overall budget supported by Wisconsin taxpayers. The taxpayer-funded portion of the budget has decreased from 43 percent in 1973 to just under 21 percent in 2003. Since the early 1990s, a series of mandated expenditure reductions to balance the state budget has accelerated the loss of public funding. As a result, the taxpayer-funded portion of the budget had a net reduction of \$33.4 million from 1991 to 2003, when adjusted for fixed costs (e.g., wage adjustments approved by the Legislature, increased utilities costs). (Retrieved from: <http://www.chancellor.wisc.edu/econrecovery.html>)

Selingo (2006) notes that this is a fiscal era where universities, who formerly saw adult education as the “stepchildren” of residential degree programs are now giving continuing education units more respect as they deliver on requests to help campuses increase enrollments and produce revenues. In fact, Hoover (2004) describes a case in Pennsylvania where a continuing education unit essentially saved a campus from extinction.

As the value of continuing education units becomes clear to an institution, some campuses are remaking the structure of these units to gain more control over their profits and head counts. Pulley (2005) describes the remaking of Arizona State University to build upon the success of adult education services; Selingo (2006) explored Northeastern University’s rejuvenation and claims that a shift to serve working professionals led to large increases in enrollment and revenues; and Mangan (2005) tells the story of how the University of California at San Diego built a new school using a continuing education model.

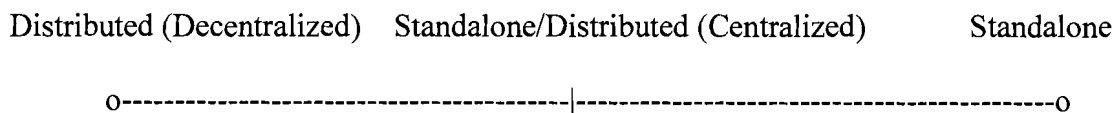
Organizational structures for providing higher education access

Eduventures' (2005) study of the organizational structures of continuing education units may provide a way to measure if universities are addressing the need to provide services to all students in a manner that mirrors services to students in continuing education units. The study "identified common operational characteristics among the program's member institutions and developed a questionnaire to collect data on the structure of individual CE units." (p. 1) From the study, a taxonomy of continuing education units was constructed using a continuum of campus/unit control over course offering delivery, faculty and instructors, tuition and fees, and student administration and marketing. The degree to which these control structures are integrated into campus functioning could be seen as an indicator of the importance campuses place on adult student satisfaction indicators. (Please refer to Table 1 on page 3.)

The three models that emerged from the Eduventures study were: 1) the "standalone" model, 2) the "distributed" model, and 3) the "standalone/distributed" model. The variance that these three models exhibited within the organizational control model led to their identification and placement along a continuum. (See Figure 1.)

Figure 1

Eduventures (2005) continuum of organizational design



During the development and implementation of the organizational design study, Eduventures staff noted that outreach entities "vary widely in their organizational

characteristics and resulting designs.” Further, the final study reported that there was no common terminology that was used to describe the organizational structure that a unit employed. The researchers reported that, “when asked which institutions they considered to be their peers from an organizational design perspective, most CPE [Continuing and Professional Education Program] members did not have an answer. Often they respond, “Nobody looks like we do.” (Eduventures 2005)).

The task, therefore, was to create a classification system that will help both researchers, unit staff, and university administrators identify the ways that unit designs are different from one another and to then determine if the factors that are important in determining the use of one model over another within any single institution’s organizational setting.

Initially, Eduventures researchers found that organizational designs differed within four key factors: “program delivery, faculty and instructors, tuition and fees, [and] student administration and marketing.” (p.3) Additional factors such as administrative reporting relationships, organizational size as measured by FTE count and annual budgets, and the type of offering credentials (non-credit and credit-bearing certificates and/or degree programs) seemed, when participating institutions were plotted against the model parameters, to also have a significant relationship to the organizational structures reported. Further, it appears that the organizational structure chosen may have relevance to an institution’s major objectives for providing access to non-traditional students.

Eduventures (2005) also found that each model seems to be best suited to a unique set of organizational goals. Standalone units seem to be best positioned to support higher education units seeking high growth in non-traditional student numbers and

revenues. Distributed operations seem to be best positioned to assist institutions with limited focus on service non-traditional students, especially those competing in highly competitive higher education markets. The standalone/distributed model seems to best position institutions who wish to exert a high degree of control of the reputation of degree programs, but who also have some interest in building non-credit market capabilities.

The “standalone” model. The standalone model generally describes a set of organizational structures with the most control over the expanded factors of offering development and delivery, instructor selection and funding, marketing and sales, pricing, and revenue sharing. (These factors will be examined in more detail below.) Units operating as standalone outreach operations generally function independently often identified (from the perspective of their parent institutions) as colleges.

The large degree of autonomy that is provided to standalone institutions allows them to clearly focus all of their activities on non-traditional students. This factor may also isolate the learners within these units and make it difficult to cross over to the services provided to traditional students on the parent institution campus. (See Table 3 on page 23.)

The “distributed” model. The distributed model provides the higher education institution with the greatest amount of control over offerings. Eduventures (2005) describes this model as where the “academic departments own the curriculum and delivery responsibilities, and the [unit providing services to non-traditional students] serves as an intermediary that connects the academic departments’ programming and instruction to the non-traditional education consumers.”

In addition, Eduventures notes that units providing services using this model either by developing independent systems that will make campus student services more

Table 3

Standalone Model Advantages and Limitations

Factor	Advantages	Limitations
Control over delivery	<ul style="list-style-type: none"> • Autonomy to develop and deliver programming specifically for nontraditional market • Flexibility to bundle courses to meet credential preferences of marketplace • Control over modalities employed 	<ul style="list-style-type: none"> • Potential to duplicate/cannibalize other colleges' programs within university • Distance from university may complicate ability to offer interdisciplinary programming
Control over faculty & instructors	<ul style="list-style-type: none"> • Direct and exclusive reporting relationship with full-time CE unit faculty • Freedom to determine and manage use of adjuncts without vetting by academic departments 	<ul style="list-style-type: none"> • Limited access to on-campus faculty who may be valued content experts • More difficult to leverage successful courses already developed by academic departments
Control over income & tuition	<ul style="list-style-type: none"> • Flexibility to price programs at market-rate • Ability to negotiate contracts with other academic departments for joint offerings rather than via flat revenue share models 	<ul style="list-style-type: none"> • Centralizing pricing across all academic departments, including CE unit, promotes consistency for students. In particular, financial aid less accessible to non-traditional students
Control over student administration & marketing	<ul style="list-style-type: none"> • Can custom build systems for administering non-traditional students versus university systems built for full-time, residential students • Promotes non-traditional student marketing focus 	<ul style="list-style-type: none"> • Difficult for non-traditional students to access university student services • Ideal student administration systems may be too large of a capital expenditure for CE units

“friendly” for non-traditional students, or by serving a liaisons between campus services and the non-traditional learners. Like the “standalone” model, the distributed model has both advantages and limitations. (See Table 4 on page 25.)

The standalone/distributed model. Between the two model extremes is an area of blended services. Often the determining factor is the amount of control exerted by academic departments over credit-bearing offerings (primarily degree programs but also credit-based certificate programs and individual credit courses designed to provide additional access to specific target audience.) The Eduventures study found that units employing this, the standalone/distributed model, often had quite a bit of control over factors such as delivery, instructors, and income but for non-credit programs only. (See Table 5 on page 26.)

Access changes in public comprehensive universities

Yankelovich (2005) writing for The Chronicle of Higher Education examined five trends that he believed left unchanged will profoundly affect the ability of higher educational institutions to address their future. Examining one of the five (trend one: changing life cycles as our nation’s population ages) Yankelovich spoke directly to the issue of access. “We are rapidly moving away from the rigid sequencing and separation of schooling and jobs toward a new pattern in which higher education spreads out....and is more closely integrated with work.” Further, Yankelovich notes that “to expand its outreach, higher education will want to strengthen existing programs for the growing number of adults who wish to add new areas of competence...but many professors hate the idea because it diminishes their calling...as their self image rejects any ‘vocational’

Table 4

Distributed Model Advantages and Limitations

Factor	Advantages	Limitations
Control over delivery	<ul style="list-style-type: none"> • Curriculum and delivery responsibilities reside in academic departments • Ability to leverage previous investments in course development and design 	<ul style="list-style-type: none"> • Inability to initiate programming engineered for non-traditional students without support of academic departments • Long approval processes for Programming
Control over faculty & instructors	<ul style="list-style-type: none"> • Staffing of instructors is the responsibility of academic units • Close alignment with academic departments allows non-traditional students access to top faculty and investments previously made on behalf of traditional students 	<ul style="list-style-type: none"> • CE unit dependant on academic departments to provide instructors • Need to work through academic departments to access full-time faculty • Cannot hire adjuncts without vetting by academic departments
Control over income & tuition	<ul style="list-style-type: none"> • Responsibility for setting tuition and fees belongs to the university and/or academic departments • Fixed revenue share agreements determine CE unit's return on their administrative responsibilities 	<ul style="list-style-type: none"> • Higher percentage of revenue returned to university and academic departments • Influence but not authority to set prices for non-traditional students
Control over student administration & marketing	<ul style="list-style-type: none"> • Ability to leverage university systems for enrollment, student services, etc. 	<ul style="list-style-type: none"> • University marketing efforts may not be focused on nontraditional students • University systems built originally for traditional students may not fit different needs of non-traditional students

Table 5

Standalone/distributed advantages and limitations

Factor	Advantages	Limitations
Control over delivery	<ul style="list-style-type: none"> • Responsibility for initiation of credit programming shared with academic departments • Retain autonomy over non-credit programming 	<ul style="list-style-type: none"> • Reliance on academic department approval for credit programming inhibits market responsiveness • Bound by university policies on approved delivery modalities
Control over faculty & instructors	<ul style="list-style-type: none"> • Product consistency in credit programs across traditional and non-traditional students • Non-traditional students can still access top faculty • Maintain ability to use adjuncts for non-credit programming 	<ul style="list-style-type: none"> • Ability to develop and deliver credit programs contingent on willingness of faculty that report to academic departments
Control over income & tuition	<ul style="list-style-type: none"> • Formal revenue sharing agreements promote long-term relationships with academic departments • Retain flexibility to price noncredit programming at market rate 	<ul style="list-style-type: none"> • Revenue sharing with academic departments means less revenue for CE unit • University's desire to price credit programs for nontraditional students at traditional student rates may limit enrollments
Control over student administration & marketing	<ul style="list-style-type: none"> • Credit students have access to university resources • Existing university relationships for credit students may allow for non-credit student access to career services, etc. 	<ul style="list-style-type: none"> • University resources may not be tailored to non-traditional students

connotations.” How will we know that needed changes are occurring and what are the forces that will drive higher education to make the needed changes?

How will we know that change has occurred?

Dr. Gerald Suarez (2004), speaking at the University Continuing Education Association's 2004 Executive Summit in September of 2004, paraphrased Leslie Gelb (The New York Times, December 8, 1991), stating "we have all grown so jaded by the constant proclamations of new eras and new beginnings that we seem to have trouble recognizing the real thing when it finally arrives." Suarez described how the remaking of access for non-traditional (adult) students (by putting offerings online) has moved many public universities to rethink not only how continuing education units are structured to provide profits and enrollments for the campus, but how access to all students could be improved by providing services to them as if they were non-traditional learners. The drivers break down into three main areas: fiscal changes, the revolution in distance deliveries, and sharing through partnerships (even of content.)

Fiscal changes provide driving force. According to Evelyn (2005) "with nowhere to turn, we're seeing more [higher education institutions] getting active in grants, fund raising, and entrepreneurial endeavors...but in the long-term picture...it's not going to provide a lot of relief to the kind of cuts [we] have seen in recent years. Lorna Duphiney Edmundson, president of the private Wilson College, an institution that was nearly driven into bankruptcy but, over time, made changes in their outreach to alumni and non-traditional students to turn their fiscal picture around, was quoted by Hoover (2004) as saying that addressing the fiscal issues was "...like a midlife crisis. If you avoid having it, you can keep muddling along. But if you face the crisis, you will be stronger."

Coplin (2006) concurs. "Needed changes can occur, however, only if professors are dedicated to meeting the needs of their students in a cost-effective way." Coplin

provided seven ways for the fiscal changes to occur. These changes could be observed and measured to determine if an institution was truly making access changes. They are: 1) outsource some courses and programs, 2) give credit for experiential learning, 3) give credit for learner-run affairs/programs, 4) offer credentials other than bachelor's and master's degrees, 5) help high school students graduate faster, 6) use more undergraduate teaching assistants, and 7) adopt an apprenticeship model for all doctoral programs.

The revolution in distance deliveries. Carnevale (2005), reporting for The Chronicle of Higher Education on a study completed for the Alliance for Higher Education Competitiveness noted that one major factor in the success of a internet-based programs offered by a higher education institution was the offering of a complete degree online. Carnevale quoted study author Rob Abel's statement that full "degree programs lead to success...because they tend to highlight a college's overall mission and translate into more institutional support for the faculty members and students working online." In the 1990's Carnevale (2006) notes, before the web became popular, very few traditional institutions of higher education offered courses (much less degree programs) online. Now, according Carnevale, many institutions that never imagined that they would ever offer online credit courses are reaching the point where nearly 50% of their courses are online. That is not even taking into account the number private, profit institutions, like Cappella, Jones International, and Western Governors University who are fully online. Changes in the Federal financial aid rules are helping to drive students to seek the access advantages that are offered by online degree programs. Most institutions, who are seeking new ways to generate revenue (primarily by increasing the number of paying learners), are driven to develop distance education access alternative.

Shared content. Carnevale (2004) also reported on ways that higher education institutions are embracing to get online. It takes a significant amount of time to convert existing face-to-face instruction into a comparable learning experience online. Time is a precious commodity for faculty on today's campuses. And for administrators, faculty time for any task means money; money that is always scarce. Some have found the answer in content sharing. Carnevale quotes a faculty member at Zane State College (Ohio) as saying "why develop my own from scratch if there's something else out there?" Although some faculty members object to the idea, many others are seeing dollar signs. In most institutions the faculty members have ownership of their intellectual property. For a royalty fee, they are willing to let other instructors purchase the rights to their instructional designs. Some group processes have also emerged, such as The National Repository of Online Courses, the Specialty Asynchronous Industry Learning project, iCarnegy (a for-profit spin off from Carnegie Mellon University), and The Learning House (a for-profit company).

Organizational control elements affecting access to higher education. All of these access changes have costs and other limitations that must be measured against the benefits provided both to an institution, its faculty, and the learners that are seeking access. In many cases, the possible limitations lead administrators to change the level of control that they exert regarding the development and delivery of offerings for non-traditional students. Walters (2006) reports on a trend to increase out-of-state student tuition in a bid to generate more revenue and notes that that approach can seriously damage the potential of state institutions to attract enough students to fill distance delivered offerings. A different approach is required.

Eduventures (2005) developed a taxonomy of organizational controls in a bid to create a system that allowed services to non-traditional students to be reasonably compared. The resulting system also pointed to advantages that could be obtained by institutions seeking specific goals with regard to access for non-traditional students, based on the organizational structure of their outreach units. Although the Eduventures taxonomy (refer to Table 1 on page 3) described four primary control factors, the author believes it is useful to consider them within the context of five areas: offering development and delivery, instructor selection, marketing and sales, pricing, and revenue sharing.

Offering development and delivery. The development of offerings for non-traditional learners taking both credit and non-credit courses, involves: determining what to offer (sometimes supported by market research studies); determining how, when, and where to offer the instructional product; and determining the level of credential that will be offered (i.e.: a continuing education unit or CEU, a certificate, a university credit, a degree).

According the Eduventures (2005) the degree to which the outreach unit is allowed to control these development and delivery factors is driven, at least partially, by the campus's desire to seek growth in the non-traditional market, seek control over degree offerings to assure the protection of the institution's reputation, or the desire to maintain a limited focus within a narrowly defined set of competitive markets.

Standalone units are provided with a large amount of autonomy to make programming decisions independently from the university's academic department. This could lead to explosive expansion and growth as the unit targets non-traditional learners

based solely on market-research data that indicates a significant audience for a program exists. On the other end of the spectrum, universities seeking to limit growth to specific degree areas often organize using the distributed model with the result that the outreach unit is bound by what the academic departments wish to offer.

Instructor selection and funding. In the area of instructor selection, standalone units often act as if they were colleges with the university structure, hiring faculty, awarding tenure, and seeking offering and delivery support by both their own employees and through the use of adjuncts. Even faculty employed in other colleges are often treated as adjuncts, with a different pay scale than their tenured department. Their employee decisions are independent of the rest of the campus. This is also a factor that helps these units develop as swiftly as needed to meet the needs of learners targeted by market-research data that indicates a significant audience for a program exists. On the other end of the spectrum, universities seeking to limit growth to specific degree areas often assume full control of instruction, insisting that only their faculty provide the instruction. Middle ground is often found in the standalone/distributed model, where department faculty have the “right of first refusal” and where they often maintain the right to approve adjuncts used by the outreach unit.

Marketing and sales. Very much along the same lines as above, in the area of marketing and sales standalone units have full rights to market the programs they have developed and staffed. They seek the highest possible sales for the least amount of development and delivery dollars, and, as a result, often outstrip the university’s revenue generating capacity. On the downside, they also hold all the markers. They must invest in the offering development from their own revenues, and, if an offering fails, they absorb

the loss. As departments and colleges are often ill funded to accept any loss at all, the revenue generating capacities for distributed units is usually quite low, undertaken only to help a specific degree offering grow.

Pricing. The pricing of programs is also of control interest to institutions.

Outreach units using the distributed model, and some units using the standalone/distributed model as well, rarely set the price of their programs. The price is most often a function of a governing board or legislature. That may also be true of a standalone unit, but, often the standalone unit has more leverage to set its own registration and tuition levels.

Revenue sharing. The holy grail of sought by most institutions as a byproduct of their outreach enterprises is the possibility that revenue will be generated that can be used to supplement steadily declining state support. It is this factor that is often used to argue for the contraction of standalone and standalone/distributed units into distributed organizational structures. Many administrators see the revenues generated by autonomous and semi-autonomous units and believe that by merging them with academic units they could capture a higher percentage of the potential profits. In most institutions that is actually self defeating as the Eduventures (2005) study suggests that the model most likely to increase overall full time equivalent students and resulting tuition revenues is the standalone model. The organizational model should be match to the institutions goals for outreach and not be driven by factors that defeat those goals.

Factors for improving access to public higher education

How will the future shake out? Byrne (2005) stated that “when people contemplate the future, they rarely do so with any balance.” There are both optimistic and

pessimistic views of the future of education. The optimists often point to the development of for-profit-like revenue generating entities by not-for-profit institutions, the development of full online degree programs, or the identification of the special needs of targeted learners. But even the pessimists agree that higher education must improve access to public higher education.

Byrne (2005) pointed out that we roughly know how many potential traditional age students will be ready to enter higher education at nearly any point for at least the next ten years. And, he notes that we largely know from where they will come from, their ethnic background, possibly even their preparedness for their freshman year. According to Byrne, the optimists paint a rosy picture from these numbers, but base their cheer on “voters...[making] informed choices in favor of higher education...[institutions] staying connected with alumni and...the creation [by the K12 institutions of] qualified applicants...”

Byrne states that in both the optimistic and pessimistic view, addressing the needs of non-traditional students, the students who are not ready to enter the academy after high school, the students who enter the workforce and seek higher education later in their careers, and the enormous number of learners who are being served by industry alone, may make or break the future of higher education. Quoting Gordon Kavies, the executive director of the National Collaborative for Postsecondary Education Policy, Byrne (2005) reports that higher education must help people get degrees “or it will not serve the needs of employers and our civic mechanisms.”

This literature review began with Cervero’s (2001) observations regarding the transitions that universities have been seeking to obtain when providing access to higher

education for non-traditional learners. It ends with the three areas that Cervero believes will drive future changes in the field. He believes that outreach professionals must: (1) Determine what to provide in the way of continuing professional training; should the offerings address professional knowledge or help professionals improve their practices? (2) Determine who benefits from offerings and thus who will determine what the offerings will be; the learners, or the internal political and economic agendas of the universities? (3) Determine who will provide the offerings; departments and programs, special outreach units, collaborations (including those with external partners.)

Chapter III: Methodology

This chapter details the selection of research subjects, development of the data gathering instrument, and processes and procedures that will be followed to gather data from the subjects. It also provides a discussion of the limitations of the study.

Selection and Description of Subjects

Deans and Directors of continuing education units in 32 public comprehensive universities in the upper Midwestern were invited to participate in this study. (See Table 6 on page 36.) These institutions were selected to be roughly comparable in size (FTE student head count) and the type (bachelors and masters) of degrees that are offered by University of Wisconsin-Stout. Although there is some evidence that major research universities may also be moving to provide access to all learners using adult learner models, the general scope of their continuing education operations do not lend themselves to this study. In addition, their size relative to the comprehensive institutions provides them with the opportunity to more easily 1) allow outreach units to operate independently from the rest of the institution, 2) provide a wide variety credit and non-credit outreach offering products, and 3) make different strategic decisions than smaller institutions. Therefore, no tier one research institutions were surveyed.

Because human subjects are involved in this study, it was reviewed and approved by UW-Stout's Institutional Review Board (for the protection of human subjects.)

Instrumentation

The survey instrument was developed by the researcher, with input from Eduventures. The researcher sought input from Eduventures' staff to allow the data that

collected to be used to validate the organizational structure of the responding subject institution using Eduventures' 2005 study of outreach entity structures. The survey instrument, therefore, includes questions that Eduventures' researchers used to establish their model for "continuum of control", a component of the structural model.

Additional questions were added to the Eduventures base to allow the researcher to gather data relevant to all study objectives. Staff in UW-Stout's Outreach Services unit provided input regarding these additional questions and assisted in the development of

Table 6

Survey Item Relationship to Research Objectives

Research Objective	Survey Item(s)
1. Identify factors that affect how universities provide access to adult and non-traditional students.	Questions 20 and 21
2. Identify organizational structures used to provide access and services to adult and non-traditional students.	Questions 2, 3, 4, 5, 6, 7, 8, 9, and 10 (FY2007 data elements)
3. Identify changes in the organizational structures used by public comprehensive universities in the upper mid-west over the past five years.	Questions 11 and 12; and comparison of Questions 2, 3, 4, 5, 6, 7, 8, 9, and 10 (FY2007 data elements) and their corresponding questions 27, 28, 29, 30, 31, 32, 33, 34, and 35 (FY2003 data elements)
4. Identify the organizational control elements of organizational changes that would indicate shifts in the provision of university access to adult and non-traditional students.	Questions 13, 14, 15, 16, 17, 18, and 19 (FY2007 data elements) and their corresponding questions 36, 37, 38, 39, 40, 41, and 42
5. Determine which change factors may be the most important in improving access to public higher education at comprehensive universities for adult and non-traditional students.	Questions 22 and 23
Control and demographic information	Questions 1, 24, 25, and 26

the structure of the survey. To increase face validity, each survey item was matched to a research objective. Table 6 on page 36 provides an illustration of the relationship of survey questions to the identification of factors that affect access to higher education by non-traditional students. The questions were constructed to assure that input was obtained from each subject to allow comparisons between and among institutions regarding changes to each unit's degree of control over offering delivery, faculty and instructors, tuition and fees, and student administration and marketing, at two points in time: Fiscal Year 2003 (July 1, 2002, through June 30, 2003) and Fiscal Year 2007 (July 1, 2006, through June 30, 2007.)

Data Collection

Deans and Directors of each subject institution were sent a cover letter requesting their participation in the study and a copy of the survey. A single dollar bill was also enclosed, along with the statement that the dollar bill was not payment for the time they spend responding to the questions, but a token of the researcher's appreciation for their participation. The cover letter included information designed to show the salience of the research to the subject and their institution and included a request for help. All three strategies are based on Pearson Education's (2006) suggestions for increasing the willingness of the subjects to participate in the study. A copy of these documents are included as Appendix A.

Data Analysis

Raw data was tabulated by the researcher, assisted by UW-Stout statistician Christine Ness, using Statistical Package for the Social Sciences (SPSS) for Windows version 15.0. The analysis includes: percentages and frequency of responses per item,

cross tabulations, mean analysis for some items, including dependent and paired sample t-test analysis. Only the researcher and university statistician had access to the raw data.

Limitations

This study was limited to an examination of public comprehensive universities. This limitation is based on the research objectives three and five specific to the stated target research population. This limitation also facilitates application of the results for use in examining the provision of outreach services at University of Wisconsin-Stout.

A second limitation of the study was the reliance on antidotal data and interpretations of organizational structure and level of control provided by the Deans and Directors of the studied institutions. The use of validated structural models and descriptions helped to assure that accurate data was obtained.

The final limitation is the researcher's reliance on an assumption that changes in unit control provide accurate indication of a shift in the provision of access to university continuing education services. Although this seems to be an accurate assumption, a larger study may be required to validate the shifts identified.

Chapter IV: Results

This chapter provides the results and analysis of a survey sent to the heads of continuing education units at 32 comprehensive universities in the upper Midwest (see Table 2 on page 11.) The primary purpose of the study was to determine if there has been a shift in the ways that universities in the upper Midwest provide access to adult and non-traditional students. Structural changes in continuing education units could indicate that a shift has or is occurring. This may lead University of Wisconsin-Stout to consider adopting changes in the provision of student satisfaction areas to reflect the practices of its continuing education unit.

The study had five objectives. The questionnaire was designed to gather data to partially satisfy those objectives:

1. Identify factors that affect how universities provide access to adult and non-traditional students.
2. Identify organizational structures used to provide access and services to adult and non-traditional students.
3. Identify changes in the organizational structures used by public comprehensive universities in the upper mid-west over the past five years.
4. Identify the organizational control elements of organizational changes that would indicate shifts in the provision of university access to adult and non-traditional students.
5. Determine which change factors may be the most important in improving access to public higher education at comprehensive universities for adult and non-traditional students.

Question Groupings

The majority of the survey questions were grouped into obtaining data from two points in time: Fiscal Year 2003 and Fiscal Year 2007. Identical questions were asked for each of these two time periods so that changes between the two fiscal years could be identified. Some unique questions (based solely on each fiscal year) were also included to gather data on respondent perceptions of changes that may have occurred.

Respondents were requested to respond to Questions 1 through 23 based on their knowledge of their outreach unit's position in Fiscal Year 2007. For questions 24 through 42 respondents were requested to respond based on their knowledge of their outreach unit's position in Fiscal Year 2003. Included in the question range for Fiscal Year 2007, questions 10 and 12 as well as questions 21 through 23 are unique questions, not duplicated in the question range for Fiscal Year 2003. Included in the question range for Fiscal Year 2003, questions 24 through 26 are also unique questions, not duplicated in the question range for Fiscal Year 2007.

Response rate

Responses were received from 22 institutions for a response rate of 68.75%. One response was unusable as the respondent stated that the institution only served non-traditional students, and, therefore, it does not have a continuing education unit. No data elements were provided by this respondent institution.

Question results from the Fiscal Year 2007 grouping

Question 1: what is your title?. The majority of respondents (66.7%) indicated that their titles were either "Director" (38.1%) or "Dean" (28.6%) in Fiscal Year 2007. Less than ten percent (9.5%) reported that their title was Associate or Assistant Vice

Chancellor with 4.8% percent listing their titles as Associate or Assistant Vice Provost, Associate or Assistant Dean, or Executive Director. Two respondents wrote in that they were the Provost. (See Table 7.)

Table 7

Respondent Title In Fiscal Year 2007

Title	Frequency	Percent
Associate/Assistant Vice Chancellor	2	9.5
Associate/Assistant Vice Provost	1	4.8
Dean	6	28.6
Associate/Assistant Dean	1	4.8
Executive Director	1	4.8
Director	8	38.1
Other	2	9.5
Total	21	100.0

Question 2: to whom do you (or your unit head) report? The majority of the respondents (85.7%) indicated that they reported to either their institution's Vice Chancellor (61.9%), Provost (4.8%) or to an Associate/Assistant Vice Chancellor (19%) or Vice Provost (4.8%) in Fiscal Year 2007. Nearly five percent (4.8%) of the respondents listed that they reported to the Dean, Executive Director, or the Director of the outreach unit. (See Table 8 on page 42.)

Table 8

Who Respondent Reports To In Fiscal Year 2007

Title	Frequency	Percent
Vice Chancellor/Provost	13	61.9
Associate/Assistant Vice Chancellor	4	19.0
Associate/Assistant Vice Provost	1	4.8
Dean	1	4.8
Executive Director	1	4.8
Director	1	4.8
Total	21	100.0

Question 3: which of the following educational programs does your unit offer?

Respondents were asked if they provided specific types of offerings in Fiscal Year 2007, including credit and non-credit courses; undergraduate, masters, and graduate certificate programs; associate, bachelor's, professional, and doctoral degrees; and customized corporate programs.

Nearly all respondents reported that they offered both non-credit (90.5%) and credit (85.7%) courses. More than half (52.4%) reported offering masters certificates. Approximately forty percent (42.9%) reported that their units offered undergraduate certificates, graduate certificates (42.9%), bachelor's degrees (38.1%), and custom corporate programs (38.1%). Only 14.3% of the respondents reported offering associate degrees, and only 9.5% offered either professional or doctoral degrees.

Question 4: what is the size of your CE unit's annual budget...from all sources?

Respondents were asked about the size of their unit's budget in Fiscal Year 2007.

Eighty-one percent (81%) of the respondents reported an annual budget of less than \$5 million dollars. Only 9.5% of the respondents reported a unit budget of more than \$5 million but less than \$10 million dollars. Respondents also reported budgets of more than \$10 million but less than \$20 million dollars (4.8%) and more than \$20 million but less than \$30 million dollars (4.8%). (See Table 9.)

Table 9

Size of Budget In Fiscal Year 2007

Budget	Frequency	Percent
Less than \$5 million	17	81.0
More than \$5 million but less than \$10 million	2	9.5
More than \$10 million but less than \$20 million	1	4.8
More than \$20 million but less than \$30 million	1	4.8
Total	21	100.0

Question 5: how many FTE employees...does your CE unit currently employ?

Respondents were asked about the number of professional and support personnel that their unit employed in Fiscal Year 2007.

The majority of the respondents employed more than ten full time equivalent employees (FTEs) but less than 20 FTEs (38.1%). One third (33.3%) of the respondents reported less than 10 FTEs. Nineteen percent (19%) reported having more than 20 but less than 30 FTEs. Only 4.8% each reported having more than 30 but less than 40 and more than 40 FTEs. (See Table 10 on page 44.)

Table 10

FTE Employees In Fiscal Year 2007

Employees	Frequency	Percent
Less than 10	7	33.3
More than 10 but less than 20	8	38.1
More than 20 but less than 30	4	19.0
More than 30 but less than 40	1	4.8
More than 40	1	4.8
Total	21	100.0

Question 6: does your unit currently hire faculty? More than half of the respondents (57.1%) reported hiring faculty in Fiscal Year 2007. (See Table 11.)

Table 11

Unit Hires Faculty In Fiscal Year 2007?

Response	Frequency	Percent
Yes	12	57.1
No	9	42.9
Total	21	100.0

Several comments were written it relative to this question. They included: “If they are approved by the academic department”, “CE unit funds; department hires”, “Faculty are hired through departments”, “But just to teach courses”, “Faculty serve as liaisons to specific program areas”, “We contract with faculty to teach courses outside of their regular teaching load, on a course-by-course basis”, “After academic departmental review of credentials”, and “We will be hiring faculty in next fiscal year.”

Question 7: do faculty currently report to your CE unit? Less than one quarter of the respondents (23.8%) reported that faculty reported to their outreach unit in Fiscal Year 2007. (See Table 12.)

Table 12

Faculty Currently Report to Unit In Fiscal Year 2007?

Response	Frequency	Percent
Yes	5	23.8
No	16	76.2
Total	21	100.0

Several comments were written it relative to this question. They included: “To assist in program development – non-instructional”, “We hire through colleges/dept. (for academic credibility) but we pay salary and have a voice in who might be hired for particular courses”, “The CE unit contracts for faculty services”, “In distance learning.”

Question 8: are there currently revenue sharing mechanisms in place...? Slightly more than half (57.1%) of the respondents reported that their unit formally shared revenue with their institution’s academic departments in Fiscal Year 2007. (See Table 13 on page 46.)

Several comments were written in regarding this question. They included: “Based on who develops content”, “Shared on a negotiated rate per project”, “All revenue returns to central administration”, “To college which distributes to depts.”, “Annually – most shared has been \$5,000.”

Question 9: where would you place...your organization on the Eduventures continuum? Respondents were presented with a line illustrating Eduventures’ structural

Table 13

Outreach Formally Shares Revenue In Fiscal Year 2007?

Response	Frequency	Percent
Yes	12	57.1
No	9	42.9
Total	21	100.0

continuum with one side (to the far left) marked as “Decentralized” and the other side (to the far right) marked as “Autonomous”. Respondents were asked to place a mark on the line indicated the structure of their unit in 2007.

No respondents marked the far right (Autonomous) and only 30% percent indicated that their unit was structured to the right of center (indicating a high level of centralization but not to the point of autonomy from the institution.) Twenty-five percent (25%) marked the line in the middle indicating their unit was primarily centralized and 20% percent marked the line to the left of center indicating their unit was centralized but with decentralization tendencies. Twenty-five percent (25%) marked the line to the far left indicating that their unit was decentralized. (See Table 14 on page 47.)

Several respondents expanded on their place selection by commenting: “We are linked to academic areas such as the School of Education as our teacher recertification credit courses are approved by that unit” and “Closely aligned with colleges and support offices on campus.”

Question 10: what terms would you use to describe [your] organizational model?

Respondents were asked to indicate if specific terms were descriptive of their unit in Fiscal Year 2007. They were given the opportunity to provide alternative terms. The

Table 14

Place on Eduventures Continuum 2007

Place on Continuum	Frequency	Percent
Decentralized	5	25.0
Left of center	4	20.0
Centralized	5	25.0
Right of center	6	30.0
Standalone	0	0.0
Total	20	100.0

provided terms were: centralized, autonomous, responsible for, sharing, leveraging, alignment, growth, and control.

“Centralized” was selected by nearly half of the respondents (47.6%) and was the most reported descriptive term, followed by “sharing” (28.6%) and “growth” (28.6%). Nineteen percent (19%) noted that their unit had primary responsibility for a variety of services to non-traditional students, and nineteen percent (19%) chose to write in their own terms. The terms “leveraging” and “alignment” were selected by 14.3% percent of the respondents. Only 4.8% percent of the respondents reported that “control” was a descriptive term.

Write-in comments regarding these terms included: “Distributed”, “Centralized in that all distance education must go through our office”, “Helping the campus achieve its goals with the community”, “Helping our institution become stronger”, “Decentralized”, “Sustaining core program areas as well as introducing new initiatives with campus, community and regional directions”, and “Delivery vehicle for academic units.”

Question 11: do you anticipate your...structure changing in the next five years?

Sixty-five percent (65%) of the respondents reported that they anticipated structural change to occur in their unit within five years of Fiscal Year 2007. (See Table 15.)

Table 15

Do You Anticipate Structural Change in the Next Five Years?

Response	Frequency	Percent
Yes	13	65.0
No	7	35.0
Total	20	100.0

Several respondents chose to provide additional detail regarding their answer. They wrote: “Move to a self-support model”, “Our structure will not be changing – our focus is changing as reflected in our responses to question 12”, “We will be co-locating with Distance Learning Center – inevitable changes will result”, “[Five years is] too far out to predict.”

Question 12: if you anticipate your structure changing, how [will it change]?

Respondents reporting that change was anticipated were asked to describe the change using specific, provided statements. They were also given the opportunity to provide alternative statements or terms. The provided statements were: become more centralized, generate non-credit revenue, grow non-traditional revenue, develop closer ties to academic departments, become more autonomous, hire more adjuncts, tie programs to faculty interests, become market driven, and limit unit focus to university mission.

“Become market driven” was selected by nearly three quarters (73.3%) of the respondents and was the most reported term describing anticipated change followed closely by “grow non-traditional revenue”, selected by two thirds (66.7%) of the respondents, and “generate non-credit revenue”, selected by over half (53.3%) of the respondents anticipating structural change. Forty percent (40%) of the respondents selected both “develop closer ties to academic departments” and “hire more adjuncts”. Approximately one quarter (26.7%) of the respondents indicated that change would mean greater “ties of programs to faculty interests”. Only 20% percent reported that the change would “limit focus to university mission” and 13.3% percent of respondents selected “become more centralized”, “become more autonomous”, or some other change.

Additional details provided by the respondents regarding structural changes included the following statements: “Adjusting programs to complement new campus strategic plan”, “Priority will become net revenue”, “Working more collaboratively with School of Education”, and “Anticipate a closer affiliation with distance learning programs for new audiences – those currently served by distance learning in the credit arena and are requesting/have potential for non-credit offerings.”

Crosstabs were performed for all responses. Only two were significant: 80% of respondents that indicated that their unit would “grow non-traditional revenues” also indicated that their unit would “become market driven” and 73% of respondents that indicated that their unit would “become market driven” also indicated that their unit would “generate non-credit revenue.” This seems to indicate that respondents believe that the demand from the non-traditional market is tied to expansion of non-credit

programming, at least as it pertains to the generation of revenues from non-traditional sources.

Question 13: is your unit...responsible for generating revenue from [listed] sources? Respondents were asked to indicate if their unit was responsible for generating revenue from specific sources in Fiscal Year 2007. They were given the opportunity to provide alternative sources. The provided terms were revenue from: tuition, fees, grants, contracts, state sources, and commercial sources (such as conference centers).

Nearly all (95.2%) respondents reported generating revenue from tuition. Less than three quarters (71.4%) reported generating revenue from fees, followed by contracts (61.9%), and grants (57.1%). Nineteen (19%) percent reported revenues from state sources and only 9.5% reported revenues from commercial operations.

Respondents also noted that they would generate income through “Training” and “Program sponsorships.”

Question 14: is your unit...responsible for managing budgets and operation for [list]? Respondents were asked to indicate if their unit was responsible for managing budgets and operations within specific areas of expenditures during Fiscal Year 2007. Respondents were provided the following expense areas: instructional salaries, program costs, selling and marketing, administrative costs, and institutional indirect. Respondents were also given the opportunity to write in additional areas of cost control for which they were responsible.

One hundred percent (100%) of the respondents indicated that they were responsible for administrative costs which included program development costs and the salaries of administrative staff, followed closely by instructional salaries (95.2%), selling

and marketing (90.5%) which included advertising and recruiting events, and program costs (85.7%) which included AV, duplication, meals, and travel. Responsibility for indirect costs was reported by 61.9% of the respondents.

Question 15: is your unit currently responsible for administering CE registrations? Slightly more than three quarters (76.2%) of the respondents indicated that their unit was responsible for registering continuing education students.

Several comments were also provided. They included: “We work with the Registrar’s Office”, “Some (25%) registrations are not handled here”, “For non-credit/off-campus but not credit on campus or online”, “We have a separate registration system for non-credit programs and PeopleSoft”, and “For non-credit, use campus structures for credit.”

Question 16: is your unit currently responsible for administering CE financial aid? Only 4.8% percent of the respondents indicated that they were responsible for managing financial aid for continuing education students. One respondent also noted: “We secure and distribute/award non-credit program scholarships to a limited number of students.”

Question 17: does your unit currently provide any...[listed] student services? Respondents were asked to indicate if their unit provided specific areas of student services during Fiscal Year 2007. They were provided the following student service areas: self-assessments, occupational resources, resume/cover letter assistance, interviewing skill development, or job placement services. Respondents were also given the opportunity to write in additional areas of student support services for which they were responsible.

Very few respondents indicated that their units provided any of these student support services. Only 14.3% percent of the respondents provided self-assessments and 4.8% percent provided occupational resources. No respondents provided resume, cover letter, interviewing skill development, or job placement support services.

Additional comments included: “None of the above – our career center does this”, “Online help desk, orientation for online students”, and “These service provide by the campus.”

Question 18: if you currently offer student services, do you charge fees for their usage? None of the respondents indicating that they provided student support services reported charged a fee for the service provided. One respondent noted: “Not for specific services – pay through segregated fees.”

Question 19: do CE students currently pay the same tuition as traditional students? Eighty-one percent (81%) of the respondents reported that continuing education students paid the same tuition amount as traditional students.

Respondents added information regarding their answers to this question by noting: “Unless subsidized by a grant”, “Off-campus and online tuition is higher”, “Credit courses are at traditional rates; special credit offerings at special rates”, “Depends on the program”, and “Online students pay online tuition and fees – Continuing Ed students do not pay segregated fees.”

Question 20: [rank in] order of importance...the following factors affecting...outreach. Respondents were asked to rank order three factors (from their institution’s viewpoint) that could potentially affect how they approach the delivery of outreach offerings to non-traditional learners. The three factors were: “high growth in the

number of non-traditional learners registering and/or the tuition they generate,” high control over the management of courses and degrees that are offered to non-traditional learners,” and “targeting high need or strategic degree programs and/or non-traditional learner audiences.”

High growth in the number of non-traditional learners was ranked by 55% percent of the respondents as the most important priority, with 15% percent ranking it as their number two priority, and 30% percent ranking it as their third priority.

High control over the management of offerings was ranked by 30% percent of the respondents as the most important priority, with 25% percent ranking it as their number two priority, and 45% percent ranking it as their third priority.

Targeting strategic audiences was ranked by 15% percent of the respondents as the most important priority, with 60% percent ranking it as their number two priority, and 25% percent ranking it as their third priority.

Taking into account the various priority listings, high growth in the number of non-traditional learners was identified as the priority receiving the highest ranking. (See Table 16.)

Table 16

Campus Access Priority One-Sample Statistics

Priority	N	Mean	Std. Deviation	Std. Error Mean
High Growth in Number of Learners Priority	20	1.75	.910	.204
High Control over Offerings Priority	20	2.15	.875	.196
High Target Audience Priority	20	2.10	.641	.143

The other two areas, although they received significantly different “important priority” rankings, were statistically identical when all rankings were included.

Chi-Square analysis of the priorities revealed that the most agreement was actually found within the priority that was ranked number two of the three priorities by respondents, “high target audience.” The least respondent agreement was found with the third ranked priority, “high control over offerings.” (See Table 17.)

Question 21: are there any other factors that should be considered? Other factors were identified by 41.2% of the respondents. They included: “Campus resources, ie. Faculty, availability and market for outreach”, “We are a faculty union institution, which greatly influences faculty salary costs”, “Relevance to mission”,

Table 17

Campus Access Chi-Square Test Statistics

Result	High Growth in Number of Learners Priority	High Control over Offerings Priority	High Target Audience Priority
Chi-Square(a)	4.900	1.300	6.700
Df	2	2	2
Asymp. Sig.	.086	.522	.035

a. 0 cells (.0%) have expected frequencies less than 5.

b. The minimum expected cell frequency is 6.7.

“Access to audience”, “Connection to institutional mission and faculty expertise”, “\$\$\$”, “Opportunities for partnerships that build on existing programs”, and “Programs related to mission and regional development.”

Question 22: [rank in] order of importance the ...factors...for improving access.

Respondents were asked to rank order three change factors relative to improving access

for non-traditional students at their institution. The listed factors were: “the fiscal environment,” “changing technology for distance learning,” and “the ability and desire to create partnerships.”

The fiscal environment was ranked by 57.1% percent of the respondents as the most important priority, with 23.8% percent ranking it as their number two priority, and 19% percent ranking it as their third priority.

The changing technology for distance learning was ranked by 33.3% percent of the respondents as the most important priority, with 42.9% percent ranking it as their number two priority, and 23.8% percent ranking it as their third priority.

The ability and desire to create partnerships was ranked by 9.5% percent of the respondents as the most important priority, with 33.3% percent ranking it as their number two priority, and 57.1% percent ranking it as their third priority.

Using a scale where a low mean indicates a high rank, change in the fiscal environment was ranked (mean of 1.62) as the most important factor affecting institutional desire to make access for non-traditional learners a priority, followed by change in the technology environment (1.90) and change in the creation of partnerships

Table 18

Change Factors One-Sample Statistics

Change Factor	N	Mean	Std. Deviation	Std. Error Mean
Fiscal Environment Change Factor Priority	21	1.62	.805	.176
Technology Environment Change Factor Priority	21	1.90	.768	.168
Partnership Creation Change Factor Priority	21	2.48	.680	.148

(2.48). (See Table 18 on page 55.)

A T-test analysis was also performed on the change factor priority data.

Respondents significantly (.004) rated the “creation of partnerships” as the least important factor in changing the institution’s organizational structure for outreach. (See Table 19 below.)

Taking into account the various priority listings, the fiscal environment was clearly identified as the priority receiving the highest ranking. Clear delineation between the other two areas was also indicated with the changing technology for distance learning ranking second and the ability and desire to create partnerships third.

Table 19

Change Factors One-Sample Test

Change Factor	Test Value = 2					
	T	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
	Lower	Upper	Lower	Upper	Lower	Upper
Fiscal Environment Change Factor Priority	-2.169	20	.042	-.381	-.75	-.01
Technology Environment Change Factor Priority	-.568	20	.576	-.095	-.45	.25
Partnership Creation Change Factor Priority	3.211	20	.004	.476	.17	.79

Question 23: are there any other change factors that should be considered? Other factors were identified by 47.1% of the respondents. Their thoughts regarding these factors included: “Infrastructure”, “Economy”, “The quality of the students”, “The market for non-traditional programs”, “The ability to offer more using campus-based

faculty, not relying too heavily on part-time/adjunct faculty”, “Demographics of traditional geographic service area”, “The UW Growth Agenda – ie external forces that make it to the institution’s advantage to attract more non-trads”, “Provide financial aid to part-time adult learners”, “Support services access”, and “Willingness of existing faculty to work in outreach or approve the work of ad hocs in outreach.”

One respondent provided detail regarding their comment that “Resources available on the campus” was an important change factor. They went on to explain: “The Distance Learning Center has built capacity to be responsive to students at a distance from campus; Continuing Education has built capacity to be responsive to students in the communities in our service region (6 counties) and tri-state area. However, Continuing Education does not have the capacity to create distance learning platforms for standalone classes, so partnerships outside the campus are critical for making courses available to our constituent groups.”

Question results from the Fiscal Year 2003 grouping

For questions 24 through 42 respondents were requested to respond based on their knowledge of their outreach unit’s position in Fiscal Year 2003.

Question 24: were you in the same position in fiscal year 2003? Less than half (47.6%) of the respondents were in the same position in Fiscal Year 2003 that they reported for Fiscal Year 2007.

Question 25: if not are you able to describe the unit at that time [Fiscal Year 2003]? Nearly all (90.9%) of the respondents reported that they were able to describe the unit in Fiscal Year 2003.

Several respondents commented on their response, stating: “All was the same in 2003 & 2007”, “Less non-credit and contracted credit course were offered; also, less online then”, and “Part of graduate school.”

Question 26: if not, who should we talk to about the unit in fiscal year 2003? All (100%) of the respondents who could not describe the unit in Fiscal Year 2003 were able to provide the name of another individual who could provide the data. Those individuals were contacted and the data was obtained from the alternative source.

Question 27: to whom did you (or the unit head) report [in fiscal year 2003]? The majority of the respondents (47.6%) indicated that they reported to their institution’s Vice Chancellor in Fiscal Year 2003. An additional 23.8% percent reported to the Associate or Assistant Vice Chancellor and 14.3% percent reported to the Dean of Outreach. Four point eight (4.8%) percent of the respondents each listed that they reported to the Associate or Assistant Vice Provost, and Executive Director, or a Director. (See Table 20.)

Table 20

Who Respondent Reported to in 2003?

Title	Frequency	Percent
Vice Chancellor	10	47.6
Associate/Assistant Vice Chancellor	5	23.8
Associate/Assistant Vice Provost	1	4.8
Dean	3	14.3
Executive Director	1	4.8
Director	1	4.8
Total	21	100.0

Question 28: which of the [listed] education programs did your unit offer in FY 2003? Respondents were asked if they provided specific types of offerings in Fiscal Year 2003, including: credit and non-credit courses; undergraduate, masters, and graduate certificate programs; associate, bachelor's, professional, and doctoral degrees; and customized corporate programs.

Nearly all respondents reported that they offered both non-credit (90.5%) and credit (81%) courses in Fiscal Year 2003. Nearly half (47.6%) reported offering masters certificates. Approximately forty percent reported that their units offered graduate certificates (38.1%), but only one third offered bachelor's degrees (33.3%). Custom corporate programs and undergraduate certificates were offered by 28.6% percent of the respondent's outreach units. Less than ten percent (9.5%) of the respondents reported that their units offered associate degrees or professional degrees, and only 4.8% percent offered doctoral degrees.

Question 29: what was the size of your CE unit's annual budget for fiscal year 2003? Respondents were asked about the size of their unit's budget in Fiscal Year 2003.

More than eighty-five percent (85.7%) of the respondents reported an annual budget of less than \$5 million dollars. Only 4.8% percent of the respondents reported a unit budget of more than \$5 million but less than \$10 million dollars. Respondents also reported (9.5%) budgets of more than \$10 million but less than \$20 million dollars. No respondents had budgets of over \$20 in Fiscal Year 2003.

Question 30: how many FTE employees...did your CE unit have in fiscal year 2003? Respondents were asked about the number of professional and support personnel that their unit employed in Fiscal Year 2003.

The majority of the respondents (47.6%) employed more than ten full time equivalent employees (FTEs) but less than 20 FTEs. Less than thirty percent (28.6%) reported employing less than ten FTEs. Respondents also reported employing more than 20 but less than 30 FTEs (14.3%), but only 4.8% percent reported having either more than 30 but less than 40 and more than 40 FTEs.

Question 31: did your unit hire faculty [in fiscal year 2003]? Less than half of the respondents (47.6%) reported hiring faculty in Fiscal Year 2003.

Question 32: did faculty report to your CE unit [in fiscal year 2003]? Less than one fifth of the respondents (19%) reported that faculty reported to their outreach unit in Fiscal Year 2003. One respondent commented that the faculty reporting to the CE unit were “Distance learning faculty.”

Question 33: did the unit have revenue sharing mechanisms [for fiscal year 2003]? Only one third (33.3%) of the respondents reported that their unit formally shared revenue with their institution’s academic departments in Fiscal Year 2003. One respondent commented that revenue sharing was “Negotiated per project.”

Question 34: [where was your unit] on the Eduventures continuum in FY2003? Respondents were presented with a line illustrating Eduventures’ structural continuum with one side (to the far left) marked as “Decentralized” and the other side (to the far right) marked as “Autonomous”. Respondents were asked to place a mark on the line indicated the structure of their unit in Fiscal Year 2003.

A small number of respondents (5%) marked the line to the far right indicating that their outreach unit operated “autonomously.” Thirty percent (30%) marked the line in the middle indicating their unit was primarily centralized and 30% percent also marked

the line to the left of center indicating their unit was centralized but with decentralization tendencies. Over one third (35%) of the respondents marked the line to the far left indicating that their unit was decentralized. (See Table 21.)

Table 21

Place on Eduventures Continuum in 2003

Place on Continuum	Frequency	Percent
Decentralized	7	35.0
Left of center	0	0.0
Centralized	6	30.0
Right of center	6	30.0
Standalone	1	5.0
Total	20	100.0

Question 35: what terms did you use to describe [your unit's model]...in FY 2003? Respondents were asked to indicate if specific terms were descriptive of their unit in Fiscal Year 2003. They were given the opportunity to provide alternative terms. The provided terms were: centralized, autonomous, responsible for, sharing, leveraging, alignment, growth, and control.

“Centralized” was selected by 42.9% percent of the respondents and was the most reported descriptive term, followed by “sharing” and “autonomous” both selected by 23.8% percent of the respondents. Nineteen percent (19%) selected the term “growth” and 14.3% percent selected the terms “leveraging” and “alignment.” Only 9.5% percent

of respondents selected the term “control” or noted that their unit had primary responsibility for a variety of services to non-traditional students.

Several respondents provided additional terms. They included: “Administratively centralized – Academically decentralized”, “Distributed”, “Decentralized”, and “Delivery vehicle for academic units.”

Question 36: [from which listed sources did your unit generate] income [in FY 2003]? Respondents were asked to indicate if their unit was responsible for generating revenue from specific sources in Fiscal Year 2003. They were given the opportunity to provide alternative sources. The provided terms were revenue from: tuition, fees, grants, contracts, state sources, and commercial sources (such as conference centers).

Nearly all (95.2%) reported generating revenue from tuition. A little more than three quarters (76.2%) reported generating revenue from fees, followed by grants (47.6%), contracts (38.1%), and state sources (19%). Only 9.5% percent reported revenues from commercial operations.

Question 37: [for which listed expense areas] was your unit responsible ...in FY 2003? Respondents were asked to indicate if their unit was responsible for managing budgets and operations within specific areas of expenditures during Fiscal Year 2003. They were provided the following expense areas: instructional salaries, program costs, selling and marketing, administrative costs, and institutional indirect. Respondents were also given the opportunity to write in additional areas of cost control for which they were responsible.

A high percentage (85.7%) of respondents indicated that their units were responsible for instructional salaries, program costs (which included AV, duplication,

meals, and travel), and selling and marketing (which included advertising and recruiting events.) Responsibility for administrative costs (which included program development costs and the salaries of administrative staff) was reported by 81% percent of the respondents. Responsibility for indirect costs was reported by 57.1% percent of the respondents.

Question 38: was your unit responsible for...CE registrations [in FY 2003]?

More than eighty-five percent (85.7%) of the respondents indicated that their unit was responsible for registering continuing education students.

Several respondents commented that, in Fiscal Year 2003, their unit administered CE registrations: “Almost exclusively”, “For off-campus and online”, and “For non-credit, credit through campus process.”

Question 39: was your unit responsible for...CE financial aid [in FY 2003]?

None of the respondents indicated that they were responsible for managing financial aid for continuing education students.

Question 40: did your unit provide any [listed] student services in fiscal year 2003? Respondents were asked to indicate if their unit provided specific areas of student services during Fiscal Year 2003. They were provided the following student service areas: self-assessments, occupational resources, resume/cover letter assistance, interviewing skill development, or job placement services. Respondents were also given the opportunity to write in additional areas of student support services for which they were responsible.

Very few respondents indicated that their units provided any of these student support services. Only 14.3% percent of the respondents provided self-assessments. The

provision of occupational resources, resume/cover letter development, and interviewing skill development was reported by only 4.8% percent of the respondents. No respondents provided job placement support services.

Respondents provided the following comments regarding the provision of student services in fiscal year 2003: “Online help desk, orientation for online learners” and “None of the above – these services were, and continue to be, provided by career services.”

Question 41: if you offered student services in FY 2003, did you charge[usage] fees? None of the respondents indicating that they provided student support services reported that their unit charged a fee for the service provided in Fiscal Year 2003.

Question 42: did CE students pay the same tuition as traditional students in FY 2003? More than eighty-five percent (85.7%) of the respondents reported that continuing education students paid the same tuition amount as traditional students in Fiscal Year 2003. One respondent noted that " Off-campus and online were higher.”

Comparison of Responses Between Fiscal Year 2003 and Fiscal Year 2007

By asking the some of the same questions of respondents for both Fiscal Year 2003 and Fiscal Year 2007 it is possible to determine if significant changes have occurred over the intervening period.

Comparisons of position, ability to respond, and reporting for unit heads. Not surprisingly, less than half (47.6%) of the respondents reported that they were in the same position in Fiscal Year 2003 that they reported for Fiscal Year 2007. (See Question 24 on page 57.) It is significant, however, that 90.9% percent of the respondents were able to provide answers for the questions asked relative to both Fiscal Year 2007 and Fiscal Year

2003. Coupled with a significant shift of reporting lines between Fiscal Year 2003 and Fiscal Year 2007 (see Tables 8 and 20 on pages 42 and 58 respectively), it appears that outreach units tend to be headed by individuals that have a high degree of longevity within the unit (and who tend to be promoted to the top position within the organizational structure.) This shift could also indicate that the outreach function is becoming more important to institutions and that they are increasingly subject to direct administrative oversight at higher levels of the university.

Comparison of educational programs provided. Non-credit offerings remained the mainstay of respondent units. However, although only small increases between 2003 and 2007 were reported in the provision of credit courses, associate degrees, bachelor's degrees, graduate certificates, and master's certificates collectively they may indicate a

Figure 2

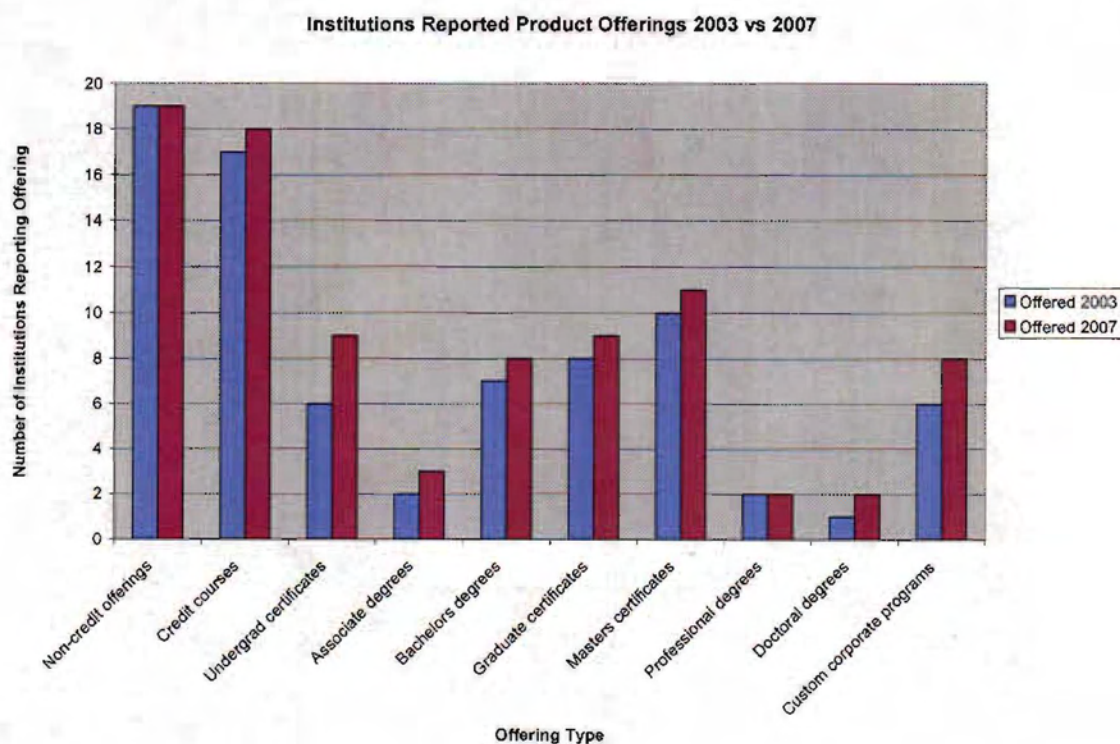


Table 22

Analysis of Variance Regarding Offering Types 2003-2007

Offering Type		Sum of Squares	Df	Mean Square	F	Sig.
Non-credit courses offered	Between Groups	.000	1	.000	.000	1.000
	Within Groups	3.619	40	.090		
	Total	3.619	41			
Credit courses offered	Between Groups	.024	1	.024	.164	.688
	Within Groups	5.810	40	.145		
	Total	5.833	41			
Undergraduate certificates offered	Between Groups	.214	1	.214	.909	.346
	Within Groups	9.429	40	.236		
	Total	9.643	41			
Associate degrees offered	Between Groups	.024	1	.024	.217	.644
	Within Groups	4.381	40	.110		
	Total	4.405	41			
Bachelor's degrees offered	Between Groups	.024	1	.024	.099	.755
	Within Groups	9.619	40	.240		
	Total	9.643	41			
Graduate certificate programs offered	Between Groups	.024	1	.024	.094	.760
	Within Groups	10.095	40	.252		
	Total	10.119	41			
Masters certificate programs offered	Between Groups	.024	1	.024	.091	.765
	Within Groups	10.476	40	.262		
	Total	10.500	41			
Professional degrees offered	Between Groups	.000	1	.000	.000	1.000
	Within Groups	.3619	20	.090		
	Total	.3619	41			
Doctoral degrees offered	Between Groups	.024	1	.024	.345	.560
	Within Groups	2.762	40	.069		
	Total	2.786	41			
Custom corporate programs offered	Between Groups	.095	1	.095	.412	.524
	Within Groups	9.238	40	.231		
	Total	9.333	41			

shift toward outreach units playing a more significant role in the provision of credit programming. In fact, the largest increases were reported in the number of institutions adding undergraduate certificates and custom corporate programs to their offering mix. Figure 2 provides the data in the form of positive responses (rather than the percentages noted for questions 3 and 28 reported above.)

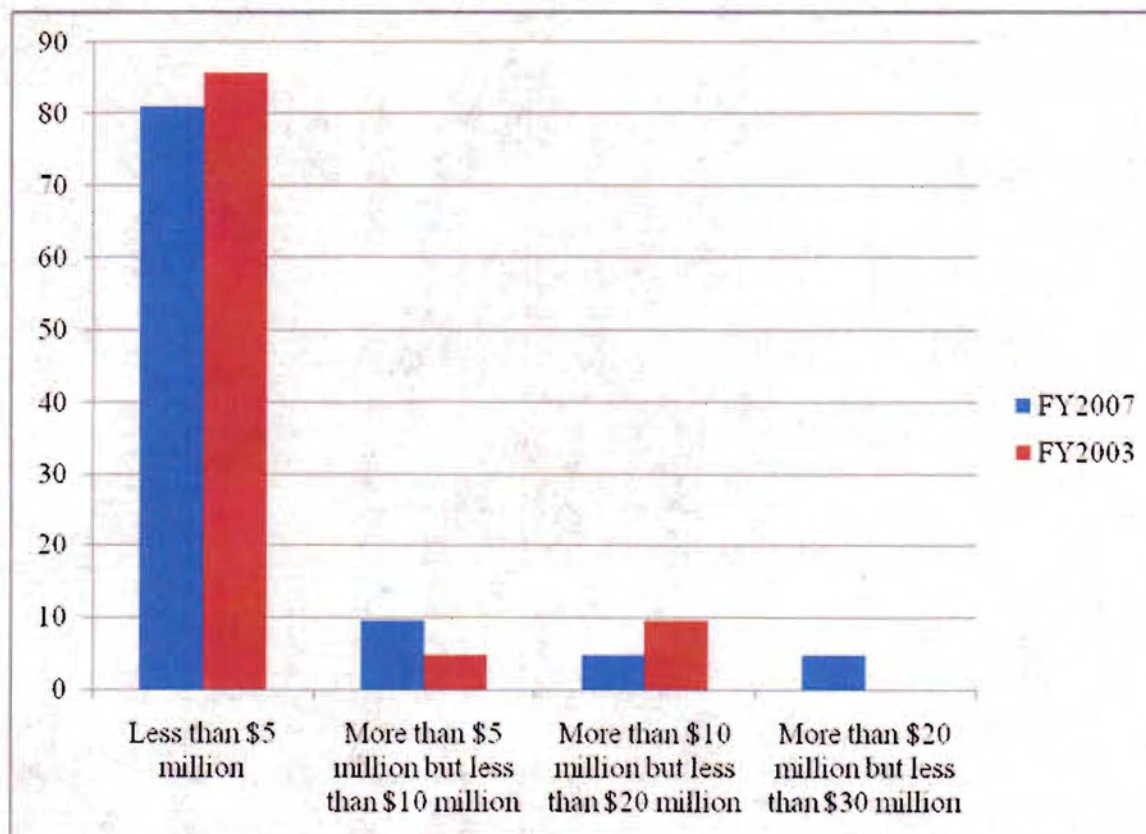
Analysis of variance was also performed on responses to offering type.

Differences were found but they were not statistically significant. (See Table 22 on page 66.)

Comparison of the size of the outreach unit. Two size measures were included in the survey. Questions 4 and 29 asked respondents to provide data about their unit's

Figure 3

Comparison of unit budgets in FY 2007 and FY 2003

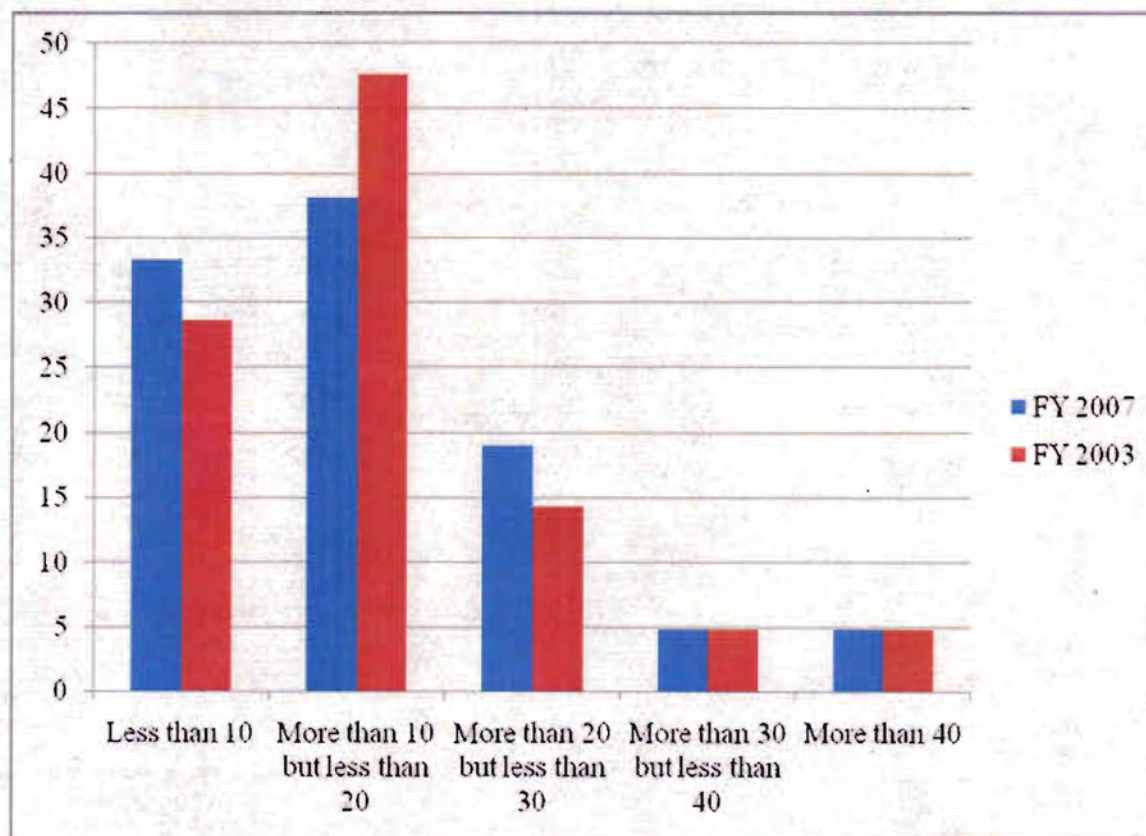


annual budgets for Fiscal Years 2007 and 2003 respectively (see Figure 3 on page 67), and questions 5 and 30 asked respondents to provide data about their unit's full time equivalent employees (FTEs) for Fiscal Years 2007 and 2003 respectively (see Figure 4 below.)

Figure 3 illustrates a slight but interesting shift increase in the total revenues of all units. That may reflect an overall inflationary trend, but might also reflect true growth in the amount of revenue produced by the outreach units.

Figure 4 also illustrates an increase that bolsters the hypothesis that true growth might be occurring in respondent outreach units. The number of FTE employees in the smaller units appears to have significantly increased though the number of employees for Figure 4

Comparison of FTE employees in FY 2007 and FY 2003



larger units has remained stable.

Comparison of unit relationships to faculty. Questions 6 and 31 asked respondents to provide data about their unit's hiring of faculty for Fiscal Years 2007 and 2003 respectively, and questions 7 and 32 asked respondents to provide data about their unit's reporting relationship with faculty for Fiscal Years 2007 and 2003 respectively.

The percentage of units that reported they hired faculty increased from 47.6% percent in Fiscal Year 2003 to 57.1% percent in Fiscal Year 2007. The percentage of respondents that reported that faculty report to the outreach unit increased from 19% percent in Fiscal Year 2003 to 23.8% percent in Fiscal Year 2007. These increases seem to provide evidence that outreach units are relying on their campus experts to provide instruction for outreach-related non-traditional offerings. They may also provide evidence for more decentralized outreach structures. Further, these increases may provide an indication that outreach units are beginning to operate more like traditional academic units.

Comparison of revenue sharing with academic units. Questions 8 and 33 were intended to gather data regarding the outreach unit's "sharing" of generated revenues with their campus academic departments. Respondents reported a very significant increase in the sharing of outreach revenues. Only one third (33.3%) of the respondents reported that their unit shared revenues with academic departments in Fiscal Year 2003. The percentage had nearly doubled in Fiscal Year 2007 to 57.1% percent.

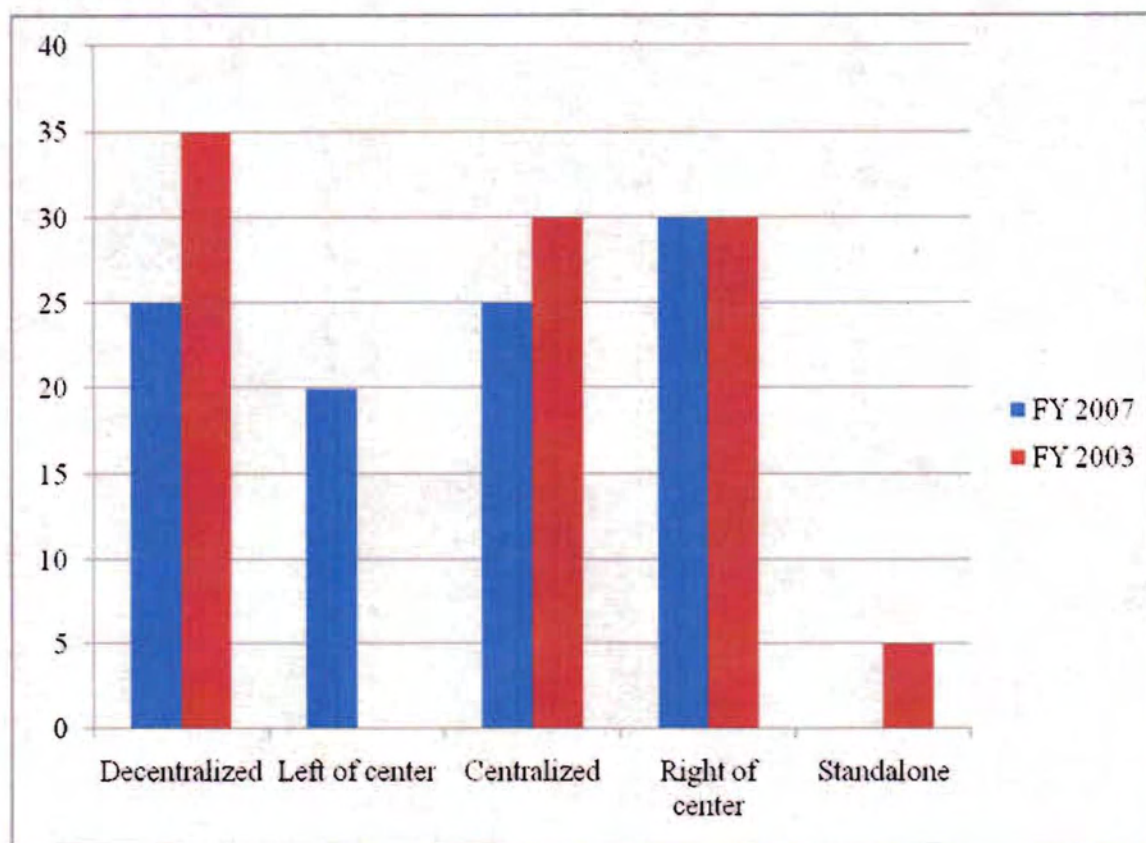
It is possible that this increase simply reflects earlier findings (budgets and FTEs) that indicate increases in the amount of revenue that is being produced by the respondent outreach units. It may also indicate that academic entities are requesting funding

assistance and, perhaps, universities are beginning to rely upon, revenues from non-traditional and non-taxpayer provided sources. This increase may also provide additional evidence that outreach units are becoming more integral entities within their campus community.

Comparison of change in organizational structure using the Eduventures continuum. Questions 9 and 34 asked respondents to symbolically mark their unit's position on the Eduventures organizational structure continuum. Their responses appear to

Figure 5

Comparison of place on Eduventures Continuum in FY 2007 and FY 2003



simultaneously indicate a shift away from standalone units and away from decentralized units. It appears that more universities are embracing centralized structures for their outreach units, but with ties to the campus academic units. (See Figure 5 on page 70.)

An analysis of variance was performed on these data and produced an F score of .05 indicating that differences exist but that they are not statistically significant between Fiscal Year 2007 and Fiscal Year 2003. (See Table 23.)

Table 23

Place on Eduventures Continuum Analysis of Variance 2003-2007

Place	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	.095	1	.095	.050	.824
Within Groups	76.381	40	1.910		
Total	76.476	41			

Comparison of self reported terms describing organizational models.

Respondents were asked to provide respond to terms that provide descriptive information about their outreach entities. The top three responses for fiscal year 2007 “Centralized”, “Sharing”, and “Growth”. The top three reported for 2003 were Centralized, Sharing, and Autonomous. One respondent wrote “decentralized” next to the “Other” response term. Several other respondents used the “Other” category to provide explanations of their responses to the terms listed. These additional terms are provided in the description of results for questions 10 and 35 on pages 44 and 62 respectively.

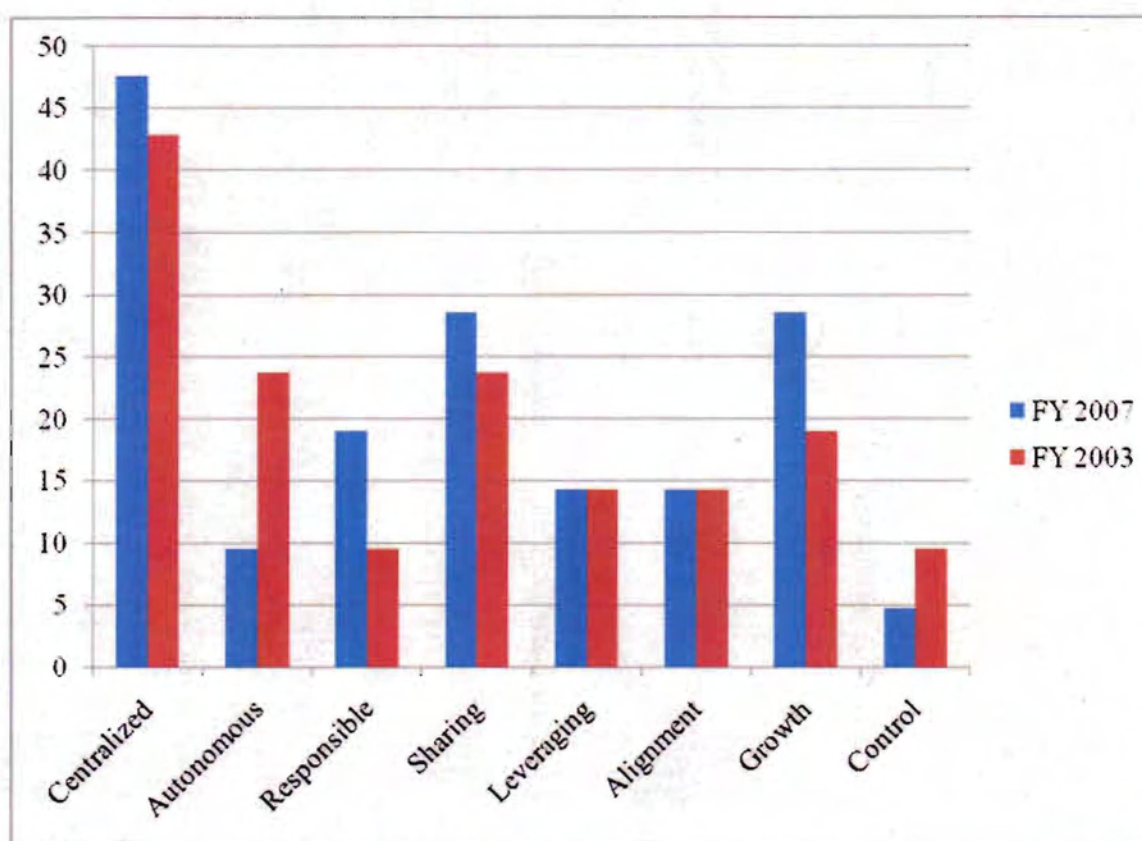
Though the top three terms show only a marginal difference, the real story of a shift in the way outreach unit heads see their units is best illustrated in Figure 6 through a

side by side comparison of the percentage of respondents selecting terms for each fiscal year. The terms “Centralized”, “Sharing”, and “Growth” are clearly predominant in fiscal year 2007 to the suppression of terms such as “Autonomous” and “Control.” This may provide further evidence that campuses are using outreach entities to provide leadership in the important areas of revenue generation and risk management (for accepting the risk of developing new programs and sharing the revenues if they are generated.)

A paired sample t-test was performed between the terms used to describe the

Figure 6

Comparison of terms used to describe outreach units in FY2007 and FY2003.



outreach unit in fiscal year 2007 and the outreach unit in fiscal year 2003. The results showed no significant difference between the two time samples. (See Table 24 on page 73.)

Comparison of sources of revenue. Respondents reported several small shifts in revenue sources between fiscal years 2003 and 2007. Tuition remained the top revenue source for all respondents and for both fiscal years, with instructional “fees” (primarily non-credit registration fees) a close second but decreasing in importance in fiscal year 2007. Increasing emphasis on contracts and grants was reported for the third area of emphasis, but these two areas were reversed in importance with contracts becoming a larger factor in the fiscal year 2007 budget picture. Two respondents wrote in other sources (training and program sponsorships.) (See Figure 7 on page 74.)

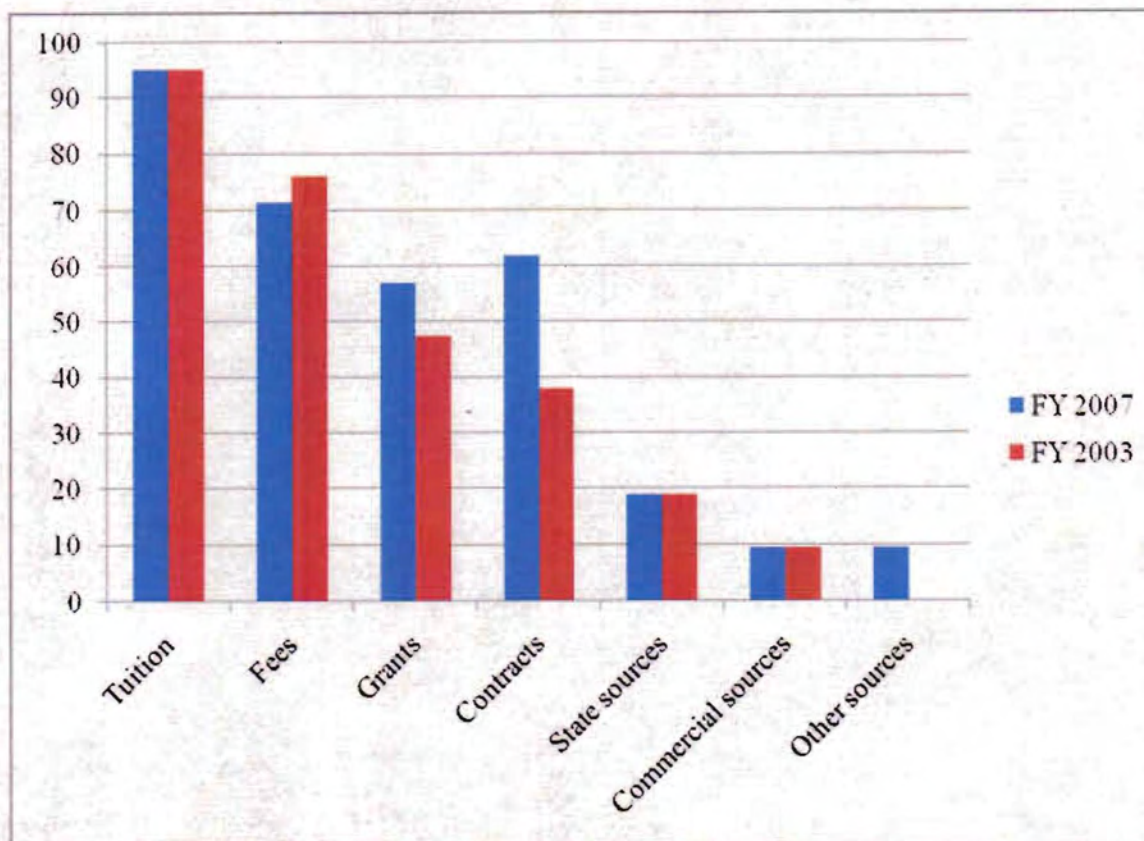
Table 24

Paired Samples Test Between Descriptive Terms 2003 - 2007

Pairs		Paired Differences					t
		Mean	Std. Devia	Std. Error	95% Confidence Interval of the Difference		Mean
		Lower	Upper	Lower	Upper	Lower	Upper
Pair 1	year-centralized	3.452	2.109	.325	2.795	4.110	10.608
Pair 2	year-autonomous	3.167	1.987	.307	2.548	3.786	10.330
Pair 3	year-responsible	3.143	2.102	.324	2.488	3.798	9.690
Pair 4	year-sharing	3.262	2.096	.323	2.609	3.915	10.086
Pair 5	year-leveraging	3.143	2.055	.317	2.502	3.783	9.911
Pair 6	year-alignment	3.143	2.055	.317	2.502	3.783	9.911
Pair 7	year-growth	3.238	2.116	.327	2.579	3.898	9.916
Pair 8	year-control	3.071	2.017	.311	2.443	3.700	9.869
Pair 9	year-other	3.214	2.043	.315	2.578	3.851	10.198

Figure 7

Comparison of revenue sources for Fiscal Years 2007 and 2003



These findings may indicate that outreach units are engaging in contract training in local and regional business and industry. It may also reflect a tightening of the grant opportunity market.

The coverage of expenditures was also explored. However, respondents noted almost no change in responsibility for instructional salaries, program costs, selling and marketing expenses, administrative costs, and institutional indirect between fiscal years 2003 and 2007.

Comparison of responsibility for budget management. The only differences found in the comparison of budget management responsibilities between fiscal years 2007 and 2003 was an increase (an additional 20% of the respondents) in carrying the burden for

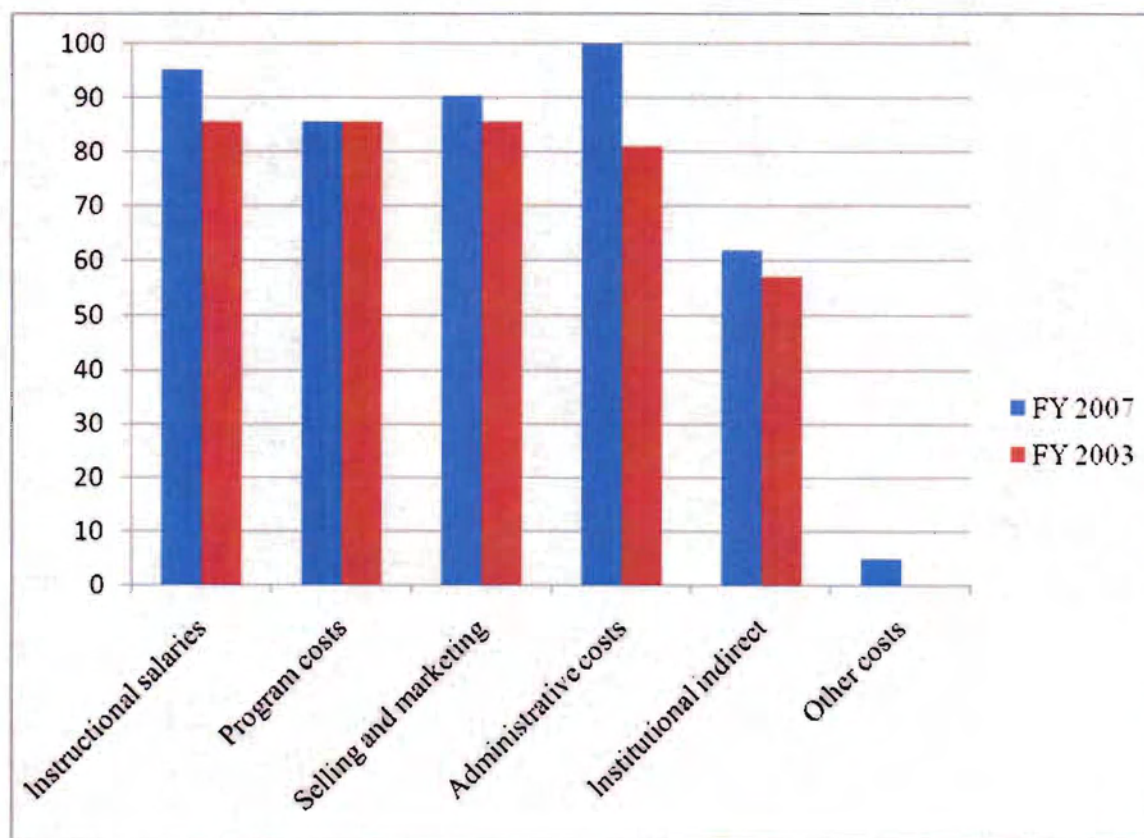
the costs of outreach administration. Additional increases in the proportion of units burdened with instructional salaries (an additional 10%) and advertising and marketing costs (an additional 5%) were also noted. (See Figure 8 below.)

These increases in burden may indicate that outreach units are increasingly asked to be self-sustaining and to also contribute to the overhead of the university.

Comparison of responsibility for administering registration for non-traditional students. Respondents were asked (in questions 15 and 38) if their units were responsible for administering the registration of CE students. In Fiscal Year 2007, 76.2% percent of the respondents answered in the affirmative. In Fiscal Year 2003, 85.7% percent of the

Figure 8

Comparison of expense responsibility for FY 2007 and FY 2003



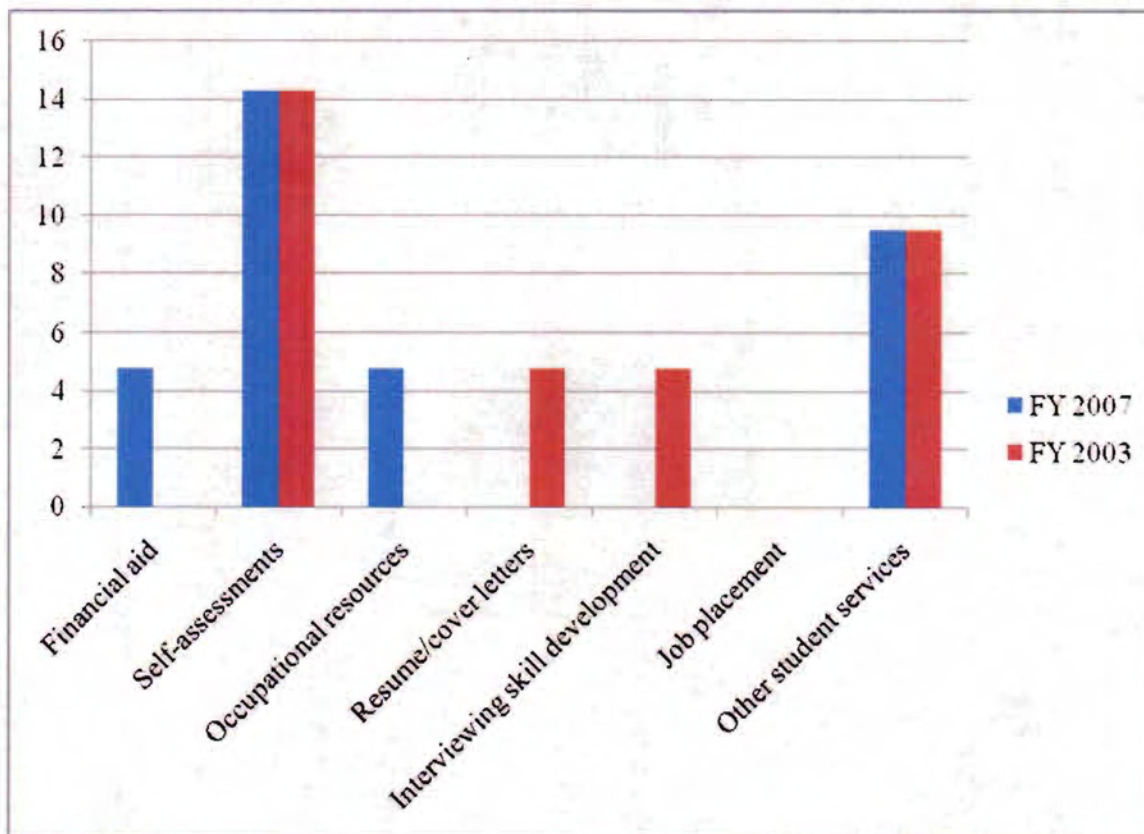
respondents answered in the affirmative.

This shift away from outreach units providing registration services, even for the students that they count as their target market, seems to provide additional evidence that these universities are choosing to view non-traditional students as tied to the campus, not a separate entity. Further, it may indicated that universities are also willing to address the more intensive non-traditional student access needs are part of conducting business.

Comparison of the offering of a variety of student support services. Very few outreach units provide any support for services such as financial aid, occupational investigation assistance, job-search tool development support, placement, or any other type of support. Even the meager support that was provided by some units in

Figure 9

Comparison of units providing student support services in FY 2007 and FY 2003



fiscal year 2003 has now diminished or disappears altogether. This continues to paint a picture of the outreach unit as a unique target market development and delivery entity, whose students are served by the established student support network available to all campus students. (See Figure 9 on page 76.)

Chapter V: Discussion

Summary

The purpose of this study was to determine if there has been a shift in the way that universities in the upper Midwest provide access to adult and non-traditional students. The focus of the study was to examine factors discussed in the literature that seem to affect access to higher education by adult and non-traditional students and to determine if changes in the organizational structures through which institutions provide access to higher education have occurred over the past five year period.

The study was devised to obtain input from outreach entity Deans and Directors regarding their observations of access changes in their public comprehensive universities and to analyze their institution's organizational control systems to determine which change elements and priority factors account for changes in access to public higher education by non-traditional learners.

This study was limited to public comprehensive universities in the upper Midwest that are approximately the same size (participant institutions had total student FTEs of between 5,000 and 22,000 students) as University of Wisconsin-Stout . This limitation is based on the Research Objective to obtain data that will be of specific use to an examination of continuing education at the operation of University of Wisconsin-Stout. This limitation may not allow the results of the study to be generalized to all higher education institutions, nor to comprehensive institutions in other parts of the United States.

A second limitation of the study is the reliance on anecdotal data and interpretations of organizational structure and level of control provided by the Deans and

Directors of the studied institutions. The use of validated structural models and descriptions helped to assure that accurate data was provided. However, it is likely, based on respondent comments, that the Eduventures continuum was not well understood. Any additional study should assure subject familiarity with the continuums addressed.

The final limitation was the researcher's reliance on an assumption that changes in unit control provide accurate indication of a shift in the provision of access to university continuing education services. Although this seems to be an accurate assumption, a larger, more comprehensive study will be required to validate the shifts identified.

A 42 question survey was developed and mailed to the heads of the outreach units at 32 targeted comprehensive institutions along with instructions on completing the instrument and returning it to the researcher. Twenty-two responses were received. The questions were grouped into two similar sets, one to be answered based on the respondent's knowledge of their outreach unit in Fiscal Year 2007, the other to be answered based on the respondent (or other identified individual's) knowledge of the unit in Fiscal Year 2003. Some unique questions were also posed to obtain data relative to the respondent's perceptions of organizational structure and changes that may influence those structures.

Conclusions

The research study's five objectives were addressed through literature review and the analysis of survey data. Overall, the researcher concludes that responses to the questionnaire indicate that there has been shift in the desire of comprehensive institutions

in the upper Midwest to address the needs and attract as an audience for outreach offerings a variety of non-traditional learners.

Objective 1: identify factors that affect how universities provide access to adult and non-traditional students. Literature review indicated (see discussion of access factors on pages 20-27) that decisions based on three primary factors govern how an institution will structure the outreach unit to provide services (and thereby access to the university) for non-traditional students. These factors or institutional approaches are: 1) choosing to seek high growth in the number of non-traditional learners or in the tuition that they generate (and, therefore, developing flexible, highly autonomous outreach units), 2) choosing to exert high control over the management of courses and degrees that are offered to non-traditional learners (and, therefore, centralizing these operations in order to best control the services that are provided), and 3) choosing to target specific high need or strategic degree programs or specific learner audiences (and therefore, placing the control of these programs close to the academic programs that provide them.)

The study responses to questions 20 and 21 (see pages 52-54) indicate that respondents believed that the most important access approach factor in their institutional structure decisions was in the area of high growth in the number of non-traditional learners and/or the revenues that were produced. This would indicate that these institutions should be moving toward standalone organizational structures. Other responses would partially support this conclusion, but some evidence also points in the opposite direction. Responses to the open-ended question about other factors seem to indicate that dollar growth in particular is important to the institution but that this desire is being muted by the realities of faculty, program, and mission restrictions.

Universities seem to view the outreach unit to be a growth area for the production of revenues, but that they are struggling with alternative desires to control or narrowly target programs to non-traditional audiences.

Objective 2: identify organizational structures used to provide access and services to adult and non-traditional students. The study used Eduventures organizational continuum to describe the structures used by outreach entities within the context of the level of control that they had over a variety of structural variables, including the ability to control the hiring of instructors, the ability to control the development and delivery of programs, and the ability to control revenues.

Many items on the survey instrument were designed to gather information about these factors from two points in time (Fiscal Year 2007 and Fiscal Year 2003). From the questions an image of the unit's current structure could be built, along with information about how the structure had changed over time.

The unit image that emerged for Fiscal Year 2007 was a group of 10-20 FTEs led by a Director/Dean that reported to the Vice Chancellor/Provost. The unit's budget was less than \$5 million dollars which was largely obtained through tuition and fees, and the unit shared revenues produced with academic departments. Faculty worked for but did not report to the unit. Budget responsibility includes the paying of instructional salaries and program costs, covering administrative costs, paying for marketing expenses, and providing the institution with indirect cost recovery. The unit handles registrations for continuing education students but provides no other student services. The unit sees itself as predominantly but not fully centralized and would describe itself as growing, and poised for structural change within five years. The change will be to become more

“market-driven” which will include growing non-traditional revenue and non-credit revenues.

Organizational structures are, in large measure, influenced by their purpose. Outreach unit structures, therefore, can also be expected to be shaped by the programs that they provide. The composite unit image above provides both credit and non-credit programs at approximately a 47% percent credit and 54% percent non-credit mix. More graduate than undergraduate programs are provided but the number of undergraduate programs has increased since Fiscal Year 2003. (See Figure 2 on page 65.)

Other shifts that were noted are an overall increase in budgets (see Figure 3 on page 67), an increase in the average number of FTE employees (see Figure 4 on page 68), an increase in the number of units that hire faculty that report to the unit (see page 69), and a significant increase (from 33.3% percent to 57.1% percent) in the number of units sharing revenue (see page 69).

The organizational structure of an outreach unit in upper Midwest comprehensive institutions can be identified and that changes to the structure have been observed within the study timeframe.

Objective 3: identify changes in the organizational structures used by public comprehensive universities in the upper mid-west over the past five years. Questions 11 and 12 specifically addressed changes in unit structure. Respondents were asked if changes were anticipated and requested them to identify the changes that would occur in the next five years (see results pages 48-50.) Sixty-five percent of the respondents indicated that change in their organizational structure was likely in the next five years. Seventy-three percent of the respondents anticipating change stated that their unit would

become market driven. Further analysis indicated that would mean growing non-traditional and non-credit revenue.

Analysis of the differences in responses to questions 9 and 34 regarding the placement of their unit on the Eduventures' structural continuum for fiscal years 2007 and 2003 (page 70) revealed a shift toward both ends of the Eduventures' structural spectrum (with "standalone" unit on the far right and fully "decentralized" on the far left.) The strongest tendency noted was a shift away from standalone organizational structures toward centralized and decentralized structures, but a parallel shift away from decentralized structures toward the development of centralized outreach entities was also noted. The direction of the shift seems to be influenced by the choices made regarding the priority that a campus places on seeking the non-traditional student market.

The researcher also considered comparison of responses between fiscal year 2007 and fiscal year 2003 for questions related to respondent "position" and "reporting" (see pages 64-65) which indicate a shift of personnel within the unit into unit head positions. This likely reflects stable outreach units within universities that value internal succession and experience.

These factors indicate that the outreach function seems to be becoming more important to institutions, that outreach is increasingly becoming subject to direct administrative oversight at higher levels of the university, and that additional shifts in organizational structure will occur as unit seek to address the desire to increase the revenue realized from non-traditional students.

Objective 4: identify the organizational control elements of organizational changes that would indicate shifts in the provision of university access to adult and non-

traditional students. Literature review found that the taxonomy of control factors that was used to create the Eduventures (2003) outreach organizational model (refer to Table 1 on page 3) best describes the factors that involved in controlling outreach operations. They identified four primary control factors that also appear to be validated by the study. They are: controlling the offering development; controlling instructor selection; controlling student activity; and controlling fiscal elements.

As discussed earlier, non-credit offerings remained the mainstay of respondent units. However, although only small increases between 2003 and 2007 were reported in the provision of credit courses, associate degrees, bachelor's degrees, graduate certificates, and masters certificates collectively they may indicate a shift toward outreach units playing a more significant role in the provision of credit programming.' In fact, the largest increases were in the areas of baccalaureate programs, a significant departure from the historical graduate student base for continuing education programming.

As reported above, fiscal year comparisons also revealed an increase in the number of units that hire faculty that report to the unit from 19% percent to 23.8% percent. (See page 69.).

Comparing question results related to providing student registration services the researcher found that the number of units providing these services (although still high) had decreased between Fiscal Year 2007 and Fiscal Year 2003. (See pages 75-76.) Other student support services remained uniformly low.

Fiscal elements provided even more compelling evidence of a shift in the provision of services for non-traditional students. As noted above, a significant increase

(from 33.3% percent to 57.1% percent) in the number of units sharing revenue was reported by outreach unit respondents. (See page 69.)

Evidence does seem to exist that may indicate change in control elements influence the provision of access to higher education for non-traditional students.

Objective 5: determine which change factors may be the most important in improving access to public higher education at comprehensive universities for adult and non-traditional students. The literature indicated that three factors were the primary influencers of change for higher education. They are: 1) the fiscal environment which leads university administrators to seek alternative funding sources, 2) changing technologies to make it possible for better distance education programs, and 3) the ability and desire to engage in partnerships.

Questions 22 and 23 specifically request that respondents identify the change factors that they believe to be the most important for improving access for non-traditional students within their institution. The results (see pages 54-57) clearly identify the “fiscal environment” as the most important factor leading to change within the respondent institutions. This corresponds positively with responses for institutional approach factors (see page 53) and is consistent with the findings for revenue production. (See Figure 7 on page 74.)

Revenue seems to be the primary factor influencing desire of institutions to improve access for non-traditional students and that this desire will also influence the outreach structures that emerge over the next five years to reach these audiences.

Recommendations

The following recommendations are made based on the results of the study:

It is recommended that this study be repeated in Fiscal Year 2011. It appears that outreach entities are on the cusp of significant structural change and that comprehensive institutions in the upper Midwest are in the process of determining how to best provide access to non-traditional students.

Further, it seems reasonable that a national study of change in outreach entity organizational structure, its drivers, and anticipated outcomes should be undertaken. Eduventures, Inc., UCEA (University Continuing Education Association), and ACHE (Association for Continuing Higher Education) are all positioned as entities that could, by collaborating on a larger study using their non-duplicated member institutions as target participants, complete such a national study and provide the field with a clear vision of the importance that non-traditional learners will play in the higher education environment of the next decade.

Eduventures, Inc. is a higher education market research firm that administers a group of 80 university collaborators to conduct field research. Nearly all of Eduventures collaborating institutions are also members of UCEA. Both UCEA and ACHE are professional associations for the continuing education field, each with nearly 500 institutional members. About 150 institutions are members of both UCEA and ACHE. UW-Stout is a member of all three entities.

The course of action that UW-Stout has taken in structuring Outreach Services as a unit slightly to the left of center (and therefore a centralized service with some elements that are decentralized) seems to match the current state of comprehensive institutions in the upper Midwest. However, the move away from centralization toward decentralization on the part of UW-Stout seems to be counter to evidence that institutions in the upper

Midwest are moving toward centralization from both directions. Therefore, it is recommended that UW-Stout continue to maintain its outreach unit as a primarily centralized unit.

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Appendix A

Survey Cover Letter

UW-Stout Outreach Services Letterhead

May 24, 2007

Mr./Ms./Dr. XXXX
Continuing Education Unit
Address
University of XXXXX
XXXXXXX, XXXXXXXX Zip

Mr./Dr. XXX:

My name is Christopher Smith. I am the Executive Director of Outreach and Research Services at University of Wisconsin-Stout in Menomonie, Wisconsin. Part of my duties includes the supervision of our continuing education unit. The unit holds institutional memberships with the University Continuing Education Association (UCEA), the Association of Continuing Higher Education (ACHE), and Eduventures' Learning Collaborative.

In response to a campus discussion regarding potential changes to our unit and as a response to a study of continuing education unit structures conducted by the Eduventures Learning Collaborative in 2005, I became interested in the examination of the relationship between unit structure and an institution's desire to reach non-traditional learners. I hypothesize that a change in the structure of continuing education units in comprehensive universities may be evidence that these higher education institutions are seeking a more efficient and effective way to provide access to non-traditional learners and the student credit hours and tuition revenues that they promise.

To test this hypothesis, and also to fulfill a requirement for the Ed.S. degree that I am pursuing, I have devised a study and ask that you and your institution participate by providing me with "snapshot" data of your unit at two points in time, the current (2007) fiscal year and fiscal year 2003. The questions are adopted from the Eduventures Learning Collaborative 2005 study and are designed to assist the research in determining if structural changes have occurred in your institution in the past five years, and if changes have been made, to identify the purpose and efficacy of the changes. The questions that I propose to ask are enclosed with this letter.

I anticipate that completing the enclosed questionnaire will take about 45 minutes. I have enclosed \$1.00 in appreciation for considering participation in the study. Acceptance does not bind you in any way to participate in the study, nor is it compensation for your time.

Also enclosed is an implied consent form. I believe that your risk is small and the potential benefit to my institution, possibly your institution, and the field's body of knowledge about continuing education units is large. Your individual responses will be held in confidence only by the researcher. All data findings will be reported in the aggregate with no identifying information. Even if you participate in the study you retain the right to decline to answer any specific question that is posed. You will receive a copy of the study's final report, aggregate data, and findings. This study has been reviewed by University of Wisconsin-Stout's Institutional Review Board (IRB) and approved as a study involving human subjects.

After you have completed the questionnaire, but no later than June 15, 2007, please return it using the enclosed postage-paid envelope to:

Christopher Smith
Executive Director, Outreach and Research Services
University of Wisconsin-Stout
PO Box 790
Menomonie, Wisconsin 54751

I thank you in advance for assisting with the study.

Sincerely,

Christopher Smith

Appendix B

Survey Instrument

**An Analysis of Structural Changes
in the Provision of Continuing Education Services**

This research has been approved by the UW-Stout IRB as required by the Code of Federal Regulations Title 45 Part 46.

Please answer the following questions from the perspective of the 2007 fiscal year:

1. What is your title?
 - ☐ Vice Chancellor
 - ☐ Associate/Assistant Vice Chancellor
 - ☐ Vice Provost
 - ☐ Associate/Assistant Vice Provost
 - ☐ Dean
 - ☐ Associate/Assistant Dean
 - ☐ Executive Director
 - ☐ Director
 - ☐ Other

2. To whom do you (or your unit head) report?
 - ☐ Chancellor
 - ☐ Vice Chancellor
 - ☐ Associate/Assistant Vice Chancellor
 - ☐ Vice Provost
 - ☐ Associate/Assistant Vice Provost
 - ☐ Dean
 - ☐ Associate/Assistant Dean
 - ☐ Executive Director
 - ☐ Director
 - ☐ Other _____

3. Which of the following educational programs does your unit offer?
 - ☐ Non-credit courses
 - ☐ For-credit courses not affiliated with a program
 - ☐ Undergraduate certificates
 - ☐ Associate degrees
 - ☐ Bachelor's degrees
 - ☐ Post-baccalaureate or graduate certificates
 - ☐ Master's degrees
 - ☐ Professional degrees
 - ☐ Doctoral degrees
 - ☐ Custom corporate program

4. What is size of your CE unit's annual budget for this fiscal year from all sources?

- ☐ Less than \$5 million
- ☐ More than \$5 million but less than \$10 million
- ☐ More than \$10 million but less than \$20 million
- ☐ More than \$20 million but less than \$30 million
- ☐ More than \$30 million

5. How many FTE employees, combined professional and support, does your CE unit currently employ?

- ☐ Less than 10
- ☐ More than 10 but less than 20
- ☐ More than 20 but less than 30
- ☐ More than 30 but less than 40
- ☐ More than 40

6. Does your unit currently hire faculty?

- ☐ Yes
- ☐ No

Comments

7. Do faculty currently report to your CE unit?

- ☐ Yes
- ☐ No

Comments

8. Are there currently revenue sharing mechanisms in place to return CE revenue back to academic departments?

- ☐ Yes
- ☐ No

Comments

9. Where would you place (from de-centralized to autonomous) your organization on the following continuum developed by Eduventures?



Centralized/de-centralized Autonomous

Comments

10. What terms would you use to describe the organizational model employed by your CE unit today?

- ☐ Centralized
- ☐ Autonomous
- ☐ Responsible (for _____)
- ☐ Sharing
- ☐ Leveraging
- ☐ Alignment
- ☐ Growth
- ☐ Control
- ☐ Other _____

11. Do you anticipate your organizational structure changing in the next five years?

- ☐ Yes
- ☐ No

Comments

12. If you anticipate your structure changing, how?

- ☐ Becoming more centralized
- ☐ Generating non-credit revenues
- ☐ Growing non-traditional student revenues
- ☐ Closer ties to academic departments
- ☐ Becoming more autonomous
- ☐ Hiring more adjuncts
- ☐ Tying programs to faculty/department interests
- ☐ Becoming market driven
- ☐ Limiting focus to university mission areas
- ☐ Other _____

Comments

13. Is your unit currently responsible for generating income from any of the following sources?

- ☐ Tuition
- ☐ Fees
- ☐ Grants
- ☐ Contracts
- ☐ State Sources (if applicable)
- ☐ Commercial Revenue (use of conference center, etc.)
- ☐ Other _____

14. Is your unit currently responsible for managing budgets and operations for any of the following expenses?

- ☐ Cost of revenue (instructional salaries)
- ☐ Program-related costs (AV, duplication, meals, travel, etc.)
- ☐ Selling & marketing (advertising, recruiting events, etc.)
- ☐ General and administrative (program development costs, administrative staff)
- ☐ Institutional indirect costs (institutional overhead, facilities)
- ☐ Other

15. Is your unit currently responsible for administering CE registrations?

- ☐ Yes
- ☐ No

Comments

16. Is your unit currently responsible for administering CE financial aid?

- ☐ Yes
- ☐ No

Comments

17. Does your unit currently provide any of the following student services?

- ☐ Self-assessments
- ☐ Occupational resources
- ☐ Resume/cover letter assistance
- ☐ Interviewing skill development
- ☐ Job placement services
- ☐ Other

Comments

18. If you currently offer student services, do you charge fees for their usage?

- ☐ Yes
- ☐ No

Comments

19. Do continuing education students currently pay the same tuition as traditional students?

- ☐ Yes
- ☐ No

Comments

20. In what order of importance (please rank 1, 2, and 3 with 1 being them most important) does your institution view the following factors that affect how your institution approaches the delivery of outreach offerings to non-traditional learners?

- ____ A) High growth in the number of non-traditional learners registering and/or the tuition they generate.
- ____ B) High control over the management of courses and degrees that are offered to non-traditional learners?
- ____ C) Targeting high need or strategic degree programs and/or non-traditional learner audiences.

21. Are there any other factors that should be considered?

- ☐ Yes
- ☐ No

Comments

22. In what order of importance (please rank 1, 2, and 3 with 1 being the most important) do you view the following change factors as being important to improving access for non-traditional learners to your institution?

- ____ A) The fiscal environment.
- ____ B) Changing technology for distance learning.
- ____ C) The ability and desire to create partnerships.

23. Are there any other change factors that should be considered?

- ☐ Yes
- ☐ No

Comments

Please answer the following questions from the perspective of your unit in fiscal year 2003:

24. Were you in the same position in fiscal year 2003?

- ☐ Yes
- ☐ No

25. If not are you able to describe the unit at that time?

- ☐ Yes
- ☐ No

Comments

26. If not, who should we talk to about the unit in fiscal year 2003?

Name: _____

Contact phone: _____

Contact eMail: _____

27. To whom did you (or the unit head) report?

- ☐ Chancellor
- ☐ Vice Chancellor
- ☐ Associate/Assistant Vice Chancellor
- ☐ Vice Provost
- ☐ Associate/Assistant Vice Provost
- ☐ Dean
- ☐ Associate/Assistant Dean
- ☐ Executive Director
- ☐ Director
- ☐ Other _____

28. Which of the following educational programs did your unit offer in fiscal year 2003?

- ☐ Non-credit courses
- ☐ For-credit courses not affiliated with a program
- ☐ Undergraduate certificates
- ☐ Associate degrees
- ☐ Bachelor's degrees
- ☐ Post-baccalaureate or graduate certificates
- ☐ Master's degrees
- ☐ Professional degrees
- ☐ Doctoral degrees
- ☐ Custom corporate program

29. What was the size of your CE unit's annual budget for fiscal year 2003 from all sources?

- ☐ Less than \$5 million
- ☐ More than \$5 million but less than \$10 million
- ☐ More than \$10 million but less than \$20 million
- ☐ More than \$20 million but less than \$30 million
- ☐ More than \$30 million

30. How many FTE employees, combined professional and support, did your CE unit have in fiscal year 2003?

- ☐ Less than 10
- ☐ More than 10 but less than 20
- ☐ More than 20 but less than 30
- ☐ More than 30 but less than 40
- ☐ More than 40

31. Did your unit hire faculty?

- ☐ Yes
- ☐ No

Comments

32. Did faculty report to your CE unit?

- ☐ Yes
- ☐ No

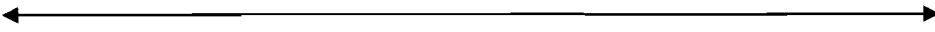
Comments

33. Did the unit have revenue sharing mechanisms in place to return CE revenue back to academic departments?

- ☐ Yes
- ☐ No

Comments

34. Where would you place (from de-centralized to autonomous) your organization on the following continuum (developed by the Eduventures Learning Collaborative) in fiscal year 2003?



Centralized/de-centralized Autonomous

35. What terms did you use to describe the organizational model employed by your CE unit in fiscal year 2003?

- ☐ Centralized
- ☐ Autonomous
- ☐ Responsible (for _____)
- ☐ Sharing
- ☐ Leveraging
- ☐ Alignment
- ☐ Growth
- ☐ Control
- ☐ Other _____

36. Was your unit responsible for generating income from any of the following sources?

- ☐ Tuition
- ☐ Fees
- ☐ Grants
- ☐ Contracts
- ☐ State Sources (if applicable)
- ☐ Commercial Revenue (use of conference center, etc.)
- ☐ Other

37. Was your unit responsible for managing budgets and operations for any of the following expenses?

- ☐ Cost of revenue (instructional salaries)
- ☐ Program-related costs (AV, duplication, meals, travel, etc.)
- ☐ Selling & marketing (advertising, recruiting events, etc.)
- ☐ General and administrative (program development costs, administrative staff)
- ☐ Institutional indirect costs (institutional overhead, facilities)
- ☐ Other

38. Was your unit responsible for administering CE registrations?

- ☐ Yes
- ☐ No

Comments

39. Was your unit responsible for administering CE financial aid?

- ☐ Yes
☐ No

Comments

40. Did your unit provide any of the following student services in fiscal year 2003?

- ☐ Self-assessments
☐ Occupational resources
☐ Resume/cover letter assistance
☐ Interviewing skill development
☐ Job placement services
☐ Other

Comments

41. If you offered student services in fiscal year 2003, did you charge fees for their usage?

- ☐ Yes
☐ No

Comments

42. Did continuing education students pay the same tuition as traditional students?

- ☐ Yes
☐ No

Comments

.....
 Thank you for completing this survey. Please return in the postage-paid envelope to:

Christopher Smith
 Executive Director, Outreach and Research Services
 University of Wisconsin-Stout
 PO Box 790
 Menomonie, Wisconsin 54751

If you have any questions about this survey, please contact Christopher Smith via phone at 715-232-2488 or via eMail at smithch@uwstout.edu.

Appendix C

IRB Documentation

Training Certification

Page 1 of 1

UW-Stout Human Subjects Training Certification

Please print this page for your records.

Name: Christopher Smith**Stout ID:** 1427**College or Unit:** Academic &
Student Affairs**Training Date:** 5/6/2007
1:47:36 PM**Department:** Outreach Services**Phone:** 715-232-2488**Comments:**

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Research Services
152 Voc Rehab Building

University of Wisconsin-Stout
P.O. Box 790
Menomonie, WI 54751-0790

715/232-1126
715/232-1749 (fax)
<http://www.uwstout.edu/rs/>

Date: May 15, 2007

To: Christopher Smith

Cc: Howard Lee

From: Sue Foxwell, Research Administrator and Human
Protections Administrator, UW-Stout Institutional
Review Board for the Protection of Human
Subjects in Research (IRB)

Subject: Protection of Human Subjects

Your project, "*An Analysis of Structural Changes in the Provision of Continuing Education Services*," has been approved by the IRB through the expedited review process. The measures you have taken to protect human subjects are adequate to protect everyone involved, including subjects and researchers.

Please copy and paste the following message to the top of your survey form before dissemination:

<p>This research has been approved by the UW-Stout IRB as required by the Code of Federal Regulations Title 45 Part 46.</p>
--

This project is approved through May 14, 2008. Modifications to this approved protocol need to be approved by the IRB. Research not completed by this date must be submitted again outlining changes, expansions, etc. Federal guidelines require annual review and approval by the IRB.

Thank you for your cooperation with the IRB and best wishes with your project.

***NOTE: This is the only notice you will receive – no paper copy will be sent.**

SF:dd