UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

PROGRAM PLANNING DECISIONS IN AN EXTERNAL DEGREE PROGRAM: A CASE STUDY

A DISSERTATION

SUBMITTED TO THE GRADUATE COLLEGE

in partial fulfillment of the requirements for the

degree of

DOCTORATE OF EDUCATION

By

MARILYN RICE KORHONEN
Norman, Oklahoma

1995

PROGRAM PLANNING DECISIONS IN AN EXTERNAL DEGREE PROGRAM: A CASE STUDY

A DISSERTATION
APPROVED FOR THE DEPARTMENT OF
EDUCATIONAL LEADERSHIP AND POLICY STUDIES

BY

[redacted]

ACKNOWLEDGMENTS

Education is much more than what one learns in a classroom or a book. It is also what one learns along the way. My journey so far has been richer because of the friends and family who have shared the trip with me. Life with Lloyd Korhonen is a continuous learning experience. Lloyd taught me that I can build a house, establish a business, and find joy in the little things of life. He is a brilliant and nurturing man who selflessly supports me in all endeavors. I am particularly grateful to Lloyd for knowing when to push me toward this goal and when to provide a great deal of space. My greatest satisfaction in completing a doctorate is the pride on his face when he introduces me as "Dr. Marilyn."

My family has formed one big cheering section through my lifetime. I am thankful to my parents for their love and support. My father, James F. Rice; my mother, Cheryle Menges Langhorne; and step-parents, Bob Langhorne and Jerry and Ellen Speed. My parents challenged me to push the boundaries and test the limits, instilled in me curiosity and love of learning, an ability to laugh with life, and confidence. They have encouraged and supported me through this process...and applied pressure by telling all of their friends about my progress. My Nanny, Rose Woods Johns, gave me roots and faith which help to keep everything in perspective.

While I owe a debt of gratitude to my husband, parents, and grandmother, I hope that this accomplishment can be a gift to my sisters, Katharyn Speed Wiegand and Venetia Rice Tugwell; brother, Kevin Speed; granddaughters, Katie and Erica Korhonen; and nephew, Michael Speed. May you be empowered to set and achieve goals; to dream and realize your dreams.

However, this would all be just a love letter to my family without my doctoral committee to whom I am especially indebted. As a group, they have guided me over the past years and have accommodated changes in my life very smoothly. As individuals, each has become a special friend. My chair, Dr. Gary Greene, rescued me from numerous administrative near misses and provided "leg-work" support well above the call of duty. Dr. James P. Pappas has been an exceptional boss, mentor, and guide through my professional development in continuing education. Dr. Connie Dillon provided a great deal of guidance, subject matter expertise, and intellectual challenge through the dissertation process. Dr. Sonia Crandall served as a tremendous resource on qualitative research methods. Dr. Michael Buckley has supported and encouraged my growth since a master's degree in another college. Thanks to each of you for making this a pleasurable journey.

These people, and many others, have enabled me to enjoy the completion of a significant goal. Without them, it would have been a meaningless effort.

TABLE OF CONTENTS

LIST OF TABLES

TABLES

ABSTRACT

Program Planning Decisions in an External Degree Program:

A Case Study. (December 1994)

Marilyn Rice Korhonen, B.A.; M.B.A., University of Oklahoma

Chair of Advisory Committee: Dr. Gary Greene

Some adult educators pursue a "grand" program planning model (Pennington & Green, 1976; Sork & Caffarella, 1990). Others question the applicability of any standard set of principles and procedures to all learning contexts (Cervero & Wilson, 1991; Brookfield, 1988). The purpose of this study was to explore this issue through a qualitative case study in which "planning in action" is documented in a single program and compared to models to determine which, if any of the models account for the processes and actions recorded.

The target population of the study was university administrators, governmental administrators, continuing educators, faculty, and students. The context of the study is a university sponsored, external graduate program involving an institution of higher education, a governmental agency, and their respective subgroups.

Data were collected through a qualitative process including interviews, participant observation, and document analysis. A modified dialectic hermeneutic process was

followed to clarify issues and themes. Data were analyzed using a constant comparative method to develop a rich description of the case.

Analysis led to a rich description of the case in both an historical and a present context. Four main themes emerged from the data, appropriateness of the use of institutional resources in the program, issues of program ownership and control, issues of quality, and elements directly related to program planning decisions.

The study found that no single model nor any classification of models accounts for the myriad program planning activities and issues in this case. For example, individuals were proactive developers in contrast to the responsive role depicted in models. Developers used relationships and networks to build support and gather resources. Each of the stakeholders shared considerable decision making power. The process included the design of a reward structure for instructors and the sponsoring institution. The learner emphasis espoused by many models was not evident in this case.

These findings suggest that program planning is an art rather than a science. Therefore, attempts to define a single, ideal process are not advised. Rather, the field should seek expanded understanding of the variety of approaches and processes that lead to effective program development.

CHAPTER I

INTRODUCTION

Program planning and development is one of the major activities for professionals in the field of adult and continuing education. Program planning is a basic skill for an adult educator. It is the process by which one identifies needs, translates these needs into a set of learning experiences that are appropriate to the learning context, implements the plan, and evaluates the outcomes. Numerous program planning models have been developed. This study examines existing models by comparing them to actual planning practices in a graduate level adult learning program.

The majority of program planning models discuss relationships between learners and educators; some include the educational institution as an element of program planning. However, programs to educate adults often involve more complex relationships than learner/educator or learner/educator/institution. The parameters of continuing professional education activities are often dictated by professional organizations. Employers frequently coordinate and finance educational opportunities for their employees. Governmental and philanthropic organizations sometimes fund educational programs which meet the organization's mission or purpose. These are just a few

---

This dissertation follows the style and format of the Publication Manual of the American Psychological Association, 1994.

examples of the complex frameworks in which adult educators increasingly make program planning decisions. This research analyzes the ability of single models to account for the myriad issues surrounding multiorganizational program development.

This research uses a case study method to explore program planning issues. A multiorganizational, university sponsored adult education program is described through data collected in a qualitative research process. The case is then analyzed to identify key themes. The program development processes documented in the study are compared to several adult education program planning models to determine which, if any of the models account for the processes documented in this case.

The case study is of an external graduate degree offered by a major university to students on military installations worldwide. The program is arranged under formal agreements between the institution and the government. The external degree model emerged in the 1970s as educators and policy-makers sought ways of serving "non-traditional" adult students (Houle, 1973; Keegan, 1990). DuBois (1982) describes the external degree as one in which the site of the learning experience transfers from the institutional campus to a location closer to the student population. The institutional campus maintains control over the quality of the academic program. Generally, the administration of external degrees is shared in some way between academic departments and extension or Continuing Education Divisions. The instructor travels to the student, "providing him or her with the same expertise, learning designs and experiences he/she

would have received on the campus" (DuBois, 1982, p. 406). Most institutions of higher education offer some form of external degree or continuing education program.

Students in external degree programs gather in a classroom to study with a professor. Therefore, institutions must select locations for external degrees in which the population of adult learners is adequate to sustain a program and to justify the cost of transporting faculty to the students. Military installations, governmental agencies, and major corporations are examples of entities that are capable of generating the necessary enrollment levels to sustain external degrees. Frequently, institutions of higher education form relationships with the military or with corporations for the delivery of external degrees on military installations or at corporate worksites. The college or university is able to extend its services to previously unserved populations thereby increasing enrollments and fulfilling its educational mission. The military or corporate employer gains an ability to more conveniently educate its workforce. Employee/students are able to develop the skills and the knowledge that leads to job promotions and personal enhancement.

The cooperative arrangements that undergird external degree programs can involve extremely complex unions of diverse organizations joined in pursuit of a common goal. One might expect that the organizations approach the goal differently, that they maintain diverse organizational values, and that they assess educational needs based upon

the unique mission, purpose, and culture of their individual organizations. Yet each organization ultimately cooperates with the others to gain mutual benefit.

The armed services constitute one of the largest public adult and continuing education enterprises in the United States, second only to business and industry (Miller, 1983). Education within the military is unique. Each major military installation is a complete community in which military personnel and their families are provided access to educational opportunities. The military has several hundred schools, laboratories, media centers, and staff offices. Many educational services are provided directly by the military, from K-12 education through basic adult education and skills training to include undergraduate and graduate education. However, the military has chosen to cooperate with existing institutions of higher education to provide the majority of undergraduate and graduate credit and degree programs.

The subject of this case study is one of several programs developed specifically to serve the military in the late 1960's. External Degree Program at State University (pseudonyms to be used in this case study) was established in May 1964, nine years before Houle published *The External Degree* (1973). Today, military personnel, civilians, and dependents may complete graduate credit toward a fully accredited resident degree program that is offered on Air Force, Army, and Navy bases in nine countries and three states in the United States.

Purpose of the Study

The purpose of this study is to describe one complex adult education program, identify key themes related to that program's development process, and compare that process to a group of adult education program planning models to determine which, if any of the models account for the process used in the case. The case presented describes a program planning process in a context where decision-making power is shared among two organizations and their respective subgroups: a university and its academic departments, continuing education administrative unit, and faculty; and the military with its military education service officers; contract officers, and ultimately, students.

Pennington and Green (1976) interviewed 52 adult educators about their program planning practices. From the data, they identified six clusters of activity that were purported to represent the "norm" of practice in the field. Cervero and Wilson (1991) questioned whether the educators in the Pennington and Green study actually performed the activities as described, or simply used terms that were familiar to them from the field of adult education to describe those practices. Sork and Caffarella (1990) later developed a model to represent the standard of practice in program planning. In presenting the model, they observed a gap between the process as described in the literature and actual practice. These various studies highlight a possible problem. These studies suggest that the program planning tools that adult educators use in their profession may not accurately reflect the state of the art in the field. This study will address this problem in one context.

Problem Statement

Program planning models are the tools of the adult education trade. One attempts to selects the best tool for a given task. Previous studies suggest that the field of adult education may be relying on a set of program planning models that do not accurately represent the state of the art. This study takes a close look at the actual practice of program planning in a specific context to determine which, if any of the predominant models describes that actual actions and processes in program planning and development.

Research Question

How do a diverse group of organizations work together to design, develop, and implement a formalized, contractually driven graduate degree program to serve adult professionals in a military environment? Which if any of a set of program planning models fit the process used?

Significance of the Study

The study will provide a rich description of program planning "in action". This is a different approach as compared to most research on program planning which is based on a set of theories, beliefs, or assumptions from which an "average" or "ideal" program planning process is defined.

Limitations of the Study

This is an exploratory study intended to form constructions of meaning about program planning in one adult education program. The study is context bound by its naturalistic perspective and methodology. The findings are not intended to be generalizable. To the extent that the findings make sense to a theorist or practitioner, they may be transferred to another setting. The decision is left to the user of this study.

The study began from the perspective of a continuing education organization within an institution of higher education. The researcher's background and experience are more closely related to adult and continuing education. This perspective influences the focus of the study toward higher education issues. The researcher sought to minimize the effect by consulting with counterparts in the military, seeking input from military personnel who are students through open-ended interviews and focus groups, and becoming familiar with the literature of military education. However, the primary objective of the research is to understand the interaction of organizations and their members as these interactions relate to decision making in adult education. The military is the context rather than the subject of the study.

CHAPTER II

LITERATURE REVIEW

This study of program planning is informed by several areas of research. Two form the historical context for the program examined in this case study. The first shows the context in which external degree programs originally formed. The second describes the context for education programs on military installations. These two research bases join to create a background against which this case can be richly described. The third area of research is program planning literature. There are approximately 100 program planning models in the literature (Sork & Buskey, 1986). Therefore, this body of research is organized according to a framework developed by Cervero and Wilson (1991). Literature from the field of organizational culture informs the analysis of the organizations in this case study and their various interactions. Finally, the literature supports the choice of methodology for this research.

External Degrees

During the 1970s, adult educators developed a variety of educational programs to serve "nontraditional" students, i.e., those adults for whom campus bound, daytime courses are not suitable or convenient (Houle, 1973; Keegan, 1990). Keegan described several forms of nontraditional education including mediated instruction, extension programs, extended campus, open learning, university without walls, experiential learning,

and the external degree. The external degree is defined as one that requires no more than 25% of coursework to be completed through campus-based instruction (p. 26). The American Council on Education, Commission on Non-traditional Education defined the external degree as "...one awarded on the basis of some program of preparation (devised by himself or by an educational institution) which is not centered on traditional patterns of residential collegiate or university study" (Houle, 1973, pp. 14-15).

At the end of World War II, thousands of veterans returned to the United States having sacrificed personal goals to serve their country. Americans wanted to reciprocate by providing aid to veterans. Originally, the education programs that evolved to serve veterans were primarily campus bound. By the 1970's, new education models began to develop as it became clear that adults with families could not easily fit into the campus bound format for higher education.

The models of veteran education that developed after World War II became the foundation for serious discussion of external degrees that occurred during the "nontraditional study movement" of the late 1960s and early 1970s (Valentine, 1980; Houle, 1973). American educators began to recognize that a new kind of student was emerging, the cost of education was increasing, and traditional ways of teaching may not be appropriate for adults (DuBois, 1982). The Open University, Regents External Degree Program, University Without Walls, Empire State College, and Minnesota Metropolitan

State College are a few of the innovators that led the establishment of external degrees during this movement (Valentine, 1980).

In *The External Degree,* Houle (1973, pp. 45-46) reported:

> In the United States...the motivations which foster interest in the external degree...are mixed and complex. In part, they arise from a sense of egalitarianism...a desire exists to broaden the base of opportunity, to care for segments of the population which have been underserved in the past...[to overcome] the malaise and trouble apparent in American higher education today...Finally, motivation to provide the external degree program has arisen from the manifest needs of three diverse kind of people in modern society: the talented, those who missed a first chance at higher education and wish a second, and those who previously were not thought intellectually capable to undertake college work.

Many adult educators viewed external degrees as a fad rather than a long-term solution to the problems of facilitating adult learning. Houle said, "Virtually everyone would agree that the external degree is obscure, and many would say that it has been excessively discussed" (1973, p. xiii). As evidence, Houle quoted G.H. Hanford, executive vice-president of the College Entrance Examination Board, who said the following to that Board in April 1971:

> ... candor moves me to begin by confessing that I had a very difficult time deciding whether to talk to you about hula hoops or miniature golf. In my lifetime both have

> been fads which took the country by storm--in much the same way that the external degree promises to become the current "thing" in higher education. (Houle, 1973, p. 2)

Houle expected external degrees to provide some ways of solving specific problems of inadequate financing, high drop-out rates, and the undereducation of women. *The External Degree* was released in 1973 as part of a larger report by the Commission on Non-Traditional Study, an independent group established cooperatively by the College Entrance Examination Board and the Educational Testing Service, funded by the Carnegie Corporation. Houle described the external degree program as "a complex phenomenon".

> The purpose of *The External Degree* is to help them [policy makers and educators in institutions of higher education] in this assessment. Its theme is that the external degree is not a simple but a complex phenomenon; it includes all the special approaches already mentioned and others as well. It has been produced by long-developing changes in American society and its colleges and universities. The external degree, both in the United States and abroad, has developed in several generalized and specific forms. Some have been successful and some have failed, but most are so new that their sponsors are still in the process of discovering whether these patterns can thrive in modern society. (1973, pp. xiv-xv)

Houle predicted that adults would be motivated to pursue external degrees for three reasons: to gain economic advantage or maintenance based on the knowledge itself,

to achieve a more complete growth through integrated knowledge; and to attain the status of a college graduate.

Houle expected external degrees to have positive influences on institutions of higher education, especially those with well-defined programs, secure finances, stable enrollments, and "no desire to do more than fulfill their established missions" (p. 169). The external degree allows institutions to provide education to previously unserved populations. Once students achieve a degree, they are more likely to continue their education at the same institution or another. Houle also believed that external degrees could revitalize on-campus programs by introducing new content and methods and serving as a testing ground for new courses.

External degree programs rely on cooperation among groups to create a support system of learning materials, books and periodicals, and other learning aids. Most external degree programs take advantage of technologies such as research clearinghouses, interlibrary loan, and computer databases to facilitate student access to learning resources (DuBois, 1982).

Military Graduate Education

The military distinguishes the educational pursuits of its personnel according to the relation of those pursuits to an individual's military function. Voluntary education describes one's pursuits that are not directly related to a military function. Voluntary education is pursued during off-duty times and is supported by the military as a benefit of employment. According to the Department of Defense Directive 1322.8 on Voluntary Educational Programs for Military Personnel:

> Educational programs shall be established to provided opportunities for military personnel to achieve educational, vocational and career goals to further the belief that Military Service Members, as citizens in uniform, should share the same opportunities for education that are provided all eligible citizens.

Tribble (1982) traces off-duty education to the decade of the 1950s. Voluntary education in the military continued to grow in the 1960s and 1970s, but was perceived of as "nice to have, but not necessarily essential" (Tribble, 1982, p. 52). The creation of the All Volunteer Force (AVF) in the early seventies strengthened the military's commitment to voluntary education. Tribble observes, "It can now be effectively argued that these programs are an integral part of military activity and central to the quest for improving the quality of life for all military personnel and their family members" (p. 52).

In Fiscal Year (FY) 1992, the number of military officers and enlisted personnel in active duty in the U.S. Army, Navy, Air Force and Marine Corps totaled 1,793,359

(Thomas, personal communication, April 11, 1994). Practically all of these individuals engaged in some type of learning during the year, but 700,953 participated in off-duty, voluntary coursework toward degrees (excluding the service academies). This represents 39% of the military pursuing continuing education on a voluntary basis (89.9% undergraduate and 10.1% graduate). A decade previous, 395,395 military personnel (of a 2,062,050 member workforce) participated in voluntary education with 18% being classified as graduate students (Tribble, 1982, p. 58).

The U.S. Department of Defense (DOD) supports the voluntary education of its personnel through a tuition assistance program which pays up to 75% of tuition costs and Veteran's Administration G.I Bill educational benefits (Miller, 1983). In FY 1993, the DOD spent $123.4 million on tuition assistance. The DOD has budgeted $132.6 million for tuition assistance in FY 1994 and $135.8 million in FY 1995 (Thomas, personal communication, April 11, 1994). This represents a significant commitment to the education of military personnel. Otto Thomas, Deputy Director for Continuing, Adult and Postsecondary Education in the Office of the Secretary of Defense, described the military's commitment in this way:

> Off-duty (voluntary) courses are supported by the military because they serve as a recruiting incentive, produce more worldly officers, and return better educated citizens to civilian life. For example, the "troops to teachers" initiative helps military personnel move into productive second careers and also helps develop a more

> educated workforce for the future of the military. (Thomas, personal communication, April 11, 1994)

In the Army, the administrative unit responsible for overseeing the educational opportunities for soldiers is the Army Continuing Education System (ACES). The primary objectives of ACES are

> ... to enhance Army readiness by providing opportunities for individual and professional growth, to provide educational opportunities at least equal to those available in civilian life and thus attract and keep qualified Army personnel, and to develop career goals appropriate to military service and postservice employment. (Miller, 1983, p. 18)

Education Services Officers are responsible for off-duty educational programs at the installation level. They arrange with specific colleges and universities for on-base programs, ensure that course offerings match the base's educational plans, publish catalogs of course offerings, and arrange for facilities and educational support (e.g., laboratory and library support) (Miller, 1983).

All branches of the armed services provide off-duty educational opportunities on or near major installations. The installations contract with accredited colleges and universities for instructional offerings. The educational institution is responsible for determining the curricular requirements of the degree programs (Miller, 1983). Some have called for more rigorous evaluation of external degrees offered to the military:

> Graduate study should be reassessed with respect to quality of faculty, library resources, and appropriateness. Some masters level work can be effectively carried out on a military installation; however, doctoral level work is inappropriate as an on-base activity. Serious questions can and will be raised about the availability of graduate faculty, research facilities, student time available for library research, and financial viability for the institutions providing graduate programs. (Tribble, 1982, p. 57)

In the 1970s, the military faced the challenge of becoming an All Volunteer Force. The 1990s bring the challenge of becoming a peace-time military service. The U.S. military has already made reductions to its workforce and more are imminent. Like previous changes in the military, this one will significantly effect institutions that provide off-duty education to military personnel. In the short-term, the down-sizing has created a significant growth in the demand for undergraduate and graduate education. Military personnel are hoping to become more competitive for promotion; or at least more marketable in the civilian world (Thomas, personal communication, April 11, 1994).

Another change that has resulted because of the downsizing of the military is a reduction in the availability of tuition assistance funds on a per-student basis. An Army policy limits tuition funds to students whose courses relate directly to their military roles. One provider of off-duty education has developed a plan to adapt to the changing military. This plan includes expanding to foreign and civilian markets, increasing the volume of

services, increasing tuition, creating new degree and certificate programs, and providing transition services to personnel who will be leaving the military (Ostertag, 1990).

Program Planning

Program planning (sometimes called program development) is central to the purpose of adult education. It is through the development of educational programs specifically appropriate to serve adults that the field distinguishes itself. Between 1950 and the 1980's nearly one hundred frameworks, typologies, methods, and sets of principles have been developed to describe the ways in which educators develop programs for adults (Sork & Buskey, 1986). Nonetheless, the literature on program planning is primarily limited to descriptions about how decisions should be made rather than how decisions are actually made (Sork & Caffarella, 1990).

This review of literature summarizes key elements of a set of adult program planning models in the context of an organizing framework (Cervero & Wilson, 1991). The set of models is not meant to be exhaustive but to represent the diversity of models in the field. The objective is to develop a conceptual and analytical understanding of key program planning elements.

The Framework for Assessment: Cervero and Wilson (1991)

Cervero and Wilson (1991) proposed three viewpoints or theory bases that assist one in analyzing and understanding program planning. These three classifications are classical, naturalistic, and critical. The classical viewpoint calls for program planning based upon the application of standard principles of practice that generally evolved from Tyler's (1949) *Principles of Curriculum and Instruction*. Pennington and Green (1976)

found that adult educators tend to describe their program planning strategies in language and activities which reflected the classical viewpoint. They suggest that it is the predominant viewpoint. Cervero and Wilson state uncertainty about whether the adult educators actually followed this framework or were educated in the framework and reported their activity in the language of the classical framework because it was familiar to them.

The naturalistic viewpoint asserts that adult educators cannot practically follow the step-wise processes of the classical viewpoint. The questions asked in classical models are still considered to be important; however, the focus is moved from the questions themselves to the judgment of planners in given contexts. Educators make the best decisions possible in complex situations by choosing among competing alternatives. This viewpoint is represented by models that vary in the level of detail provided about the actual planning process. Developers of representative models include Walker (1971), Houle (1972), and Brookfield (1986).

The critical viewpoint argues that program planning decisions are necessarily ethical and political rather than merely technical. Educators must make decisions with a goal of emancipating learners, conquering social inequalities, and shifting relations of power. Models in this framework are sometimes more philosophical in nature than applied. Freire (1970) is an oft cited proponent of program planning in the critical viewpoint.

The remainder of this review discusses various program planning models in the context of Cervero and Wilson's framework. A description of each viewpoint precedes discussion of representative models.

Classical viewpoint

Cervero and Wilson (1991) offer Tyler's curriculum development framework from *Principles of Curriculum and Instruction* (1949) as the basis for the majority of adult education program planning theories. Tyler developed four questions to guide curriculum development.

1. What educational experiences should the school seek to attain?
2. What educational experiences can be provided that are likely to attain these purposes?
3. How can these educational experiences be effectively organized?
4. How can we determine whether these purposes are being attained?

These four basic questions are either implicit or explicit in program planning models that fit within the classical framework. The classical framework is most familiar to adult educators. It is the predominant model taught in adult education degree programs. Its linear, ordered method enables one to more easily conceptualize an implementation strategy. Pennington and Green (1976) examined the planning strategies used by 52 continuing professional educators. From interviews with the educators, Pennington and Green developed a planning process clustered around six types of activities. These clusters relate closely to the Tylerian model that undergirds the classical viewpoint:

1. originating the idea;
2. developing the idea;
3. making a commitment;
4. developing the program;
5. teaching the course, and
6. evaluating the impact.

Boone et al., 1970

Philosophy: Boone states, "Programming or decision-making is generally viewed as a rational and purposive process conducing to a conclusion. This definition...is equally applicable to the individual(s) as it would be to social groups, whether large or small" (Boone et al., 1970, p. 3). Boone developed a program planning process for the benefit of "institutional organizations" defined as "a social system with purposive objectives stated in general terms of education" (p. 4). Such organizations may have subsystems "whose objectives and roles are interrelated and consistent with those of the general system" (p. 4). The process developed by Boone et al. requires the decision maker to consider the goals of the total organization, including subunits, when making programmatic decisions. It is oriented toward the organization's needs. The process is intended for educational, task-oriented organizations in which students participate voluntarily.

Process: The authors' program planning process for the complex adult education organization includes eight interrelated phases (Boone et al., 1970, pp. 4-15):

1. formulating the organizational program framework (objective is for educators to understand and agree upon the organization's educational objectives and each educator's role in implementing the objectives);
2. adapting the program framework or selected elements within to the various elements of the organization (objective is to integrate the framework from the organizational level to its subunits);
3. organizing human resources at the operational level needed to plan an educational program (objective is to involve representatives of relevant publics in matching their needs to the resources of the organization) ;
4. planning or decision-making at the operational (field) level (objective is to engage in decision-making to reach decisions about what to include in the plan based upon the analyzed and felt needs of the constituents and within the constraints of organizational resources);
5. the planned program prospectus (objective is to record decisions);
6. the plan of work (objective is to design a plan for carrying out the program within a reasonable time schedule);
7. implementing the plan; and

8. program accomplishments (objective is to appraise the results and relate results to objectives stated in the plan and to the overall objectives of the organization).

Conceptual analysis: The Boone et al. (1970) model is closely related to Tyler's (1949) four questions with the addition of the organizational context (which is implicit in Tyler). Needs are determined by the educator through an assessment of organizational needs and goals. Note that the first steps in the process establish organizational goals; the third and fourth fit the needs of constituents into the context and resource base of the organization. The final step analyzes the results against the organizational goals and the program goals (which reflect the organization goals).

The model includes a linear process, "Inherent within the process are a number of orderly and interrelated steps (activities) -- the successive and effective implementation of which is deemed essential in arriving at sound and rational decisions" (Boone, et al., 1970, p. 16). Evaluation is made against a set of predetermined objectives.

Sork and Caffarella, 1990

Philosophy: No philosophy is explicitly stated by the authors. The program planning chapter of the *Handbook of Adult and Continuing Education* (Merriam & Cunningham, 1990) uses a six step framework to discuss predominant program planning processes and to illustrate the prevalent logic in the program planning literature (Sork & Caffarella, 1990, p. 234). The framework is intended to represent the norm in the field rather than a distinct program planning model. This framework is important because it is

presented as *the* usual planning process in a primary handbook for the adult education professional.

Process: Sork and Caffarella's model lists an explicit, linear process (1990, p. 235).

1. Analyze the planning context and the client system. Analysis of the context encompasses internal factors: 1) organizational history and tradition; 2) communication and authority norms; 3) mission; 4) resources; 5) standard operating procedures; and 6) philosophical constraints.

   Contextual analysis also includes external factors: 1) competitive or cooperative relationships with others that serve the same client group; 2) comparative advantages, and 3) community attitudes toward the organization. The assessment of the client system examines information regarding age, educational attainment, cultural background, facility with written language, economic status, history of participation in education, geographic distribution, and social affiliations.
2. Needs assessment. Need is stated as a discrepancy between some desired outcome or acceptable condition and the actual or observed condition. Needs should be prioritized.
3. Develop program objectives. Program objectives are often divided into two major categories: 1) learner-based educational objectives and 2) organizational or operational objectives.

4. Formulate instructional plan. The development of instructional plans requires one to prepare instructional objectives, select and order content, design the instructional process, select appropriate resources, and determine evaluation procedures.
5. Formulate administrative plan. Address ways of assuring participation in the program; identify program cost and funding source(s); select facilities and equipment; and plan for logistical issues.
6. Design program evaluation plan. The program planner should anticipate both formative and summative evaluations.

Conceptual analysis: The framework presented by Sork and Caffarella is closely related to the classical viewpoint. Needs are assessed by classical methods to integrate needs of the institution with those of the learners. The process is intended to be followed in order. Evaluation is summative (based on objectives) but also formative.

The authors do note some shortcomings of their model (and other classical models) that reflect the language of the naturalistic viewpoint. For example, they observe, "There appears to be a serious gap between the process as described in the literature and the actual practice of needs assessments" (Sork & Caffarella, 1990, p. 238).

Summative Observations about Models in Classical Viewpoint

These two models combined with the three described by Cervero and Wilson (1991) share common characteristics that are distinctive from other program planning

models and can be said to describe the classical viewpoint. The distinguishing factors cited by Cervero and Wilson or observed in the models described include: formal need assessment; explicit, linear process; evaluation based on predetermined objectives; and a defining role for the educator in determining the content, focus, and delivery of instruction. Some variance is evident in the institutional versus student orientation of the models. Tyler (1949), Pennington and Green (1976), and Boone, et al. (1970) emphasize organizational or institutional needs. Sork & Caffarella (1990) describe an integration of organizational and learner needs.

Naturalistic Viewpoint

The naturalistic viewpoint assumes that program planners are unable to follow explicitly the models in the classical viewpoint because educational programs are context-based and decisions are value-based. Given that planners of adult education are not able to apply a standard set of principles and procedures to all situations, they must make the best decisions possible within the constraints of the situations. Cervero and Wilson (1991) explain,

> Planning practice is rarely a matter of knowing unambiguously what is right to do, rather it is more a process of choosing among competing alternatives. Good planning, then, is a matter of knowing unambiguously what is possible (as defined by the constraints imposed by circumstances) and what is desirable (as defined by a set of values and beliefs). (p. 41)

Another example of the naturalistic viewpoint is Brookfield (1986 and 1988) who considers adult education program planners to be "Practical theorists[who are] exquisitely sensitive to the context and make judgments regarding what to do based on their own values and theories of action about what works in the real world" (Cervero and Wilson, 1991, p. 42).

The naturalistic viewpoint emphasizes judgment, context, and values in program planning. Cervero and Wilson note, "Key questions still remain for this viewpoint. Are there any standards, either technical or ethical, for knowing whether you have made the "best" judgment? How does one account for unequal relations in power that exist between the adult educator and others involved in the planning process?" The same questions that Tyler asks are still pertinent to the planning process. What will the program's purposes be, what learning experiences will be designed to achieve them, and what goals, if any, were achieved in the setting? (Cervero and Wilson, 1991, p. 43).

Brookfield, 1988

Philosophy: Brookfield approaches program planning as a process that encompasses "intrinsic features regarding the process and content of teaching and learning" (1988, p. 103). Brookfield defines intrinsic features as the recognition "that education is value based and that facilitators should therefore be explicit concerning the values on which their ideas of good practice are based (p. 104). This view is contrasted to the "operational approach" (classical viewpoint) in which "we regard as effective practice

any activity in which adults are being taught how to acquire certain skills and knowledge irrespective of content and context" (1988, p. 104)

Brookfield substantiates the need for facilitative (naturalistic) approaches to adult education:

> The teaching-learning transactions undertaken by adults are complex and multi-faceted, and they steadfastly refuse simple categorization. They occur in every setting imaginable, are conducted at different levels of significance to the learner, are oriented toward a variety of cognitive, affective, psychomotor, and political ends, and involve a range of formats and methods (1988, p. 99).

Guiding principles: Brookfield's model is presented in the context of several factors common to adult education such as: Participants are adults who are engaged in a purposeful exploration in a group setting. Participants bring a collection of experiences that influence the ways in which new skills are acquired. As a result, educators can not predict how any adult or group will respond to a learning experience. Prior learning of participants serves in part as curriculum because it influences topics discussed, themes explored, skills acquired, and knowledge investigated. Transactions should be characterized by respect for individual members (Brookfield, 1988, pp. 99-100).

decisions about teaching-learning transactions, curriculum development, and instructional design (1988, pp. 100-102).

1. Adults participate in learning voluntarily.
2. Participants should respect one another and promote individual self-worth.
3. Facilitation is a collaborative effort of facilitator and students.
   a. Leadership and facilitation roles will change over time to meet different purposes.
   b. Collaboration is constant, involving a "continual renegotiation of activities and priorities in which competing claims are explored, discussed, and negotiated" (Brookfield, 1988, p. 100).
4. "Praxis" is essential to effective facilitation of learning. Praxis is "...cognitive activity; learning does not always require participants to 'do' something in the sense of performing clearly observable acts" (Brookfield, 1988, p. 100).
5. Facilitation should foster critical reflection including examination of the assumptions that underlie the acquisition of skills, consideration of alternative purposes, and the ability to place skill acquisition into a broader context (p. 102).
6. The purpose of facilitation is to nurture self-directed, empowered adults capable of seeing themselves as "...proactive, initiating individuals engaged in a continuous recreation of their personal relationships, work worlds, and social circumstances rather than as reactive individuals, buffeted by uncontrollable forces of circumstances" (p. 100).

6. The purpose of facilitation is to nurture self-directed, empowered adults capable of seeing themselves as "...proactive, initiating individuals engaged in a continuous recreation of their personal relationships, work worlds, and social circumstances rather than as reactive individuals, buffeted by uncontrollable forces of circumstances" (p. 100).

Conceptual analysis: Brookfield introduces the concept that needs are negotiated by the facilitator (educator) and the learner. Needs are identified with a learner orientation. Brookfield offers no step-wise process. Instead, he calls upon the best judgment of the facilitator within a given context. Brookfield calls for praxis, or application of learning, evident in a mental process.

Decker Walker (1971)

Philosophy/Purpose: Walker developed a model that he named a naturalistic model. The purpose of Walker's model is to provide an alternative to the classical viewpoint. Walker asserted that objectives formulated in classical models are either an "appendix to" or a "diversion from" program planning (pp. 51-52). Further, he noted that "the classical model neglects or distorts important aspects of contemporary practice in curriculum development" (p. 52). Walker chose the title, naturalistic, because the model was "constructed to represent phenomena and relations observed in actual curriculum projects as faithfully as possible with a few terms and principles" (Walker, 1971, p. 51).

Process: Walker's naturalistic model is based on three elements, platform, deliberation, and design. The platform is the program planner's own system of beliefs and

values that guide program planning decisions. One's platform is comprised of conceptions (beliefs about what exists and what is possible), theories (beliefs about truth), and aims (beliefs about what is educationally desirable) (Walker, 1971, p. 56).

Deliberation considers both ends and means as mutually determinant. It identifies key facts, needs, alternative solutions, and possible consequences of decisions. The activities in deliberation are formulation of decision points, identification of alternative choices, consideration of arguments for and against alternatives, and selection of the "most defensible alternative subject to acknowledged constraints" (Walker, 1971, p. 54).

The third element, design, is the "set of abstract relationships embodied in the designed object...(it) presents itself to us as a single material entity, a Gestalt, which must then be represented in some schematic way if we are to deal with it analytically" (Walker, 1971, p. 53).

The challenge is to specify the design (program plan) explicitly and precisely. Walker suggests that curriculum design can be specified by the decisions that produced it. "In this naturalistic model, then, the theoretically interesting output of the curriculum development process is not a collection of objectives, not a set of learning experiences, but a set of design decisions" (Walker, 1971, p. 54).

Conceptual analysis: Walker's model still maintains strong connections to the classical viewpoint (as evidenced in the ordered steps implicit in the deliberation process). It is not clear how needs are identified, except that they are determined by the educator

based on his or her set of values and beliefs. Walker provides a process which is, in part, linear. At the same time, he challenges the educator to use best judgment in making decisions. The integration of the educator's value system and the use of educator judgment are the primary distinctions between Walker and the classical viewpoint. Walker's naturalistic model encompasses none of the critical viewpoint's concepts of praxis, emancipation, oppressive regime, or political and moral implications of education.

Cyril Houle, 1972

Philosophy: Houle raises a notion that education is a "single fundamental human process" (1972, p. 221) rather than a dichotomous system. He notes, for example, that the works of Dewey and Tyler, though intended to serve children, are applied to adult education. Similarly, learning systems based upon the theories of Lewin were originally thought to be appropriate only for adults, but have been used successfully to serve children.

Guiding principles: Houle's model is based on a set of "credos" held generally by practitioners in the field when taken as a whole. These credos represent, "a summary of widely held and used views from which a given individual may shift back and forth as necessity dictates" (Houle, 1972, p. 6). Houle lists the following credos: (1972, pp. 7-9):

1. Adult education should be a movement unified by a common effort to achieve a single all-encompassing goal.

2. Adults know what they need to learn. The task of the adult educator is to discover what it is and provide it for them.
3. The adult educator should adopt the aims and methods commonly used in other forms of education to fit the needs of adults (e.g., time and place).
4. Powerful and creative leaders need to fill roles as teachers, leaders of movements, and administrators.
5. Institutional processes, such as providing learning resources, charging fees, scheduling activities, and recruiting and compensating teachers, should be appropriate to adults.
6. Formality should be subverted to release creative energies.

Houle (1972) designed a two-part system of program planning that is built on seven assumptions. These assumptions are (pp. 32-40):

1. Any episode of learning occurs in a specific situation and is profoundly influenced by that fact.
2. The analysis or planning of educational activities must be based on the realities of human experience and upon their constant change.
3. Education is a practical art. Success is measured in the outcomes of its practice.
4. Education is a cooperative, rather than operative art. The educator should guide and direct the natural learning process in a facilitative way.
5. The planning or analysis of an educational activity is usually undertaken in terms of some period which the mind abstracts for analytical purposes from complicated reality.

A time dimension is selected which sets boundaries to what is sought or observed for the purpose of learning (e.g., the designation of semesters, course periods, and teaching segments within courses).

6. The planning or analysis of an educational activity may be undertaken by an educator, a learner, an independent analyst, or some combination of the three.
7. Any design of education can best be understood as a complex of interacting elements, not as a sequence of events. A process with temporal order is convenient for conceptualizing a an educational program, but practice usually does not follow a logical pattern.

Model: Houle advises that his two-part system of program planning is natural, based upon a common-sense foundation. The components of the system are interrelated and must be kept in balance with one another. He also advises that the system is not appropriate to all situations, but:

> ...is offered in a spirit of pragmatic utilitarianism. If it works effectively...it can be used. If it does not work, some other system should be tried. In every case, the learner or the educator should be the master since only he can comprehend the situation which he chooses or in which he is placed by circumstance. Anyone who becomes inflexibly attached to the following of a process rather than to the achievement of ends is, by definition, doctrinaire (1972, p. 56).

The planning system requires two complementary actions: the examination of a situation in which the learning activity takes place to determine what type of education is occurring (categorization) and the application of a framework, based upon the category, in order to produce a program plan (Houle, 1972).

Houle identified eleven educational planning categories based upon those he considered most common in practice (Houle, 1972, pp. 42-45). Categorization requires assessment of a context for placement in one of the categories. Houle refers to the categories as C1-C11. The first two categories refer to education serving an individual. C-3 through C-6 designate education serving groups. C-7 through C-10 address educational activities centered around institutions. C-7 is the design of a new institution. C-11 is a situation in which the masses are served by an activity designed by an individual, group, or institution. These categories are significant because they establish the context for which a planning process is carried out.

The second part of Houle's 2-part system is the framework of interrelated components that can guide one's design of an educational activity. Houle advises, "...these components are to be understood as a complex of interacting elements, not as a logical sequence of steps" (Houle, 1972, p. 46). An educator may enter the model at any component and proceed to other components in any order. Nonetheless, the presentation suggests a rational sequence based upon Houle's experience (Houle, 1972, p. 47-56):

- A possible educational activity is identified. Perceived need for activity may emanate from almost any source and may be based on a sense of need or deprivation or on a sense of desire or opportunity.
- A decision is made to proceed.
- Objectives are identified and refined based upon a conception of the desired ends. Objectives are usually framed in a hierarchy.
- A suitable format is designed, integrating the following elements: learning resources, choice of leaders, methods, time schedule, sequence of events, social reinforcement of learning, individualization, clarification of roles and relationships, criteria of evaluation, and clarity of design.
- The format is fitted into larger patterns of life by adjusting at least the following elements.
    - guidance into program or self-selection
    - influence of activity on life style
    - financing the activity
    - interpretation of activity to public to achieve understanding and assent
- The plan is put into effect.
- The results are measured and appraised.

Conceptual analysis: In using Houle's system, an educator discovers learners' needs based upon an assessment of the context. Though Houle provides a process, it is

specifically not intended to be followed in a step-wise fashion; there is no logical order. Judgment is an essential tool for using Houle's two-part system. In most cases, there is not a clearly correct resolution of a stage in the framework. The credos and assumptions guide one's decision making. Houle clearly fits into the naturalistic viewpoint.

K. Patricia Cross (1981)

Philosophy: Cross designed the *Characteristics of Adults as Learners (CAL)* (1981) framework after conducting an extensive literature review on program planning theory. She focused on the individual learner. CAL incorporates the major adult learning theories of andragogy and development stage and phase theory (Cross, 1981). According to Cross, "The explicit purpose of CAL is to elucidate differences between adults and children as learners and ultimately to suggest how teaching adults should differ from teaching children--basically the position of andragogy" (Cross, 1981, p. 234).

Model: CAL is a model consisting of two classes of variables: personal characteristics and situational characteristics. Personal characteristics describe the learner on three continua: physiological/aging, sociocultural/life phases, and psychological/developmental stages. Situational characteristics describe the conditions under which learning occurs in two sets of dichotomous variables: part-time learning versus full-time learning and voluntary learning versus compulsory learning (Cross, 1981).

Personal characteristics enable one to assess key factors that influence adult learners' participation in education. Assessment facilitates the educator's accommodation

of the target population in program planning judgments. The physiological continuum facilitates understanding of the learner's situation. The program planner is better able to adapt and adjust the learning experience to suit the learner. One compensates for the learner's physiological deficits and capitalizes on his or her strengths (Cross, 1981). Likewise the educator adjusts planned programs to suit the learner's status on the sociocultural continuum.

Situational variables enable the adult educator to address issues related to the level of priority given to education and whether a learner is coerced to learn or is participating on a voluntary basis. Cross establishes these variables, but does not direct their influence on program planning judgments. She advises, "We need to know how the interests and accomplishments of voluntary adult learners differ from those of adults who are coerced or required to learn." One hypothesis might be that "learner orientation is problem centered" to the extent that it is voluntary (Cross, 1981, p. 243). Thus, situational variables seem to be included for the edification of adult educators and to direct future research and development in the field of program planning.

Conceptual analysis: Cross's model does not establish a set of standards and practices which should be followed step-wise in program planning decision making. Rather, it establishes the key variables which one should consider in assessing the context for learning. The program planner makes the best judgment possible within the situation. Thus, CAL fits most closely within the naturalistic viewpoint. An educator following the

CAL model would challenge the learner to identify his or her own needs. That educator would assist in the identification process with an understanding of the learner's physiological, sociocultural, and psychological stages. This naturalistic model relies heavily upon educator judgment. Evaluation of learning is based upon the context and the values of the educator.

Some concepts of the critical viewpoint are present in CAL. Praxis is a part of learning through the physiological, sociocultural, and psychological development of the learner. To some extent, this development also emancipates the learner. However, these concepts lack the political and moral implications of the critical viewpoint.

Summative Observations about Models in Naturalistic Viewpoint

Most of the models described as naturalistic exhibit four key commonalities. Cervero and Wilson (1991) emphasize the decision-making process which is context-based. There are no "correct" decisions, just best-judgments for a given situation. The naturalistic viewpoint approaches the world of learning as a complex system in which educational programs cannot be transferred wholesale from one context to another. While this is a key distinction, it necessarily requires adaptation of the educator's approach to need assessment, processes, and evaluation.

Needs are determined by the educator based upon a complex, mental assessment of the learner and the context. The approach is distinguished from the classical viewpoint because it is not a technique driven need assessment but a value driven assessment which

may occur intuitively. Cross (1981) requires the educator to facilitate the learner's identification of needs.

The third commonality is the lack of a linear, ordered process. Only Walker's (1971) model includes any ordered steps. The naturalistic viewpoint models are commonly represented by guiding principles, frameworks for assessing the context, and descriptive examples to guide decision-making. Houle (1972) and Walker (1971) provide partial process descriptions; Brookfield (1988) and Cross (1981) do not describe processes.

Evaluation of programs in the naturalistic viewpoint is based upon a set of values and the context for learning in all cases described. Measurable objectives are less likely to be developed and will certainly not be the only desirable outcomes of learning in the naturalistic viewpoint. Therefore, evaluation against objectives would be inadequate.

Some of the models integrate concepts of the critical viewpoint: praxis, emancipation, oppressive regime, and political and moral implications of education. Praxis, as an intellectual or developmental change, is an outcome of learning in Brookfield (1988) and Cross (1981). Unlike the critical viewpoint, these models do not require action beyond mental processes or decision-making.

CAL (Cross, 1981) has a goal of emancipation through intellectual, sociocultural, and psychological development. Again, the naturalistic viewpoint addresses emancipation as an intellectual concept while critical emancipation is a political concept which frees one

from oppression. The concept of oppression is absent from the naturalistic viewpoint (except minimally in Houle (1972) as formality of education).

Critical Viewpoint

The critical viewpoint is easily distinguished from the other two offered in Cervero and Wilson's framework. The critical viewpoint extends from the critical pedagogy that challenges existing relations of power by engaging educators in "counter-hegemonic" practice (Cervero and Wilson, 1991, p. 43). The viewpoint is specifically political. Adult educators are required to plan educational programs as political and ideological activities that are "intimately connected to the social inequalities of the larger society" (Cervero and Wilson, 1991, p. 43). A common thread is the idea that schools and the activities of teachers perpetuate the dominant political, cultural, and economic interests of society to the exclusion of those not in the dominant groups (Apple, 1982, 1990; Beyer & Apple, 1988; Giroux, 1983 cited in Cervero & Wilson, 1991).

Cervero and Wilson present the work of Paulo Freire as a primary work directing theorists in the Critical Viewpoint. Freire's program planning model seeks to liberate people by giving them a voice to overcome the suppression of social inequalities.

Paulo Freire

Philosophy: Paulo Freire is a highly visible representative of the critical viewpoint of program planning. Freire's writings are primarily political, philosophical, and social. Freire's writings and communications mix these issues with pedagogy making it difficult to

distinguish philosophy from practice. In fact, Freire did not record his practice as a process that could be emulated. The process has been recorded by others through observation and from his verbal descriptions.

Paulo Freire is a Marxist who belongs to the radical or social transformationist school of thought which proposes that adult educators should "actively engage in the transformation of society through changing or attacking its economic, legal, and/or political institutions" (Newton, 1985, p. 2). Freire referred to education conducted under the "oppressive regime" as "banking education" (Newton, 1985) in which teachers give information to students. Students are merely receptacles of information much as a bank is a receptacle for deposited money. In contrast to banking education, Freire calls for a student-centered educational process in which the teacher is a facilitator of learning. The process of learning cannot be neutral and the educational organization cannot be neutral; they either support the oppressive regime or they help emancipate the oppressed. Attempts to remain neutral ultimately support oppression. Freire applied his emancipatory philosophy to adult literacy education serving Third World populations.

Guiding principles: Freire's approach to overcome political and social inequalities was dialectic: for every thesis, there is an antithesis; for every oppressor, there is an oppressed that is uniquely capable of ending oppression. Adult educators are required to lead the oppressed to find their power and overcome their oppression.

"Conscientization" is a "process in which people are encouraged to analyze their reality, to become more aware of the constraints on their lives, and to take action to transform their situation" (Brown, 1987, p. 225). This process is the basis of Freirian education. In practice, conscientization is achieved in cultural circles through Socratic discussions about nature and culture, men and animals, and culture in the lives of people.

Model: In application to literacy education, Freire is said to be able to obtain significant results in teaching Third World citizens to read and write in 45 days (Brown, 1987; Newton, 1985). This achievement is gained through a five step process (Newton, 1985):

1. The creation of education teams (to begin true dialogue) and cultural circles (to function as a context, relying on the national rather than official language of the people);
2. the creation of a limited number of generative words based on the culture of the learners (generative words are words which can be broken into syllables that can be recombined to create other words (Newton, 1985));
3. the codification of words (combining generative words to form other familiar words that will be used by cultural circle to learn to read and write);
4. the decodification of words (maintenance of a record of the process followed by the cultural team); and

5. post-literacy education (use of reading/writing skills to examine history, geography, economics and political science to facilitate understanding of the learner's reality and to inspire learners to act).

Important elements of this process include the need to use the native language of the students/cultural teams, reference to important figures in the context, and the need for each cultural circle to complete the process on its own. The process cannot be recorded by one group and used as a primer for another group. It is both a learning process and a discovery process that cannot be separated (Newton, 1985).

Conceptual analysis: Freire is an exemplary model for the critical framework because his model is primarily political with education as a means to the goal of emancipating people from an oppressive regime. The model has a Marxist ideology. Needs, which may or may not be primarily educational, are communal and emerge from the circles of culture. A linear process is described, primarily to enable others to emancipate the oppressed. Unlike the classical viewpoint, the Freirian process is ultimately a political and cultural process rather than a technique.

Praxis requires application of knowledge through political action. The role of the educator is to lead reform based on the goals established by the circles of culture. The Freirian model recognizes, and celebrates its political and moral implications. Recall that the application of the model by Freire culminated in house arrest and the need to seek exile.

Jack Mezirow, 1981 and 1990

Philosophy: Jack Mezirow translated the ideals of Freirian education to an American context. Mezirow's program planning framework is based upon Jurgen Habermas's generic domains of adult learning which can be traced to the Marxist school of thought (Mezirow, 1981). Mezirow proclaims a critical viewpoint philosophy of education embodied in "emancipatory education" the purpose of which is to foster critical self-reflection (Mezirow, 1990, p. xv). Critical self-reflection *is* learning according to Mezirow, "[Learning is] the process of making a new or revised interpretation of the meaning of an experience, which gives subsequent understanding, appreciation, and action" (1990, p. 1).

Through education, one learns to reflect which "...enables us to correct distortions in our beliefs and errors in our problem solving" (1990, p. 1). This is the ultimate goal of Mezirow's educational framework--"perspective transformation" which was originally defined by Mezirow (1981) as:

> ...the emancipatory process of becoming critically aware of how and why the structure of psycho-cultural assumptions has come to constrain the way we see ourselves and our relationships, reconstituting this structure to permit a more inclusive and discriminating integration of experience and acting upon these new understandings. (1986, p. 6)

Perspective transformation, achieved through emancipatory education, may not be feasible in all adult education situations.

> Because of professional or institutional constraints, an educator may be unable to provide emancipatory education across the entire process of transformational learning involving sociocultural distortions. However, every adult educator has a responsibility for fostering critical self-reflection and helping learners plan to take action. (Mezirow, 1990, p. 357)

Guiding principles: Perspectives are transformed through critically reflective assessment of three types of interrelated distortions: epistemic, sociocultural, and psychic (Mezirow, 1990). Epistemic distortions relate to the nature and use of knowledge. Sociocultural distortions involve "taking for granted belief systems that pertain to power and social relationships, especially those currently prevailing and legitimized and enforced by institutions" (Mezirow, 1990, p. 15). Psychic distortions are beliefs that cause unwarranted anxiety that prevents one from acting. These often emanate from childhood traumas and experiences.

Model: Mezirow's total program planning framework encompasses three types of learning based upon Habermas's three domains of learning: technical, practical, and emancipatory (Mezirow, 1981). The technical domain refers to the way one controls and manipulates the environment and people (Mezirow, 1981 and 1990). Mezirow calls

learning in the technical domain instrumental learning. The results of instrumental learning can be empirically demonstrated. It teaches one how to do something or to perform.

The practical domain involves "interaction or communicative action" and has as its aim "the clarification of conditions for communication and intersubjectivity" (Mezirow, 1981, p. 5). Mezirow refers to learning in this domain as communicative learning. Communicative learning focuses on achieving coherence rather than control. One seeks to understand the meaning of others' communications.

The emancipatory domain seeks "self-knowledge, that is, the knowledge of self-reflection, including interest in the way one's history and biography has expressed itself in the way one sees oneself, one's roles and social expectation" (Mezirow, 1981, p. 5). This is the domain in which perspective transformation is most relevant.

Mezirow's program planning framework is inherently hierarchical. Instrumental learning meets one's survival needs, communicative learning meets social needs, and emancipatory education meets one's psychological needs.

The process of perspective transformation involves ten elements (Mezirow, 1981):

1. a disorienting dilemma;
2. self examination;
3. a critical assessment of personally internalized role assumptions and a sense of alienation from traditional social expectations;

4. relating one's discontent to similar experiences of others or to public issues--recognizing that one's problem is shared and not exclusively a private matter;
5. exploring options for new ways of action;
6. building competence and self-confidence in new roles;
7. planning a course of action;
8. acquiring knowledge and skills for implementing one's plans;
9. provisional efforts to try new roles and to assess feedback; and
10. a reintegration into society on the basis of conditions dictated by the new perspective.

Successful emancipatory education leads to perspective transformation among learners. Praxis (action) is a necessary condition (Mezirow, 1990). "The learner must have the will to act upon his or her new convictions. Making a decision to act or not to act is itself an action, but a decision not to act must not be based on a rationalization or self-deception" (p. 355).

Conceptual analysis: Mezirow's program planning framework fits into the critical viewpoint because its primary focus is social emancipation. Adult educators are responsible for fostering critical reflection and transformative learning. Praxis is present, but it is based upon the learners' informed decisions of how and when to act upon their new perspectives Mezirow also shares the notion of an oppressive regime. Educators either support or challenge the dominant norm, "Even the 'neutral' educator, who

deliberately avoids the potential for controversy inherent in alternative perspectives, is taking a stand that favors maintenance of the status quo" (1990, p. 361).

Elizabeth Tisdell, 1993

Philosophy: Elizabeth Tisdell (1993) describes a feminist pedagogy for adult education. Feminist pedagogy is "emancipatory in the broadest sense in that it is concerned with women's personal empowerment" (p. 93). Feminist pedagogy may encompass neo-Marxist philosophy. However, not all education in the feminist pedagogy is concerned with power relationships or with the subjection of women to oppression.

Guiding principles: Adult planning models fit into the feminist pedagogy if they share concern for the following issues.

1) how to teach women more effectively so that they gain a sense of their ability to effect change in their own lives,

2) an emphasis on connection and relationship (rather than separation) with both the knowledge learned and the facilitator and other learners, and

3) women's emerging sense of personal power. (Tisdell, 1993, p. 93)

Model(s): Feminist pedagogy encompasses two primary models, liberatory and gender. The liberatory model addresses power relations and "interlocking systems of oppression based on gender, race, class, age, and so on" (Tisdell, 1993, p. 94). Neo-Marxist theory and critical theory undergird liberatory models. Feminist liberatory models are developments of Freirian and other models that address oppression based solely on

class. Three themes are central to liberatory theory: all people can create meaning in their lives and resist oppression, the form of resistance is influenced by multiple factors, and resistance against one form of oppression may lead to other forms of oppression on the resistors or others.

Oppression of women in the workforce and in the home is reproduced in the classroom. Tisdell describes the underlying philosophy of liberatory models designed to address such oppression as (p. 94):

> ...the material realities of people's lives--the physical realities of maleness or femaleness, race, material needs for food and shelter, and so on--shape or affect all other aspects of people's sociocultural lives, including their values (citing Chafetz, 1988).

The second model of feminist pedagogy, the gender model, addresses the socialization of women as nurturers. Pedagogy in this model emancipates women in the personal psychological realm, but does not challenge power relations (Tisdell, 1990). Educators are primarily concerned with facilitating students' sense of personal power and enabling students to effect change in their lives. A primary representation of this model is the work of Belenky et al. (1986), *Women's Ways of Knowing: The Development of Self, Voice, and Mind.* The authors relate to role of an educator to that of a midwife, responsible for drawing students out and "assist the students in giving birth to their own

ideas, in making their own tacit knowledge explicit and elaborating on it" (p. 217, cited in Tisdell, 1993).

Feminist pedagogy does not offer a linear process. Rather, it "contributes to the adult learning literature in the direct discussion of how to deal with power issues in the learning environment that affect the learning process" (Tisdell, 1993, p. 99). Practitioners of the feminist pedagogy should assess whether their curriculum materials challenge the nature of power relations based on gender, race, and class. Educators should adopt appropriate teaching strategies to support this challenge. Educators should assess their own behavior to be aware of attitudes or acts that challenge or affirm social inequities. In institutions, courses should be developed to address power relations based on gender, race, and social class.

Conceptual analysis: Because Tisdell describes a pedagogy rather than a model, analysis must be conducted broadly. Needs in the feminist pedagogy generally seek to empower women to some degree by challenging the established norms. The feminist pedagogy challenges oppression in the form of cultural and social norms that disadvantage females, and others based on gender, race, or social class. The role of the educator is to have a concern for the three stated issues and to challenge cultural and social norms.

The liberatory model seeks to emancipate learners from oppression. The gender model is not politically emancipatory, but emancipatory in the sense of helping females

find and gain comfort in their own way of learning and being. The pedagogy has political and moral implications.

Summative Observations about Models in Critical Viewpoint

All of the models provided as examples of the critical viewpoint require praxis in the sense of action based on application of learning. All have a goal of emancipating learners in the political sense. Each names a form of oppression; Freire's is governmental and social, Mezirow's (1981 & 1990) and Tisdell (1993) describe oppression based upon social and cultural norms.

Educators in the critical framework must lead, challenge, and foster change. Freire calls for educators to lead reform, Mezirow (1981 & 1990) requires educators to foster critical reflection so learns can challenge the social and cultural norms on which they make decisions. Tisdell (1993) requires educators to challenge social and cultural norms and institutional policies and actions.

Organizational Culture

Organized adult and continuing education, generally the focus of program planning, does not occur in isolation, but develops within a context or culture. Schein (1985) defines culture as:

> ...the deeper level of *basic assumptions* and *beliefs* that are shared by members of an organization, that operate unconsciously, and that define in a basic "taken-for-granted" fashion an organization's views of itself and the environment. These assumptions and beliefs are *learned* responses to a group's problems of *internal integration.* (p. 6, italics in original)

Schein (1985) argues that organizational culture must be better understood by adult and continuing educators. He provides three supporting arguments. 1) The phenomenon of "culture" is real and has impact on the members. Organizational cultures are highly visible and "feelable" to members of the organization. 2) There are claims that culture can determine an organization's degree of effectiveness (citing Deal & Kennedy, 1982; Brandt, 1981; Peters & Waterman, 1982; Wilkins & Ouchi, 1983; and Kets de Vries and Miller, 1984). An adult educator cannot understand individuals' performance or people's feelings about the organization without accounting for culture. 3) Organizational culture is a complex and misunderstood concept. "If we are to get any benefit from the concept, we must first build a common frame of reference for analyzing it and must use it in a theoretically appropriate manner" (Schein, 1985, p. 24).

Kowalski (1988) developed a conceptual framework for defining and understanding an organization which will serve to organize this review of literature regarding organizational culture in adult education. It consists of four interacting factors: environment, organization, program, and learners. Factors that interact between the environment and the organization include the community, societal needs, demands for services, pressure groups, other organizations, and governing laws. Between the organization and the program, interacting elements include role expectations, organizational goals, regulations and policies, and resources. Program level interaction with the learners is influenced by the physical environment, learner needs, learner access, learner motivation, instruction, and curriculum.

The University Environment

The environment in which an organization exists consists of a physical setting, and more importantly, values, needs, social issues, and other forces. Many adult education programs, including the program to be examined by this researcher, exist in the environment of a university. An understanding of the relationship between the sponsoring organization and the adult education program should be based on assessment of three aspects of the relationship (Kowalski, 1988): 1) the degree to which structure facilitates the achievement of desired ends (goals), 2) the degree to which structure reflects institutional values (philosophy), and 3) the effects of structure upon individuals (teachers, adult learners).

A university's domain includes instruction, research, and usually a distant third, service or continuing education. Comprehensive research universities are particularly focused on the pursuit of research, scholarship, and intellectual leadership. During World War II and after, the federal government became a major funder of university research. Education's reliance on industry diminished. However, recent cutbacks in federal funding have threatened the resource base for university research. In response, universities have looked increasingly to alternative sources. Continuing education is one avenue through which universities can acquire resources. Cooperative efforts between universities and other organizations are being allocated to continuing education organizations.

Nonetheless, universities continue to view continuing education activities as being secondary to other goals (research and scholarship). Johnson (1974) and Millett (1973), (both cited in Fingeret, 1984, p. 57) found, "The service role traditionally has been accorded a low status in large universities. It has been seen as subtracting from resources available for research and teaching, and therefore, eventually diminishing a university's claim to resources which depend on intellectual and scholarly recognition." These statements suggest that an adult education program does not generally enjoy a supportive environment in a university setting.

The Adult and Continuing Education Organization

Organizational variables include the factors that influence the organization internally. Common variables include size, purpose (single purpose versus multipurpose),

level of expertise, level of resources, degree of differentiation, degree of integration, level of professionalism, adult education philosophy, degree of networking, degree to which authority and power are concentrated, and degree to which the climate is open or closed (Kowalski, 1988, p. 73). The adult and continuing education organization can be defined in the context of its parent organization (environment).

Continuing Education in the Context of its Parent Organization

Hal Beder (1984) identified a set of characteristics that are common to most continuing education organizations. The characteristics reflect the role of continuing education in relationship to a parent organization. These characteristics are resource insecurity, a need for flexibility, a need for autonomy, and insecurity.

Continuing education is usually an ancillary, rather than primary function of the parent organization. This fact is reflected in resource allocation. Continuing education programs are often required to function as fiscally self-sufficient units, even income producers. These factors cause continuing education organizations to have resource insecurity.

The continuing education model is similar to the operation of a business in which learners are clients. Continuing education's goals and methods must meet the needs of their learners. Beder (1984,)pp. 4-5 says, "If we are to have learners and income, we must be flexible enough to meet learner and organizational needs in dynamic environments...We must organize instruction, promote and conduct relevant programs,

and then change directions as soon as those needs and markets transform into new ones." This leads to a need for flexibility.

Since continuing education organizations often have different sets of goals and needs than the parent organization, continuing education needs some degree of autonomy to accomplish its goals. Continuing education must be very flexible and responsive to learner needs in order to earn necessary resources. In contrast, parent organizations are usually focused on preparatory learning or do not have any educational mission. Parent organizations control resources and are more likely to be guaranteed sufficient resources to operate. They are probably more conservative than continuing education organizations. The continuing education unit cannot be expected to function with the same degree of conservativeness.

Continuing education organizations function in an insecure environment. As corollary functions of the parent organization, continuing education must regularly justify itself to the parent organization. They must acquire their own resources, often in competition with other elements of the organization. The continuing education organization's market is always changing, another source of insecurity.

Application of Organizational Theory to Adult Education Programming Models

The degree of variability that exists among continuing education organizations suggests that no single program planning model will be appropriate to all organizations

nor will a single model be applied in the same way across organizations. Yet without some means of assessing the context for program planning decisions, adult education practitioners may not be able to make the "best" decisions regarding program planning.

The three major types of program planning models introduced earlier (classical, naturalistic, and critical) are discussed in relationship to various elements of organizational culture to develop a preliminary conceptual framework of relationships between organizational context and program planning decisions.

Classical Program Planning Models in Relationship to Organizational Culture

Classical models are distinguished from other models by: formal need assessment; explicit, linear process; evaluation based on predetermined objectives; and a defining role for the evaluator in determining the content, focus, and delivery of instruction (Cervero & Wilson, 1991).

An organization will prefer a type of need assessment that matches the organization's degree of openness to outside influence. Closed organizations will define need based upon the organizational context whereas open organizations will conduct need assessments in the context of environment and learners. Organizations will also select program planning models based upon fit of process to their value for structure (as in policies and procedures). Organizations will evaluate programs based upon the organization's cultural system. In organizations where roles are clearly established,

program planning models that clarify roles for educator and learner will be more highly valued.

For example, a bureaucratic organization values hierarchy, specialized labor, policies to ensure uniformity, impersonality, and a career orientation (Kowalski, 1988). These values are all based on introspection. Thus, need assessment would likely be introspective and based upon the needs of the organization. Program evaluation would likely measure progress toward a set of quantitatively described goals. The classical viewpoint is consistent with these organizational objectives.

The linear, ordered nature of classical models would also match bureaucratic organizations' need for explicit policies and procedures. Classical models grant educators a high degree of control over a program and a differentiated role that suits a bureaucratic organization's value of hierarchy and specialization. There are several aspects of the classical models which relate closely to the values of the bureaucratic organization. For example, Tyler (1949), Pennington and Green (1976), and Boone, et al. (1970) emphasize organizational or institutional needs in their program planning models and are conceptually appropriate for bureaucratic organizations.

Sociopolitical organizations recognize that social groups operating within organizations exert power and influence over goals, operations, and outcomes of the organization (Kowalski, 1988). Sociopolitical organizations may be open or closed. They are distinguished by the recognition that subgroups of an organization may have goals that

are not the same as the overall goals of the organization. Need assessment as described in most classical frameworks would be inadequate in meeting the values of sociopolitical organizations because they fail to account for political issues *within* the organization. Sork & Caffarella (1990) prescribe an assessment that integrates a complex system of organizational and learner needs and would be appropriate for some sociopolitical organizations.

A sociopolitical system would likely evaluate educational programs based upon their ability to unite sub-group and organizational cultures. Some sociopolitical organizations could adequately meet their program planning needs with classical models. However, the basic assumptions of sociopolitical organizations do not necessarily achieve a close fit with the assumptions of the classical viewpoint.

Open systems define programs through a constant interaction with the environment (Kowalski, 1988). They would require program planning models that are capable of encompassing that external environment. Of the classical models, Sork and Caffarella (1990) begins with an analysis of the educational organization and its external environment. Other classical models do not consider the external environment in need assessment and would be inappropriate for this use.

Generally, open systems do not operate on sets of policies and procedures or hierarchical roles. These elements of the classical models do not fit well with the culture

of open systems organizations. Open systems need creativity and flexibility that is not possible in the step-wise, defined nature of classical program planning models.

The idea that classical models would fit bureaucratic organizations more closely than open systems organizations is logical. Classical program planning models emerged at about the same time as bureaucratic organizations were evolving in management theory. They share similar sets of values and goals. Some sociopolitical organizations are more closed (bureaucratic) than open. To the extent that a sociopolitical organization values internal control, efficiency, and hierarchy, classical models may be appropriate. Open systems have been developed as an alternative to bureaucracies. They hold opposite cultural values. Classical program planning models are not generally compatible with open systems.

Naturalistic Program Planning Models in Relationship to Organizational Culture

In naturalistic program planning models, the decision-making process is context-based. There are no "correct" decisions, just best-judgments for a given situation. The naturalistic viewpoint approaches the world of learning as a complex system in which educational programs cannot be transferred wholesale from one context to another (Cervero & Wilson, 1991). Needs are determined by the educator based upon a complex, mental assessment of the learner and the environmental context. Most naturalistic models do not follow a linear process. The naturalistic viewpoint models are commonly

represented by guiding principles, frameworks for assessing the context, and descriptive examples to guide decision-making (e.g., Brookfield, 1988). Evaluation of programs in the naturalistic viewpoint is based upon a set of values and the context for learning in all cases described. Measurable objectives are less likely to be developed and will certainly not be the only desirable outcomes of learning in the naturalistic viewpoint. Therefore, evaluation against objectives would be inadequate.

The naturalistic models will generally not fit the culture of a bureaucratic organization. In a naturalistic model, the educator at the program level must be granted autonomy and authority to assess the needs and develop an appropriate program plan. Such authority is usually not shared in a bureaucracy. The naturalistic educator is granted the use of tacit knowledge which cannot be documented and substantiated in a way that is usually necessary in bureaucratic organizations. Naturalistic models are largely learner-oriented rather than organization-oriented; the opposite of a closed, bureaucratic organization. Naturalistic models assume that learners are voluntary participants, an assumption that may not be true in bureaucratic cultures. Most naturalistic models (Brookfield, 1988; Cross, 1981) encompass not only career-oriented goals, but personal and psychological goals as well. These would exceed the cultural limits of most bureaucratic organizations.

The naturalistic viewpoint is well-suited to the sociopolitical organizational culture. The sociopolitical culture is concerned with the influence of social groups over

the organization. A cultural goal is socialization of organizational members. Compromise is a tool of the sociopolitical culture. Naturalistic models are based upon the idea that organizations are complex interactions of internal and external factors; therefore, educators must *negotiate* educational programs within the organizational context. The models tend to encompass socialization as an educational goal.

Open systems will also have a close cultural match with the naturalistic viewpoint. Kowalski's (1988) statement about open organizations, "organizations are not static because...a constant interaction with the environment spawns a need for creativity and flexibility in leadership...the attributes of leadership (deciding the right way to do things) become more critical than management (doing things the right way)" (p. 62) practically mirrors the naturalistic ideology, "Good planning, then, is a matter of knowing unambiguously what is possible (as defined by the constraints imposed by circumstances) and what is desirable (as defined by a set of values and beliefs)" (Cervero & Wilson, 1991, p. 41).

The naturalistic approach to need assessment is ideally suited to the open system theory's web of interdependence in an organization. Open systems have a goal of quick, flexible response to the needs of learners. This goal is facilitated by the learner-oriented models (Brookfield, 1988; Cross, 1981; and Houle, 1972). Each of the naturalistic models assess needs through complex, mental assessments of the learner and the context for learning.

Open systems should be fluid and flexible, capable of responding to conflict, and adaptable in turbulent times. All of the naturalistic models provide some tool(s) that facilitate an organization's ability to meet these demands. Because all of the models (except Walker, 1971) allow for integration of other models, any one model could serve as the primary framework for program planning in an open organization.

If Beder (1984) is correct in stating that continuing education organizations must be "flexible enough to meet learner and organizational needs in dynamic environments" (pp. 4-5), then naturalistic models are the most appropriate for continuing education organizations. The "market" of adult learners is always changing and educators need to identify models that enable them to adapt to these changes effectively. Similarly, organizations that value innovation (Darkenwald, 1977) would probably apply a naturalistic model relying upon the expertise of the innovative director.

Critical Program Planning Models in Relationship to Organizational Culture

The critical viewpoint challenges existing relations of power by engaging educators in "counter-hegemonic" practice. This basic principle of the critical viewpoint is so antagonistic to the cultural values of a bureaucracy, that it is unlikely any bureaucratic organization would contemplate the use of critical methods. Indeed, bureaucracies are the very source of hegemony and oppression from which critical program planning models seek to emancipate learners and society.

Sociopolitical organizations could use critical models, such as Mezirow (1990) to effect social change in the organization. Such an approach would be very risky to the organization because one cannot effectively control the outcome of critical pedagogy. For example, Mezirow requires learners to critically reflect on the cultural assumptions that drive one's knowledge and interactions. The result of such reflection must be action. The nature of a learner's actions cannot be predicted or controlled by others. It is unlikely that a sociopolitical organization would use such methods.

Open systems would be the most likely to adopt aspects of critical program planning. Educators in the critical framework must lead, challenge, and foster change. Open systems view themselves as being responsive and adaptive to the external environment. An excellent open system would not only assess the environment, but lead a response that is appropriate to the observed changes. These goals are compatible with the goals of critical program planning models.

Mezirow (1981 & 1990) and Tisdell (1993) describe program planning frameworks to respond to changing social and cultural norms. These models could match the needs of some open systems. ch of the critical models has a different call to action. Freire calls for educators to lead cultural and social reform, Mezirow (1981 & 1990) requires educators to foster critical reflection so learns can challenge the social and cultural norms on which they make decisions. Tisdell (1993) requires educators to challenge social and cultural norms and institutional policies and actions. An open system

might use any of these depending upon its goals and its willingness to assume the associated risks.

Research Methodology

Research is intended to expand knowledge and understanding. The purpose of theory is to describe and explain a phenomenon. One identifies a set of questions that are expected to serve this purpose and then selects a research methodology that can be used most appropriately to collect and interpret data relevant to the question. If the purpose of the research is to converge upon a single reality, then a positivist or quantitative method is generally more appropriate. If the research is intended to be divergent, expanding the base of knowledge, then naturalistic or qualitative methods are usually suitable (Langenbach et al., 1994).

Constructivist Inquiry

Constructivist inquiry is a philosophical approach to research described in *Fourth Generation Evaluation* (Guba & Lincoln, 1989). Constructivist inquiry shares most of the philosophical underpinnings of naturalistic inquiry (Guba & Lincoln, 1985). Its tenets are to be interpretive (hermeneutic) and to compare and contrast divergent views with a goal of higher level synthesis (dialectic) (Guba & Lincoln, 1989). According to Guba and Lincoln (1989, pp. 43-44), constructivist inquiry:

> Denies the existence of an objective reality, asserting instead that realities are social constructions of the mind, and that there exist as many constructions as there are individuals. ...Epistemologically, the constructivist paradigm denies the possibility of subject-object dualism, suggesting instead that the findings of a study exist

precisely because there is an *interaction* between the observer and observed that literally creates what emerges from that inquiry ....

Methodologically, and in consequence of the ontological and epistemological assumptions already made, the naturalistic paradigm rejects the controlling, manipulative (experimental) approach that characterizes science and substitutes for it a *hermeneutic/dialectic process* that takes full advantage, and account, of the observer/observed interaction to create a constructed reality that is as informed and sophisticated as it can be made at a particular point in time" (italics in original).

The naturalistic paradigm assumes, however, that their are multiple realities, with differences among them that cannot be resolved through rational processes or increased data. In fact, extended inquiry along a priori paths will result in a greater divergence of data; congruence comes only as the interrelationships between all the elements of reality are seen. Because all the "parts" of reality are interrelated, an understanding of the "whole" can begin with a holistic investigation of any portion of it. By "understanding the whole" we refer to a working comprehension of the interrelationships that give definition to it ....

The new [naturalistic] paradigm proposes a reality that is of "whole cloth." That is, all aspects of reality are interrelated. To isolate one aspect from its context destroys much of its meaning. Guba (1981) notes that "if one attempts to focus

attention on certain portions of reality only, the whole falls apart as though the cloth had been cut with a scissors" (pp. 77-78 in Guba). On the other hand, by looking holistically at even a corner of the cloth or at a piece taken from the middle of it, we can usually predict with great accuracy the nature of the entire piece of cloth. (Erlandson, et al., p. 11).

Assertions of the Constructivist Inquiry Paradigm

Constructivist inquiry accepts many assertions of the naturalistic paradigm. The following assertions are common to discussions of naturalistic and constructivist inquiry (Erlandson, et al., 1993; Guba & Lincoln, 1989; Lincoln & Guba, 1985).

- Truth is relative and interrelated. Multiple realities exist because of understanding based upon context and personal values. The purpose of research is to gain a rich understanding of divergent realities rather than to discover a single reality.
- Facts only have meaning within the framework of values. Assessments of fact cannot be objective because facts are embedded in the values of the researcher and the participants.
- Data includes facts which are inextricably linked to values. The values provide bases for attributed meaning.
    - **Measurability** of data is limited because the type of "facts" or constructions can exist only in the minds of the participants. These types of data typically

cannot be divided into measurable entities. However, measured items can be used in conjunction with unquantifiable data.

- **Description** of the meanings or constructions of the participants is the primary goal of naturalistic and constructivist inquiry.
- **Sampling** is purposive to encompass a wide range of participants including "deviant" cases which would be excluded in the scientific method.
- **Tacit knowledge** is valued and included in the study.

- Analysis of data is inductive to develop understanding. In constructivist inquiry, the respondents participate in the development and analysis of data to form constructions and achieve some level of consensus around those constructions.
- Research design emerges from the process itself to permit adaptation to include unanticipated factors. One starts with a tentative design which is developed throughout the inquiry.
- Theory is grounded in the data (Glaser & Strauss, 1967) and emerges from the "bottom up." A priori theory is not used because it may limit and bias the perceptions of the observer.
- Researcher's role The researcher is the primary instrument. A researcher in the constructivist paradigm is an "orchestrator of a negotiation process that attempts to culminate in consensus on better informed and more sophisticated constructions" (Guba & Lincoln, 1989, p. 45).

- Context is critical to the understanding of phenomena. Understanding can only be gained within a context. This is also described as the need to conduct a study in a "natural setting". Bogdan and Biklen assert, "To divorce the act, word, or gesture from its context is... to lose sight of significance" (1990, p. 30).
- Causes and effects do not exist except when ascribed by one to a person or a setting or an event. Each factor is both cause and effect of every other factor (described by Lincoln & Guba, 1985, as "mutual simultaneous shaping"). The constructivist paradigm adds that accountability is a relative matter with all parties being equally implicated.
- Root causes may be arbitrarily singled out for specific purposes (such as to focus the inquiry or seek understanding of a particular issue).
- Process is a concern of naturalistic and constructivist inquiry rather than simply outcomes of products.
- Successful inquiry occurs when one achieves ever increasing understanding of a phenomena.

Case Study Method

One means of conducting constructivist inquiry is the case study method. A case study approach is often suitable to address problems in which rich understanding of a phenomenon is sought to improve practice. A case study is both problem-centered and situation-specific. A case study is appropriate to use when the desired or projected

objectives of an educational effort focus on humanistic outcomes or cultural differences, as opposed to behavioral outcomes or individual differences and when information gleaned from participants is not subject to truth or falsity (Merriam, 1988). It is an ...

> examination of a specific phenomenon such as a program, an event, a person, a process, an institution, or a social group. The bounded system, or case, might be selected because it is an instance of some concern, issue, or hypothesis ... By concentrating on a single phenomenon or entity ("the case"), this approach aims to uncover the interaction of significant factors characteristic of the phenomenon. The case study seeks holistic description and explanation (Merriam, 1988, pp. 10-11).

Purposeful Sampling

Purposeful sampling is the selection of participants that are believed to have an ability to facilitate one's search for developing theory. It is the appropriate sampling technique for constructivist research (Bogdan & Biklen, 1992).

> The logic and power of purposeful sampling lies in selecting *information rich* cases for study in depth. Information-rich cases are those from which one can learn a great deal about issues of central importance to the purpose of the research, thus the term *purposeful sampling* .... The purpose of purposeful sampling is to select information-rich cases whose study will illuminate the question under study. (Patton, 1990, p. 169)

Constant Comparative Method

The constant comparative method is one technique that may be used in order to derive grounded theory from data collected in a constructivist inquiry (Glaser & Straus, 1967). The process is outlined here.

1. Begin collecting data
2. Look for key issues, recurrent events, or activities in the data that become categories for focus.
3. Collect data that provide many incidents of the categories of focus with an eye to seeing the diversity of the dimensions among the categories.
4. Write about the categories you are exploring, attempting to describe and account for all the incidents you have in your data while continually searching for new incidents.
5. Work with the data and emerging model to discover basic social processes and relationships.
6. Engage in sampling, coding, and writing as the analysis focuses on the core categories

Hermeneutic Dialectic Process

The hermeneutic dialectic process (Guba & Lincoln, 1989) is used to interpret individuals *constructions* (points of view or perceptions) through comparison and contrast of divergent views with a goal of higher level synthesis. "The aim of the process is to reach a consensus when that is possible; when it is not possible, the process at the very

least exposes and clarifies the several different views and allows the building of an agenda for negotiation" (Guba & Lincoln, 1989, p. 149).

Through the process, participants reflect on their own constructions and on those offered by others in the context. This process reveals central views and conflicting views. A goal is to empower participants to better manage their context. The hermeneutic dialectic process seeks to provide all participants with an enhanced understanding of the problem through greater knowledge and increased sophistication. Guba and Lincoln state, "To the extent this process is successful, all parties are likely to have reconstructed their original constructions. All parties are *educated* (by achieving new levels of information and sophistication) and *empowered* (because their constructions are considered fully and because they have the opportunity to influence the constructions of other involved parties)" (p. 149).

In the process certain elements will emerge as prominent. Prominent elements will be those which are discussed more frequently, more vehemently, or in other ways which suggest importance or criticality of an issue. These are the themes which will form the constructions that are presented to future respondents. Inappropriately designated themes will be rejected by future respondents. As one identifies these salient issues, the aim of choosing respondents "...gradually changes...from securing respondents who can add the widest range of information to respondents who can be *articulate* about the emerging salient themes that the inquirer believes have been identified" (Lincoln & Guba, 1989, p.

153). The interviews change accordingly. Initially, the interviews are unstructured. As prominent themes emerge, the researcher develops more targeted questions to increase understanding of the constructions.

When the responses become redundant, the researcher may choose to seek feedback from early participants so they may respond to the input of others. This serves the educative and empowerment criteria of the model.

Guba and Lincoln describe absolute conditions required for the hermeneutic/dialectic process saying, "If these conditions cannot be met, there is no point in undertaking the inquiry, at least not if one is to be graced with the name of a constructivist" (1989, p. 174). These conditions are: 1) the study is conducted in the natural setting, 2) the questions are developed (by a human instrument) during the study rather than preordinately, 3) qualitative methods are the primary tools, and 4) tacit knowledge is used.

Once these conditions have been met, one uses four "continuously interacting elements" to conduct inquiry until consensus or nonconsensus emerges (Guba & Lincoln, 1989, p. 177). The elements are: 1) purposive sampling, 2) constant comparative method of data collection/data analysis, 3) grounding of theory, and 4) use of the case report format (pp. 177-178).

Trustworthiness

Naturalistic research must meet established standards of adequacy which are equally rigorous as those for the scientific paradigm. Guba and Lincoln (1989) call the standards "parallel criteria" because they are intended to parallel those in the scientific paradigm. Erlandson calls them "trustworthiness" criteria. These standards are discussed here.

Credibility

Credibility is, "The compatibility of constructed realities that exist in the minds of the inquiry's respondents with those that are attributed to them" (Erlandson, et al., 1993, p. 30). Credibility needs to be established with the individuals and groups who have supplied data for the inquiry. It is assessed by determining whether the description developed through inquiry in a particular setting "rings true" for those persons who are members of the setting. This criterion parallels "internal validity."

Transferability

Transferability is the extent to which findings of one study can be applied in other contexts or with other populations (Lincoln & Guba, 1985 cited in Erlandson, et al., 1993, p. 31). Guba and Lincoln (1985 and 1989) propose transferability as a parallel to external validity or generalizability in the scientific paradigm. However, transferability is distinguished from generalizability because the burden of proving applicability falls to the one who seeks to apply the findings rather than to the researcher.

The strategies to facilitate transferability are thick description of the findings and purposeful sampling (Erlandson, et al., 1993). Thick description is intelligible description of a context. The concept is based on an assumption that language and other symbols in a culture do not simply describe events and objects, but constitute them. Purposeful sampling enables one to describe the logic behind the choice of population and to fully describe the sample. This facilitates transfer of findings.

Dependability

The scientific paradigm calls for "reliability" or consistency and stability of a particular study across time, researchers, and other variables. The naturalistic paradigm attributes instability not just to "error" but equally to reality shifts, increased sophistication of the respondents, and so forth. Thus, the quest is not for invariance but for "trackable variance" (Guba, 1981), variabilities that can be ascribed to particular sources (error, reality shifts, better insights, etc.). (Erlandson, et al., 1993).

This accountability is achieved through a dependability audit. A dependability audit examines: 1) to what extent is the *process* an established, trackable, and documentable process and 2) to what extent are various data confirmable (Guba & Lincoln, 1989).

Confirmability

Naturalistic inquiry is concerned with the degree to which a given study's findings are the product of the focus of its inquiry and not of the biases of the researcher. This is

the purpose of confirmability, a close parallel to the scientific paradigm's notion of objectivity.

Naturalistic inquiry rejects the notion of objectivity. "No methodology can be totally separated from those who have created and selected it. The naturalistic researcher does not attempt to ensure that observations are free from contamination by the researcher but rather to trust in the 'confirmability' of the data themselves" (Erlandson, et al., 1993, p. 34).

A naturalistic researcher is responsible for creating an audit trail showing that "data can be tracked to their sources, and that the logic used to assemble the interpretations into structurally coherent and corroborating wholes is both explicit and implicit in the narrative of the case study" (Guba & Lincoln, 1989, pp. 242-243).

CHAPTER III

METHODOLOGY

The research questions were addressed through a case study of a single adult education program, "External Degree Program." The context is a contractually arranged, long-term graduate degree program serving adult professionals through a non-traditional format. Broadly, the research method is defined as the constructivist methodology (Guba & Lincoln, 1989).

Rationale for Method

The choice of research method was made in the context of my personal beliefs about the nature of truth and reality (ontology). Guba and Lincoln (1989, pp. 87-88) would argue that if one believes in multiple realities, then the scientific method's notion of "objectivity" is illogical. Interaction is needed to lead to an understanding of the constructions present in the context. "It is impossible to separate the inquirer from the inquired into. It is precisely their interaction that creates the data that will emerge from the inquiry" (p. 88).

Naturalistic methods were chosen to fit the research question as it pertains to the perceptions of people in a wide array of contexts: professionals who are students in the program, military administrators, academic administrators, program administrators,

faculty, and so on. The method accommodates these diverse viewpoints. The method also facilitates understanding of the interrelationships among and between contexts.

Constructivist inquiry is best suited to address the holistic, exploratory nature of the research question. The issues that relate to the question are not clearly evident from the literature. One might make preliminary judgments about the importance of a predetermined set of ideas, but the context is too complex for preliminary assessments to hold true. Constructivist inquiry's holistic, persistent observation, and efforts to present reality(ies) based upon the construction of respondents each facilitate the discovery of new theories that could not be found through the scientific model.

Sample

Purposive sampling techniques were used to select a relevant population for study. The specific sampling techniques were:

- sampling extreme or deviant cases -- special or unusual cases that may be troublesome or enlightening
- maximum variation sampling -- documents unique variations that have emerged in adapting to different conditions
- opportunistic sampling -- allows for following new leads to take advantage of unexpected.

The target population for this study was representatives of the major stakeholder organizations in External Degree Program. These organizations fall into two institutions:

State University and the DOD. Within State University, stakeholder organizations include the institution's central administration; the academic departments, including faculty; and the Continuing Education Division, including the External Degree Program staff. In the DOD, stakeholder organizations in the target population are the Education Services and the students. Persons interviewed for this study are described as:

State University		DOD	
Academic			
Central Administrators:	2	Education Services	8
Department Administrators	5	Students	35
Faculty	12		
Other (staff)	3	(Note, some respondents	
Continuing Education		fill dual roles and are counted	
Division Administrators	3	twice, such as staff who are	
Staff	21	students and administrators	
		who teach)	

Data Collection

I used multiple data collection strategies including participant observation for a six month period, open-ended interviews, and review of documents. Through participant observation, one is actively involved in the research context to gain insights and develop interpersonal relationships that are virtually impossible to achieve through any other

method. I worked with the External Degree Program in a single academic department for six months. In this capacity, I interacted with members of each stakeholder group (e.g., staff of External Degree Program and university degree program areas, administrators of the university and the military, faculty, and students). Participant observation occurred on campus (the administrative site) and at several sites where the program is offered to students.

Respondents were interviewed through an open-ended interview process. Key informants will include administrators with unique roles, students with unique needs or problems, and others who offer perspectives that are not available through other means. Individual, conversational interviews were conducted with all participants. Information shared by initial respondents was discussed with later participants to clarify issues. The interviews were held primarily in individual's offices or in military conference rooms and classrooms. Open-ended questions were used to initiate the conversations and guide respondents toward the purpose of this research.

I maintained a set of fieldnotes that include interview and participant observation notes. Fieldnotes are used to establish confirmability.

At the point of data saturation, the methodology refocused to a modified hermeneutic dialectic process as a final step (Guba & Lincoln, 1989). The hermeneutic dialectic process was not feasible as the sole methodology for this study because the

participants are geographically distributed across the world and it was not practical for the researcher to return to all respondents.

However, a modification of the process was ideally suited to the research because it is designed to clarify points of consensus and nonconsensus among divergent groups of people. The research questions seek knowledge about these similarities and differences among the stakeholder organizations involved in External Degree Program. Therefore, a modified hermeneutic dialectic process was used to clarify the points of consensus and conflict among the stakeholders relative to program planning decisions. A number of respondents did in fact report that the process enlightened them and helped them clarify their issues about this program.

I modified the hermeneutic dialectic process as follows. After themes and categories of understanding began to emerge through the constant comparative method, I asked a subset of participants from each stakeholder organization to reflect on their own "constructions" (perspectives) and on those offered by others in the study. Each was asked to confirm, refute, clarify, or explain the themes based upon their own experience. This process enabled me to compare and contrast divergent views with a goal of higher level synthesis. It clarified central views and conflicting views.

Data Analysis

Data were analyzed through an ongoing, cyclical process, the constant comparative method. Interviews were analyzed to identify emergent themes which

informed the inquiry. Through this process, key elements were identified and "coded" to enable further interpretation of the data. Coding enables one to break down rich (descriptive) data into manageable pieces of information that can be combined and recombined in a variety of ways. Themes and constructions emerged through the process of coding and clustering like data.

The goal of the study is to derive grounded theory from the data. Data were analyzed by the constant comparative method to find issues, recurrent events, or activities that can become categories or themes. Ultimately, these themes and categories serve as the basis for the report of findings.

CHAPTER IV

FINDINGS

The purpose of this study was to describe a complex adult education program and determine whether predominant program planning models account for the processes used in that particular program. The study includes an historical account of the early program development activities and a current case study to describe present program planning processes. It examines the relevancy of existent models to a given adult learning context, External Degree Program. That learning context is a graduate degree program for adult learners employed by the U.S. Department of Defense (DOD) The program is offered on-site at military installations by a major midwestern university under contract through the institution's Continuing Education Division to the DOD. The academic departments provide and manage the degree programs on an "overload" basis; that is, with funding that is separate from and in addition to the department's base institutional funding. Faculty teach on a voluntary basis and are paid overload income.

Respondents in this study spoke openly about sensitive issues because they were assured of anonymity. The institution, the program, and the academic departments are given pseudonyms in the quotes and text of this chapter. Individual names are not used. The program is referenced as "External Degree Program". The continuing education organization by which the External Degree Program is administered is referenced as

"Continuing Education Division". The sponsoring institution will be referenced as State University. Three of the academic departments offering master's degrees through External Degree Program were observed in this study. These are referenced as "Professional Studies Degree Program" or "Professional Studies Department", "Social Science Degree Program" or Social Science Department", and "Social Arts Degree Program" or "Social Arts Department". The Professional Studies Department served as the primary context for observation.

Direct quotes have been altered to provide anonymity. Individual respondents and individuals referenced by respondents are identified as:

- University central administrator (e.g., president, provost, deans),
- Departmental administrator (e.g., department chairperson),
- Program administrator (e.g., chair of a separate program within a department),
- Continuing education administrator (e.g., program director, program staff),
- Faculty, or
- Student (in the program)

This study examines a complex educational program in which many diverse types of people hold interest as stakeholders. Individual responses do not represent the view of the total population. Rather, in many instances, respondents shared opposite perspectives on the same issue. Regardless of these variances, four strong themes emerged from the findings. These themes were discussed extensively in interviews. After the interviews

were completed, documents, primarily historical, were used to supplement the data gathered in interviews.

The findings are presented as a case study in two major sections. The first section describes the context of the case study. The second section discusses the four major themes from the data. The first theme regards the appropriateness of External Degree Program as an activity of State University. The second theme describes issues related to program ownership and control, including the role of a contract in an educational program and conflicts over program goals. The third theme details issues of program quality. The fourth theme describes the program planning processes used in External Degree Program.

This research asks if adult learning program planning models adequately describe processes used to develop education programs under complex conditions. I will, therefore, begin with a description of the context for this study.

Context of the Study: The External Degree Program

History and Development

In 1965, State University proudly announced the creation of an innovative new degree program designed to meet the educational needs of civil service professionals.

The External Degree Program was the culmination of more than two years' work by faculty and administrators. Pride and enthusiasm is evident in an excerpt from a press release.

> The External Degree Program in Social Science truly is unique. It has received praise from academicians and federal practitioners throughout the nation. One of the most noteworthy commendations came from [the] chairman of the U.S. Civil Service Commission. [The Civil Service Commissioner] said: "The External Degree Program in Social Science is a promising new approach to graduate education in social science for practitioners ... and represents another healthy departure from stereotyped concepts of education and the learning process." (Personal communication, n.d.)

One of the two key founders of External Degree Program shared an historical perspective on the development of this new program which serves as the basis for this historical account. He described it as part of a larger, dramatic transition in the federal government which inspired academicians to respond in kind with a relevant educational program.

> [The idea for the External Degree Program] came about because [of the appointment of a U.S. Civil Service Commissioner] .... The Civil Service has now become the Federal Employment Service. The people who are a part of that

program are all of the federal agencies .... But in those days, Civil Service was a strong influence in the governmental picture ....

[The Civil Service Commissioner] believed in a meritocracy .... The idea is that people should be assigned responsibilities that they could discharge with merit and not appointed to responsibilities because they knew a senator or congressman or an influential contributor to a political campaign. But it was more than a patronage kind of thing in [the Civil Service Commissioner's] mind. He also felt that promotions should come as a consequence of meritorious service and not because of longevity .... You talk about conflict. The old guard in the Civil Service felt that the last on should be the first off in times of retrenchment. [The Civil Service Commissioner] was running head on into that concept of reward for longevity. (Fieldnotes, July 7, 1994)

The Civil Service Commissioner realized that he faced a significant challenge internally, so he looked to external alliances that could help him create a meritocracy. Primarily, he turned to two sources of support, higher education and philanthropy.

[The Civil Service Commissioner was] academically concerned with [sic] the question of "How can a respectable university deliver a quality graduate program to civil service personnel?" (Personal communication, 1991)

In a way, it all came about because of the Ford Foundation. [The Civil Service Commissioner's] introduction to me came through the fellow who directed

> the adult education grants for the Ford Foundation .... This was the early 60's, maybe late 50's. [The Ford Foundation officer] was working with [the Civil Service Commissioner] on the notion that there ought to be an educational program for people who had public responsibilities. [The Ford Foundation] eventually crystallized that [notion] with a grant program to universities to put in programs of education for public responsibility .... [State University] became one of the ten grantees for the programs in education for public responsibility. (Fieldnotes, July 7, 1994)

These strategic alliances facilitated the commissioner's goal. In 1958, Congress enacted the Government Employees Manpower Act which provided necessary funding to support formalized discussions about education for public responsibility. The Congress also funded tuition for federal employees who chose to participate in the educational programs.

> [With funding from this act, the Civil Services Commissioner] started holding meetings around the country, regional meetings of universities, to talk to them about participation in the development of a meritocracy. We got on the mailing list by way of some intervention on the part of [the Ford Foundation Officer]. I went to a meeting ... [with a faculty representative from State University] and we heard [the Civil Services Commissioner] make his pitch there. It seemed

sort of interesting, so we started a correspondence with him. (Fieldnotes, July 7, 1994)

The respondent attributes State University's participation in these early meetings to his political connections through the Ford Foundation. The respondent used his brief introduction to the Civil Services Commissioner as a foundation to build his own relationship. This led to a visit by the Commissioner to the State University campus. At this point, the Ford Foundation officer who provided the introduction became a tertiary member of the relationship and the State University administration and faculty assumed a key role in the program development.

> [The Civil Services Commissioner] came to the campus, to the State University campus, and met with the faculty .... [The idea of education for public responsibility] struck a spark here .... We had the president and the academic vice president and the graduate dean [at the meeting] .... I scheduled it, very cleverly, for the consideration of the graduate faculty, at times when the supporters were preponderant in attendance. They supported it and we then whisked it through the Graduate College .... The people who supported this program on the graduate faculty were the distinguished professors on the campus. (Fieldnotes, July 7, 1994)

The respondent attributes ownership of External Degree Program to the faculty. It was up to them to decide whether State University could meet the needs of the Civil Service, to specify the conditions under which the program would operate, and to develop

an appropriate educational program. The Civil Service also had a key role, to define its needs and to finance the program. Thus, the Civil Service acted as client and its employees became students.

> The client, i.e., the Civil Service we [sic] responsible for the clear communication of its educational need to the faculty. In due course, the client was also responsible for a commitment of [financial] support to the program on behalf of the government employees [sic] who were to become students in it [External Degree Program]. (Personal communication, 1991)

State University was not the only institution to respond to the Civil Service's call for education for public responsibility. Several institutions designed various programs. State University was unique in designing an intensive format delivered primarily by faculty from the main university campus. This format was designed by the faculty.

> The faculty heard that these people cannot leave their jobs for a semester. Accessibility to the programs is one of the problems that had to be solved. The faculty couldn't go to Dallas or Washington or where ever twice a week or even once a week. But, it just sort of gelled that the faculty could be gone from campus for a week and the Civil Service could be made available for a week, off of their assignments. The rest of the time, they could spend in independent study. (Fieldnotes, July 7, 1994)

One of the key requirements of the faculty was to maintain a comparable quality in the External Degree Program as was required on the main campus.

> The External Degree Program format was specifically designed to use [home] campus faculty. Short, intensive classroom sessions allow [home] campus faculty to teach the same course off campus that they teach on campus. (Continuing Education Division, 1965, p. 4)

The intensive format was innovative in 1965 and it remains a relatively unique format for the delivery of graduate level education. The institutional announcement of External Degree Program in 1965 describes the intensive format developed by the faculty.

> Students will attend a series of six-day intensive study sessions, each of which will offer two hours of graduate credit and will require independent study and preparation .... Text and materials for each intensive study session will be sent to students approximately six weeks prior to the period of instruction in residence. During this time they will be expected to familiarize themselves with assignments .... Study sessions will include a minimum of 30 hours of instruction which will begin on Mondays and end on Saturdays with comprehensive examinations. (Continuing Education Division, 1965, p. 6)

The two hour course delivered on site is supplemented by a one credit hour directed reading so that a student may earn three credit hours from each "course".

> Students may pursue areas of special interest through study in course-associated companion directed readings. Companion directed readings are offered in conjunction with each two-hour intensive class session for one additional hour of credit except for required directed readings held in conjunction with core courses. The readings that accompany the class sessions are directly related to the course content and give greater depth to the student's comprehension of particular fields of study discussed in the class. Study outlines, books, and materials for the one-credit hour companion directed reading are distributed at the time of enrollment or mailed directly to the student in conjunction with materials for the intensive two-hour class session. Completion requirements of directed readings normally include the preparation of papers, reports, or a written examination. (Continuing Education Division, 1965, p. 5)

Though External Degree Program was conceived and implemented by the State University faculty, there were detractors among the academic community. The format represented a significant departure from that traditionally followed on campus. The External Degree Program also removed learning from "the ivory towers" common to resident instruction.

> [Faculty and administrators raised] the traditional concerns such as "You mean, this program is going to be off-campus and people will not need to come to campus to get a degree? Horrors. Do you mean that professors will be gone from campus for

> an entire week and not meet their classes? Horrors. Do you mean that people will be given college credit for attending classes for only one week?" This flew in the face of the traditional Monday, Wednesday, Friday, sixteen weeks, on campus schedule that everybody understood and people hired on to do ....
>
> They compromised, of course. Everything comes out as a compromise. I think the basic compromise here was that it would be an experiment for three years and then it would be reevaluated. Actually, that is the proposal that went from the university to the state regents. It was to be a trial period and see how it worked out. (Fieldnotes, July 7, 1994)

State University presented its program design to the client for consideration. The External Degree Program seemed to meet the client's defined needs. State University's faculty and administration felt the institution's resources could adequately fill the program demands. Many barriers had been overcome; but one major hurdle remained. State University is a public, state supported institution which is governed by a University Board of Regents and by a State Board of Regents for Higher Education. Among other responsibilities, these boards ensure that the state's educational resources are used effectively. The faculty had agreed to try External Degree Program as a three-year experiment in one program area only. Social Science was the chosen program. The social science department administrator who co-founded External Degree Program described the experiment process in a 1966 communication.

Before recommending the [External Degree Program] to the State Regents for Higher Education, it seemed prudent to do a field test of the delivery concept. Consequently, two classes were scheduled in Washington, D.C. [sic] during the summer of 1964. The site selected was analogous to trying out a new play on Broadway without testing it before audiences in community theaters in upper state New York or western Pennsylvania. Washington, D.C. [sic] is a high visibility test area .... Not only is it the headquarters for the Chairman of the Civil Service Commission and his senior staff, it is also the city with the highest percentage in the Civil Service. And it is also where the Pentagon is located [which is] crucial to later developments [sic] ....

Fortunately, two outstanding professors were available for the field test. One was from State University .... The other professor was Fulbright Scholar ... of Syracuse University, an internationally prominent and respected authority whose authentication or rejection of the [intensive format] delivery system would go far in making or breaking the viability of the concept ....

Both reported that when they came to the last day of the one week seminar they had covered all the course notes they used for the traditional on-campus three semester hours. Both dipped into their reservoir of scholarly learnings and proceeded to give the richest course of their careers. They reviewed optional readings and entertained some of the most penetrating discussions with their older

and more experienced students. Both were enthusiastic about the concept and encouraged its early institutionalization. (Personal communication, n.d.)

After the field test proved successful, External Degree Program was presented to the two Boards of Regents for approval. Through its chancellor, the State Board of Regents raised some concerns relative to State University's use of state resources to educate students who did not contribute taxes toward the operation of State University in locations thousands of miles from campus. "The Chancellor of Higher Education ... raised the same questions then that the regents raise today, 'How can the faculty be gone from campus for a week and still do their job?'" (Fieldnotes, July 7, 1994)

The following are excerpts from the university's reply to these questions. State University describes its pride in being uniquely capable of responding to a set of needs. The institution also specifies benefits derived on the main campus from External Degree Program.

> The request that gave rise to this inquiry has to do with a program that has been praised as a creative and imaginative solution to a problem to which other universities had addressed their efforts and failed .... The plan was developed by our faculty and launched, with Regents' approval, on a carefully experimental basis ....
>
> Program contacts resulted in research and consultant assignments with NASA and the State Department for two professors in Social Science, while four

> resident candidates for the Social Science Degree received intern appointments with NASA and HEW within the past year. Among other positive results from the Social Science Degree program is a recognition and interest in State University from the universities offering programs in Social Science ....
>
> In conclusion, the program has been overwhelmingly successful as an academic experiment. No one involved during its formative period could or would have ventured to predict its present scope and achievement, not in admissions or the enthusiasm shown by the students, nor in the general favorable response from the professional ... personnel in the universities and government. A continuing commitment can insure one of the most innovative programs currently available for education in the public service. (Personal communication, June 6, 1966)

Following the successful field test and approval by the two Regents' governing boards, External Degree Program was launched. The university administrator who co-founded External Degree Program attributes this successful start-up to faculty support without which External Degree Program would never have been developed or implemented. However, faculty support was not enough to expedite the program.

> The pivotal point in any degree program is faculty support. As it should be [sic]. However faculty support for significant academic innovations develops very slowly. Four years elapsed between the enactment of the Government Manpower Act by Congress in 1961 [sic, it was 1958] and the approval of the External Degree

> Program by the Oklahoma State Regents of Higher Education in the spring of 1965 .... In February 1968, they requested and received the approval of the Graduate Faculty to offer the [second] Master's [degree] through External Degree Program. (Personal communication, 1991)

In 1969, the social science department issued an informational document which established domains of control relative to External Degree Program. Primarily, the department reserved rights to govern all academic issues.

> This degree is offered through the External Degree Program in Social Science in the Extension Division and in the regular department program on campus .... The academic direction of the program is centered in the office of the Director of Graduate Program in Social Science in the Department of Social Science. Non-academic or general administration is centered in the office of External Degree Program in the Continuing Education Division.
>
> Academic administration include matters of admission, course scheduling, student program advisement, research paper direction, examinations, graduation processing, and program evaluation and development. Some overlap exists in many aspects of program administration and control. All faculty appointments falling within the Social Science major are subject to Departmental [sic] approval, as are all matters of general course and program requirements. [Personal communication, 1969]

External Degree Program started out with relatively small enrollments. But its growth was dramatic. It grew tenfold in less than four years.

Participation rates

FY 1966 - 156 FY 1967 - 463 FY 1968 - 1142

FY 1969 (9 months) - 1562

Four elements predominate this historical account. First, personal relationships and networks were important in the establishment of an opportunity for program growth and in the actual development of the program itself. The two primary co-founders used their relationships within and outside State University to gather resources and support for External Degree Program. Second, power was shared by primary stakeholders. The university administration and faculty held equal power in the decision making process and each had full power to end the "experiment". The client had the power to define needs and to determine whether the External Degree Program adequately met its needs. It is not detailed, but students had choices among the several institutions that developed programs in response to the Civil Service. Third, the External Degree Program was a primarily academic endeavor. The faculty led its design and implementation. Faculty owned the program. Fourth, External Degree Program evolved because of impetus from an external source. The Civil Service challenged the institution to respond to a crisis in the federal government. State University believed it was providing a public benefit by delivering External Degree Program.

The Program in Present Day

Almost thirty years have passed since the inception of External Degree Program. The program is now delivered at 28 sites worldwide. Enrollment levels have remained relatively steady over these past three decades. A recent expansion to serve Europe accounts for the increase realized in 1994.

Participation Rates

FY 1992 - 1245 FY 1993 - 1297 FY 1994 - 1841

Little has changed in the format and delivery of External Degree Program since the 1960's. The target audience has moved away from its original focus of Civil Service (civilian) employees to Department of Defense (military) personnel. The following description is from the most current External Degree Program bulletin.

> State University pioneered the intensified teaching format based upon advanced class preparation, a one-week or two-weekend class session, and an additional one-hour companion directed reading for each class. In all aspects, except in the use of time, External Degree Program courses are identical to their counterparts taught on the main campus ....
>
> The intensive class session consists of thirty hours of Carnegie Commission clock hours of instruction by lecture, conference, discussion, group problem solving, and/or individual study under the guidance of an instructor. This intensive class session is preceded by preparatory reading and study equivalent to that normally accomplished during a traditional two-hour semester course. Assignments and

reading materials are distributed at least thirty days before the class begins at worldwide teaching sites or mailed to the student and are to be completed before actual participation in the class session. The student is guided in preparatory study by a syllabus stating the purposes and objectives of the course and reading assignments ....

Graduate courses offered through External Degree Program lead to a fully accredited resident graduate degree designed to provide up-to-date mid-career training. Courses are delivered worldwide to military and civil service personnel through 28 sites [in] Belgium; England; Germany; Guam; Iceland; Japan, Korea; Netherlands; Okinawa; Panama; Italy; US: Hawaii, Idaho, Nebraska, Oklahoma, DC. (External Degree Program, 1994, p. 3)

The Stakeholders in External Degree Program

The context for External Degree Program is largely defined by its stakeholders. External Degree Program is the context in which subsets of State University and the Department of Defense come together for a common purpose -- the education of soldiers, military officers, federal employees, and the families of these individuals.

State University

State University is a stakeholder in External Degree Program at an institutional level. In addition, two subsets of the university are stakeholders. These are the academic and continuing education units of the institution. A brief description of the institution is

appropriate. State University is a comprehensive, doctoral degree granting institution located in the midwest. Its enrollment is approximately 20,000 students. The External Degree Program Bulletin provides additional information about State University.

> In 1890, seventeen years before ... became a state, State University was founded upon authority of an act of the first legislature of the [state]. This act stated the purpose of the University was to "provide the means of acquiring a thorough knowledge of the various branches of learning connected with scientific, industrial, and professional pursuits" .... Today, more than 130,000 degrees have been granted by State University ....
>
> The mission of State University is to educate outstanding professionals and an enlightened electorate for the state and nation at the baccalaureate, master's, professional, and doctoral levels; to carry out research and creative activities for the advancement of knowledge and for the benefit of Oklahoma; and to provide continuing education and public service for the state .... State University is accredited by the North Central Association of Colleges and Secondary Schools, Commission on Colleges and Universities. (External Degree Program, 1994, p. 2)

According to its faculty and administrators, State University places the highest priority on research and teaching. Though one senior professor explains that this emphasis on research and teaching was not always predominant. State University once valued

teaching very highly, through the mid-1970's. External Degree Program was created in this era when "great teachers" were highly regarded.

> I think the University over the years has had to deal with dual personalities that are, in some terms, contradictory. Initially, the University was very much into [being a] traditional, state supported school, where the emphasis primarily, was on teaching, and particularly at the undergraduate level. And while there were faculty who were deeply involved in research and grants, that wasn't necessarily the rule .... There was also a heavy emphasis on the teaching function in terms of tenure and promotion. And there was a tradition of emphasizing teaching and also, going back to another generation, recognition of the "great teachers" who may not have published, but were known in terms of their teaching ability ... It lasted sometime until the mid-70's at the latest. Starting at that point on, in part in conjunction with Regents' policy, the articulation policy, the focus was on upper division, and particularly graduate education. I think at this juncture, while there supposedly is a concern about undergraduate teaching ... the emphasis in terms of reward structure is primarily on graduate activities, especially in the realm of, initially, publication, and increasingly, external funding. (Fieldnotes, July 7, 1994b)

A university administrator shared his perspective regarding the value of an integrated approach to teaching and research at State University.

I think from a University point of view ... there's [sic] two most important points of view. It comes under a very generic heading of teaching and research. I think if you want to expand on that, teaching is to provide the highest quality educational experience you can provide students. Research is to push the forefronts of knowledge as far forward as you can. And I think by the same token you can't separate one of those from the other. I think they go hand in glove. That's why the best teachers on campuses are usually those that are pushing the forefront of knowledge in their area so they can bring that experience to class. And if they do it right, they can bring an excitement to class and cause the students to think. (Fieldnotes, June 7, 1994)

A departmental administrator reflects a similar point of view.

The number one goal of the department is research and the second is teaching and services locally. Ideally, I'm not sure I agree, you know but also the notion that research and teaching are necessarily incompatible. Except in terms of your teaching a lot of the numbers of the students that you may have, you know that would take away from your research time. The idea that these two things don't mutually exist .... They feed off each other, at least they do for me. (Fieldnotes, June 21, 1994)

Yet the External Degree Program is jointly administered by the university's academic departments and its Continuing Education Division. It is teaching that is clearly

distinct from the on campus instruction. It falls, at least to some degree, into the continuing education and public service mission of State University. None of the respondents listed this as their perceived priority for State University. One departmental administrator was very direct about the level of priority he would give External Degree Program in comparison to other activities of the institution.

> The second question that you asked was the question of priority. And let me respond by saying I understand people can have other views of this, but, I am a traditional academic. So if you had asked me what pieces of the institution ought to be lopped off .... The last thing to be lopped off would be on-campus operations that are traditional degree programs. (Fieldnotes, June 7, 1994)

Benefits to Institution from External Degree Program

External Degree Program was created by the faculty of a single department, in cooperation with the Continuing Education Division, as a response to a need which it felt uniquely qualified to meet. The faculty and administration felt a sense of ownership for the program. That feeling of ownership is largely lost today for manifold reasons which will be discussed in some detail in the second section of this chapter. If External Degree Program is not a high priority for the institution or its faculty, and if the faculty feel little ownership for it, then the program must feel some other set of needs that make participation worthwhile.

One central administrator describes some of the benefits brought to the institution by External Degree Program. External Degree Program generates discretionary income for the academic departments. It generates credit hours which bring funds to the institution and the departments. External Degree Program continues to be a source of prestige and pride for some administrators and faculty. It helps fulfill the institution's service mission. The intensive class format enables administrators to continue teaching when their responsibilities preclude them from teaching on campus. These institutional gains are described by administrators and faculty in their own words.

Continuing Education Administrator

> The other thing that is particular to [the central administration's point of view] about External Degree Program is that it is [identified as] a mechanism by which departments can develop more funds for themselves. And that fits into a kind of model he has [in mind which is] that the University could have a flat base budget in the next decade. And if they [departments] want to get any discretionary moneys, the way they have to develop those discretionary moneys is to either go out and get grants and contracts or to produce some sort of activities other than that. And so he is looking at External Degree Program as one of the ways that departments could generate funds to supplement their other revenues. (Fieldnotes, April 26, 1994)

Department Administrator

[The central administration] has been impressing upon [the academic program review committee] that External Degree Program does indeed produce a significant amount of credit hours for the university.... [The central administration] has put out in [its] strategic plan that there are many ways of getting external funding. And one of them is through External Degree Program and the Continuing Education Division; [earning] the credit hours that way. It is beginning to count for us now .... [The central administration] would say again and again, "While it's true that you may not be able to get funds from the National Endowment, have you considered more activities in External Degree Program and the Continuing Education Division? This is a way that you can also generate funds." In his mind, it's there. This is the very first time it's been there. (Fieldnotes, July 20, 1994)

University Administrator

[The University maintains External Degree Program] because we're innovators. I mean State University was one of the first people [sic] to get involved many, many years ago in this format. I think that there are a number of reasons [we are involved] .... But I think the real reason that it got started was because we had people on campus that saw there was a need out there that [our institution] could

address. So State University's always been at the forefront of doing it. I think we're probably, at the graduate level, the most respected university around that [offers graduate education on military installations], that's interesting enough there. It allows [our institution] to get beyond the boundaries. And if you want to look at it from a very, it adds prestige to State University. Because if you look at the series of graduates we've had from External Degree Program, we've had some very, some good, some people who are in influential positions. It's very difficult to say why do we do it. There are students out there to be educated and we have the expertise to do it. We have the faculty who want to do it. (Fieldnotes, June 7, 1994)

Program Administrator

What the university has to realize is that what it provides through External Degree Program is a tremendous service. There are thousands of graduates of State University because of this program. The University ought to be prouder of it that it is. It really ought to be. (Fieldnotes, April 4, 1994)

When university administrators teach through External Degree Program, it benefits administrators, departments, and the program. Two perspectives elaborate on this concept.

University Administrator

I never teach on campus. I don't have the time to teach, so I teach in a short format .... External Degree Program... allow[s] the OU administrators to keep a hand in

teaching and to keep their, keep teaching. A guy like me who grew up as a teacher here, I like to teach. I started going out and teaching External Degree Program in 1987. I found out by me going out and teaching, External Degree Program allowed me really to get a total flavor of what is going on .... I get the feel of [what] the real problems are. (Fieldnotes, June 7, 1994)

Program Administrator

I hope the administrative view will be softened as the provost, the dean[s] ... and other administrators teach through the program. I think they will come to understand and respect the program. They should experience what External Degree Program is. (Fieldnotes, April 4, 1994)

Tenuous Nature of Administrative Support

Despite the wide recognition of these positive outcomes related to External Degree Program, support for the program at the administrative level is considered tenuous according to administrators at the program level. Departmental administrators raise four related concerns. University administrators have limited knowledge of External Degree Program. Support for the External Degree Program is dependent upon the leadership skills within the Continuing Education Division. Income generated through the External Degree Program is given less value than research dollars. Questions linger about the efficacy of the External Degree Program format despite various attempts to confirm the quality of the intensive format relative to a comparable degree offered in residency.

Program Administrator

> How does the university value External Degree Program? I sometimes get the impression that the department has to hide its involvement with External Degree Program or has to minimize the visibility it gives to External Degree Program. That somehow this involvement with External Degree Program of twenty years plus, which we are proud of, is something that the dean or the [central administration] is less enthusiastic about in relation to other things. I don't think they know much about it. (Fieldnotes, April 4, 1994)

Departmental Administrator

I think that deans who are directly responsible for supervising a department seem to be the ones that are most dubious. That's been my experience .... [Central administrators] tend to be more neutral and in the final analysis, more tolerant of it. I think since they deal with whoever is in charge of continuing education, they see that this is an important undertaking for continuing education and they would be unwise to casually undermine it. (Fieldnotes, June 6, 1994)

Program Administrator

You also have an institution that values a research dollar more than it does a teaching dollar. If we, External Degree Program, bring in one million dollars to the University, it seems to me that it ought to be appreciated as much as one million research dollars. But education dollars are not valued as much as research; partly, I think, because it does not go into the "score" of what makes you a Carnegie research I.

The university probably sees External Degree Program as applied, as closer to training than education. There is probably a suspicion that you really cannot teach anyone very much in a compressed format. (Fieldnotes, April 4, 1994)

The previous statements have given some flavor of respondents' constructions of "reality" regarding State University's institutional attitude toward External Degree Program. It is a historically significant program which has become institutionalized. It

generally operates without many challenges from the central administration. The program provides some recognized benefits to the university. Yet, there are some underlying doubts in academic departments about the level of support granted to External Degree Program by the key decision makers.

Academic Departments and Faculty

Clearly, the State University administration is an important consideration in describing the overall context of External Degree Program. However, most of the routine decision making about External Degree Program occurs at the departmental level and in the programs which are sub-units of departments. Departmental administrators have expressed concern about the institution's level of support for External Degree Program. In this light, one wonders why departments continue to put resources into External Degree Program that might otherwise be used to pursue more highly valued research funding. One of the most commonly given answers is that External Degree Program does provide income which can be used for departmental support. The departments also recognize credit generation as a benefit as noted in the previous set of statements. Two of the three departments directly cited External Degree Program's fit to their goals and purposes. The third did not state this directly, but implied the fit exists. Generally, the programs that offer External Degree Program have professional applications which are well suited to the students of External Degree Program. Another department, in which faculty are divided into separate program areas reports that External Degree Program is a

centralizing force that unites the total department. Finally, External Degree Program provides a context in which programs and faculty can develop and test new courses, new delivery techniques, and new formats. External Degree Program continues to support innovation.

Program Administrator

> What's in it for the department? One of the few things that provides administrative support resources for our program. There are 50 students in our program on campus who get advised by the same support staff that advise the 500 students who are in External Degree Program. Of the 500, a large number are in External Degree Program courses offered on campus. They prefer the weekend format. (Fieldnotes, April 4, 1994)

Departmental Administrator

> There is less and less in the way of available resources for the supporting institution. And we are being asked, all of us on campuses everywhere, to be more creative in [the] ways in which we think about generating additional revenues .... The student credit hours that are produced create departmental support, which in some cases is critical for the operation of the department. (Fieldnotes, June 16, 1994)

Program Administrator

> Why it's important to the department? .... It's important because we were told we have to find our own sources of income. It's going to bring funds into the department .... The second reason I think it's important to the department is because .... It's basic to what we do [the department's research and teaching pursuits] and it seems like we should be doing. The third reason is ... a need to have closer ties with [the Continuing Education Division] I think those are the three reasons it's important. (Fieldnotes, June 21, 1994)

Departmental Administrator

> One of the things that's helped us keep together [as a department] is that we have a general common interest in the opportunities that External Degree Program gives to us. Most of the faculty teach in External Degree Program. Most of the faculty like doing so and see it as a real positive aspect of work at this university .... It's made it really interesting and useful for us to make sure we get along together and cooperate and try to nurture and protect External Degree Program. (Fieldnotes, June 6, 1994)

Program Administrator

I think [it] may benefit the quality of the [on-campus] programs because we have to experiment with different formats and different methods which may impact our effectiveness over here [on the main campus]. (Fieldnotes, June 21, 1994)

Departmental Administrator

> This is really true in my case. I developed a course for Social Science in External Degree Program. As time went on, I felt like it got more and more effective for the purpose of the program. I actually published an article on the topic and I plan to do some more. So I've seen a sort of intellectual growth on my part that has really put me in touch with the world of Social Science and practitioners. (Fieldnotes, June 6, 1994)

Departments are comprised of individual faculty members who are both workers and decision makers. A key element of External Degree Program is that the faculty in External Degree Program programs teach on a voluntary basis. External Degree Program is considered "overload" activity much like external consulting. It is not part of the professor's primary obligation to the institution; therefore, the External Degree Program has to provide adequate benefits that match faculty's perceived personal needs. If the benefits are not sufficient, faculty will turn their time and energy to other pursuits. The most visible and most frequently named benefit is income above one's salary or "overload" income.

Departmental Administrator

The faculty who teach, of course, receive an overload payment. That is a benefit to them that is significant. (Fieldnotes, June 6, 1994)

Ultimately, income alone is not enough incentive. Faculty generally have other opportunities for overload income. One senior professor relates his perception of the benefits gained by faculty who teach through External Degree Program.

> It is significant money. It's taken, not over one course, but the amount of courses you do over a year or over a five year period, it adds up ....
>
> [The program] is one of the reasons I stayed at the university. I'll tell you that flat out. One, I never get jaded, although I may get fatigued on those long flights; the opportunity to travel overseas is just simply outstanding ....
>
> The second thing is, I thoroughly enjoy the students I work with. That has been a godsend. And, a number of them, I've kept in touch with over the years. These are men and women who come from their own areas of expertise .... But I learn a great deal in terms of interacting with them, particularly in my areas of specialization. They bring a lot to the table. In many ways, they bring much more to the table than my fellow academics do.
>
> The third thing is ... the kinds of people I've met through the program and the ability to travel overseas has opened up venues for my research in a very, very real way. A number of my initial projects, particularly, which got me off in my field, would not have been possible if I did not have the External Degree Program as a venue by which I could go overseas and meet these people and do the types of things that I do. So it's not primarily the financial benefits, though I'm not

downplaying them ... but it also brings those other benefits which I mentioned. (Fieldnotes, July 7, 1994b)

Some faculty are able to generate research opportunities through their External Degree Program teaching experiences. This relates to the departmental benefit that the External Degree Program relates directly to the professional aspects of their program mission.

Departmental Administration

What's in it for the faculty? Obviously, the compensation. It is important and I won't say it is not ....

A number of faculty have gotten publishable research out of it. Both in terms of going to a site, extending their stay, one professor got a book out it for example. A young faculty is experimenting with a course that he would like to try in External Degree Program before offering on campus. Faculty get feedback from adults who are doing what we are teaching. Courses that work there work very well here. I think it improves the teaching. It's a chance for travel, it's a break, it's a chance for compensation, there is an opportunity for learning. (Fieldnotes, April 4, 1994)

However, External Degree Program is not a panacea for departments and faculty. One program administrator describes the added administrative burden brought to the department and its faculty by External Degree Program. In each of the three programs

addressed in this study have significantly more students enrolled through External Degree Program than in the on-campus degree programs. This is a primary factor in the level of administrative burden.

Program Administrator

> [There are] thirty or 40 maybe [master students in the on campus program]. [Comparatively, there are] probably close to 150 [in External Degree Program]. This had a significant impact on our student load.
>
> [The disadvantages to the department include]time and energy .... It makes it a lot more difficult to coordinate things .... It's just that we're, by juggling five sites instead of one, we're pretty pressured here. I mean students have trouble finding us [professors]. You have to meet on-campus schedules and meet doctoral committees. And it's hard to schedule this, as it is; it's going to be even harder. I think time and energy and just the energy of doing it, the detail of the project. (Fieldnotes, June 21, 1994)

In addition to the administrative burden, departments that offer degrees through External Degree Program suffer criticisms from peers and from decision makers. This concern was described by representatives of two out of the three departments studied.

Program Administrator

> And so the External Degree Program is a lightening rod for troubles for this department. It is identified time and again as the source of difficulty. So when we

> say we need more resources to run the program; we need more resources to respond to the needs of state government, or when we are challenged by other institutions; invariably, a finger is pointed to External Degree Program as siphoning off a great deal of attention and resources and impairing our ability to focus where we ought to. We are forever defending ourselves with regard to these charges.
>
> We've been in it a long time. We like it. We are committed to it. We plan to continue to be committed to it; but we get banged around all of the time because of our commitment to it. And that has to be understood in the Continuing Education Division. We're a little weary of defending ourselves, but we do. (Fieldnotes, April 4, 1994)

One professor believes that the university uses overload pay provided by the External Degree Program as an excuse for low salaries paid to faculty.

> One of the situations in terms of External Degree Program is that, [while] it shouldn't be external funding, it shouldn't be topping off funding, but indeed it does take on that function. Unfortunately, however, the administration has used that as an excuse not to provide [adequate financial compensation]. (Fieldnotes, July 7, 1994b)

Another professor explains that External Degree Program may be a goal for the department, but that participation in External Degree Program is detrimental to the pursuit of other faculty goals including teaching and research, "You asked me the advantages to

the department not the advantages to me as a faculty member and those are incompatible in this case" (Fieldnotes, June 21, 1994).

There are benefits from External Degree Program which are considered to be significant by departmental administrators and faculty. The program generates income at all levels. It gives some a sense of prestige for the university related to External Degree Program's unique history and innovation. External Degree Program fits with and enhances the role of each department in some way. It provides a testing ground for new courses and research. For some faculty, the External Degree Program teaching experience is a springboard to research and consulting opportunities.

The Continuing Education Division

The Continuing Education Division is responsible for the nonacademic administration of External Degree Program. External Degree Program is frequently recognized as a Continuing Education Division program although it is shared with the departments. The Continuing Education Division is described in a recent External Degree Program bulletin.

> The Continuing Education Division provides academic outreach opportunities to the state, region, and nation. As the administrative unit for outreach at State University, Continuing Education Division programs are the means by which the University extends its resources to the people of [the state] and beyond. By encompassing comprehensive, multidisciplinary academic services and programs which focus on

> the needs of adult learners, the college offers both credit and non-credit courses, seminars, workshops, conferences, correspondence study, public service activities, and travel programs.
>
> The Continuing Education Division develops and administers instructional activities that utilize the insight and expertise of State University faculty in conjunction with community professionals in the areas of business, science, education, and the arts. The aim of Continuing Education Division is to provide an educational foundation that enhances technical and social capability through a lifetime of learning and renewal. (External Degree Program, 1994, p. 3)

Continuing education units in general provide diverse types of programs ranging from self enrichment and hobby courses to personal development programs to academic courses offered in nontraditional formats such as night school. The activities of a given continuing education unit are generally prescribed by that institution's administration, and to some degree, by opportunities. One departmental administrator suggests that the Continuing Education Division at State University primarily offers programs that related directly to the academic resources of the parent institution.

> One of the things that I think is important for an institution to come to decisions about is, first, whether it should be engaged in continuing education activities. If it makes a positive response to that ... then the much more difficult question is what sorts of things fit. For instance, you can run continuing education activities ... that

> are very tightly tied to ... the traditional mission and purposes of the institution .... What I mean in my mind when I say that is the awarding of degrees, those degrees consistent with the academic disciplines represented on campus. (Fieldnotes, June 16, 1994)

External Degree Program is one of the largest and most recognized activities of the Continuing Education Division. It meets several perceived organizational needs. It provides an interface to the academic departments of the university. It is quite visible and promotes a positive image for the continuing education organization as a whole. The financial benefit derived from External Degree Program is realized by the Continuing Education Division.

Continuing Education Administrator

> One, External Degree Program is one of the critical elements of our organization in interfacing with the University as a whole .... because of the interaction with the faculty and because of its visibility to the central administration. That visibility is particularly important. If you listen to the language of the [central administration] almost all the times he has talked about continuing education he will use External Degree Program as the example. That becomes really critical ....
>
> External Degree Program will pay for part of the administrative overhead of the [total continuing education] unit. And pay part of the overhead for the

> divisional administration .... If we don't have that overhead we can't run the college. (Fieldnotes, April 26, 1994)

One benefit to the Continuing Education Division was reported by a departmental administrator and may not be recognized by the Continuing Education Division. In part because of its management of the External Degree Program, the Continuing Education Division is perceived as an effective facilitator of efforts that fall outside a department's regular activities. This individual believes that programs such as External Degree Program and other outreach efforts would not come to fruition.

> My belief is that when something is everyone's responsibility, it is no one's responsibility. Therefore, in an institution this size, what we could do is [to] do away with [the Continuing Education Division] and say, "Go make your own deal." Well we'd have no deal because there would be no one who would spend any time doing these things because they are not in the traditional academic configuration based on what you get paid to do. (Fieldnotes, June 16, 1994)

Because of the financial rewards provided to departments and individuals through External Degree Program, the Continuing Education Division becomes a holder and provider of resources. The relationships formed around the External Degree Program form a foundation upon which to build other continuing education programs. These relationships facilitate discussion of program ideas.

Continuing Education Administrator

> I think first of all that we always have the ... motivation, of the funding either to an individual or a department ....
>
> But financial incentives are important. The second thing is I think that part of what we bring to the table and the kind of power, but we have programs ....
>
> So we often just have a program. We'll take them things that they never thought of and in some instances "oh, well that's interesting ... yeah, we'll we a part of that" simply because it's something they can be part of. (Fieldnotes, April 26, 1994)

Like the institution and the departments, the Continuing Education Division realizes some disadvantages from its role in the External Degree Program. Because of its history, size, and visibility, the External Degree Program can be a consequential internal competitor for resources, primarily faculty.

> In some ways External Degree Program internally is a competitor for faculty time for other academically oriented programs [in the Continuing Education Division}. So in that way External Degree Programs also creates a tension internally. So when, for example, a person is teaching in External Degree Program, that time resource becomes a competition for another programmer who may want them to teach in Intersession or who may want them to teach a short course in another community. (Fieldnotes, April 26, 1994)

Like the academic departments, the Continuing Education Division sometimes believes its role in the External Degree Program is unappreciated by administrators and others.

> I think in the back of their minds the faculty really think that this is their program and that they could run it without any problem. They could just go out and do it themselves. I don't think they have any concept of what it means to run a program like this. (Fieldnotes, April 26, 1994)

A departmental administrator gives one possible explanation for the departments' lack of appreciation for the Continuing Education Division's role in the External Degree Program. Perhaps the faculty believe a program is inherently a lower quality because it is associated with continuing education.

> In the department, it is not as appreciated as it should be. In [the department] there are a lot of faculty who, while they appreciate the money, look down on it [the format of delivery] in terms of its pedagogy and academic quality. (Fieldnotes, April 4, 1994)

Another possible explanation for the limited institutional support is the fact that faculty and administrative involvement in the program is limited. One individual describes a lack of willingness to give the External Degree Program fair consideration prior to an experience teaching in the program.

> I was very, very skeptical [of the program prior to teaching in it]. I was always a person who really thought it was a sham when I first got involved. I was treating it like everybody else ....
>
> It was not based upon fact it was based upon perception. Then I got involved working with them and had Education Testing Service come in and do an evaluation which showed there was no difference .... And when you begin to do that and you sit down in class and begin to teach them and find out what type of students they are, get to know them .... But to see where they start and where they end. They are getting a very good learning experience. (Fieldnotes, June 7, 1994)

The Continuing Education Division is the only stakeholder for which the External Degree Program falls within a primary organizational mission. The External Degree Program is a major activity for the Continuing Education Division and it provides meaningful benefits to the division as a whole.

The Department of Defense

The second institutional stakeholder is the U.S. Department of Defense (DOD). The DOD provides educational services to its employees and other members of the military community through formal agreements with institutions like State University. The DOD pays for all or part of tuition costs of External Degree Program through this type of formal arrangement. As the client in External Degree Program, the DOD defines needs, negotiates the conditions for learning such as location and facilities, and negotiates the

financial aspects of the program agreement. In making these decisions, the military must balance quality issues against financial constraints, all within the parameters of student needs.

In 1992, the total number of military personnel, including officers and enlisted, active duty Army, Navy, Air Force, and Marine Corps, was 1,793,359 (Fieldnotes, April 4, 1994). The DOD has been undergoing a draw down to reduce its number of personnel and number of military installations. Regardless of the goal to reduce in size, the DOD continues to recruit personnel. Given a smaller total force, the DOD's need to recruit "the best" remains a high priority.

External Degree Program falls into the category of "voluntary education" which is education that is not directly related to the mission of the DOD. Military personnel may pursue unrelated education on their own time and the military will reimburse up to 70 or 80% of the costs. For the DOD, voluntary education "is a recruiting incentive because it enables a soldier to earn a degree at the government's expense. Also, promotion is often contingent upon the earning of certain degrees, especially at the level of major or lieutenant colonel" (Fieldnotes, April 4, 1994). Voluntary education serves as a recruiting incentive, helps produce more worldly officers, and returns better education citizens to civilian life.

Many military installations are in remote locations where higher education is not conveniently available to military personnel. The DOD operates an organization with the

responsibility for arranging educational opportunities that are available on or near military installations. At the installation level, this responsibility falls to an education services officer (ESO). The ESO at each installation defines the needs of its population and communicates these needs simultaneously to the installation commander, the education services organization for its branch of the military, and the contract officer if education is provided under contract. The ESO is the primary link between the university and the military. The ESO communicates students and university concerns to the military organization. The ESO's primary concern is student needs.

The role of the ESO is "to put out feelers to determine the educational needs of the community." An ESO must have 1) "a keen ear for getting ideas from students, potential students, and guidance counselors, and 2) [the ability] to conduct an educational demand [need] assessment." The tools of the ESO trade are need assessment, intuition, and the willingness to take "risk to try some new courses, especially 'quick skill' courses." (Fieldnotes, May 11, 1994)

Voluntary education is a sizable activity in the DOD. In 1993, over 700,000 military personnel (39%) were engaged in DOD supported voluntary education. Of these, 630,740 were undergraduate enrollments and 70,213 were graduate enrollments. An enrollment represents any person who takes at least one course in a year (Fieldnotes, April 4, 1994).

The high enrollments notwithstanding, soldiers are not in the military to pursue an education. One leader in the military relates his approach to maintain a balance between the educational and defense goals of his soldiers. "Education is something that we as leaders insist that soldiers go after. So we try to make every possible break that we can give them to attend class. A mission, if we get deployed, of course then we can't do that" (Fieldnotes, May 9, 1994).

One officer reports that many soldiers still join the military out of a sense of obligation to their country and a commitment to defend the homeland.

> Most people that are in the military have a strong sense of obligation; an obligation to their country, an obligation of commitment to the values of what their country stands for, freedom of choice and the freedom. You kind of, everyone tries to at least think that they are protecting the country. Even though you may never see war, it may be the furthest thing from it .... It's a microcosm of society. Everyone has the same common goal of taking care of other soldiers that they are serving with, taking care of the mission. It's really a neat organization. (Fieldnotes, April 14, 1994)

While education is not a primary objective of the DOD, its level of priority has increased because of the downsizing. Both military administrators and students account for the vital importance of education in the current military environment. Military personnel no longer have the security of a career that ends with retirement. Education has

become recognized as a safety net to ease one's transition from a military career to the civilian workforce.

> The military is a real shrinking force. It used to be the military was great for job stability. But it is not anymore. At this point in time my record would stand up next to anyone. So yes at this point in time I would be planning on pursuing the military as far as I can. But I am going to always keep my doors open. (Fieldnotes, April 14, 1994)
>
> The peace-time army is a different organization than a war-time army. There is a lot to be gained from education. (Fieldnotes, April 14, 1994b)
>
> But if you want to market yourself and you really want a good job when you get out of the military you have got to have experience, you have got to have education. (Fieldnotes, April 14, 1994)

Soldiers in command roles are more encouraging that their subordinates take full advantage of the military's educational opportunities. A battalion leader explains his approach.

> I've put out to all my soldiers that education is something that no one can take away from you .... But my number one encouragement is education. Because whether you are an enlisted soldier or an officer in today's Army, if you don't have the education you are not going to be promoted. If you're not getting promoted you are going to

have to get out. If you get out and you don't have the education you have no bright future. (Fieldnotes, April 14, 1994)

A soldier's decision to pursue education is not casual. Education is considered in matters of promotion. However, the time required to pursue education comes at the expense of other important activities. There is a "correct" time for one to earn a master's degree. Individuals who take graduate courses sometimes encounter conflict with their other goals and responsibilities. This young officers expects the risk he is taking by "bucking the system" will pay off in the end.

> In the military, this is an unwritten law more or less, that when you are a junior officer like myself, a second lieutenant or a first lieutenant or a young captain, your job is not to go to college to get your masters. Your job is to learn your MOS; to learn what your branch specific job is .... And then when you become a senior captain or basically become a major then it is politically correct, so to speak, to then go pursue your masters because that is when you have mastered the skills of an officer and now you can go get your masters. So I'm kind of turning that pyramid upside down in starting this up .... I'm kind of bucking the traditional system.
>
> Its a catch 22. When I go before a promotion board and they see that I have a masters degree they are like, this guy is super high speed, squared away. But if I am not at a certain place in time, if there is like a car wash going on on a Saturday and they need a sponsor, and I'm not there washing 115 cars, and I'm in

> my master's class; well the boss says, 'Well he has plenty of time to do what he wants to do, but he's not supporting the unit.' He can hurt you. But if you play your cards right and you go after goals and you don't step on anyone's toes along the way you're better off in the long run. I think it is a mistake for officers or enlisted soldiers today, but specifically officers, to sit back and try and do the traditional military system. Because the traditional military is no longer around. (Fieldnotes, April 14, 1994)

The military lifestyle is another barrier to education. Soldiers deploy often and move frequently. An ESO must consider these needs in planning educational programs. Two ways of addressing these unique needs include intensive format and accelerated scheduling.

> But also, we have a great percentage of our soldiers, FORCECOM troops, which is forces command which are deployable. So you know the Desert Storm, Desert Shield, Panama, anyplace; you know they are subject to be yanked up and moved out at a moment's notice .... So what we try to do is make as many different types of opportunities available to them as we can, different schedules. State University has come up with the weekend classes, the two week consecutive weekends and that is wonderful. And the accelerated program that you can finish up in 18 months. Because generally the guys will be here for about two years. So they can hit the

> ground running and work it out and they are pretty much able to complete the program. (Fieldnotes, April 14, 1994c)

Military personnel who choose to engage in education make sacrifices in other areas of their lives.

> The military is one of these jobs where you go in at 5:00 or 5:30 in the morning and you don't come home till 6:00 or 7:00 at night anyway .... School [is] on top of that ..... There have been weeks when my wife and I will see each other maybe one or two hours out of the entire day. I know that is almost typical in America's lifestyle and everyone is going here and there fast .... It's not just the school but it is everything combined. The military is a very stressful organization. For the officers, it's extremely competitive. (Fieldnotes, April 14, 1994)

Students

It is difficult, but meaningful, to separate the students from the military organization in which they work. After all, the military is a collection of these individuals and some others. Yet, the goals, needs, and concerns of the individuals may not be adequately reflected by the organization as a whole. The External Degree Program students include military personnel, both officers and enlisted; civilian personnel, and family members. In some cases, External Degree Program serves members of the local community. This is not the primary student population. Eight of the students interviewed were American citizens living in Europe whose work is associated with the military. Two

were spouses of military personnel who were not employed outside the home. One lived near a U.S. military base but had no relation to the military. The remainder were military personnel.

External Degree Program's "common" student is an adult who is employed by the DOD. Because External Degree Program is a graduate program, most are in their late twenties to early forties. Most are mid-level enlisted personnel or officers. They work; many have family obligations. The following descriptions reveal some faculty perceptions about External Degree Program students.

> What you have is non-traditional, working students in an institution that is used to thinking that a graduate student is a 25 year old person who is in residency. That is not the nature of the academic universe anymore. (Fieldnotes, April 4, 1994)

> There is more homogeneousness [sic] among the students in an External Degree Program class in that they're all in the military or associated with the military .... So there is perhaps a somewhat smaller range of some kinds of responses and experiences and so on. That's where I think the differences are. I don't think the students are meaningfully different. (Fieldnotes, June 16, 1994)

> They are excellent students. They are mature. They are competitive. They are professional. Most of them have experiences that are first-rate. They come from

first-rate universities, from service academies. They are a pleasure to teach. (Fieldnotes, April 4, 1994)

Students describe themselves and their peers as being diligent in their pursuits. They feel they bring a set of experiences from which they can make contributions to the learning experience. They say the competitiveness of military life sometimes finds its way into the classroom, especially between officers of similar rank.

> There were times during my career, for example when I was a drill sergeant for three years, I didn't take a course. I deployed three times to Central American for four months at a time, no college courses .... When you have the opportunity to do it, you do it, and even if you're on call or on duty. I've excused soldiers during lunch, I've excused soldiers in the evening if we're in the field close by. I allow the soldiers to come back in for an hour or two for class and then come right back out. (Fieldnotes, May 9, 1994)

> They haven't had a class yet where I haven't been able to contribute real world experiences into what I have been doing. The professor will say, "Generally it's done this way." And I'm going, "You know, you're right; but there is a new exception out there and it just happened. It came down on me." And somebody else will pop in, "Yeah, but they are changing that right now." There are a lot of real world experiences. That is another good benefit about being in one of these

programs where you have everybody out in the world working. They can bring a lot more to it. Everybody in the class is motivated. It's not like in college when they were there for the degree. (Fieldnotes, April 14, 1994b)

We had to all present a proposal [in class]. At the same time we all had to cover diverse different topics for the class. If you are going to present something in front of your peers you are going to want it to be presentable. You don't want to embarrass yourself. Especially me, I try to focus on the details. I found that I spent most of my time focusing on the project that I was presenting to my peers even though it was an insignificant portion of the grade ..... It's competitive. Whenever you are around your peers you want to do as well as you can. (Fieldnotes, April 14, 1994)

As in any degree program, not all students are as devoted to education as others. Both faculty and students describe a small subset of students who merely want a degree to "punch a ticket" on their path through a military career.

Professor

There is a wide spectrum of interest in the program. Some of our ... students really get caught up in it as a subject matter, as an intellectual thing. They really want to know a lot. Others just have a very practical interest. [They say], "[Tell me] what I

need to do to complete this program and I'll do it." So their commitment is a little more mechanical. It's just a very broad spectrum. (Fieldnotes, June 6, 1994)

Student

There are people who just want to punch a ticket. In the military, to make major, you pretty much have to have a masters' degree. So there are people in the military that are just trying to punch that ticket. They say, 'I'm going to get my masters'; I don't care what it's in .... As long as I get it, I'm going for major. They don't ever intend to use it. They don't really care what it is. They just get it in letters, political science, public affairs, what ever it is; it doesn't matter. They just get it. They punch that ticket and make major. (Fieldnotes, April 14, 1994d)

Students Goals and Needs

All program planning models include some accounting for the needs of learners as an element in planning. The students in External Degree Program described a complex set of needs and goals that caused them to enroll in graduate education. One student's response demonstrates the number of considerations a single person might weigh when making this decision.

The fast track in the Army is in the combat field. [But] it is not the best way to get a masters degree, it's the most difficult way to get a masters degree. So its the most difficult in what I'm doing here, but it is better for my career overall in the combat arms. So that would be some of the professional reasons. The reasons I picked a

> Masters in Social Science is, first of all, I'm part of the governmental bureaucracy which is ... we are going more and more into managing budget, running agencies, you know. My last job, I ran dining facilities, medical clinics, you know a great variety of organizations that are under government regulations and rules. So it has a direct application there. It also has the application that it is something I might be interested in doing after I get out. Especially with the military preference in hiring for government jobs. To take advantage of that it would be nice to also have the kind degrees that are needed for that type of job. I was a sociologist in political science in San Antonio. My Granddad said I'll never get rich in this stuff. So all that put together, for employment after the military, for helping my career while I'm here, it's something I'm interested in, it dovetails with my undergraduate degrees. This is why I was looking for a Masters in Social Science. (Fieldnotes, April 14, 1994b)

This student considered career requirements and goals, application to his work and past experience, fit to potential career options, advice from a grandparent, and relevance to his previous education. Most students provided simpler explanations for their decision to seek a master's degree. One student just loves to learn. "In my life, nothing is more important than education. I always put that at the top. I think it is the most important thing a person can do" (Fieldnotes, April 14, 1994d). Another is achieving a personal goal. "As far as the masters degree, one of my educational goals was to receive a masters degree in a business related field" (Fieldnotes, April 14e).

The most repeated need that brought students to External Degree Program is career enhancement. External Degree Program is perceived by students as being applicable to their work and it advances their career plans in the military or in preparation for civilian life. Students gave numerous examples of career related need.

> Communication is something that .... It's a must-have .... I think as a manager in the military, you can definitely bring home the gold if you have a certain project and you can analyze the communication dimension of it and improve it. It has opened my eyes. It has been a great experience because I'll take things from the classes that I have learned and I will go back to my workplace and try to use it. In every class I try to use at least one or two new things that I have learned, so it's fun. (Fieldnotes, April 14, 1994)

> Especially with the draw down and competition being higher ..... They are throwing out all the guys with bad files and everybody else is starting to look a lot alike. So in order to differentiate between the masses, you need to start plugging things in.
>
> I just made the list for major .... That is field grade. Lieutenants and captains are company grade and majors and colonels are field grade. When you start field grade, they expect you to have advanced degrees. I know a number of general officers with Ph.D.'s. Higher education is a major variable. (Fieldnotes, April 14, 1994b)

I'm an enlisted soldier, not an officer. And education in the past few years has been playing an important role, an important part that you need for a promotion. It isn't required, but if you have it, if you have an associates degree by the time you are a staff sergeant or a sergeant first class, your chances of getting promoted increase .... Once you get into my grade and making the transition, your bargaining power, or my power bargaining power, increases if I can show up with a resume that has bachelors degree, that has a masters degree in the area that I've worked in for 22, 23 or 24 years. Education is very, very important to everyone, enlisted or officers ... Those that do [pursue education] are the ones that are getting ahead and getting promoted ahead of the others. (Fieldnotes, May 9, 1994)

Hopefully, I'll teach at the university level. What I'd like to do, is while I'm in (the military), get this degree, continue to learn Russian .... Hopefully, they [DOD] will send me to get a master's in Russian language .... Continue to do that and hopefully, go teach at West Point. Then, when I get out at twenty [years of service], I will have some experience having taught at a college level. Hopefully, I will have a Ph.D. by then. If not, if I have not done a Ph.D. program by then, I'll just do one then because I'll still be pretty young after twenty years. (Fieldnotes, April 14, 1994d)

Most of the students who are in leadership roles stated that they encourage their soldiers to pursue education. One goal External Degree Program meets for the following student is to set an example that reinforces that overall commitment to education.

> I lead, I hope, by example in my physical training, in furthering my education. Judging by the soldiers, now I just have a small section of about four soldiers and I think all of them enrolled, and they weren't initially .... A soldier that has been in the army eighteen years is taking his first college course based on my insistence. When he walked into my office and sees these diplomas of military education or civilian education, I think it makes a pretty profound statement because I was promoted to the higher ranks and I tell them that it was based on [education] (Fieldnotes, May 9, 1994)

Students also described more functional needs. External Degree Program fits the military lifestyle. Education is viewed by some as a benefit of employment which should be capitalized upon while it is available. Others report that External Degree Program is the closest fit among the options available in the area. The External Degree Program intensive format is a significant consideration in students' choice of programs. It is merely mentioned here and discussed in more detail in the second section of this chapter.

> I loved the weekend format very much. Otherwise I have to drive [100 miles] every Monday night to get four hours of classwork .... I also like the short distance and I like the format of the two weekends. You just put your life on hold for that week

with the two weekends on either end and you are through. (Fieldnotes, April 14, 1994f)

It's actually the only format that I could take. Because of my duties on the job, I can't go everyday or twice a week. If I've got to be somewhere for 16 weeks at 5:00 p.m. every evening, there's no way I could do that. I can do that for three weeks, but never any longer because ... we will be in the field through the week and out in the woods. So there is just no way at my level that I could dedicate that much time, make that obligation .... It has to be when I need to be doing it. I can't have an obligation like that. It's the only program that I could do. (Fieldnotes, April 14e)

The Army motivates you in that the Army will pay tuition assistance. They will pay 80% or 70% of your tuition and if you don't have it completed satisfactorily within 120 days, they take your money back. (Fieldnotes, April 14, 1994b)

I was going back to get certification in counseling. State University doesn't give certification in counseling. That would have been the ideal situation if I could have gotten the counseling certification through State University. That is what I would have done but they don't offer it. (Fieldnotes, April 14f)

A small number of students listed the use of on-campus faculty as a deciding factor in their initial decision to attend State University's program over other military education programs.

> I've been stationed all over the place and this offering is nice. This is a real degree. A lot of others aren't real degree programs. I think with the proximity to the campus, we get professors there. We really get excellent professors. (Fieldnotes, April 14e)

Two students reported profound changes to their personal lives which were directly related to their engagement in the External Degree Program. These were not needs that were defined by the students in advance; however, each student felt these changes were their primary gains from the External Degree Program. In an informal discussion that was not taped, "Alice" described a personal transformation of which education is a visible and purposeful part. These are not Alice's exact words, but a synopsis of our conversation based upon Alice's words and phrases.

Alice told me she sacrificed her goals to her husband's career for 15 years. She threw herself into her children, home, and church. Over the years, she built up lots of frustration and anger. Now that she is in school, she has her own activities that are important. She is forcing her husband to take care of himself more. She expects him to pick up his own laundry and to be equally willing to prepare dinner. Education has been a way for her to establish her own identity and importance. (Fieldnotes, May 10, 1994)

"Ben"

> I think I've changed some of my habits as a result of some of the courses that I've taken .... Oh absolutely, my personal life has really changed. You know in the military we were kind of judged, you know how macho you were by how much you drank. That was a society, that was our culture. You hung around with the beer drinkers and of course in the late 70s, early 80s, the Army said that's not the way to go anymore .... But these courses have helped me and I tried to relate some of the information to the kids .... These courses have helped me tremendously ....
>
> [I'm] a better person. [Being] a better dad is really what has helped me. And the better person part is just, kind of lists, through everything, the family, the soldier part. It's really been a ... if I don't counsel another person in the whole world, I know that I'm a better person for it. (Fieldnotes, May 9, 1994)

The data presented to this point have described the External Degree Program, both historically and in the present. The stakeholders have been described as well as the needs of each stakeholder that are met by External Degree Program; the reason each stakeholder is involved with External Degree Program. Some disadvantages that result from these relationships were also discussed. These findings about the stakeholders are summarized in the following chart.

TABLE 1: PRIORITIES, NEEDS MET, AND DISADVANTAGES REALIZED

BY PARTICIPATION IN EXTERNAL DEGREE PROGRAM

	State University: Institution	State University: Departments/Faculty	State University: Cont. Ed. Division	Military: Institution	Military: Students
Priorities re: External Degree Program	• Teaching • Research	• Teaching • Research	• Teaching • Service • Extend resources of the institution	• Defense Preparedness • Quality of life for personnel	• Work • Personal obligations • education
Needs met and benefits gained through External Degree Program	• Funds • Credit hours generated • Prestige • Fulfills service mission • Provides forum for administrators to teach	• Funds/overload pay • Credit hours • Fits academic focus and goals • Coheres areas of department • Forum to develop innovations • Faculty travel • Interaction with students • Contacts • Venue for research	• Linkage to departments • Visibility • Creates needed role in institution • Contributes to overhead costs • Places division in role as provider of resources • Serves as a foundation for additional program development	• Recruiting incentive • Creates more worldly officers • Develops better citizens for civilian life • Balances the effects of the draw down	• Balances the effect of the draw down • Fits career plans • Applicable to work • Educational quality; • Required for promotion • Fills desire to learn • Meets personal goals • Fits lifestyle • Is a benefit of employment • Life altering

TABLE 1: Continued

	State University: Institution	State University: Departments/Faculty	State University: Cont. Ed. Division	Military: Institution	Military: Students
Dis-advantages related to External Degree Program	• Administration lacks knowledge about the External Degree Program • Teaching in the External Degree Program is not valued	• Increases student load • Exacerbates administrative burden • Required human time and energy • Becomes a focus for criticisms by peers and evaluators • External Degree Program incompatible with scholarship	• Faculty expect pay for all Cont. Ed. activity • External Degree Program internal competitor for resources • Role is unappreciated	• None listed	• Conflict with other goals • Viewed as bucking the system • Time constraints • Perceived by others as placing personal goals above military duties

Conflicts Between Cultures

One of the anticipated issues in this study was the role in program planning decisions of conflicts between the stakeholder organizations involved in External Degree Program. Interview questions explored this issue extensively. Some conflicts did emerge. One pertains to program planning and is discussed in more detail as a theme of the findings in the second section of this chapter. This conflict is between the academic and continuing education areas of State University. One respondent describes it as a "qualitative versus quantitative" issue. Another labels it a "marketing versus academic" conflict. The conflict is over the balance between academic quality and program size. It affects program planning decisions in several ways. This conflict pertains to overall growth strategies, class size, numbers of sites served, format, and enrollment. This conflict is represented in these responses by a professor, a continuing educator, and a central university administrator.

Professor	Continuing Educator	University Administrator
I think in some ways we ... operate out of two different reward structures .... Our reward structure, of course, is research. Their [the Continuing Education Division's] reward structure is getting contracts and making money. I mean they are self-sustained. Part of the conflict is the more sites, the more students per class, you know, the better they are financially. There's a point at which ... the numbers become antithetical to what [our department is] are trying to do. (Fieldnotes, June 21, 1994)	I don't see any systemic plan developing with the departments. I see a lot of entrepreneurial action, I see a lot of reaching out. I see a lot growth. I see a lot of positive linkages ... but there is just no system building. (Fieldnotes, April 26, 1994)	There are two driving forces that are involved. There's the operational end ... which basically what I call a quantitative unit .... Get people in .... And then there's ... what I call the qualitative racket ... to ensure that [only first quality students] get into the program ... and that they get a quality education, so they will end up with a quality degree .... I look at this as really the two different cultures ..... I think those things are on a collision course. (Fieldnotes, June 7, 1994)

A university administrator surmises that the military's position in this conflict would fall somewhere in the middle of these two viewpoints.

> I think [the military] would like to be sure that every one of their students would get into the program which we can have .... I would guess that they're far more interested in the qualitative aspect. I think that because with the downsizing of the military, I think it's more than just box filling like it used to be. I think it's going to become more important for things like promotion. (Fieldnotes, June 7, 1994)

The military representatives did not speak directly to this issue. However, a key decision maker in the DOD's education services listed four key concerns for the quality of External Degree Program. These comments suggest that the military has a high value for quality.

1. Faculty need to be "receptive and innovative."
2. "Academic snobbery" is not acceptable in the military education environment. For example, one administrator expressed concern that faculty should respect the value of the students' military experiences.
3. "The government does not want a watered down program."
4. Faculty must "have respect for the military environment and keep their personal views to themselves." (Fieldnotes, May 9, 1994).

The remaining conflicts have limited relation to program planning decisions. However, they are informative in the study because they can enlighten educators and students alike. One conflict is over the acceptability of "academic snobbery" in External Degree Program. Note that the DOD education services representative listed this as a concern he held.

Student	Professor
And you get some guys with chips on their shoulders. We had a retired full colonel who was a pretty substantial fellow who ran all the military installations in Korea for a long time before coming here. So he had done a lot of stuff, dealt with the contract, did all this business. And the professor is up there who was much younger than the guy. And the colonel kept standing up saying, "You don't know what you're talking about you ivory towered guy. Let me tell you [how it is]." (Fieldnotes, April 14, 1994b)	When a student comes to the campus, he is on my turf, if you will .... [That student is] with me for sixteen weeks in a traditional academic role that they [sic] have a lot of experience with. They understand that in my class, it's by God, my class. The power relationships are simply unequal. I'm not saying inequitable, I'm saying unequal .... The power relationships are distinctly different between faculty member and the student. Everyone knows that and recognizes that. (Fieldnotes, June 16, 1994)

Another conflict regards expectations about learning and instruction. Military personnel frequently experience very defined, applied training. In contrast, higher education is ambiguous and commonly expects students to define goals for themselves. Students sometimes experience anxiety because of these conflicting goals.

Continuing Education Staff

It's the military mindset, which is a very different mindset than the "traditional student" .... In the military, they're wonderful for taking orders, following through. They will take initiative if they understand a goal .... They all know what is expected and they know how to get there .... They are very into taking orders. You never gonna [sic] break the military of taking orders .... So I think that's something that's hard for professors to understand. When they walk in, these students are really keen and they want specifics. And these professors are used to, like you said, back on main campus they [students] kind of figure it out. And I think that's some of the difficulty between the two cultures for sure. (Fieldnotes, May 8, 1994)

Professor

I think what is meaningfully different are students as compared to faculty in terms of what they think the formal learning experience is about .... The real difference is between faculty who have a knowledge or intellectual orientation and students, whether they're External Degree Program or on-campus students, who have an essentially practical interest. (Fieldnotes, June 16, 1994)

The most important thing is really to teach, to instill in students the desire for lifelong learning .... A lot of kids don't understand you've done that until they've been out ... and they realize, gee I learned nothing at college, I've learned everything since college, but if it hadn't been for college, I wouldn't have learned everything I have. (Fieldnotes, June 7, 1994)

Common Goals

Conflicts did arise when respondents were asked directly to discuss cultural differences between themselves and members of other stakeholder groups. However, the overriding common goal is to provide a high quality educational experience for military personnel. All respondents focused much more on this common goal than on conflicts.

Military Education Services Officer

> And that's what we want. We want success. We want results. And we want to try to do what we can do here because we don't know what the next installation is going to be like or where they're going to be placed. We want to give them opportunities. (Fieldnotes, April 14, 1994c)

Continuing Educator

You know, their goals are essentially our goals which is to get an education to students, quality education. (Fieldnotes, April 26, 1994)

University Administrator

When I talk about providing the best educational experience you can for a student ... [I mean] to learn how to develop thinkers. You want students that are challenged. You want classes that will challenge students. And to challenge students you want them to get beyond memorizing what's in the book, [to] ... be able to think, make value judgments, and you want to be sure that that educational experience is one that is just a first step in the lifelong learning process. (Fieldnotes, June 7, 1994)

On this positive note, the description of the External Degree Program and its stakeholders ends and the discussion moves to themes that emerged from the data.

CHAPTER V

THEMES

In this chapter, data are grouped in four categories around salient themes:

1. appropriateness of External Degree Program as an activity of State University;
2. ownership and control of External Degree Program;
3. External Degree Program's level of quality; and
4. program planning in the External Degree Program.

Appropriateness of External Degree Program as a State University Activity

State University has long struggled with the issue of External Degree Program's fit to the institution's mission and goals. Yet External Degree Program declares itself to be "in keeping with the mission" of State University.

> In keeping with the mission of State University, quality educational opportunities are provided to both full-time students, community and state members, and off-campus students throughout the nation and world. Business executives, public officials, and community leaders participate annually in specially designed credit and non-credit conferences, seminars, and courses. (External Degree Program, 1994, p. 3)

Role of State Support

As a state-supported institution, State University's mission emphasizes benefit to the state's citizens. The mission includes these phrases, "educate ... the state and nation at the baccalaureate, master's, professional, and doctoral levels; to carry out research ... for the benefit of [the state]; and to provide continuing education and public service for the state."

Yet only a portion of External Degree Program's services are delivered in the state from which tax dollars are provided for educational purposes. In fact, External Degree Program educates military personnel in eleven foreign countries and only five domestic states. On the face of it, External Degree Program could appear to fall outside the mission of State University. Yet no respondent challenged the External Degree Program on the basis that it does not meet the institutional mission. In part, this challenge is addressed by the extended purpose of the Continuing Education Division, "Continuing Education Division programs are the means by which the University extends its resources to the people of [the state] and beyond" (External Degree Program, 1994, p. 3).

Given that External Degree Program is accepted within the State University mission, detractors have raised other concerns to controvert the appropriateness of External Degree Program. When the program was originally launched, the State Board of Regents issued a letter which questioned the used of state resources to serve non-state residents.

> Due to the unusual nature of this program, the State Regents asked that we ascertain the intent of the University in offering courses at such a far-off location from the main campus when budgetary resources are so limited, and since there are so many colleges and universities closer to the Washington, D.C. [sic]area which might meet the demands. (Personal communication, May 27, 1966)

Upon receiving additional justification for External Degree Program and an accounting of its benefits to State University and the state's residents, the Regents approved the program. Few formal challenges have been raised to the fit of External Degree Program to the institution's mission. Nonetheless, an underlying current of dubiousness continues to flow. At least one administrator maintains that External Degree Program is certainly not the "first order of business" for State University. "We are 'The State University'. And we are supported by the tax payers to do, I think, first and foremost, education of residents of the state .... But it's clear that any state university has as its first order of business the education of its own residents" (Fieldnotes, June 16, 1994).

Role of Resources

Respondents at departmental levels consistently reported that they must defend themselves and their programs against the perceptions of uninformed people. Outsiders in particular assume that External Degree Program must drain resources from the institution.

Departmental Administrator

> So it does not seem to be the case, based upon the evidence, that participation in External Degree Program cuts down on your level of production in other areas. It just doesn't really seem to be factually true. Nevertheless, there is a perception that we have to deal with. And the perception has to be continually met. We feel frequently on the defensive. We feel frequently that those who are non-participants and who are looking at us from the outside have trouble making mental adjustment to be clear about how we handle this and how we fit it into our other responsibilities. So we have to be continually explaining ourselves to justify it. (Fieldnotes, June 6, 1994)

One of the academic programs that offers graduate education through External Degree Program recently completed a program review. The department shared portions of its review that pertained to External Degree Program. The following comments seem to assume that the department operates with a finite set of resources. Therefore, any resources spent on External Degree Program must necessary be withdrawn from the main campus activities.

Excerpts from program review

> The department must always balance the needs of the off-campus master's program against the needs of the on-campus program. Granted the off-campus program generates overload income for the faculty and other funds for the department, but

too much teaching on an overload basis could be detrimental to faculty development and could cause main campus programs to be slighted ....

How then, is the department going to respond to the dichotomy of enhanced commitments to an off-campus program while simultaneously improving the on-campus programs, all within the financial constraints that exist at State University? (Fieldnotes, April 4, 1994)

These types of inquiries are not limited to formal program reviews. The department has fielded similar questions from others who, according to the department, lack sufficient information.

People who are outside, deans, provosts sometimes, find themselves tempted to ask, "Is the participation in External Degree Program by faculty taking faculty away from other things that they could be doing?" So, they put the onus on us to defend what we are doing and to explain it .... They ask why are we doing it and what impact does that have? We have consistently taken the view that, of course, it has a little bit of impact. There is no getting around that. But the positives far outweigh the negatives. (Fieldnotes, June 6, 1994)

This particular department offered several counterpoints to criticisms raised in the review and by others. They report a level of productivity in scholarly pursuits that is comparable or greater than other departments in their college. They note that part of their mission is to reach practitioners and that External Degree Program facilitates attainment of

that goal. They use their on campus faculty to deliver most instruction and supplement them with campus-based administrators and with "some of the best" faculty in the nation. Untenured faculty are particularly protected from "overuse" in the External Degree Program. Finally, the department is strictly monitored to ensure that External Degree Program does not distract from the main campus responsibilities.

> We have strict guidelines from the dean about how many of these External Degree Program courses you can teach and under what circumstances, with what kind of schedule. We are pretty good about sticking to those guidelines so that nobody abuses the system and takes advantage of the opportunity to be away from the main, contractual responsibility. We are strongly encouraged to take the view that you should not participate in External Degree Program unless you are fulfilling your main campus responsibilities.
>
> We have taken the view that untenured, new faculty need to be eased into the External Degree Program. First of all, only if they want to be; and secondly, only in a limited, cautious way. If they are having trouble getting their research program going or their teaching relative to main campus responsibilities, we discourage significant participation in External Degree Program. We take that pretty seriously. (Fieldnotes, June 6, 1994)

Role of Program Size

Challenges to the appropriateness of External Degree Program also focus on its relative size in comparison to the on-campus enrollments. In each of the three programs studied in this research, the External Degree Program enrollments were three to ten times greater than the on-campus enrollments in the same program.

University Administrator

> Understanding that you always have to be sure that you balance those programs against the on-campus programs. Because you cannot allow the off-campus programs to [be the tail that] wag[s] the dog. You've got to be sure that they're always in the proper perspective so that your own campus programs aren't penalized. (Fieldnotes, June 7, 1994)

Departmental Administrator

> One of the themes of the [program] review [was] a sort of undertone of criticism of External Degree Program. It suggests it's too big and we really need to cut back and it is taking away from our campus responsibilities and so on and so forth. It's just the same old criticisms, caused, I think, partly just by the sheer scale of the thing .... There are just overall judgments that External Degree Program is big and; therefore, it must be out of control and harmful to the department. I'm not persuaded that is really the case. No one has been able to prove that is the case.

> But the criticism comes up every time we go through the program review. I think it's size more than anything else. (Fieldnotes, June 6, 1994)

Ultimately, the institution has explicitly determined that EDP's size does not harm the quality of degree programs either on-campus or off-campus. Recall that credit hour generation was listed as a key benefit to the institution and these two features are intricately linked. A university administrator shares the process by which he achieved a level of comfort with the size.

> But that is the one thing that I always worry about. What level, what size, does External Degree Program get before it begins to detract from the on-campus programs. I don't have that answer. I don't see that happening now and the way I look at that is, I look at who is getting admitted to the program, are the number of students on the on-campus program diminishing? Are they looking like they're changing admission criteria on campus as opposed to off-campus? And to date I can't see any difference. (Fieldnotes, June 7, 1994)

The External Degree Program has frequently been questioned as a legitimate activity of State University. Individuals and groups may perceive that External Degree Program removes resources from the "main" purposes of the institution, that it exceeds or fails to meet the mission of the institution, that its sheer size compromises the institution, or that it is simply a detriment. However, these claims have not been substantiated in any way that revealed itself during an extensive six month study. Further, every administrator

and faculty member associated with the program defended External Degree Program's appropriateness and its contribution to the overall benefit of the institution.

Role of Financial Self-sufficiency

Most of the challenges regarding External Degree Program concern the use of resources. An underlying concern seems to be, "Does External Degree Program take resources from the state taxpayers and give them to other states?" Does External Degree Program reduce faculty productivity in the priority areas of teaching and research? The program's co-founders must have anticipated these concerns. They designed External Degree Program as a financially self-sufficient entity. That is, External Degree Program generates the necessary income to cover its expenses. It also compensates the faculty, departments, Continuing Education Division, and institution. This was an important consideration in the State Regents' approval of External Degree Program in 1966 and it remains as a consequential issue today.

Administrative statement, 1966

> Severe financial restrictions are not an issue with the External Degree Program. By design, the fee rate assures the External Degree Program to be a financially self-sufficient operation, depending on neither state appropriations nor on-campus student fees. Here, again, the program has demonstrated its merit and currently represents an entirely self-supporting operation ....

> The continued education endeavors of this university in no way limit its service to the state but rather enlarges the extent of those services. This position is supportable when considering, not only the financial asset of these continued education programs to both the university and the faculty, but academically by bringing resident students in contact with national and international students. Advantages to professors and subsequently to the University cannot be over-estimated. (Personal communication, September 29, 1966)
>
> Administrator, 1994
>
> I do not think the state provides us resources to do that [educate non-state residents at out-of-state locations]. Therefore, I think it has to be self sustaining .... So, if the money dries up and it's not self sustaining .... Will we be offering regular programs in a variety of areas in Guam as opposed to undergraduate degrees in chemistry in [the campus community]? I think not. (Fieldnotes, June 16, 1994)

Summary

External Degree Program's appropriateness as an activity of State University has been challenged consistently for thirty years. The criticisms come primarily from outsiders or from uninvolved members of the State University community. Administrators and faculty of the External Degree Program claim that these challenges are based on perception rather than reality. Ultimately, External Degree Program has survived the inquiries because they cannot be proven. In particular, while External Degree Program is

often challenged as a user of resources, it is actually self-sustaining. Rather than a resource drain, External Degree Program actually creates an entirely new set of resources which supplement the base operations of the academic departments and provide overload pay to faculty.

Program Ownership and Control

As a resource, External Degree Program becomes an item to be owned and controlled. This emerged as a second theme of the research. There are conflicts over the ownership and control of External Degree Program.

Ownership

This is a very complex issue. For example, faculty report this seemingly inconsistent set of concerns.

1. We don't feel like partners in External Degree Program.
2. The faculty are not informed about the External Degree Program, especially regarding contract issues.
3. Faculty do not have time to deal with details of program administration and contracts; faculty did not read the contract.
4. Faculty in a meeting expressed a commitment to External Degree Program, but they did not understand the details.

5. Since faculty were not involved in the specifics of the contract, they are not committed to the rules or specifics now nor are they obligated to perform according to the contract's requirements.

Each of these statements is an almost literal paraphrase of the following statements made by faculty during the interviews.

> We don't feel as a partner. I heard many faculty say that the problem is that External Degree Program does not realize that they work for us as much as we work for them .... I would say that we are all in charge. We have a consortium of programs that all work together. But it lacks a sense of administrative integration or sense of community that is needed. (Fieldnotes, April 4, 1994)

> I don't think the faculty here are very familiar with the terms of the contract. No overall contract is made with the department. The contract, if there is one, is made with External Degree Program and Continuing Education .... I think most of the people here are very uninformed about what might be involved .... There are certain terms we know that we can operate under .... Once the contract is established, and provided we have feasible arrangements for travel and for controlling the back-to-backs, then the military have been pretty good about letting us manage who will participate and how the courses are designed and what the program requirements

are. So the academic part of it has been left in our hands pretty much; which is as it should be. (Fieldnotes, June 6, 1994)

Well I think the [department and program administrators] should have read the contract but I don't know that that happened. I don't even know if it was offered .... We didn't [read it]. We were naive. Everybody's got their own schedules and couldn't deal with the details of the contract. It's like buying a house to some extent. You kind of feel like in some ways the realtor works for you and needs to present fairly objectively the advantages and the disadvantages. (Fieldnotes, June 21, 1994)

The department was positive about it in general in terms of offering masters degrees. [Faculty in the program area] weren't [because we] didn't feel comfortable with the doctoral degree so that was put off. So the department in a meeting expressed a commitment to do this .... I don't know that we agreed to, understood the details .... I'm not sure the faculty were all on board with the idea at the time ....

From my perspective as a faculty [member], I don't feel like I have a lot of ownership in it and in the rules and the specifics of the contract. (Fieldnotes, June 21, 1994)

These faculty comments are compiled from respondents in two of the three departments studied. Contrast these comments with a respondent from the third program area.

> My faculty have a tremendous amount of ownership. The faculty are still part of the decision-making process. One is committed to what one is involved in. Our faculty ... part of what we talk about in faculty meetings is External Degree Program. That is part of our agenda .... Yes, we own it.
>
> Let me give you an idea of what our commitment has always been. We were the first program to offer the weekend format. In fact, I proposed the weekend format and people laughed at me .... We were the first program to have trust walks out ... way back when. We did games, simulation games back when people were not into simulations. But always, we were looking for new ways of providing our students with experiences that would be meaningful for them. (Fieldnotes, July 20, 1994)

In this department, the faculty are involved in all critical and maintenance-type administrative decisions. Perhaps the most simple yet striking portion of this statement is, "One is committed to what one is involved in." One might recall that External Degree Program was created by faculty. The administration shared a problem with the faculty and challenged them to solve it. Their solution became External Degree Program. Over the past thirty years, faculty in the first two departments seem to have lost this connection.

The department in which faculty are involved and reportedly feel a sense of ownership is the only one that has maintained the same leadership throughout its affiliation with External Degree Program.

One of the first two departments plans to use a consensus-building model to create a sense of ownership in the faculty. That department will return its income from External Degree Program to the faculty and allow them to "...decide what to do with it. I mean try and get ownership, let them see the results of it and have some ownership over the result in terms of dollars" (Fieldnotes, June 21, 1994).

Commitment Based on Compensation

The issue of financial incentive arose again as an element of ownership. There is a feeling among some that faculty are paid to go to a site and teach a class, period. They are not paid to become involved in External Degree Program beyond that limited commitment. An administrator describes that feeling and the possible counter to a "mercenary" faculty.

> If my perception is that I'm a mercenary, you've hired me for one week to go to place "X" and drop pearls before 23 swine. And I leave and I collect my paycheck and I come home, then I don't feel I have any obligation. That's your deal with the Department of Defense. Not only do I not care about it, I probably have some disdain for it. If, on the other hand, you sit down with me and you say here's what the contract looks like. You have an opportunity to participate in it. But I want

> you to read the contract. I want to talk about it with you,. I want you to understand everything that is involved. That is a whole different set of circumstances.
>
> If I as an intellectual have an intellectual understanding and make an intellectual commitment, I have made a very serious and very real commitment. If, on the other hand, I'm just some flesh you've hired ... I'm simply saying if what you did was hire me for a week, you got me for a week. And that's all you got me, not anymore. (Fieldnotes, June 16, 1994)

The issue of ownership appears to involve a balance between faculty's desire to be involved and faculty's desire to be spared administrative burden.

Program Control

The second element of this theme is control of the External Degree Program. Control includes academic control, administrative control, and legal (contractual) control. The academic units (deans and departments) maintain academic control of External Degree Program. The Continuing Education Division is responsible for administrative control including financial issues. Legal control is held in a contract between the DOD and State University through the Continuing Education Division. Although every respondent clearly stated these divisions of control, some shared concerns that others intended to usurp control. These concerns are implicit rather than explicit in their statements.

The issue of control is not a new concern. In 1968, one department's Committee A (faculty governance group) sent a letter to the State University president regarding External Degree Program. They wished to assign the highest priority to academic issues.

> It should be recognized that the academic program must remain the primary concern in all commitments made. We submit that this includes the consideration of where the program will be offered and the extent of the commitment. (Personal communication, November 25, 1968)

Faculty's feelings about academic control are strong. Consider the following statement.

> I think the way this is organized is exactly as it should be. The program and its integrity belongs to the faculty who own it .... I've thought about this and I have some very strong beliefs about it. It doesn't mean its given by the hand of God, because another faculty can own it and it can look quite different, I understand that. But this one, by God, is ours. We own it and we put it out there. (Fieldnotes, June 16, 1994)

When academic control is challenged by administrative or contractual issues, this disconcerts the faculty. For example, the DOD contract recently required one program to expand to an additional site. The faculty refused to expand claiming that to do so would jeopardize its overall academic quality. This created an impasse which remained

unresolved throughout this study. The faculty point of view is described by this respondent.

> Who owns the program. I think that's an issue. Who decides when to go to what site. I think we, only the faculty can make the decision on what sites to go to based on information provided. We want to look at how we can expand in a manageable way. How can we ensure a timely expansion in order to have control over who is teaching, what are the resources at that site, [and] are they adequate for what needs to be done? Because the contract doesn't give us the authority to do that and I think only the faculty have the authority to do that. (Fieldnotes, June 21, 1994)

That point of view is supported by a departmental administrator.

> The degree that we offer ... is under the control of the faculty .... We define what we do ...and if it's acceptable, fine. If it's not, that's fine too .... We are responsible for a degree and its integrity and the offerings and what goes into that and I think that's the way it ought to be. (Fieldnotes, June 16, 1994)

The faculty of this department are willing to discontinue their involvement with External Degree Program rather than compromise their stance. They do not fear any contractual repercussions from the DOD.

In contrast to the faculty, the Continuing Education Division staff who work with External Degree Program feel quite constrained. They feel bound by the institution and bound by the contract.

> But in terms of the perception of my legitimate power over here [in the role of Continuing Education Division staff member], the perception is much greater than the reality. Not my perception, I am quite clear and I have been since the beginning. But State University is unique in that no other organization has someone in [a similar] role ... over here that has as little power as I do. And so they look to me to be able to do things and to influence and to make things happen and I can't do it....
>
> Right, but that is also defined in terms of what the university says I am allowed to do, the level of freedom I have [as a staff member in the program] is very prescribed. (Fieldnotes, May 11, 1994b)

While faculty may feel some power to walk away from the External Degree Program, they feel limited in their authority to exert control within the parameters of External Degree Program.

> But the credibility of our program is our responsibility alone. And to give up authority over that is reneging on our responsibility .... I feel on one hand I have the responsibility for something but not the authority to carry it out based on the terms of the contract. Or based on what I'm told is the way it's supposed to be done. (Fieldnotes, June 21, 1994)

When asked to respond to these types of concerns, one administrator replied that the problems may be more perceptual that actuality.

> So I don't buy the model that the contract drives us as heavily as [she] suggests. Now it may be that she perceives that, I don't question that, and it may be that some occasional ESO's perceive that, but I've been working long enough with some of these ... we pick up the phone and talk to them and they are very willing to bend and move. (Fieldnotes, April 26, 1994)

Role of a Contract

The third element of ownership is the clearly emerging issue of the role of a contractual relationship in educational programs. External Degree Program operated primarily under a memorandum of understanding (MOU) with the DOD until a recent program expansion. Now part of the sites are managed by MOU and part under contract. Under an MOU, ownership and control are shared. The client and provider work cooperatively to develop services that meet the client's needs. The following excerpt of a letter from the chief of education services for one military branch to the External Degree Program illustrates the spirit of an MOU.

> I hope you will be in a position very soon to schedule seminars following the one to be held here in March 1969. As you know, we met with Dr. [Doe] and we would like to work with him on the scheduling of an occasional seminar in [business]. At this point in time I am alerting you to this development since both of your programs are so closely allied I do not feel that they are in any way competitive [sic]. An occasional seminar in [business] interspersed between your seminars would, I think,

> benefit everyone concerned .... I am willing to abide by your decisions. My only concern at the moment is that we make every effort to schedule in Wiesbaden at least one State University seminar per month. (Personal communication, November, 1968)

In this letter, the client raised issues and suggested some ways of responding to them as part of a dialogue with the provider. The dialogue is intended to lead to a mutually acceptable solution. An ESO gives her perspective on an MOU.

> With a Memorandum of Understanding it's a little more flexible [compared to a contract] .... You know, there are some other little things in it, but that's pretty well the way it works. There is a lot of cooperation and a lot of information sharing. (Fieldnotes, April 14, 1994c)

The ESO went on to explain that a lot of business under a MOU is handled "over a cup of coffee."

> I'm a member of the Career Counseling Association and the Employment Mission on the Employment Counseling Association .... We just came back from a worldwide conference .... That was something that I would really like for more universities and colleges in [this state] to join in .... I mean colleges and universities ... who deal with the military [were there] .... I think that would be an advantage for military and for State University. Because its very viable and we talked about contracts and working [together]. If we had had a representative from State University there, the

guy who does the contracts was there. They could have just sat over a cup of coffee or something. You get a lot of work done that way. (Fieldnotes, April 14, 1994c)

State University had operated External Degree Program under these conditions for almost thirty years. A few years ago, External Degree Program expanded to a new military command in which educational services are managed by contract. This has created many new challenges related to ownership and control.

Under the contract, the military dictates the elements of the schedule. Specifically, a student must be able to enter the program at any time and to complete a degree in two years. This challenges academic control because departments must schedule core courses and emphasis courses much more frequently, about twice as often. As a result, there are fewer slots to schedule elective courses. One of the benefits to departments of External Degree Program is the opportunity to create and test new courses. This occurs in the elective courses. Also, the administrators who teach through External Degree Program frequently teach elective courses. The contractual requirement places added burden on departmental resources at the same time as it reduces benefits to the departments and faculty.

The military requirements also affect the departments' ability to place prerequisites into their curricula. In order for students to satisfy prerequisites in a two year time frame, those courses would have to be offered practically every other semester. One department is trying to enforce four prerequisites in its curriculum. The prerequisites will be

scheduled once every three semesters on a rotating basis. It is still doubtful that students will be able to complete the prerequisites on this schedule. The repetitive scheduling of courses places an increased burden on the faculty who teach those courses. Additionally, the same number of enrollments are spread over a larger number of class sessions. As a result, the income for each course is lower and the total financial benefit to State University is reduced.

Another contractual requirement places a human resource hardship on the department. The DOD requires faculty to teach at least 50% of courses on a back-to-back schedule. They must teach two courses consecutively. Recall that State University has an academic rule that prohibits faculty from being away from campus classes more than one week in any semester for the purpose of teaching in External Degree Program. These academic and contractual obligations are incompatible in many cases. Courses are scheduled at the beginning of semesters and during semester breaks and holidays. This is often unsatisfactory to faculty who lose the blocks of time that previously were available for research, projects, and personal responsibilities.

In addition to these challenges, there are many contractual problems based on perceptions and functional barriers. Recall that the contract and its details were frequently mentioned by the faculty who felt a lack of ownership for External Degree Program. The constraints of a contractual relationship may be perceived by DOD personnel too. In the conduct of this study, I found the ESO's who operated under an MOU to be very open

and willing to participate. In contrast, personnel in locations operating under contract were very limited in their answers and did not allow the interviews to be recorded.

Functional barriers impair State University and the military education services. For example, when the DOD contract mandated a program site expansion, there was no effective means of negotiating. Problems that could have been worked out "over a cup of coffee" became untenable for the academic decision makers at State University. The contract provides no forum for the negotiation of conflicts such as the site expansion. The military's position was that it had a contractual right to demand the expansion. The academic department's standpoint was that it did not have the resources to make the expansion and to do so would jeopardize its total program. Therefore, it refused. Had negotiations been possible, the department would have compromised. It would have agreed to work toward a site expansion at a future date. The faculty believed the timing of the expansion was poor and that it needed time to stabilize and develop a plan for program and site growth. Instead, the site expansion has not occurred and the issue remains as a large and visible point of conflict between the academic department and the External Degree Program.

These barriers frustrate ESO's too. One of the ESO's who has experienced both management arrangements says, "Under an MOU, if I have identified a need that needs to be filled, I can fill it. Under a contract, I am limited to the bag of tricks [in that contract]" (Fieldnotes, May 11, 1994).

One explanation for the added hardship is that the functions of educating personnel and managing the contract are separated. The ESO lacks contractual authority to implement his or her plans and the contract officers frequently lack educational expertise to make programmatic decisions. A Continuing Education Administrator explains, "The army contracting officer is almost totally separated from the army educational officers. [It is] kind of like they're out there, they are contracting officers, they do the contract" (Fieldnotes, April 26, 1994).

Another problem is that the long-term nature of contracts lock the military and External Degree Program into a program which was based on two-year old need assessment data when it was formed two or three years ago. Changes are difficult because the contract places the military in a superior position and puts the educational institution in the subordinate role. The ESO explains, "A contract is more unilateral. Under a contract, you must work under a contract officer and on a five-year cycle. A contract can create an us versus them situation. An MOU is a gentleman's handshake. A contract creates hierarchy" (Fieldnotes, May 11, 1994).

Establishing Program Goals

The final element of the ownership and control theme is the establishment of goals for the program. This is the "marketing versus academics" conflict mentioned previously. The Continuing Education Division is virtually financially self-sufficient, generating more than 90% of its income from operations. In contrast, the academic departments generally

operate degree programs with support from the state and from tuition. Under the Continuing Education Division model, it is advantageous to have as many programs, program sites, and students as possible. Volume brings economies of scale and a greater total income. In contrast, academic departments frequently try to limit enrollments to control the student/teacher ratio and other quality issues. The departments operate on a fixed budget with some added income related to enrollments, but the incentive for higher enrollments is very small.

These two goals run into a head-on conflict in External Degree Program. Because External Degree Program is co-administered by the Continuing Education Division and the academic departments, this conflict frequently emerges and underlies other conflicts such as the impasse over site expansion.

The following discussion with a Continuing Education Division administrator portrays the "marketing" goal of building additional programs from the base formed by External Degree Program.

> I've also suggested that through External Degree Program we would make a linkage with some European university ... where we would create what I call an in-depth relationship that would have ... kind of a vertical integration of their activities where they run from relationships between the mayors of the cities, relationships with the rectors and/or provosts, relationships have created a joint international journal, so

on. By exchanges of faculty and students, I think that's available to us because we have the infrastructure in ....

Particularly I've tried to ... think about using the infrastructure in External Degree Program to create programs in Europe, particularly in Germany. I'm thinking of a kind of corridor or triangle ... where we would have not only the infrastructure, which we do have, to support the military classes, but also start-off in non-credit work. (Fieldnotes, April 26, 1994)

Another response that would be made in pursuit of the marketing goal is to adapt programs to match the needs of students as suggested here.

There is no question that most of the people out there are interested in [practical applications] and I'm sure those that are working on a new degree, there is going to be the pressure to have as much of that category of coursework as possible. (Fieldnotes, May 3, 1994)

The following discourse illustrates the counterpoints raised by individuals with primarily academic goals for External Degree Program. These academic decision makers hold little interest in program expansion or adaptation of their programs to suit student needs. These actions, they say, will compromise academic integrity.

When we talked about what might an institution do that's involving continuing education, [it's] the same things that goes on campus with the same people, and that's what we're trying to do. I think market driven is just fine if you're selling

Subarus or if you selling ... life enriching experiences or you're offering recreation. .... In our case, what we're offering is a degree that we as a faculty have defined ....

But I guess my point still is that what we have is a Professional Studies Degree. We don't have a [more applied] degree. I don't want a [more applied] degree. We don't offer a [more applied] degree on campus. And coming back to our original conversation, therefore, we ought not to offer one elsewhere. Regardless of how somebody outside the department has chosen to advertise it with all the best intentions in the world ....

One of the prerogatives and responsibilities of faculty is to define what goes into a degree .... I don't think you line up all the freshmen in the stadium and ask them what they would like .... What we have to offer is what we have to offer. It reflects our faculty, its resources, its interests and what it has determined to be its appropriate degree offering. If that doesn't work for a potential group of student consumers, to use that perspective, that's okay .... If that doesn't work; hey, that's fine. We are not, cannot be and ought not to spend one minute of time trying to be all things to all people. (Fieldnotes, June 16, 1994)

We've made every effort to [have our programs match the needs of students] whenever possible from what I can see. As a philosophical question, the answer to that is I see us developing a program that capitalizes on our strengths, providing

> information about that program so people can make informed choices. I don't want to be whatever the hot thing is and try to switch and serve whatever needs the students have, you know, what the particular group of students want. I don't think any of our faculty would agree with that. Because that means we're trying to be something that we're not, and I don't' think we could be very good at doing that. (Fieldnotes, June 21, 1994)

To summarize the second theme of program ownership and control, power is shared by the administrative stakeholders in External Degree Program. In this sharing, each reports a feeling that they lack control over the decisions that are made. Many of the stakeholders in the academic departments report that they feel little or no ownership of External Degree Program. These feelings of lost control and ownership appear to have some relation to a lack of information about the program's administration in general and about the contract in particular.

Quality

The third theme, quality, also involves conflicts about control. But these conflicts revolve around the common issue of quality. It is important to understand that all of the stakeholders are very concerned about quality issues.

Quality as an Absolute Requirement

To varying degrees, the stakeholders insist that high quality be maintained or they will withdraw their resources from the External Degree Program. Ultimately, this central administrator supports that stance.

> .... We just can't expand ad hoc. There must be reason, that we must have timelines in which to expand. I think we have been in negotiation to do that. If the military is opposed to that, I'd say you're out of External Degree Program in Europe. I would never ever compromise our programs for the sake of the military contract. There are out clauses in there, if we don't perform that they can cancel the contract....
>
> The quantity vs. the quality issue .... They [administrators at the department level] are at the point now that if the quality is going to suffer, they're going to say, " I'm out of here." And that's exactly the right .... The very second we begin to compromise the quality, we compromise every student that has ever graduated from that program. (Fieldnotes, June 7, 1994)

A departmental administrator describes the same willingness to pull out of External Degree Program from another point of view. If faculty feel quality is compromised, or if another issue makes them choose not to teach in External Degree Program, the department would be forced to pull out because the faculty teach on a voluntary basis. There would be no one to provide instruction.

> My only feeling is in a place like this, you can't make faculty do anything. And anything you make them do, you'll regret making them do eventually .... [In a conflict between External Degree Program and my faculty] I would scamper around furiously trying to figure out if there are alternatives or if I have to force faculty, or try to force faculty, to do something they don't want to do .... [But], if I get to that point, if push comes to shove, I'm going to have to live with this faculty on a continuing day-to-day basis as long as my professional life is associated with State University .... I probably would say, "Well, take this job and shove it." (Fieldnotes, June 16, 1994)

The Continuing Education Division administration is equally willing to cancel a program if quality becomes unacceptably low.

> A good example is when [a professor] went to Washington, DC and told that class that, "Well, I haven't been in Washington for a while and so I'm going to go out sightseeing." They could go ahead and write some reports and he would listen to them at the end of the week. Well, in that instance I came unglued. I went directly to the dean of the college and said, "We will no longer tolerate this, I don't care if it's the department chair or who it is." If this is the kind of program that we're going to deliver then we are going to cut out [the department from External Degree Program]. (Fieldnotes, April 26, 1994)

It is evident that the quality issue is a "deal breaker" for the External Degree Program.

Quality Defined as "Sameness"

Since the program is dependent upon the participation of all stakeholders, it is imperative to define quality. One key definition that was brought up by all stakeholder groups was "sameness" as compared to the on-campus programs. This sameness was an important consideration in the faculty and administration's willingness to support the start-up of External Degree Program. One of the program co-founders recalls,

> This program does not belong to the university administration. It belongs to the faculty because the faculty worked through the academic problems that had to be solved to satisfy their own consciences and their own very high academic standards. They had to know that when they graduated a person who was a student in the External Degree Program format, that person was as well prepared and qualified and knew as much as the people who came to the campus and took their masters degree on campus. They gave the same exams, the used the same texts, they gave the same lectures, they just changed the format. They were able to compare, you see, at the end of the three years, the performance of the people who were "External Degree Programmed" with the performance of the regular students on the campus. My memory is that they were astounded. (Fieldnotes, July 7, 1994)

A professor provides a personal definition of quality based on the "same learning experience."

> It is my intention that all of my students have the same experience .... What does that mean? I would say there are certain basic issues I wish them to address intellectually. There are certain kinds of experiences I wish them to engage in. And there are certain sorts of behaviors of mine that I wish them to be witness to .... I would not tell you it is exactly the same experience because the time frames are different. The mechanics are different. The dynamics are different. The opportunity to send them to a major research library is different in one place as compared to the other, etc. So I don't construct the variables in the class in precisely the same way. But I would hope the students go away with the same kinds of understandings and perspectives and feelings about me. (Fieldnotes, June 16, 1994)

This institutional concern for sameness is so critical that State University has commissioned two separate studies to verify the comparability of the External Degree Program and on-campus programs. The first was the trial delivery by two professors in 1966. The second was conducted in 1982 as described in the External Degree Program student bulletin.

> In 1982, External Degree Program became (and still remains) the only graduate military program to undergo external evaluation. The Educational Testing Service

of Princeton, NJ, conducted the study. The findings of this study compared main campus classes to classes offered through External Degree Program. The findings were that classes were the same or similar in the following:

1. Student class reading assignments;
2. Textbooks of equal length and difficulty;
3. Syllabus in an expanded form to guide the student through the class reading assignments;
4. Examinations in essay or short-answer format; and
5. The methodology format of lecture and discussion.

The major differences are in time-frame (prior study followed by intensive class sessions) and location. The care take to assure an experience comparable to that of an on-campus student was recognized in the findings of the 1982 Educational Testing Service study. (External Degree Program, 1994, p. 4)

Some would claim that the students are the same. The following statements matches the observations of this researcher. External Degree Program students seem to have different experiences and a different social norm. Otherwise, they are very similar in terms of academic goals and concerns.

I think the [External Degree Program] students are not meaningfully different. I think their behavior and responses are potentially meaningfully different....

> When I visit and am involved with External Degree Program students, almost to the last student in the class they are full-time employees, utilizing the brief time they have with me to achieve a specific, practical, hands-on kind of experience and goal. I think the students on campus have roughly the same orientation; but, because they are in my territory, I think they are more willing to accept my rules and they are simply more quiescent. So I don't think the students are meaningfully different. (Fieldnotes, June 16, 1994)

The general concept of "sameness" is that External Degree Program is essentially the same program a student would receive on campus, it is just offered in a different location and paid from a different sources of funds.

> I guess I've got kind of a basic philosophy on many of these programs. The academic program should not be any different. The only difference that I could see between the academic content and the academic quality between programs that are run through the traditional university and those that are through the Continuing Education Division, the only difference there ought to be is resources, where they're coming from. Then the quality should be the same. (Fieldnotes, April 26, 1994)

Faculty Quality

A second element of program quality is the quality of faculty. One very visible administrator shares a feeling that the burden to demonstrate respectability is even greater when one is associated with the External Degree Program.

> I have made a very conscious effort to do all the things that one is expected to do to maintain some kind of respectability. So I have indeed continued my publications. I've continued my service and other activities. That's helped us too. (Fieldnotes, July 20, 1994)

The use of resident, related, or "superior quality" faculty is a primary consideration of the State University faculty and administrators. This practice was commonly cited as a quality control issue.

> We have one Graduate College, we use as many in-resident faculty as we can. We try to maintain that at a 60, 70, 80% ratio and if I ever found out we got less than about 60%, I would begin to query the area that was doing that. (Fieldnotes, June 7, 1994)

> We are going to clarify at our next meeting that we do not use adjuncts, we use visiting professors. The folks we use are of high quality and are not adjuncts in the traditional sense; this is not a part-time avocation for them. In fact, our faculty through External Degree Program includes some of the best faculty in America. In some cases, the faculty are superior to ours on-campus. (Fieldnotes, April 4, 1994)

We do not hire, and I tell you, I use terms that belie my biases; we do not hire a mercenary faculty that is unrelated to the main campus faculty. (Fieldnotes, June 16, 1994)

Academic Quality

Academic quality in External Degree Program is not only a requirement, it is a source of considerable pride. In particular, State University cites its quality as a factor that distinguishes External Degree Program from other, less than reputable military education programs.

Department Administrator

We take some pride in it. It matters to us that it be not only a flourishing program, but a good one. So we like to be careful about who we appoint to teach in External Degree Program. I do think that the students out there are getting a much better quality program than most off-campus programs. We almost never resort to the kind of pick-up faculty, the retired military, that a lot of [military education] programs use. I hope the students do realize that. (Fieldnotes, June 6, 1994)

Military programs in literature are some of the worst, at least have a reputation for being some of the worst programs .... I don't want to do that, I want to do a good job. Not only to maintain the integrity of the degree, but so the students can say I got a great degree from State University and it means something ....

> But to a point, then it [External Degree Program] starts to compete with what we consider, what we're trying to achieve in terms of quality. What we're afraid of is becoming a diploma mill. I mean it would be real easy to do. (Fieldnotes, June 21, 1994)

Student Perceptions of External Degree Program's Quality

The following statements reveal student perceptions regarding the quality of External Degree Program's degree programs. One student had a criticism which is included. Otherwise, these responses suggest that External Degree Program's stated commitment to quality is recognized by students.

> We don't go to class on Sunday because he gave us a take home exam. So he gave us the time off. Well excuse me, I don't want a take-home exam. Don't waste a day of our time because you decide that you would give us a take-home exam. A take-home exam means exactly that. (Fieldnotes, May 9, 1994b)

> I feel like it meets as well [sic] the academic standards as my undergraduate education did .... Really, I feel like I get more out of just being able to read the book ahead of time, get out of it what I can get out of it, and maybe reading a paper ahead of time or doing some research ahead of time. I go in and sit in the class really intense for two weekends. If feel like I get a lot out of it. (Fieldnotes, April 14, 1994d)

> If those people who don't study as much, their grade's gonna [sic] reflect it. If you don't study, you can't help but go to these classes, and if the professor is good, you are going to sit in these classes and you have half a brain you are going to pick up on the information, get some good information. But if you don't study the books and you don't do your class material and take it upon yourself to explore further dimensions, your grades are going to suffer. You are not going to get as much out of the program as someone who does. That is one thing I am just real super good about is when I am done with each class I feel I'm maxed out with potential to class and there is always more room to keep learning. (Fieldnotes, April 14, 1994)

Quality is a primary concern of all stakeholders in External Degree Program. Both academic and Continuing Education Division administrators report a willingness to end their relationships with External Degree Program if quality is compromised. Quality is defined primarily by comparability to the on-campus programs. The quality of the faculty is another consideration. Another measure is being different than programs that faculty consider to be low quality or "diploma mills". On the whole, the high quality of External Degree Program is recognized by the students.

Program Planning

The final theme and concluding topic of this chapter is the primary focus of the study -- program planning. The program planning process is reported last to facilitate

reflection on the descriptions of the stakeholders and the issues raised in the three previously described themes. This research asks if current program planning models account for the processes and activities required to develop and implement a complex educational program.

Need Assessment

Program planning models include need assessment as one part of the planning process. Many base the entire process on the identification of needs. In External Degree Program, the client (DOD) has traditionally identified the needs of students for External Degree Program. An ESO explains the importance placed on need assessment by the education services.

> [Need assessment is] used for everything. It's used to upgrade our learning centers. It's used, we send it out to the chain, we send it to the commanding general for program development and changes and to the base commander ....
>
> [Need assessment addresses] everything. We survey maybe, like 500 surveys on post, all different ranks, military, non-military, civilian, retirees, family members, contract workers, and we ask them questions on there about our facilities, what they would like to see different such as changing hours, changing programs ....
>
> Then from that we can go forward with a proposal on how to utilize the X amount of dollars that we have. (Fieldnotes, April 14, 1994c)

Though the military conducts need assessment on a frequent basis, significant periods of time pass between assessment and program implementation in a program the size of External Degree Program.

> In the [last] contract request for proposal, the data on which that was based was two years old. Two years old. Let alone whether or not, you know, it was current or objective [or] completely responsible research. (Fieldnotes, May 3, 1994)

A seasoned ESO admitted the need assessment has limited efficacy as a planning tool. In addition to time delays between assessment and implementation, "The response rate [on needs assessment surveys mailed to military personnel] is 30%, down from 60-70% a few years ago" (Fieldnotes, May 11, 1994).

These data suggest that formal need assessment has little application for program planning in this context. Programs are developed primarily on the basis of historical data (existing programs are repeated) and the ESO's best intuitive guess (Fieldnotes, May 11, 1994).

Format

The External Degree Program intensive format is a primary distinguishing attribute of the State University program. This format affects program planning in two ways. One, most students can only complete one course per month. As a result, courses in a given degree program must be distributed throughout the schedule on a one course per site per month basis. Two, professors cannot take a course taught on main campus and teach it in

the same way through External Degree Program. A professor and student describe the outcome when a professor fails to adapt his or her instruction to fit the intensive format.

Professor

> I know that if I have only 30 hours of time, I have to think about how it [the course] has to be restructured .... I had to think, what can I take from the [lengthier] course and put into this two hour course. And then what can I assign to the third hour .... They [professors] are trying to take the three hour course, cram it into an intensive format course, and follow the same way to deliver it. How can you give a mid-term exam when you have only five sessions? (Fieldnotes, May 11, 1994b)

Student

> I find that the professor [in my upcoming course] has made, directed some assignments that need to be done during the week. That is going to be very difficult for me. If I can do them ahead of time when I'm not in school, I can have the evenings to do that. But if I have to get up in the morning at 5:00 a.m. to go to physical training and work till 5:00 p.m. or 5:30 p.m., drive until school starts, get out at 9:30 p.m., travel for 30 minutes, up again the next morning. It's difficult to concentrate any amount of time. (Fieldnotes, May 9, 1994)

The quality of learning is low when an instructor fails to adjust to the intensive format. Yet two different students describe advantages they have realized when the format is effectively used.

My wife ... goes to class one hour, three days a week. Usually, she is scrambling between classes. But I just take one class at a time. So when I take that class, my attention is totally focused on that class and on what I'm getting out of that class. She is so scattered between finance and business and accounting that she is not really getting as much as she could have gotten just focused on one class. (Fieldnotes, April 14, 1994d)

Sure, that's one thing in the format ... they come here two weekends and it is intense. It's like trying to take a drink of water from a fire hydrant. You just open it up and you know you try and take it all in. But in order for it to fulfill your self goals, to get something out of that class, you really have to spend your time studying the material before you get to class and then when you are in the class I spend a lot of time asking questions. The professor can't teach you everything just in that short limited period, but they do expect you to have pretty good concept of . (Fieldnotes, April 14, 1994)

Content and Scheduling

Two of the departments described their decision making processes related to program content and course scheduling.

> The courses are determined by a departmental committee in terms of what we think a master's degree in our discipline ought to look like. So we have a core. We change it over time. But it corresponds to what our professional organization says it ought to look like. Then, we have so many sites, we try to take the core courses particularly to the sites. We have a model where, we'd like for the students to be able to complete the program in two years. So my assistant tries to schedule all of the core courses through the sites. We cycle them through the sites so that anybody at any site can get all of the methods offerings, a reasonable number of electives, and so on. It's a major piece of work to run this program.
>
> Most of our faculty teach through External Degree Program, but we do not compel all faculty to teach. Junior faculty, for example, who want to put together a research agenda do not care to teach and they don't teach. There are people who would prefer to teach less than others. There is nothing mandatory or compulsory. Most faculty teach and most take more than one assignment per year, but we are particularly sensitive to those who do not want to. (Fieldnotes, April 4, 1994)

> We have our core courses which provide the minimum we think they need, so that is an easy decision .... As near as we possibly can, I wanted our curriculum to reflect not the state, but the United States. Ideally, if you really carry it to its logical extension, it should really reflect the global community that we live in .... We ask the site reps to tell us, give us a dream list. That's exactly what it is, a dream list. What do you think you'd like to have? Then we take a look at one, if there is a consensus that courses will go. I trust site reps. Those who have established themselves and have good reputations. They know it better than us. Almost always, we will give them 80% of what they perceive they want. The other 20% is depending on our resources. We try to structure our resources, order them in such a way that we are always channeling them to the sites and a schedule so they can get what they want. (Fieldnotes, July 20, 1994)

The third department's scheduling was observed over a six month period. The department developed its curriculum by a faculty committee. The same curriculum is used on campus and in the External Degree Program. Courses were scheduled across five sites to achieve the following goals.

DOD requirements that:

1. students may enter the program at any time;
2. students are able to complete the program in two years;
3. at least 50% of courses are scheduled back to back; and

4. no more than 50% of courses are taught by adjunct or visiting faculty.

Departmental requirements that:

1. students must complete 12 hours of core courses;
2. students must meet prerequisites;
3. students must complete 15 hours of emphasis courses; and
4. no professor away from class more than one week in a semester.

Departmental preferences that:

1. professors' schedules be accommodated and
2. only regular department faculty teach core courses.

The process of developing a schedule to meet all of these requirements lasted throughout the six month observation period and beyond. The process finally ended when the program administrator insisted that no more changes be made. Several complications arose from the departmental preferences. Two different professors hoped to schedule enough courses during one semester to support living expenses for sabbaticals. However, they did not generally wish to teach in other semesters. Another individual was responsible for teaching two of the core courses and would have to be scheduled five to six times per year to meet the DOD and departmental requirements. Several barriers made this unfeasible. This administrator's comments explain the department's rational for rethinking its own stated preferences.

> I am quickly coming [to] the conclusion that the concept of individual faculty ownership of courses will result in a scheduling nightmare. The more I think about it, the more I feel we need to adopt [another department's] approach which assumes program ownership of courses. The program administrator schedules the courses, faculty have first opportunity to teach in set slots, and if not, the program administrator gets someone else to teach the course. Trying to meet all the individual needs and address everyone's schedule is a nightmare. (Personal communication, July 27, 1994).

Another department has considered the use of technology to overcome some of its scheduling problems and improve overall instruction. Its goals to implement technology and distance learning have not been achieved.

> Two things have come up as issues with External Degree Program that we have got to sit down and deal with as a group. One is that the military is more sensitive to the fact that there is not enough technology used in the classroom. They have a right to be concerned. There ought to be more opportunity for students to interact with technology in classes.
>
> The other thing is that we have the ability, through tapes and other technology, to supplement the curriculum .... We are not using technology very well. I think the military, in terms of quality, has a right to expect it. (Fieldnotes, April 4, 1994)

External Degree Program scheduling decisions must account for the human resource base available to teach courses. They must also adapt to changing demands from students. Individual sites frequently must add and drop courses in response to student needs.

> There are times when people want more courses because enrollments are up, so we have to add courses. Sometimes people [students] have to cancel courses because they are on maneuvers on their end, so we have to substitute something. (Fieldnotes, April 4, 1994)

Human Resource Issues

Human resource limitations in the teaching staff are minimized in two ways. Courses are scheduled when main campus teaching duties are low and visiting faculty are used to supplement when main campus faculty cannot or will not teach.

> The faculty has been pretty good about adapting to the needs of the program. We make offers and they go when they are needed. They understand that the students out there have to have a regular selection of courses offered and they have been very good about that. Faculty know that they are likely to miss a week of classes in a semester. We also try to schedule things during spring break, during intersessions. We try to do more in the summer when a 9-month person is probably more available.

> We do it well, first, because of the visiting faculty. We have about forty of the best faculty in our discipline in America signed up to teach for us. That's how we are able to staff it. As far as our on-campus faculty, we can only be gone one week per semester (per university policy) and we don't abuse that. In the summer, some people get two assignments, so people are not gone from campus a lot because of this. (Fieldnotes, April 4, 1994)

There is no single program planning approach for External Degree Program. The three programs studied follow three different approaches. None of the use the DOD need assessment data generated by the ESOs. Only one uses need data from the External Degree Program field staff. One schedules courses to accommodate students, one accommodates the faculty, and the third falls in the middle. To varying degrees, all three juggle the complex demands placed on the program and come up with the best solution for the situation. None of the programs has achieved an ideal; it's still about compromise.

TABLE 2: SUMMARY OF PROGRAM PLANNING PROCESSES

	Social Science Dept.	Social Arts Dept.	Professional Studies Dept.
Content	• Designed by committee • Same as campus content	• Designed by faculty • Adjusted to student needs • Same as campus content	• Designed by committee • Same as campus content
Scheduling	• Schedule core first • Fill in electives to meet two year schedule • Scheduled on main campus	• Obtain wish list from field • Fill list within resource limitations • Negotiated between campus and field	• Schedule core and prerequisites to meet two year schedule • Add emphases and electives
Assignment of Professors	• Dept. assigns dates and locations • On-campus faculty have first right of refusal on classes • Visiting professors used to fill remaining schedule	• not described	• Schedule and individual classes are adjusted to accommodate needs of on-campus faculty. • Visiting professors used to fill remaining schedule

Learning Environment

Only one of the programs addressed the issue of learning environment; however, it was a consistently described issue within that department. The departmental administrator and students portray a positive learning environment that has been purposively created.

Administrator

> A basic philosophy that I have, we don't always implement it, but we sure try, is that you enter the ... curriculum the first night as a stranger. You don't leave that night as a stranger. You develop relationships and contacts and ... you have the mutual support. We try to create, at least a ... subculture within the External Degree

Program. One can see it with the graduate recognition ceremonies ... where our students come and they look for each other. They are still talking about the experiences they have had. It's a professional, sometimes it's very profound, but it is always a personal journey that we take. (Fieldnotes, July 20, 1994)

Student

By and large, the people that I have had in class have been kind of taking courses along with me since we started here ... in the fall of last year. We've been kind of dragging along together.

I for one introduce myself by my first name .... The soldiers that I work directly with, for example, I work with a captain and lieutenant that I had a couple of classes with ... even though we're students, and there's no first name with us. Now with another captain from another unit and I were first name. We don't work together. But those of us that work together there is that respect. That's me though. I'm not a first name kind of guy, I'm again an old soldier ....

The teachers that I have had make that clear. What is said in the class, stays in the class. If you chose to say something that may be kind of controversial, there is no retribution. There is confidentiality and it is respected by all the classes that I have had. And as I said, I have taken up to 12 or 13 classes now. I'm very confident that if I give an opinion or make a statement that is 180 degrees from the

main stream of how the flow of the class is going, if I feel strongly about it, I say it. (Fieldnotes, May 9, 1994)

Exceptions to Rules

While rules aren't broken for the External Degree Program students, they have been modified to accommodate these students' unique problems relative to admission. A provisional admission status is available only to External Degree Program students.

> And so the provisional status allows students to come in and take courses [while their application is being processed]. And if they get fully admitted, then the provisional status disappears. If they don't get fully admitted then they have another problem ....
>
> It's a different type of a student involved. There's a part-time and full-time worker. Intensive format, the whole ordeal .... That's one reason why we have provisional status. It's the only place we have provisional status. I developed that ... many years ago because I found out that [students] were at a site for two years and it takes 3 and 4 months to get you admitted. You got to wait until you get admitted before you take courses and some other things. It just doesn't work. (Fieldnotes, June 7, 1994)

Student Process of Program Selection

Student decision making is considered as the final element of program planning. The military provides students a maximum range of educational options.

Education Services Officer

> Where we have several colleges who offer programs here .... We pretty much leave it up to the soldier, his needs. By the time they get to the graduate level they are pretty well focused. They are either senior NCOs [non-commissioned officers] or officers. We do have a few younger enlisted soldiers who come in with a bachelors degree and they are working towards their masters .... If they are not sure then we just give them the menu, we show them the options, we show them the time constraints; you know, there are on some of the programs. They might discover they might not want to do anything that is related to their bachelors. (Fieldnotes, April 14, 1994c)

Weekend Format

The intensive and weekend format was decidedly the most commonly cited factor in the students' decisions to attend External Degree Program. Without exception, students reported that they selected the program because of its format or that they perceived of it as a benefit after entering the program.

Ability to Complete the Degree During Tour

A related issue considered by students is the likelihood that they would finish the program during a two-year tour.

> Before my last assignment ... I was applying to Social Science programs back east at that time. There aren't a whole lot of accredited Social Science Degree .... I was

pleased to find that State University had it and that they had a program down here. I was hot to get on to it.

The format of this particular program is particularly good for me. I don't think I would be able to do it, especially in the military, with my full-time job .... So it is very important that I have something that is fixed. At this post, this is a training post, I'm not going to the field, I'm not being deported .... Here I'm here, on the weekends I'm always here. So that is good and I can plan my weekend. I don't have to worry about my job extending late with the possible exception of Friday. So this program is excellent in that regard. The fact that it is short-term, if it's stretched over a couple of months, you know I can plan a couple of weeks ahead at the most. Beyond that I have to be very flexible because my priorities could be changed for. (Fieldnotes, April 14, 1994b)

Same Faculty

A few students were concerned about the quality of the faculty. External Degree Program's use of its resident faculty was an attractive feature for these students.

I wasn't going to be here with an academia that was all based here [off-campus] and had always been based here. They really did have that connection [to main campus], that flow between the two campuses. Same thing that they were going to offer courses in the manner that they are offering them, the learning intensive schedule for

> the two weekend that you schedule, or the extended weekend. (Fieldnotes, May 9, 1994b)

No Residency

Some military education programs require students to complete a period of residency on the main campus. External Degree Program originally had this type of requirement, but discontinued it in the late 1960's because it was a barrier to student participation. One student was aware that other programs require residency and selected External Degree Program, in part, because it had no residency requirement.

> At first, I pursued going with the independent study from Syracuse, but that wasn't going to work out. I didn't have the ability to make it to their summer programs. They have summer residency programs that you have to go to, but I couldn't make it to those. (Fieldnotes, April 14, 1994d)

CHAPTER VI

DISCUSSION, RECOMMENDATIONS, AND CONCLUSIONS

This study presented a complex adult education program to provide both an historical context and a description of its current status. This description provides one account of program planning in action. This descriptive case study is compared to predominant program planning models identified through a review of literature to assess the fit between models and the actual practice in this case.

Discussion of Findings

Historical Context

External Degree Program emerged from personal and professional relationships. The institution and the Civil Service Commissioner came together through mutual relationships with a philanthropic foundation. Within the institution, the two cofounders of the program built institutional support first among respected faculty with whom they had relationships. From this base, the cofounders created an environment in which a select group of graduate faculty would become supportive based on their relationships to the faculty leaders. Then, the general faculty developed a level of interest, and so forth. At the same time, the cofounders developed administrative support within the institution and the two governing boards of regents, again through relationships. The cofounders used

informal processes which were later sanctified by formal meetings and votes. However, the "real" action was behind the scene where these two program leaders gained support through their own networks and through the extended networks that were available through relationships.

The program evolved as part of changes in the environment. External Degree Program was developed in response to a need in the Civil Service. It quickly became a program targeting students in military service. Within nine years after the External Degree Program was established, the American Council on Education issued a comprehensive report on the phenomenon of colleges and universities extending their campuses to reach students at remote sites through external degree programs. A primary focus of the report was military education programs.

Program development was proactive rather than reactive. The two cofounders, and a small group of faculty, pursued the relationships with the foundation that funded the original studies of education for public responsibility. They actively sought and developed a relationship with the Civil Service Commissioner. They brought together the right people in the ideal contexts to cause this program to emerge.

Program development was shared, both in terms of responsibility and reward. While the two cofounders were instrumental to the development of External Degree Program, each engaged others in the decision making process. The faculty were presented with a problem and challenged to come up with a solution. The faculty and academic

administrators established the parameters and boundaries for the External Degree Program. They were allowed to design a series of "stops" that created a comfort zone. For example, the faculty decided that External Degree Program was acceptable as an experiment. They created a series of "decision points" at which the program could be terminated.

The cofounder with whom I visited gave credit for the program to the faculty. This behavior is also evident in historical documents in which the roles of the two cofounders are understated. Nonetheless, historical documents and current recollections of faculty involved in the program development all acknowledge the pivotal roles of the two cofounders. These individuals did not pursue the development of External Degree Program for personal gain. One saw it as an opportunity to push the forefront of adult and continuing education. This program fits into a series of innovations for which the individual is recognized as one of the key leaders in the field of adult and continuing education. The reward was in meeting a challenge, in making things happen.

I did not have the opportunity to interview the other cofounder. However, information from this study leads to the belief that the second cofounder also sought something other than personal reward. The individual was intrigued by the idea of education for public responsibility. The program provided an opportunity to take an inherently professional degree program into the arena of practice. The External Degree Program integrated academics and practice.

This notion that the individuals who led the program development did not seek personal reward is supported by their decision to allow faculty to establish the "reward structure" for External Degree Program. The faculty established the roles of the academic units and the Continuing Education Division. They at least influenced decisions about financial reward. All of the faculty understood the purpose of External Degree Program and they at least recognized that they had influence in decisions about its administration.

The program was primarily an academic endeavor. Academic concerns took precedence over other elements of program design. The External Degree Program was viewed by many as an experiment in education for public responsibility.

The program was not highly learner oriented. The program needs were defined by the Civil Services Commissioner in light of his goal to create a meritocracy. The program content and delivery format was designed by the faculty based upon their beliefs about what should be in a program. The program was designed to meet students' needs and this is the basis for its unique format. However, the degree of emphasis placed on learner needs was not as high as the level of emphasis placed on maintaining high academic quality and control. Quality was defined in terms of External Degree Program's comparability to the on-campus programs.

The program was considered to be highly innovative; yet it ultimately became an extension of an existing program. The academic leadership agreed to innovations in

format and place only so long as the content and personnel remained the same as that offered on campus.

The program did not take resources from State University. From the beginning, the financial burden was born by the government.

The Present Case

The External Degree Program in its present status is highly consistent with its historical state. The program includes more academic degrees and it serves more sites; yet, the enrollment levels are comparable to those realized in the 1960's. The administrative structure is similar to the one that was originally established.

Relationships continue to be instrumental in ongoing program design. Formal negotiations and actions are frequently preceded by informal interactions between members of stakeholder groups based upon personal and professional relationships. For example, all three of the academic program directions said that they seek to influence decisions about External Degree Program through personal relationships with both continuing education administrators and central administrators. I observed one program administrator who regularly called decision makers to discuss actions personally prior to any formal action. For example, the individual might contact a dean by phone to seek resolution of an academic issue, then follow up with a formal letter to request actions that had already been agreed to by phone.

When relationships do not exist, program development is affected. In one instance, a program area could not establish effective relationships with the continuing education staff. Individuals failed to establish mutual trust. Each group questioned the actions of the others. All actions were handled in writing and/or through third parties. These conditions made it practically impossible to perform simple program planning activities such as the development of course schedules and assignment of faculty. Without personal and professional relationships in which to resolve simple problems, the process became bogged down in minutia. Participants became passive in hopes of avoiding conflicts. Matters would remain unresolved until they reached crisis proportions. In contrast, departments that had developed personal relationships between members of the faculty and staff were able to manage development processes with ease.

Respondents report that they do not feel power is shared. Faculty say they do not feel like partners in the program. They do not feel informed about the program administration. They do not understand the contract and do not feel obligated to it. This is a significant change from the original program development in which faculty drove the decision making process. In this case, there is no blame to be placed necessarily. Over time, the Continuing Education Division has assumed much of the logistical, financial, and contractual administrative responsibility. Numerous respondents suggested that this is "as it should be." The sheer program size creates a great administrative burden that the departments do not wish to take on. The departments and faculty simultaneously wish for

greater administrative control and less administrative responsibility. The stakeholders have a dilemma based on inconsistent goals on this issue.

The External Degree Program remains a primarily academic endeavor. No stakeholder group is willing to compromise academic quality in favor of any alternative goal. Academic quality is a primary concern of the decision makers. This has not changed.

The program has become removed from its original mission of education for public responsibility. The program no longer serves as an experiment. The impetus to respond to a "crisis" in the federal government is not mentioned by respondents today. Some of the faculty do not understand why the institution is involved in External Degree Program. People outside the program consistently question State University's involvement in External Degree Program. The original mission no longer fits the program.

Today, the various stakeholders are joined together in External Degree Program through a series of a mutually dependent relationships. Within State University, the program generates income for administrative and programmatic purposes and for the personal benefit of faculty. It provides a sense of pride and prestige to some individuals. The program helps fulfill the service mission of State University. External Degree Program is one of the visible activities of the Continuing Education Division and it serves as a foundation from which other programs can be developed. The military benefits from the External Degree Program by gaining a recruiting incentive, creating more worldly

officers, developing better citizens for civilian life, and helping to balance the effects of the draw down.

No single stakeholder can effectively operate the External Degree Program. The academic units provide the content and personnel for the courses; the military provides the students and funding; the Continuing Education Division provides the administrative, logistical, financial, and contractual oversight.

Support for the External Degree Program is considered to be tenuous, particularly by respondents representing the departments. They find themselves consistently be required to justify their participation in the program. The various respondents listed numerous justifications for their involvement, both at a personal level and as a representative of a departmental or institutional body. Yet, no central mission or purpose emerged from the study. The original mission seems to have lost its fit. No new, centralizing mission has emerged.

Originally, I anticipated that conflicts between the organizational cultures would emerge as a primary theme of the research. This did not happen. There are conflicts, but they are generally incidental to program planning. The conflicts are more philosophical than practical. The only conflict that seems to directly influence program planning is between the program goals espoused by the academic departments and the program goals of the continuing education division. The conflict is discussed as a theme of the research, marketing versus academic goals.

Themes

Four salient themes emerged from the data. The first theme includes a set of data regarding the question of the appropriateness of External Degree Program as an activity of State University. The second relates to issues of program control and ownership among the various program stakeholders. The level of quality maintained in the program emerged as the third theme. The final theme is program planning.

Appropriateness of External Degree Program in the Institution

As a service activity (a description that is not fully supported by the respondents, but one that I maintain), External Degree Program falls into a lower priority goal of the institution and its faculty. This supports the literature which states that service roles are traditionally accorded low status (Fingeret, 1984). The research suggests that this lower status is due, in part, to a perception that service activities draw from institutional resources. The respondents in this case observe that individuals outside External Degree Program voice this concern although the program is actually a contributor to the resource base of the institution. Further, respondents do not believe the institution should support External Degree Programs if it ceases to be financially self-sufficient.

Individuals and groups both internal to the institution and outside of it have raised issues about the appropriateness of the External Degree Program. They have asked State University, as a state-supported institution, can justify the use of resources to educate people outside the state. They have asked how the academic programs can maintain the

integrity and quality levels of on-campus programs when they have many times more students in External Degree Program as compared to the on-campus program. They question the ability of State University to control External Degree Program given its size. These various challenges have been raised for the entire life of External Degree Program. Ultimately, the institution has maintained that the challenges are not valid. The challenges all relate to resource issues. So long as the External Degree Program stays in its secondary role (in relation to main campus activities) and continues to produce sufficient resources, the present administration will accept and support its appropriateness.

Program Control and Ownership

The theme of control and ownership has been discussed as a program element that has changed from the historical context to the present case. Faculty originally felt almost complete ownership and control of the program. Today, faculty feel a loss of power and do not feel informed. They recognize that they do not wish to take on the detailed administration of External Degree Program. This is a difficult issue in which the faculty's goals are inconsistent.

One of the two programs does not report this loss of power and lack of ownership. The faculty are engaged in a greater number of decisions about the routine administration of the program. The data suggest that it is primarily up to the faculty to take the necessary steps to reestablish their own feelings of ownership.

A more serious problem seems to relate to the lack of faculty ownership. At the level of individual faculty, relationships to the External Degree Program are voluntary. They are based on a quid pro quo; the faculty teach and they are paid for their service. Since the faculty do not feel a sense of ownership or control, most of them accept little or no obligation to the contractual commitment made by State University to the Department of Defense. As a result, the faculty are operating in a paradigm in which they are free to withdraw from the External Degree Program, both as individuals and as groups of faculty in a department.

This provides faculty and departments with a sense of power based on an ability to withdraw from the program. It seems that the heightened power is illusory because the programs do not want the External Degree Program to cease functioning. Therefore, it is unlikely that they would actually act on the ultimatums. Nonetheless, several respondents in this case used language to suggest that they are willing to walk away from the External Degree Program if it does not meet a certain set of requirements. These behaviors were also observed in the study.

Another aspect of the contract seems to influence power relations and control. The same program is operated under two different conditions, memorandum of understanding (MOU) and contract. An MOU facilitates negotiate and shared power. A contract places the contractor in a superior role relative to the contract provider. In this case, the DOD could in fact replace State University with another provider of educational

programs. Indeed, State University replaced an existing program. However, it is costly and inconvenient for the military to take this action. Further, it is highly unlikely that the DOD would replace a program mid-contract. Therefore, the contractual relationship focuses an inordinate level of attention to the role of the contractor as provider of resources and as "purchaser" of the program.

This type of arrangement creates particular hardship on the administration of External Degree Program. The faculty and academic departments perceive that they have ultimate authority to make decisions about academic matters. At the same time, the DOD perceives that its contractual relationship to the institution grants it the ultimate authority on all decisions. These two sets of perceptions have met conflict over the issue of program site expansion which was demanded by the DOD and refused by the department. The Continuing Education Division is placed in the role of negotiator between two unmoving forces. In this case, the challenge was exacerbated by a lack of personal relationships between the continuing education staff and the academic program. The normal informal negotiation processes were not available and the issue remained in deadlock for several months. The evidence suggests that this scenario would not have evolved under an MOU.

An element of the conflict within State University over program ownership and control can be described in context of Beder's (1984) research on the characteristics of continuing education organizations in context of their parent organizations. Beder

identified four primary characteristics, resource insecurity, a need for flexibility, a need for autonomy, and insecurity. In this case study, these characteristics manifest in a conflict between the Continuing Education Division's need for program growth and the academic programs' desires to keep the program size small. Volume equates to enhanced resources for the Continuing Education Division which reduces insecurity. The academic programs are unwilling to relinquish control in order to meet the Continuing Education Division's needs for flexibility and autonomy.

One academic administrator described the conflict as a "marketing versus academics" issue. Beder's research found that the model for continuing education is similar to the operation of a business in which the learners are clients whose needs must be met for the operation to continue. The research base suggests that this conflict is a "normal" part of the relationships between continuing education organizations and parent institutions.

Quality

All respondents supported the notion that high quality is a primary consideration in the ongoing development of External Degree Program. For some, it is an absolute requirement. If quality is not maintained, in the way these respondents perceive it should be maintained, the program should cease operating. This stance is typified by the statement, "I would never compromise our programs for the sake of the military contract."

The issue seems to expand to imply that a loss of quality in the external program necessarily equates to a reduced level of quality in the main campus programs.

This rationale is understandable when one recognizes that "quality" for the external degree program is defined by a level of comparability to the main campus program. Therefore, it stands to reason for some that changes to the external program have implications for the "main" program. The institution has taken visible actions to "prove" the comparability of External Degree Program to the campus programs.

Another way of defining quality is to distinguish the External Degree Program from other programs perceived to have low quality. The faculty and administrators frequently said, "We are not ..." and proceeded to name the same three or four military education programs which they perceive to have low quality. The same sentiment is evident in statements such as, "I do think that the students are getting a much better quality program than most off-campus programs."

Program Planning

The purpose of the final theme is to analyze these various sources of data to address the research question. How do a diverse group of organizations work together to design, develop, and implement a formalized, contractually driven graduate degree program to serve adult professionals in a military environment? Which if any of a set of program planning models fit the process used?

Pennington and Green (1976) asked a question that is related to, but different from the present question when they asked 52 continuing education professionals from six fields to describe their own program planning activities. From these data, Pennington and Green developed "a general model portraying the program development process" (p. 13). Like this case study, the Pennington and Green research focused on adult and continuing education sponsored by institutions of higher education. However, Pennington and Green argued that the field needed a "generalizable ... general model ... that described the important activities planners in several professions engaged in as they planned learning activities for practicing professionals" (1976, p. 14).

Pennington and Green found that the described activities were grouped into six clusters or types of activities which relate closely to classical program planning models as defined by Tylerian curriculum. There is some overlap between the clusters and they occur in sequence. Cervero and Wilson suggest that this finding by Pennington and Green may ignore the fact that most adult and continuing educators were trained in classical program planning models. Therefore, they may be more likely to use familiar language to describe their activities regardless of the fit of that language to the actual activities. A different set of terms may better describe the activities.

This study continues that line of research. It does not provide any ultimate answer. The Pennington and Green model is intended to be a model that can be generalized to describe the activities of program planners in the development of learning

activities for professionals. Therefore, it is worthwhile to analyze the fit of Pennington and Green's six activity clusters to the program planning documented in this case study of External Degree Program. This analysis helps identify the appropriateness of "predominant" program planning models as tools to describe the actual program planning process used by educators in this context.

Cluster one: Originating the Idea

The first cluster of activities is to originate the idea from formal needs assessment or other source including a request from a client or client group, the availability of funds, legislative mandate, or suggestions from campus faculty or staff (p. 18).

Clearly, any program must originate from an idea. External Degree Program was originally founded as an academic response to a political and social change. Originally, External Degree Program was considered a social experiment, education for public responsibility, as much as an adult education endeavor. I do not believe State University would have responded with the same enthusiasm if External Degree Program had not promised the added element that was viewed by some as a contribution to the betterment of society.

The Pennington and Green model downplays the significance of a formal need assessment; however, it is a key element of most models in the classical viewpoint. Many program planning models begin with a specific assessment of need as the first step of the process. Formal need assessment is not an important activity in the development of

External Degree Program. The "official" military response is that its choice of programs is based on need; however, this notion is refuted by experienced education service officers (ESO), by individuals in the External Degree Program staff and administration, and by observation in this case study. More than one ESO admitted that the data collected through need assessment surveys are not representative of the population's needs. The response rates are low, large time delays occur between data collection and implementation, and the surveys often ask the wrong questions. ESOs rely largely on intuition and experience to identify need.

The military conducts formal needs assessments which contribute, in part, to the selection of programs offered through External Degree Program. Information collected through formal assessments is supplemented by information collected through informal processes by the ESOs to define need from the DOD perspective. Both of these types of data are more influential in programs administered by contract than those managed under MOU.

Need assessment plays a negligible role in program planning activities at the academic level. The academic departments offer "the same" curriculum through External Degree Program as they offer on the main campus. These programs are based on "what we [the faculty] think a master's degree in our discipline ought to look like" which is based on what a professional organization says it ought to look like. Student input regarding needs is specifically disdained in two of the three departments in this case study.

At an extreme level, this seems as absurd to them as lining "up all the freshmen in the stadium [to] ask them what they would like." The Knowles (1980) idea of helping learners diagnose their needs for learning simply is not part of the External Degree Program context.

Need assessment, as defined generally by "originating the idea" fits the practice in the External Degree Program. More specific and formal definitions of need assessment that prevail in many models were not evident in this case.

Cluster two: Developing the Idea

The activities in cluster two are "designed to test and refine the idea before a commitment to proceed with a program" is made (Pennington & Green, 1976, p. 18). Typical activities in this cluster are to informally test the idea with others in one's field to explore the level of interest, to explore the idea on campus to identify resources and refine the idea, to conduct a literature review, and to assess capacity.

In the original Civil Service search for institutions that could provide education for public responsibility, that agency pursued many of these avenues to develop the idea. The Civil Service obtained philanthropic support to hold a series of conferences designed to facilitate discussions of the idea. Similarly, State University held a series of meetings to develop and assess interest in this concept among its faculty.

However, a distinction should be made. In each instance, an individual, or group of individuals brought people together not to explore the level of interest, but to develop

interest. The Civil Services Commissioner held meetings to "make his pitch." The co-founder at State University held a meeting of faculty to consider the idea of External Degree Program. This individual recalled, "I scheduled it, very cleverly ... at times when the supporters were preponderant in attendance."

Today, External Degree Program is institutionalized as a part of State University and the military. Although program development and planning is a continuous activity for the staff and faculty, the level of interest is not an issue. For example, the recent program expansion was based less on interest than on the program's history. The DOD issued a request for proposals to offer a series of educational services. State University proposed some of its programs based primarily on its historical program offerings.

One new degree program was added at that time. However, one person explained, the issue of offering the degree was discussed at one faculty meeting in which the faculty were not all "on board." Yet, the department administration agreed to offer the program and the faculty have fulfilled the obligation. The process was more a case where the faculty and the administration did not say "no" than one in which they gave support to the development.

The second cluster of activities, setting boundaries for an idea, gathering resource support, and obtaining preliminary commitments, accounts for a part of the process followed in the original development of External Degree Program. However, the Pennington and Green model suggests that the action of "developing the idea" is based on

a process of seeking input. In this case, it was a process of developing support. In the present day, the activities in cluster two play very little role in the on-going development of External Degree Program.

Cluster three: Making a Commitment

This group of activities formalize the program effort. This cluster includes activities such as selecting instructors, defining the nature of course content, targeting a student audience, and starting the marketing effort (Pennington & Green, 1976, p. 19). The activities as described by the model do not relate closely to the activities observed in External Degree Program. In the original development, the instructors and content were essentially identified since they were primarily the campus instructors and content. The audience and marketing were defined by the Civil Services. These issues remain consistent and are rarely part of the ongoing program development activities.

The program developers did complete a process which could be defined as "making a commitment." However, the process observed in the case is distinctly different than the type of activities named by Pennington and Green. Administrative level commitment was established thirty years ago and has remained fairly strong since that time. The activities that represent the laying of administrative groundwork or the making of a commitment in the External Degree Program include the development and adaptation of institutional policies, the creation of an administrative entity, and the articulation of administrative responsibilities between the academic and continuing education units.

Cluster four: Developing the Program

Instructional design is the main concern of activities in cluster five including determination of objectives, statement of objectives, development of subject matter, review of literature, design of materials, and selection of instructional methods (Pennington & Green, 1976, p. 19).

These events did not and have not occurred specifically for the purpose of External Degree Program. The premise is that External Degree Program is the same as the on-campus program. The actual process was something of a merger of the existing program to an environment in which time constraints had to be accommodated. The faculty worked from an existing curriculum and developed alternative delivery formats to serve the population.

This process is distinguished from the Pennington and Green model in two ways. One, the process did not involve the establishment of objectives followed by the selection of methods. Rather, a "compromise" was achieved between an existing set of objectives developed by the Civil Service, without faculty input, and a program that existed in an academic institution, without client input. The academic program was presented as a finished product which was accepted. Second, both the faculty and the Civil Service developed External Degree Program not as a student-oriented program, but as an "academic experiment" regarding "education for public responsibility." In short, the spirit of External Degree Program was not the same as that implied in the Pennington and Green

model where the objectives, and thus the methods, flow logically from an assessment of need.

Cluster five: Teaching the Course

This group of activities is the very core of adult education. The External Degree Program has always culminated in the delivery of courses to students.

Cluster six: Evaluating the Impact

Pennington and Green describe the activities in this cluster as the result of previous planning. Typical activities include determination of methods to judge program success, determination of what to evaluate, determination of who will use the evaluation, administration of the evaluation, and use of the results (1976, p. 19).

As an experiment, the very first two courses were carefully evaluated. However, the purpose of evaluation was not and is not to measure impact or results as suggested by the model. Rather, State University and the DOD both emphasized the importance of comparability between the External Degree Program and the on-campus program as the focus of evaluation. This was the purpose of the original field test, the purpose of the ETS study in 1980, and it remains a primary consideration and concern of respondents in this case study.

In the model, Pennington and Green also suggest that the results of evaluation inform the ongoing process through the origination of the idea cluster. This is not evident

in the data gathered in the case study. External Degree Program is not measured by results. It is evaluated by its comparability to the main campus program.

Summary of Analysis

The six clusters of program planning activity defined by Pennington and Green (1976) and presented as a "generalizable" model for adult and continuing education sponsored by institutions of higher education does not adequately account for the processes actually used in this case study. There are four major differences between the predominant practice as represented by the model and the process as documented in this case.

- Spirit of the process. External Degree Program is an adult education program designed to serve "non-traditional" adult students who are professionals in a military environment. But this is not the driving force in programmatic decisions. Rather, the program development (cluster three) is based upon the faculty's belief about what should be in the curriculum. Each program is modified in format only. Two of the three departments strongly articulate a commitment to offer the program that fits their department. If the students choose this program, fine. If the program does not fit the students' needs, the programs would rather leave External Degree Program than adapt their curricula. The third program makes some minor accommodations, but the External Degree Program in all three departments clearly matches the same program on campus.

- Driving Force. Student need is not a driving force in the development of External Degree Program. This is not to say that faculty and others are not concerned about students. Indeed, they do care about students at a personal level. Some listed interaction with students as a primary benefit of teaching through the program. The issue is to understand what drives program development. In External Degree Program, the driving force is administrative. External Degree Program is an institutionalized part of State University. Departments rely on its funding and faculty rely on overload pay. Faculty claim little ownership of the program. It has become like business for them.

  The administration continues to negotiate the relationship between State University and the DOD. The departments and academic administration continue to oversee academic management issues. The faculty continue to teach. Originally, the driving force was a desire to meet a challenge, a desire to be part of an exciting social and political transition. The External Degree Program was avant-garde. It brought prestige to the institution. Today, the driving forces in the program include pride in that heritage, opportunities to "get beyond boundaries;" and need for the benefits realized through the program.

- Purposefulness. The Pennington and Green clusters suggest a purposefulness in the program planning process. There is an implied awareness of the various steps in the process of program development. This awareness is not evident in the data from this

study although program planning was one of the main topics of the interviews and observation. They could discuss the selection of a curriculum content and decisions about scheduling. Other activities did not come up in the descriptions.

- Relationships. Relationships and "political power" played a key role in the original development of External Degree Program. As described in the discussion of the program development activities, relationships formed the infrastructure from which the program was built. Relationships were purposefully used to build support, gather resources, and achieve goals.

  Relationships continue to play a key role in External Degree Program today. While the military and State University operate under contracts and formal agreements, personal relationships have proven effective in working through problems that could not be resolved through formal processes. Within State University, personal relationships and professional alliances have also been used to overcome conflicts and resolve problems. The data suggest that personal power also plays a role in this phenomenon.

The "classical" program planning models as described by Cervero and Wilson (1991) and Pennington and Green (1976) fail to adequately account for the activities related to original and ongoing development of External Degree Program. Further, elements of classical models are absent from the case study. This conclusion is not changed by the consideration of other models in the classical viewpoint.

For example, the models do not address the proactive nature of program development that is evident in the case study. They imply that student needs are central to program planning and they did not emerge as key issues in this case study. The nature of administrative activities observed in the case is quite different that the types of activities described in the models. The case study used a program based on the main campus curriculum and faculty; program development is best described as a negotiation of the campus program and the context. It is not a blank slate but an adaptation of existing conditions. Evaluation measures comparability rather than impact. Evaluation does not feed back into the origination of the idea in the ways implied in the models. The models fail to account for the proactive nature of planners and for the importance of relationships.

The Naturalistic Viewpoint

The naturalistic viewpoint is described by the following common elements: decision making is context-based; there are no correct decisions, just best judgments in the context; learning involves a complex system and programs cannot be transferred wholesale from one context to another; and educators must approach needs assessment, processes, and evaluation within the confines of the context and the values of the organization (Cervero & Wilson, 1991). Naturalistic models generally do not define a linear planning process. Rather, the viewpoint advises adult educators to be "exquisitely sensitive to the context and make judgments regarding what to do based on their own values and theories of action about what works in the real world" (p. 42).

The naturalistic viewpoint does not contradict the findings regarding program planning in the case study. In particular, decision making is context-based in the case study. The same people make different decisions over time depending upon the environment in which External Degree Program is operating, for example administration by contract as opposed by MOU.

The data neither supports nor refutes the notion that there are no correct decisions. However programs have been successful although they have taken different approaches to program development. In the case, programs cannot be and are not transferred wholesale from one context to another. Each institution has designed its own unique military education program. Within State University, each of the degree programs has been independently developed. I observed the start-up of a new degree program. The department sought little input from existing programs. It developed a program which is unique in comparison to the other two programs studied.

Finally, no linear planning process emerged from the case study. Individual program planning activities occasionally follow an orderly process, such as the design of a multi-year schedule in which core courses are scheduled first, followed by emphasis courses and electives. However, the overall approach is not linear.

The naturalistic model fits the spirit of program planning observed in this case study. Brookfield (1988) and Walker (1971) describe models which are closer to describing the philosophical approach to External Degree Program than the other models

described as naturalistic. The learner orientation of Houle's model (1972) and Cross's CAL model (1981) is not evident in the actions of External Degree Program developers as documented in this case study.

While naturalistic models do not conflict with the findings of this study, the individual models are not sufficiently developed or defined to serve as tools for adult education professionals. One of the attractive features of classical models is that they serve as a "roadmap" to assist adult educators in program planning. They are intended to be used like recipes. One just follows the steps to a final product. In contrast, naturalistic models tend to be very philosophical. At most, they guide adult educators' intellectual and ethical practices. This ambiguity is by design. The naturalistic viewpoint asserts that there are no ideal decisions. The viewpoint would also assert that no single model can address program planning in all contexts.

The underlying philosophical viewpoint of naturalistic models is supported by the findings of this case study. However, the models themselves do not account for the activities documented in this case. The case study supports the naturalistic viewpoint, but the naturalistic viewpoint provides insufficient detail to serve as a background against which the process used to develop External Degree Program can be defined procedurally.

Critical Viewpoint

The third program planning viewpoint described by Cervero and Wilson is the critical viewpoint. The critical viewpoint challenges existing relations of power by

engaging educators in "counter-hegemonic" practice (Cervero & Wilson, 1991, p. 43). The view is inherently political.

Two of the three departments studied in this research specifically reject the notion that the critical viewpoint explains their program planning activities in any way. These claims are supported by the data. The third program reflects some elements of the critical viewpoint in its philosophy and in its decisions about curriculum content and faculty. The following statements support this assertion.

> We have a nation that has created a war department and has never created a peace department. We tend to value individuals who earn their ranks and their stripes and their stars by destroying others. We're [the department is] a counter-culture. We teach individuals that they can survive without being destructive....
>
> I wanted our curriculum to reflect not the state, but the United States. Ideally, if you really carry it to its logical extension, it should reflect the global community that we live in....
>
> The more difficult thing we have to teach them is how to survive when there are accelerated conflicts and they are at great risk themselves....
>
> To have practitioners also involved added the real life dimension to our curriculum....
>
> You develop relationships and contacts and you go through as family members. And so, therefore, you have the mutual support .... It's a professional,

sometimes it's very profound, but it is always a personal journey that we take. (Fieldnotes, July 20, 1994).

While this single department's philosophy is counter-hegemonic, this description must be taken in context. The department is counter-hegemonic compared to a military environment and compared to a traditional institution of higher education. Its program planning approach is not represented by the philosophy or model of Paulo Freire. It is philosophically close to Mezirow (1981, 1990) and Tisdell (1993). The data does not allow an assessment of the fit between Mezirow's program planning process and the actions of this department.

The critical viewpoint does not account for the overall program planning of External Degree Program which is highly routinized. The military education services officers soundly rejected the idea that either military voluntary education or the External Degree Program have a role to liberate students or to involve political or ideological activities connected to social or even intellectual inequalities. Students and military education services representatives each suggested that they prefer faculty to leave their personal opinions outside the classroom.

This case study found that program planning models in the classical viewpoint and the critical viewpoint do not adequately account for the activities and processes documented in the External Degree Program. Neither would have served as an effective

tool to guide the planners to the path they actually followed in developing the External Degree Program.

The naturalistic viewpoint models present a set of philosophies that are not disputed by the findings of the case study. The naturalistic models have a level of ambiguity and generality which allows them to apply to a wide range of adult education activities. These same attributes cause naturalistic models to have little practical use as planning tools. They do not describe processes and activities in any definitive way. The activities and processes recorded in this case study are not evident in the naturalistic models.

The conclusion of this research is that no single program planning viewpoint or model adequately describes the processes and activities documented in this case study.

Implications for Theory and Practice

This case study adds to the base of knowledge about program planning in action. Pennington and Green (1976) intended to develop a model that "portrayed the program development process." Cervero and Wilson (1991) suggested that the model might be more representative of the state of adult and continuing education program planning language and professional training than the state of practice. This case study addresses this issue by documenting actual program planning processes in a complex, multi-organizational adult and continuing education program.

Neither the Pennington and Green model nor the other types of models identified by Cervero and Wilson fit the practices documented in this case study. One may react to this conclusion in a number of ways. A scientific, positivist reaction might be that the research is inadequate, therefore, the field must continue to gather information to better define the practice of program planning. Another reaction is to consider program planning an art which is practiced in various ways depending upon the context, resources, and goals of the program planner. This naturalistic response would assert that no single model will ever be developed that can fit all program planning situations.

In practice, a beginning adult educator can seek guidance from a number of program planning models. Most of the classical models facilitate the organization of one's activities into an orderly process. The naturalistic models encourage one to consider the complexity of each context and to recognize that the classical models are simply guides to assist decision making; they are not bibles. The critical models challenge one's assumptions and encourage ethical and social responsibility.

With increased experience, an adult and continuing educator will likely have a diminished reliance on program planning models. Each individual will depend increasingly on his or her expertise and intuition to make program planning decisions. The steps of the process will become less distinct and apparent. This phenomenon can be related back to the notion of program planning models as recipes. The novice cook generally relies heavily upon recipes and follows them explicitly. An experienced cook infrequently

consults recipes and begins to make adaptations based upon personal knowledge and preferences. Eventually, the cook cannot even describe his or her recipe to another. The "recipe" becomes lost in the practice.

This suggests that adult and continuing educators should recognize program planning models as one part of a collection of tools. Novices can learn a great deal from observing experienced educators. My conclusion is that program planning is an art rather than a science. Practitioners who approach it as a science will encounter difficulties if they overlook the importance of "unscientific" aspects of program planning such as relationships, power and ownership, and intuition.

If program planning is more art than science, this has implications for the teaching of program planning. Faculty may consider incorporating more simulations, case studies, and other action based methods into the classroom. The models can be introduced through discussion and development of programs in a learning environment.

Findings about the nature of contractual relationships suggest recommend that adult educators enter them cautiously. In this case, the contractual relationship placed the client in a legally superior role in relation to the education provider. The resulting imbalance of power appears to complicate decision making and is implicated in a decision making stalemate. Communication is complicated and controlled under the formal nature of a contract as compared to a memorandum of understanding.

The research recommends that practitioners measure the balance of power among stakeholders in a given program. Decision making should engage stakeholders. In this case, each stakeholder organization is mutually dependent upon the other. Over time, some members of each stakeholder group have perceived a loss of control and diminished sense of ownership. These individuals are primarily those who have not been involved in decision making processes. In contrast, individuals who are engaged in decision making reportedly have a sense of ownership and are comfortable with the balance of control.

Finally, this study suggests that adult educators are not passive gatherers of information and resources in program planning. The cofounders in this case study were instigators and facilitators. They used relationships to build support. The program likely would have never developed if these individuals had accepted a passive role. Adult educators should be comfortable with an active development role.

Recommendations for Research

Pennington and Green (1976) perceived that their model represented "successful" practice and that researchers should identify factors that are common to "unsuccessful" practice for purposes of comparison. The underlying objective is to narrow in on the "ideal" program planning model. I disagree with this recommendation.

If program planning is an art rather than a science, then there is no ideal model. Research should continue to identify the variety of models that can be used by practitioners. Practitioners should be encouraged to choose among a collection of models

and to adapt models to fit themselves and the context of the program. This notion also recommends "apprenticeships" in which novice educators observe and learn from the experience of more practiced educators.

Finally, the findings of this study support the naturalistic viewpoint of program planning. This encourages future research to add to the rich description of program planning. It encourages researchers to add to the "whole cloth" of knowledge as opposed to narrowing in on a single, "ideal" model.

LITERATURE CITED

American Psychological Association. (1984). Publication manual of the American Psychological Association (4th ed.). Washington, DC: Author.

Beder, H. (1984). Interorganizational cooperation: Why and How? In H. Beder (Ed.), Realizing the potential of interorganizational cooperation. New Directions for Continuing Education, 23 (pp. 3-22). San Francisco: Jossey-Bass.

Bogdan, R.C., & Biklen, S.K. (1982). Qualitative research for education: An introduction to theory and methods. Boston: Allyn & Bacon.

Boone, E.J., Quinn, E.H., & Dolan, R.J. (1970, February). A conceptual schema of the programming process in the complex adult education organization with special emphasis on its sociological aspects. Paper presented at the Adult Education Research Conference, Minneapolis, MN. (ERIC Document Reproduction Service No. ED 036 767).

Borg, W.R., & Gall, M.D. (1989). Educational research: An introduction (5th ed.). New York: Longman.

Brookfield, S.D. (1988). Understanding and facilitating adult learning. School Library Media Quarterly, 16(2), 99-105.

Brown, C. (1987). Literacy in 30 hours: Paulo Freire's process in northeast Brazil. In I. Shor (Ed.). Freire for the classroom: A sourcebook for liberatory teaching. Portsmouth, NH: Boynton/Cook.

Cervero, R.M., & Wilson, A.L. (1991). Perspectives on program planning in adult education. Proceedings of the 32nd Annual Adult Education Research Conference (pp. 39-48). Norman, Oklahoma: The University of Oklahoma.

Cross, K.P. (1981). Adults as learners: Increasing participation and facilitating learning. San Francisco, Jossey-Bass.

Darkenwald, G.G., & Merriam, S.B. (1982). Adult education: Foundations of practice. New York: Harper & Row.

DuBois, E.E. (1982). The external degree: A viable alternative. In C. Klevins (Ed.) Materials & methods in adult and continuing education (pp. 403-408). Los Angeles: Klevens Publications.

Erlandson, D.A., Harris, E.L., Skipper, B.L., & Allen, S.D. (1993). Doing naturalistic inquiry: A guide to methods. Newbury Park, CA: Sage.

Fingeret, A. (1984). Who's in control? A case study of university-industry collaboration. In H. Beder (Ed.), Realizing the potential of interorganizational cooperation. New Directions for Continuing Education, 23 (pp. 39-64). San Francisco: Jossey-Bass.

Glaser, B., & Strauss, A.L. (1967). The discovery of grounded theory: Strategies for qualitative research. Chicago: Aldine.

Guba, E.G., & Lincoln, Y.S. (1989). Fourth generation evaluation. Newbury Park: Sage.

Hearn, J.C., & Heydinger, R.B. (1985). Scanning the university's external environment: Objectives, constraints, and possibilities. Journal of Higher Education, 56(4), 419-445.

Houle, C.O. (1972). The design of education. San Francisco: Jossey-Bass.

Houle, C.O. (1973). The external degree. San Francisco: Jossey-Bass.

Keegan, D. (1990). Foundations of distance education (2nd ed.). New York: Routledge.

Kowalski, T.J. (1988). The organization and planning of adult education. Albany: State University of New York Press.

Langenbach, M., Vaughn, C., & Aagaard, L. (1994). An introduction to educational research. Boston: Allyn & Bacon.

Lincoln, Y.S., & Guba, E.G. (1985). Naturalistic inquiry. Newbury Park: Sage.

Merriam, S.B. (1988). Case study research in education. Jossey-Bass.

Mezirow, J. (1981). A critical theory of adult learning and education. Adult Education, 32(1), 3-24.

Mezirow, J. (1990). Fostering critical reflection in adulthood. San Francisco: Jossey-Bass.

Miller, H. (1983). Adult and continuing education in the armed services. (ERIC Document Reproduction Service No. ED 230 715).

Newton, J. (1985). Literature review of the writings and conversations of Paulo Freire. (ERIC Document Reproduction Service No. ED 262 207).

Ostertag, V. (1990). A model for strategic planning for a community college threatened by the changes in the military environment. (ERIC Document Reproduction Service No. ED 332 775) .

Patton, M.Q. (1990). Qualitative evaluation methods. Newbury Park, CA: Sage.

Pennington, F., & Green, J. (1976). Comparative analysis of program development in six professions. Adult Education, 27(1), 13-23.

Schein, E.A. (1985). Organizational culture and leadership. San Francisco: Jossey-Bass.

Schwandt, T.A. (1993). Constructivist, interpretivist approaches to human inquiry. In N.K. Denzin & Y.S. Lincoln (Eds.), Handbook of qualitative research (pp. 118-137).

Smith, L.M. (1978). An evolving logic of participant observations, educational ethnography, and other case studies. In L.S. Shulman (Ed.), Review of research in education, 6. Itasca, IL: F.E. Peacock.

Sork, T.J., & Buskey, J.H. (1986). A descriptive and evaluative analysis of program planning literature, 1950-1983. Adult Education Quarterly, 36(2), 86-96.

Sork, T.J., & Caffarella, R.S. (1990). Planning programs for adults. In S.B. Merriam & P.M. Cunningham (Eds.), Handbook of adult and continuing education (pp. 233-245). San Francisco: Jossey Bass.

Thomas, O., Deputy Director, Continuing, Adult and Postsecondary Education, Office of the Secretary of Defense. (Personal communication, April 11, 1994).

Tisdell, E.J. (1993, Spring). Feminism and adult learning: Power, pedagogy, and praxis. New Directions for Adult and Continuing Education, 57, 91-104.

Tribble, I. (1982). Continuing education in the Department of Defense. In C. Klevins (Ed.), Materials & methods in adult and continuing education. Los Angeles: Klevens Publications.

Tyler, R.W. (1949). Basic principles of curriculum and instruction. Chicago: University of Chicago Press.

U.S. Department of Defense, Office of the Assistant Secretary of Defense for Force Management and Personnel. (1990). Education Programs in the Department of Defense. Washington, DC: U.S. Department of Defense. (ERIC Document Reproduction Service No. ED 317 736).

Valentine, J.A. (1980). Nontraditional study: Translating the ideas into action. In E.J. Boone, R.W. Shearon, E.E. White, & Associates (Eds.), Serving personal and community needs through adult education, (pp. 265-277).

Walker, D.F. (1971). A naturalistic model for curriculum development. School Review, 80(1), 51-65.