

EDUCATION EXTENSION:

A STRUCTURAL DESCRIPTION AND ANALYSIS

by


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to the required standard



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ABSTRACT

The Report of the Commission on University Programs in Non-Metropolitan Areas (1976), submitted by W. C. Winegard, Commissioner, was a milestone for post-secondary education in the Province of British Columbia. From the original twenty-four recommendations made by the Commission, several initiatives were funded by the Universities Council of British Columbia, including support to the three Universities to provide equal access to educational opportunities in the non-metropolitan areas of the Province. As a result of the Commission report and the subsequent funding, Education Extension, originally Professional Programmes, was founded in September of 1978.

This study examined that organization, Education Extension, a sub-unit of the Faculty of Education and the Division of University Extension at the University of Victoria. The major goal of the study was to describe and analyze the structure and the function of the office using Mintzberg's (1979) theoretical framework on the structuring of organizations as a base, particularly emphasizing two structural types: Professional Bureaucracy and Operating Adhocracy.

The study was based upon data secured from published and unpublished documents, a questionnaire administered to members of the Faculty of Education, and interviews with

individuals prominent in the development of Education Extension. The study, while recognizing aspects of the five-year evolution of the office, was primarily concerned with the 1983 profile.

What was discovered was a young, dynamic organization, achieving its stated objectives through the cooperative efforts of its basic personnel: the Dean of the Faculty of Education; the Director of the Division of University Extension; the Faculty Coordinator; the Program Coordinators, the Faculty; and the secretarial staff.

Education Extension exhibits many characteristics of an Operating Adhocracy. These include the dispersal of power and decision-making throughout the organization, the use of project teams or work constellations for achieving the innovative work of the office, and the use of liaison devices to coordinate that work.

Education Extension exhibits traits of a Professional Bureaucracy inherited from one of its parents, the Faculty of Education. These manifest themselves in the flow of authority through the organization and the standardization and formalization of many procedures.

In analyzing the structure and function of Education Extension, the template provided by Mintzberg proved to be comprehensive and relevant. It is concluded that his configurations and the taxonomy of dimensions are suitable tools for analyzing entities such as Education Extension

at the University of Victoria. As well, the analysis has presented opportunities for further research. Included would be a study, in depth, of various components of Education Extension identified in the surface analysis of this study.

Examiners:

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To Don, for being there.

To Arthur for showing me the way.

SEA

Chapter I
INTRODUCTION
OVERVIEW

This thesis is a description and analysis of the structure and function of Education Extension, a sub-unit of the Faculty of Education and the Division of University Extension at the University of Victoria. The discussion of the problem centered on Mintzberg's theory of the structure of formal organizations, with particular emphasis upon two types, Professional Bureaucracy and Operating Adhocracy. It was hypothesized that Education Extension would display characteristics of each, but particularly of the latter. The study was based upon data secured from published and unpublished documents of the organization, a questionnaire administered to members of the Faculty of Education, and interviews with individuals prominent in the development of Education Extension. While such data are extracted from information respecting the five year period of the organization's existence, the study is primarily concerned with the 1983 profile of Education Extension. A brief historical synopsis of the organization is found in Appendix A. Although the description and analysis of this structural profile constitutes the major thrust of the thesis, two other questions were kept in mind:

- (1) Does Education Extension fit clearly within the bounds of one or more of Mintzberg's structural

configurations?

- (2) Are the Mintzberg configurations useful and relevant templates for the analysis of such an organization?

THEORETICAL FRAMEWORK

The model for the analysis of Education Extension centered on the work of Henry Mintzberg (1979). Mintzberg developed his theory on the structure and function of organizations based on the synthesis of writings of organizational theorists since the turn of the century. He has characterized an organization as being divisible in four ways: Function, or what it does; Design Parameters, how it does it; Contingency Factors, why it does it; and Structural Configurations, or how the previous three factors interrelate to form the structure of the organization. Mintzberg postulates that all organizations fit into one or more of the five Structural Configurations: Simple Structure, Machine Bureaucracy, Professional Bureaucracy, Divisionalized Form, or Adhocracy. Two configurations have relevance for this study, the Professional Bureaucracy and the Operating Adhocracy—the former because the University is classified as a Professional Bureaucracy, the latter because Education Extension was conceived as a special unit to be innovative and creative in developing field-based programming for professionals.

THE PLAN OF THE STUDY

The study takes its data from (i) materials—letters, memos, and reports—available in University Extension, the Faculty of Education, and Education Extension; (ii) pertinent commission and major committee reports; (iii) a questionnaire reflecting various aspects of the functioning of Education Extension administered to members of the Faculty of Education; and (iv) interviews with seven individuals, either presently or in the past closely associated with the organization.

Data encompass both the formal and informal, and the internal and external activities of Education Extension. The data are categorized, described, and analyzed in keeping with Mintzberg's structural configurations. The salient elements of this organizational analyses are the overall nature of the two major organizational types, Professional Bureaucracy and Operating Adhocracy, and the three characteristics common to all organizations, its actual structure and function (what it is); its design parameters (how it does it); and its contingency factors (why it does it) These elements represent the integrating concepts of the design, description and analysis of this thesis. A more detailed plan is described in Chapter IV.

SIGNIFICANCE OF THE STUDY

Education Extension is one of three field development offices organized within the Faculties of Education of Simon

Fraser University, the University of British Columbia, and the University of Victoria. Its existence, though of short duration, has been dynamic. Through the work of the office, programs have been developed for the continuing professional education of teachers and administrators in British Columbia on three fronts: professional development, undergraduate credit courses, and graduate programs. To date, however, there has been no formal documentation or description of its structure or activities. This study should provide:

1. A formal documentation of the organization's structure.
2. An historical perspective which should provide archival information.
3. A raising of consciousness about the organization.
4. Provision of useful information to those in decision making roles regarding Education Extension.
5. A potential prototypical framework for the analysis similar organizations.

LIMITATIONS

The limitations of the study include reliance on the memories of the individuals questioned and interviewed, and the tempering of objectivity due to the study's being undertaken by an insider of the organization. (The author is a Program Coordinator in Education Extension.)

Chapter II

REVIEW OF THE LITERATURE

Organizational theory is a complex, often conflicting area of study. The literature is profuse. Historically, the first writers on organizations focused on four key areas: division of labor, scalar and functional processes, structure, and span of control. Referred to as the Classical theorists, these writers trace their origins to Frederick W. Taylor (Scientific Management, 1911), whose work provided the foundation for all organizational theory. A second movement arose in reaction to the Classicists, the Human Relations or neo-classical theorists (Likert, 1961). This group, tracing its origins to Elton Mayo, John Dewey, and later, Kurt Lewin, (Etzioni, 1962) shifted thinking from the anatomy of the formal organization to the impact of people on the functions of the organization, in the context of the informal organization. "Above all, the Human Relations School... emphasized the role of communication, participation and leadership." (Etzioni, 1962, p. 32)

The Classical School and the Human Relations School were diametrically opposed in many ways. Their one commonality was the "relationship between the organization's quest for rationality and the human search of happiness." (Ibid., p. 39) The Classicists, whose emphasis was on productivity and pay, thought that the most efficient

organization would be the most satisfying to the workers. They maintained the implicit belief that what was best for the organization was best for the workers. The Human Relations theorists thought that management should provide a happy atmosphere for the workers. It assumed that an organization could be participative and communicative, with the workers' needs taken into consideration. Etzioni (1964) states that a third approach, Structuralism, emerged as a synthesis of the Classical (Formal) School and Human Relations (Informal) School. Citing the work of Max Weber and Karl Marx, the Structuralist writers recognized what Etzioni terms the "organizational dilemma:" strains that can be reduced but not eliminated between organizational and personal needs; between rationality and non-rationality; between discipline and autonomy; between formal and informal relations; and between management and workers...ranks and divisions. (Ibid., p. 41) Structuralists studied hospitals, prisons, armies, and schools, and expanded organizational analysis to these areas:

- (1) both formal and informal elements of the organization and their articulation
- (2) the scope of informal groups and the relations between these groups inside and outside the organization
- (3) both lower and higher social ranks
- (4) both social and material rewards and their effects on each other
- (5) the interaction between the organization and its environment
- (6) both work and non-work organizations (Ibid., p. 49)

Mintzberg sees this perspective as expanding the approach to organizational analysis while providing a conceptual framework within which to study organizations and their elements.

Of the Structuralist writers, Max Weber was by far the most influential. Weber, a German sociologist, defined the term "Bureaucracy," seeing it as an ideal or pure structural type which brings together a number of concepts: division of labor, specialization, formalization of behavior, hierarchy of authority, chain of command, regulated communication and standardization of work processes and of skills. (Mintzberg, 1979) Perhaps his principal contribution to the study of organizations was his theory of authority structures. (Pugh, Hickson, Twinings, 1964) In his writing, Weber made the distinction between power and authority, describing the former as the ability to force people to obey, as in the military, and the latter as when orders are voluntarily obeyed. Weber further distinguished between those types of leaders which he labeled charismatic, traditional, and rational-legal. In the first, the leader has exceptional powers and qualities which hold the organization together until s/he dies or leaves the position. The second type, traditional, has, as the basis of order and authority, precedent and wage. In modern organizations, this manifests itself in two ways. Either positions are handed down based on "hereditary

transmission" or things are done because they have always been done that way. The concept of rational-legal organizations explains bureaucratic form. The latter Weber saw as the dominant institution in modern society. Seeing Bureaucracy as the most efficient form of organization possible, Weber described it as a "Well designed machine with a certain function to perform...(with) every part of the machine contributing to the attainment of the maximum performance." (Ibid., p. 21)

Most studies of the formal structural characteristics of organizations have started with the work of Max Weber. His importance lies in having made the first attempt to produce a classification scheme for organizational analysis. Those were:

- (1) A rational, continuous organization bound by rules, as opposed to ad hoc, temporary, unstable. The rules facilitate standardization.
- (2) A specific sphere of competence, i.e. a systematic division of labor, rights, and power.
- (3) The principle of hierarchy resulting in compliance. No office is left uncontrolled, each is systematically checked and reinforced.
- (4) The rules regulating the conduct of an office in the administrative structure may be technical rules or norms...only qualified persons are selected to fill roles.
 n.b.: Weber, according to Etzioni, felt that the root of the authority of the bureaucrat was his knowledge and training. (1964)
- (5) A separation or segregation from ownership of production or administration.

- (6) The resources of the organization must be free of outside control; nor can any position be monopolized by one person.
- (7) A systematic interpretation of norms and enforcement of rules requires that administrative acts, decisions, and rules are formulated and recorded in writing. (Weber, 1947, pp. 329-330)

Modern researchers, by the mid-sixties, began to question the ideal type of bureaucracy and actually found that organizations reflected the three types of leadership identified by Weber: charismatic, traditional, and rational-legal. Etzioni (1964) cites an army in time of war as being an example of the combination of leadership types in the shift between war and peacetime. During combat, an army loses many bureaucratic qualities, with rules and regulations suspended to a degree, and dependence on strong personal leadership in the ranks rather than the usual formal power. After the war, "the organization shifts gears and returns to a bureaucratic structure." (Ibid., p. 59)

Out of these schools, modern organizational theory was born. Modern theory is not a unified body of thought. The one underlying principle is that an organization must be viewed in its totality as a system. The key questions asked by modern theorists are :

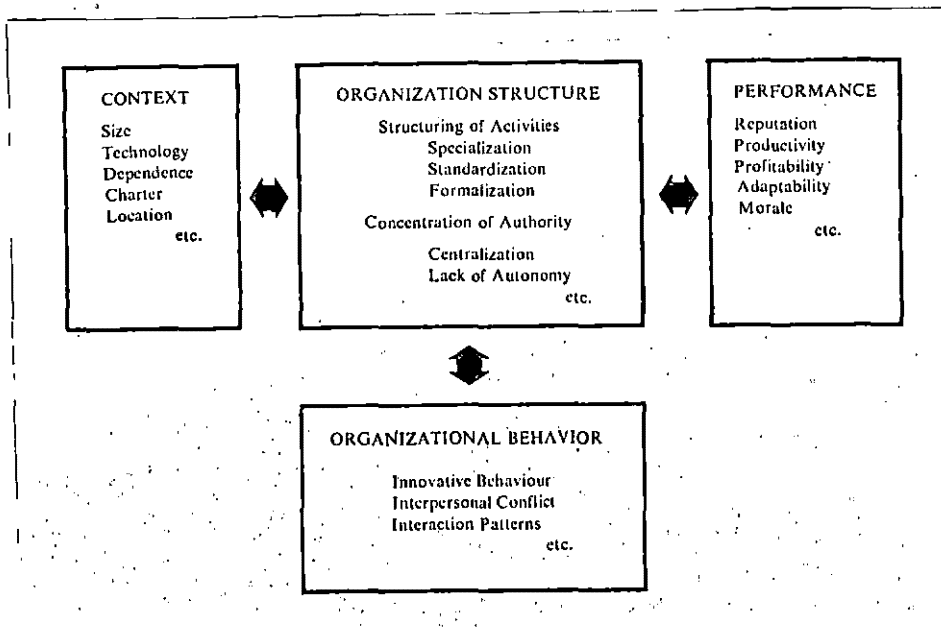
- (1) What are the strategic parts of the system?
- (2) What is the nature of their interdependency?
- (3) What are the main processes linking the parts together?
- (4) What are the goals sought by the system?

The quest for the most appropriate conceptual framework to describe the structure and function of Education Extension began among the modern organizational theorists. Likert (1969) used the analogy of comparing the description of the living human body to that of an organization. First one must start with the structure or the skeletal system, looking at the interrelationship of the bones, then proceed step by step through the various functions and with greater detail and complexity, knowing that certain very complex operations can only be explained after certain other things have been developed. (Ibid., pp. 11-12)

Boulding (1956) observed that one can differentiate among systems on the basis of levels of abstraction. At the first level is the structure or framework which identifies the parts and the relationship among them in a static fashion, similar to the classification schema in anatomy. At the second level, one finds what Boulding refers to as a simple steady state. At this level, one examines the elementary functions and purposes of the organization. The third level looks at the performance and evaluation of the total organism, including the interdependency of the parts. Thus far, the examination focuses on the organization as a closed system. At the fourth, and last level, one finds an examination of the interrelationships between the organization (organism) and others in the environment.

These interrelationships are referred to as open systems.

Pugh and Pheysey (1969) developed a comparative administration model which contained five dimensions of context, five dimensions of performance, and three dimensions of organizational behavior. (Neghandi, 1973, pp. 35-36) The model illustrated in Figure 1 provides the basis for the comparative study of organizational functioning.



A scheme for organizational functioning

FIGURE 1

The Pugh-Pheysey model has been used in the studies of organizations' structure. The results indicate bureaucracy is not the unitary dimension advanced by some.

Future taxonomies of organizations can be based on empirically related clusters of dimensions rather than on prior assumptions which have not been tested out. (Ibid., p. 45)

Henry Mintzberg (1979) synthesizing the writings of theorists since the turn of the century, postulates that all organizations fit into five units which he classifies as Structural Configurations: Simple Structure, Machine Bureaucracy, Professional Bureaucracy, Divisionalized Form, and Adhocracy. Within each of these structures, Mintzberg has identified sub-units: Function, Design Parameters, and Contingency factors, or what, how, and why an organization does what it does. In the function of an organization, Mintzberg (1979) has isolated five dimensions and five flows. The former he calls the basic parts of the organization: the Strategic Apex, the Middle Line, the Operating Core, the Technostructure, and the Support Staff. The flows explain how these basic parts interrelate.

The Design Parameters are those activities within an organization that influence the division of labor and the coordinating mechanisms, thereby affecting how the organization functions. The classification scheme for the Design Parameters roughly matches that of Pugh's organization structure. Whereas Pugh elaborates five sub-dimensions evolving around structuring of activities and the concentration of authority, Mintzberg classifies groups: positions, superstructures, lateral linkages, and decision-making.

Mintzberg's third dimension, Contingency Factors,

relates to those conditions in the organization that tell why it designs its structure as it does. Much modern organizational theory has focused on this issue and has uncovered situational conditions influencing this. The Contingency Factors include the age and size of the organization; the technical system in use; various aspects of its environment; and certain power relationships. (Mintzberg, 1979) These dimensions relate closely to Pugh's contextual dimensions of size, technology, dependence, etc..

One of the major differences between Pugh's and Mintzberg's approaches is the former's concentration on performance and organizational behavior. While these are implicit in Mintzberg's writings, he has concentrated on structure and function. As a result, his thesis was selected as the conceptual framework for the study, a description and an analysis of the structure and function of Education Extension.

Two of Mintzberg's five structural configurations have particular relevance to the study, the Professional Bureaucracy and the Operating Adhocracy. The University system is described by Mintzberg as a Professional Bureaucracy, a decentralized structure whose major controlling mechanism rests with the Professors, not the administrators. Generally, the academics collectively control the administrative decisions that affect them.

The Adhocracy is a flexible, self-renewing organic structure which mobilizes to meet product or programming needs as they arise, as creatively as possible. These two key configurations play an important role in this study, and are elaborated more fully in the following chapter.

Chapter III

MINTZBERG

When Henry Mintzberg wrote The Structuring of Organizations (1979), he was interested in learning how organizations form their strategies. He first had to learn how they structure themselves. After collecting as much relevant data as possible, he developed them into an explanation of that structuring:

I was here to answer a question: how do organizations structure themselves?...I had to extract whatever seemed useful in each article and book...then weld them all together. (Mintzberg, 1979, p. xi)

The author approached this synthesis with the premise that structure is at the root of most questions asked about most organizations.

Mintzberg has chosen to break his work into four major areas: function, design, contingency factors, and structures. Collectively, these areas represent what the author terms a French banquet. Not to be sampled or consumed on the run, the courses or chapters are to be taken in the order presented. (Ibid., 1979)

The fundamentals of his theory are the five basic mechanisms for coordinating work; the five basic parts of an organization, and the five systems of flows. He analyzes the phenomenon of organizational structuring including job specialization, behavior formalization, training and indoctrination, unit grouping, unit size,

planning and control systems, and centralization and decentralization. Mintzberg develops the contingency factors, or those conditions which influence the choice in an organization of those components identified previously, then synthesizes all of his findings, identifying and describing the structural configurations.

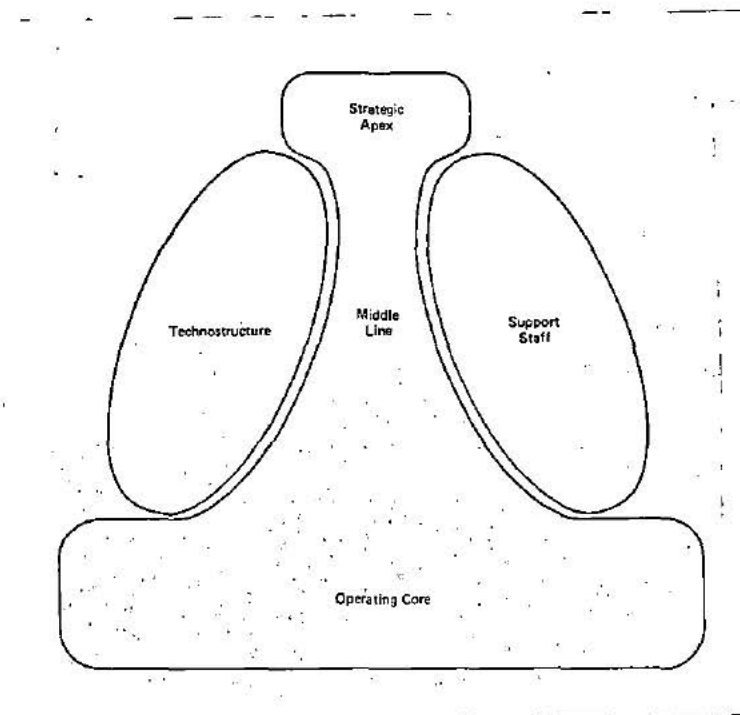
In developing this synthesis, the author has used specific terms or labels for a classification scheme. (Appendix B) The reader familiar with the terminology can more easily understand the concepts. An introduction and explanation of these terms follows.

Mintzberg has developed a logo, or organigram, of an organization. (Figure 2). Every organization contains five basic parts: the strategic apex, the middle line, the operating core, the technostructure, and the support staff.

The strategic apex defines that part of the organization charged with over-all responsibility for policy making and authority. The middle line describes those positions joining the strategic apex with the operating core and which are a part of the flow of formal authority throughout the organization. Those persons functioning in the operating core carry out the basic work of the organization. They are responsible for input/processing/output and provide direct support tasks associated with the services of the organization. (Ibid., pp. 19-24) The support staff supports

the functioning of the operating core indirectly. They are outside the basic flow of the services of the organization, but provide support for these services. The technostructure consists of analysts or staff persons who serve the organization by affecting the work of others. Removed from the formal authority structure, the individuals in the technostructure design and plan change, then educate or train others to implement the change. (Ibid., pp. 29-30)

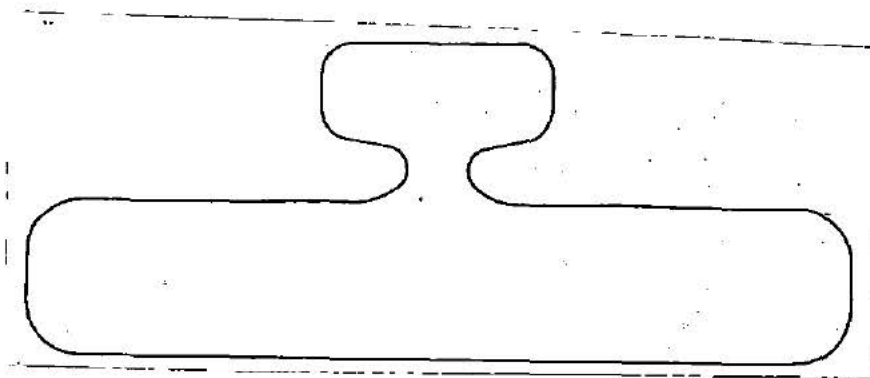
How the five basic parts interrelate is what differentiates organizations, and a closer examination of each of the five structural configurations is required to more fully understand the parts.



The basic parts of an organization

FIGURE 2

Simple Structure is characterized as being non-elaborated; in other words, there is very little formalization of its function and it makes minimal use of planning, training, and liaison. Decision making power is centralized. (Ibid., p. 306) The logo for the Simple Structure (Figure 3) is characterized by a wide span of control at the strategic apex, no staff units, an insignificant middle line, and a large organic operating core. The power over important decisions tends to be centralized in the hands of one individual who has broad powers of control. An example of a simple structure would be a small, centrally controlled business specializing in a single product and usually run by an entrepreneur, for instance, a car dealership.

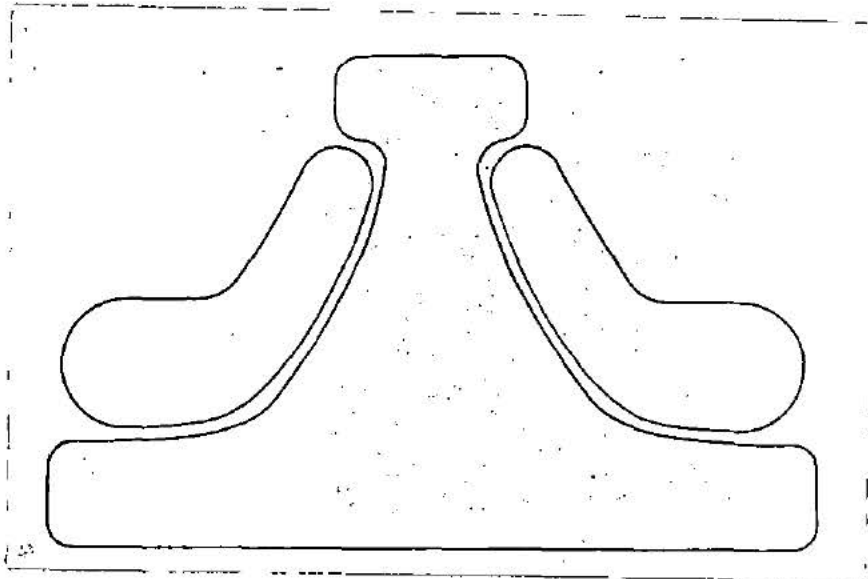


The simple structure

FIGURE 3

While included for information purposes, the simple structure has no relevance to this study.

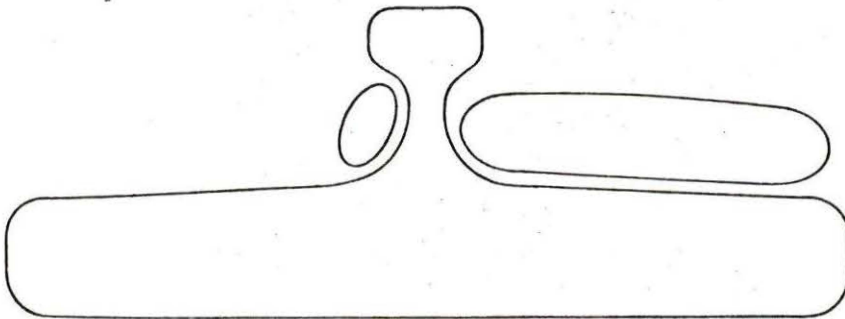
The same is true for the Machine Bureaucracy which operates in a mature organization whose environments are simple and stable. The work performed is highly specialized, utilizing routine operating tasks which have very formalized procedures. There is a proliferation of rules, regulations, and formalized communication throughout the organization. Power for decision-making is relatively centralized with a highly developed administrative structure which denotes a sharp distinction between line and staff. Figure 4 shows the organigram for a Machine Bureaucracy, indicating the fully elaborated administrative and support structure and a narrow middle line which reflects the tall hierarchy of authority. (Ibid., p. 325) Typical machine bureaucracies are the post office, a steel mill, or an airline company.



The machine bureaucracy

FIGURE 4

Professional Bureaucracy, which has great relevance for this study, is characterized as a decentralized structure in which the major controlling mechanism is its operating core. The individuals actually providing the goods or services are considered to be the most vital dimension to the function of the organization. The Professional Bureaucracy relies on the standardization of the skills of its members, and maintains this status by hiring only duly trained professionals. For example, the university, which has been classified as a Professional Bureaucracy by Mintzberg, has an operating core which consists of those in the professorial ranks. To be considered for one of these positions, one must have at least a masters degree, preferably a doctorate. These specialists or professionals exercise considerable control over their work in the sense that the professor works relatively independently of his colleagues, but closely with the students. (Ibid., p. 349) The Professional Bureaucracy is a highly democratic structure, not only do the professionals control their own work, they also seek collective control of the administrative decisions that affect them. (Ibid., p. 358) Figure 5 shows the organigram for the Professional Bureaucracy, a flat structure with a fully elaborated support staff, a thin middle line, a tiny technostructure and strategic apex. (Ibid., p. 355)



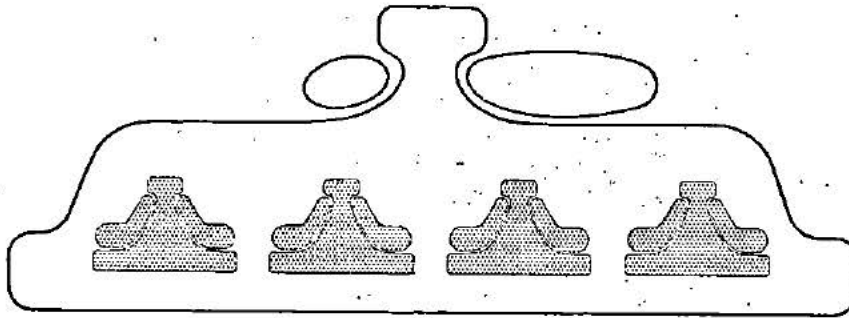
The professional bureaucracy

FIGURE 5

Mintzberg alludes to two types of bureaucracies, Machine and Professional. While there are some similarities between the two, their differences are greater. This is particularly true of standardization and authority. The Machine Bureaucracy generates its own standards while the standards in the Professional Bureaucracy originate largely outside the structure through university training and professional associations. In the case of authority, the Professional Bureaucracy emphasizes authority of a professional nature, the power of expertise (Ibid., p. 351), while the Machine Bureaucracy relies on hierarchical authority.

The fourth category of organization, Divisionalized Form, is typified by large, private corporations such as General Foods or General Motors; organizations which have

multiple products or services to deliver. This structural dimension would have been relevant to the study if the Division of University Extension were the structure under analysis. However, since University Extension is playing a peripheral role in this study, this structure will not be examined. Figure 6 illustrates the organigram for the Divisionalized form.



The divisionalized form

FIGURE 6

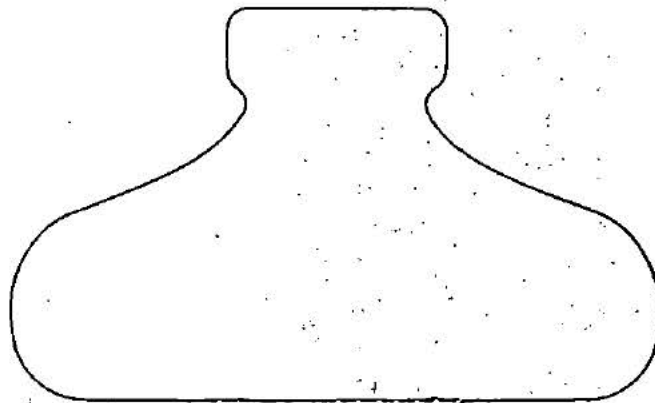
The Adhocracy is Mintzberg's fifth distinct structural configuration. Hedberg (1976) has used the analogy of depicting Adhocracy as a tent as opposed to a palace. The former structure is portable, flexible, capable of meeting different needs, depending on where it is set up; the other is a rigid, immobile structure with definite design parameters, unchanging component parts, and a well defined use. Adhocracy is described as being flexible, self-renewing, and organic, meaning that there is little

formalization of behavior. As programming needs arise, they are met as creatively as possible. Rather than squeeze a problem to be solved into the structural configuration of the unit, it is the unit that is amorphous. The members of the organization are highly trained and function in an autonomous fashion with less regard for authority or the flow of formal decision-making, as in the Professional Bureaucracy. In an Adhocracy, decision-making is based on mutual adjustment, a term Mintzberg uses to describe the coordination of work and responsibilities by the process of informal communication rather than direct supervision or standardization. Great emphasis is placed on external liaisons, including development and monitoring of projects, the balancing of work, and conflict resolution. The work environment is considered complex and dynamic and the matrix system of coordination is frequently used to maximize the use of highly trained personnel in multiple programming situations.

Mintzberg has identified two types of Adhocracies: Operating and Administrative. The main difference between the two is that, in an Operating Adhocracy, innovation and problem solving occur directly on behalf of clients, whereas in an Administrative Adhocracy projects are undertaken to serve itself. For the remainder of the study, the Operating Adhocracy will be the configuration used, because the work of Education Extension is primarily

accomplished for others, not for its own use.

The logo for the Operating Adhocracy is shown as an amorphous mass which includes the strategic apex, the middle line, the support staff, and the operating core. The strategic apex is merged with the central mass, illustrating the fact that strategy formulation in the Adhocracy is not clearly placed anywhere in the configuration. Figure 7 illustrates the organigram for the Operating Adhocracy.



The operating adhocracy

FIGURE 7

The dispersion of strategy formulation or power and decision-making throughout the organization is described by Mintzberg in this way:

Strategy in these structures is not so much formulated consciously by individuals as formed implicitly by the decisions they make, one at a time...that is because when the central purpose of an organization is to innovate, the results of its efforts can never be predetermined. (Ibid., p. 443)

Examples of an Adhocracy are a space agency, an avant-garde film company, or any group devoted to sophisticated innovation.

Mintzberg has provided a matrix, or two-dimensional scheme, for plotting the structuring of organizations. The vertical sectors represent the five structural configurations: Simple Structure, Machine Bureaucracy, Professional Bureaucracy, Divisionalized Form, and Adhocracy. The major horizontal sectors define the five dimensions of an organization: key coordinating mechanism, key part of the organization, the design parameters, function, and contingency factors. There are sub-units to most of these dimensions which elaborate the meaning of each. (Appendix C)

The key coordinating mechanism has been defined as the means by which control, communication, and coordination

occur in an organization; these are described as the "glue" of the organization. Mintzberg has isolated five classifications of key coordinating mechanisms: mutual adjustment, direct supervision, standardization of work processes, standardization of work output, and standardization of worker skills. If these terms were put on a continuum, at one end, one would find mutual adjustment which represents very little supervision and a high level of autonomy. At the other end would be standardization, or complete supervision with very little freedom of choice for the operator or the person working in the operating core.

The key part of the organization refers to that part of the structure which is the most critical to its successful operation. Mintzberg proposes that each structural configuration is organized around a different key part which he has classified as the strategic apex, the middle line, the operating core, the technostructure, and the support staff.

Design parameters refers to the formal and semi-formal means that organizations use to divide and coordinate their work in order to establish stable patterns of behavior. Mintzberg has identified nine design parameters: job specialization, behavior formalization, training and indoctrination, unit grouping, unit size, planning and control systems, liaison devices, vertical decentralization,

and horizontal decentralization. Important to an organization, design parameters are referred to as the knobs, controlling how materials, authority, information and decision processes flow through the unit. How these can be and are turned are the important factors. For example, the more behavior formalization or standardization there is, the stronger the hierarchical authority within the organization, precluding much autonomy or decision-making except at the top.

To understand structure, according to Mintzberg, one must understand function, or the interrelationship of the basic parts with one another. In other words, how do work, authority, information, and decision processes flow through organizations? (Ibid., p. 17) Identification of these factors aids in the classification of its structural configuration.

Contingency factors refer to those conditions which tell why an organization designs its structure the way it does: age and size, the technical system, the environment, and the position of power. The identification of these five characteristics provides additional information with which to develop a profile which can assist in the classification process.

In analyzing the structure of Education Extension, two structural configurations have a direct relationship, the Operating Adhocracy and Professional Bureaucracy,

the latter because it closely describes at one of the parent organizations, the Faculty of Education, and the former because it appears to be the best template for the description of Education Extension. Operating Adhocracy is particularly relevant because it is characterized as being innovative and having as a main function problem solving activities on behalf of its clients, and it is typified by the blending of administration and operative work into a single effort.

THE ORGANIZATION OF THE STUDY

The stated purpose of the study has been to provide a description and an analysis of the structure and function of Education Extension, a sub-unit of the Faculty of Education and the Division of University Extension. As noted previously, the conceptual framework for the study has been Mintzberg's structural configuration of an Operating Adhocracy. Mintzberg has identified twenty-four characteristics which describe the dimensions of the organization. Only ten of the twenty-four are treated in depth in this study, those related to Functioning which include the basic parts of the organization and their interrelationships with one another. The remaining fourteen dimensions have been treated in a less comprehensive manner. In each case, Mintzberg's theoretical framework has been discussed, followed by a description of the activities of Education Extension. There has been an analysis of each dimension, determining which characteristics of the office fit the template and which do not.

Data for the study have been derived from i) interviews with seven key persons associated with Education Extension; ii) a questionnaire submitted to Faculty members on various aspects of the functioning of the office; iii) pertinent commission and committee reports; and iv) printed materials—memos, letters, and reports—available from University Extension and Education Extension.

i) The Interviews: Data for the study were collected through personal interviews with seven individuals considered to be key contributors to the office. The individuals and their relationship to Education Extension are listed below:

- (1) Dr. Glen Farrell, Director of University Extension at present and at the time of inception of Education Extension
- (2) Dr. Larry Yore, present Faculty Coordinator, of Education Extension
- (3) Dr. Arthur Kratzmann, Dean of the Faculty of Education during the middle years of Education Extension; now a continuing contributing Faculty member
- (4) Dr. Norma Mickelson, Dean of the Faculty of Education at time of inception of Education Extension; now a continuing contributing Faculty member
- (5) Dr. Richard Pearce, Faculty Coordinator of Education Extension at the time of its inception
- (6) Dr. John Jackson, Dean of the Faculty of Education
- (7) Dr. George Pedersen, Vice President of the University of Victoria at time of the inception of Education Extension

The twelve interview questions (Appendix D) were synthesized from an original list of one hundred. Using Mintzberg's theoretical framework as the guide, questions were developed covering as many aspects of the dimensions as possible. The list was systematically synthesized, eliminating redundancies until the desired level was reached. The twelve questions centered on five major areas: function, power and decision making, liaisons, roles, and program. They were broad enough to encourage amplification by the interviewees, yet specific enough to address the central issues. The interviews were all taped, at the consent of the participants, with the understanding that the information would not be treated as confidential and would be considered for inclusion in the study. The interviews were conducted between March 3 and March 28, 1983, six in person and the seventh by telephone.

The interviews were transcribed and coded according to a matrix devised from Mintzberg including twenty-five separate items (twenty-four dimensions plus one category for "other"). (Appendix E) These twenty-five items for each of the seven interviews were coded on a master list providing early in the study data supporting the concept that Education Extension fits within the template of an Operating Adhocracy. (Appendix F)

The interviewees have been quoted numerous times in the body of the study, and the data generated from this

method form a substantial basis for the thesis.

ii) The Questionnaire: Data were collected through the use of a questionnaire (Appendix G) which was designed specifically for the purpose of obtaining data from Faculty members regarding their perceptions of the structure and function of Education Extension. The document was sent to seventy Faculty members. The final return was fifty-three completed questionnaires, or seventy-five percent (75.7%). The final number of subjects included seven persons from the Department of Art and Music, sixteen from the Department of Communications and Social Foundations, six from the School of Physical Education, ten from the Department of Psychological Foundations and twelve from the Department of Social and Natural Sciences. Two were anonymous.

The data were coded and computerized; there was no statistical analysis other than a frequency count for each variable. There are limitations on the data collected by this questionnaire because it was devised prior to the plan of the study and was not designed from the same conceptual framework. The results, however, provided vital information regarding Faculty attitudes towards Education Extension.

iii) Commission Reports: Two reports contributed significantly to the historical background of the study:

The Report of the Commission on University Programs in Non-Metropolitan Areas (May 1976), commonly known as the "Winegard Commission Report;" and The Education and Training of Teachers in British Columbia, (June, 1978), known as the "McGregor Report." Both documents were commissioned by The Honourable Patrick L. McGeer, Minister of Education for the Province of British Columbia.

iv) Other Materials: Extensive background materials were provided from correspondence, reports, and miscellaneous data in files from Dr. Glen Farrell, Director of University Extension, and from the files housed in Education Extension. Policy and procedural information was obtained from an Education Extension publication, Education Extension: Administrative Organization and Policies (April, 1983), and a working document from University Extension, University Extension: Goals, Procedures, Structures. (1983)

The core of the thesis, Chapter V, presents the description and analysis of the structure and function of Education Extension. The procedure used was to read, to observe, to listen, and to reflect upon data within a maintained consciousness of major structural configurations and organizational dimensions. The data were varied, diffuse, and often subjective. They were reviewed within the competencies of the researcher and her Advisor, against a defensible conceptual framework provided by Mintzberg.

Chapter V

THE STRUCTURE AND FUNCTION OF EDUCATION EXTENSION

Education Extension is a sub-unit of the Faculty of Education and the Division of University Extension.

According to Education Extension: Administrative Organization and Policies (1983), its mission is to act as a planning and administrative unit in providing educational opportunities to educators, prospective teachers, and the general community in British Columbia.

The specific objectives for Education Extension, as prescribed in this publication are to

- (1) Assess needs and deliver appropriate graduate educational programs and courses in non-metropolitan areas.
- (2) Assess needs and deliver appropriate undergraduate educational programs and courses in non-metropolitan areas.
- (3) Assess needs and deliver appropriate professional development activities in non-metropolitan areas.
- (4) Assess needs and deliver appropriate public educational activities related to the educational process and procedure.
- (5) Assess needs and facilitate educational activities in metropolitan areas.
- (6) Assess needs, contract, and deliver educational activities to private and public agencies in Canada, the U.S., and other foreign countries.

Although these objectives are labeled "specific", they are sufficiently general to provide flexibility in interpreting them.

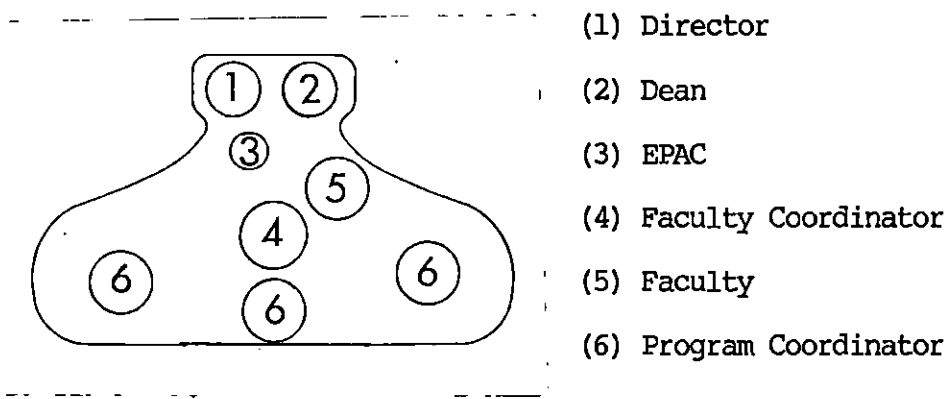
To facilitate the function of the office, a coordinator is appointed from the Faculty membership. The Faculty Coordinator has the general responsibility to provide overall supervision regarding the direction and development of extension programs of the Faculty, and the Dean and Director rely on the Faculty Coordinator to act as their agent in carrying out the policies and procedures of the office. The staff of Education Extension consists of a Faculty Coordinator, three Program Coordinators and secretarial help. The Program Coordinators are Academic Administrative Professionals and, although assigned to different sectors, carry out essentially the same responsibilities: conduct needs assessments, develop and administer programs, conduct evaluations, establish and monitor budgets and develop external liaisons. The sectors to which each Program Coordinator is assigned reflect the organizational structure of the Division of University Extension. These sectors are: credit courses, professional development, and community education. The coordinator positions cut across the sectors illustrated in Figure 8.

PROGRAMMER	CREDIT COURSES	PROFESSIONAL DEVELOPMENT	COMMUNITY EDUCATION
1		x	x
2	x		x
3	x, x		

Programming sectors for University Extension

FIGURE 8

There are other components which form an integral part of the organization. These are the Dean of the Faculty of Education and his/her designate, the Director of the Division of University Extension, the Extension Programs Advisory Committee, and the Faculty members. The Dean and Director are, in effect, the persons ultimately responsible for the office, the former with regard to academic matters, the latter with regard to administrative matters. The Extension Programs Advisory Committee (EPAC), is a Faculty of Education Committee set up to advise the Faculty Coordinator regarding program priorities and academic procedures. The Faculty members play a key role in the function of the office in that they form part of the central pool of expert talent from which the office draws to carry on its work. The organizational structure for education extension is composed of all these parts and is depicted in Figure 9.



The structural configuration for Education Extension

FIGURE 9

External influences which do not show on this organigram are the Department Chairmen, who represent their various departments in approving all course offerings and resource persons, and the Senate Committee on Extension. The latter serves a similar purpose to that of the Department Chairmen, acting as an approval body for all Extension programs for the University. Both groups play an integral role in the function of the office, holding veto power over proposed programs from Education Extension.

The purpose of this study has been to determine (1) whether Education Extension fits within the bounds of one or more of Mintzberg's structural configurations; and (2) whether Mintzberg's configurations are useful and relevant templates for the analysis of such an organization. With these questions in mind, this chapter elaborates the structure and interrelationships of the basic parts of Education Extension, with particular reference to Mintzberg's conceptual framework for the Operating Adhocracy and, when required, the Professional Bureaucracy. The study has first examined the five basic parts of Education Extension: the strategic apex, middle line, operating core, support staff and technostructure. The next section has concentrated on the varied and complex linkages or interrelationships of these parts. Mintzberg describes these linkages as a system of flows: the system of Formal

Authority (Mintzberg, 1979, p. 36), the System of Regulated Flows (Ibid., p. 37), the System of Informal Communication (Ibid., p. 46), the System of Work Constellations (Ibid., p. 53), and the System of Ad hoc Decision Processes. (Ibid., p. 58) These flows are analyzed regarding their relevance to the office.

Mintzberg has identified twenty-four dimensions that are present in an organization, clustering under five headings: key coordinating mechanism, key part of the organization, the design parameters, functioning, and contingency factors. This study has focused primarily on one of these five, functioning. While the others have been discussed briefly, the concentration on function provides the most relevant framework for describing and analyzing Education Extension.

STRATEGIC APEX

According to Mintzberg, generically, the strategic apex is charged with ensuring that the organization serves its mission in an effective way, and also that it serves the needs of those people who control or otherwise have power over the organization. (Mintzberg, 1979, p. 25) The strategic apex is composed of those persons who have the overall responsibility for the organization, and, in some organizations, includes an executive committee. Generally, those in the strategic apex take the most abstract perspective of the organization.

Work at this level is...characterized by a minimum of repetition, standardization, considerable discretion and relatively long decision-making cycles. Mutual Adjustment is the favored mechanism for coordination among managers of the strategic apex itself. (Ibid., p. 26)

The roles within the strategic apex of an Operating Adhocracy are not as well defined. The most important single role of the top management in the Operating Adhocracy is that of liaison with the environment to ensure the continuation of projects and resources. Since power for its own sake is not a major condition of an Operating Adhocracy, the top managers, as well as those in the middle line, must be


Masters of human relations, able to use persuasion, negotiation, coalition, reputation, rapport, or whatever to fuse individualistic experts into smoothly functioning interdisciplinary teams. (Ibid., p. 447)

Direct supervision and development of the organization's strategy are not the explicit responsibilities of those in the strategic apex in an Operating Adhocracy. In sharp contrast to the Professional Bureaucracy, where strategy is controlled by the professionals in the operating core or the other configurations where the process is controlled by the strategic apex, strategy formulation in the Operating Adhocracy is not clearly placed anywhere. Mintzberg indicates that, in this configuration, the term should be strategy formation not formulation because "strategy is not so much formulated consciously by individuals as formed

implicitly by the decisions they make one at a time."

(Ibid., p. 443) Therefore, strategy formation is controlled by whomever decides what and how projects are undertaken, including persons from all sectors of the organization: managers, support staff, and operators.

Within the organization of Education Extension, there are two positions in the strategic apex: the Dean of the Faculty of Education and the Director of University Extension. While the responsibilities for Education Extension do not represent a major component of the the Dean's and Director's over-all duties, each has the office as part of his mandate. The Dean is accountable to the Vice President, Academic, and the Senate for all programs in the Faculty, and Education Extension is part of that responsibility. "There is no question that ultimately the Dean's office will be held accountable for the quality of what gets done in academic terms." (Farrell, 1983) The Director of University Extension is responsible for administrative concerns with particular reference to the provision of financial resources. Also, in consultation with the Dean, he ensures that programs offered through Education Extension fall within the policy guidelines of the goals established for University Extension. (Jackson, 1983) While the Dean carries more weight in terms of academic concerns, the Director carries more in terms of



budget, organization, and provision of services.

(Mickelson, 1983)

Acting in an advisory capacity to the strategic apex is the Extension Programs Advisory Committee (EPAC). The membership of this group includes: five Faculty representatives, one chosen from and by each of the Departments and Schools; the Associate Dean; and the Faculty Coordinator for Education Extension, who serves as Chairman. Their role is to advise the Faculty Coordinator of Education Extension regarding program priorities and academic policies and procedures regarding Extension activities of the Faculty. (Education Extension: Administration, Organization and Policies, 1983) The duties and responsibilities of the Committee are to assist the Faculty Coordinator of Education Extension to establish appropriate decision-making procedures and lines of communication relative to Education Extension priorities; to provide supervision of program development and delivery; to monitor administrative procedures and budget development; to establish formative evaluative mechanisms; to encourage research and other forms of scholarship regarding Education Extension activities; and to ensure a brief written annual report for the Dean of the Faculty of Education. (Ibid., p. 4)

In an Operating Adhocracy, Mintzberg has described the most important roles of top management as being those

of liaison and negotiation with the external environment. (Mintzberg, 1979) The Dean, and probably more so the Director, spend time making contacts with external agencies such as the Tri-University Committee, the Universities Council and the Ministries of Education and Universities, Science, and Communications to effect financial and academic liaisons. Within the University, both use their skills of persuasion, negotiation, and coalition to make possible the functioning of the unit within the larger organization.

Education Extension does not rely on direct supervision from the Dean or Director. Both the Dean and Director advocate Education Extension programs and personnel with the Vice President, Academic, and the Senate Committee on Extension. While major policy decisions are made by them as are resource allocations, both money and personnel, the day-to-day operating decisions, budget management, conflict resolution, and employee review are carried out elsewhere in the organization.

The third set of duties assigned to the strategic apex is the development of strategy. Mintzberg defines strategy as the interpretation of the conditions surrounding the organization and the development of plans to deal with them. To reiterate, Mintzberg has stated that the more appropriate term to use for an Operating Adhocracy is strategy formation, not formulation. At the policy level, the Dean and Director play important roles. At the

functional level, however, many strategies are developed and executed by many individuals, for instance, the Department Chairmen, Faculty members, the Faculty and Program Coordinators.

The interrelationship between the Dean and Director is critical to the operations of Education Extension. The balance of power must rest carefully between them if the organization is to succeed. There are two major areas where this cooperation is essential: program approval and budget development. Program approval is a formal mechanism set up to ensure that projects undertaken by Education Extension reflect University standards. Its complexity requires the Dean and Director to work collaboratively for approval of Extension programs. There is also a need for cooperation between the Dean and Director in budget development. The Director negotiates for operating funds from the Universities Council of British Columbia annually with representatives from the University of British Columbia and Simon Fraser University. The funding received from this source is combined with base budget extension monies and allocated across the University by the Director. Once Education Extension has been apprised of its budget targets, the Faculty Coordinator and Program Coordinators prepare detailed operating budgets which are approved within the Faculty through the Education Programs Advisory Committee and, ultimately, the Dean's office. The Director

of Extension accepts the recommendations of the Dean, but can and does exercise the right to alter either the overall allocation or specific aspects within the budget.

There is no doubt that either the Dean or Director could exert extensive power. For instance, if the Dean had strong feelings about what form in-service education should take, Education Extension would take on the flavor of that Dean. S/he could win certain directional changes over and above the Director of Extension. Deans have a lot more power than they ever exercise. On the other hand, nothing would be a facsimile for a strong Director of Extension; he has the total function of University Extension in mind and the dollars come through his office. Budget is a numerical statement of policy, and since the budget comes from the Director a certain amount of authority flows with it. (Kratzmann, 1983)

The balance of power and decision-making is maintained in a number of ways. Negotiation and discussion between the Dean and the Director on budget matters occur as required. (Farrell, 1983) Both have the knowledge that each has the power to sever ties. The director has the budget authority, so at his discretion, he can withhold financial support for any program, and the program is out. On the other hand, the Dean has the power of veto if a program is not considered valid or appropriate or scholarly. Essentially, both have the power to veto, but

from totally different perspectives. (Mickelson, 1983)

Obviously, the potential for conflict is very great. Mintzberg uses the term "mutual adjustment" to explain how conflict can be avoided by "sophisticated problem solvers facing...complicated situations communicating informally to accomplish their work." (Mintzberg, 1979, p. 7) Mutual adjustment, the coordination of work through informal means, is a condition of the Operating Adhocracy. The Dean and Director rely almost exclusively on this form of interaction to maintain a balance.

The role of the Extension Programs Advisory Committee is less clear. The terms of reference outlined in Education Extension's policy guidelines give it powers beyond that of an Advisory Committee. On paper, the Advisory Committee has relatively broad powers to supervise, to monitor, and to assist in the establishment of decision-making procedures. There appears to be a difference between what the Committee's mandate is on paper, what it is perceived to be by the Faculty and the persons interviewed, and what is actually practiced.

In responding to the questionnaire, more than half the Faculty indicated that they were either only somewhat or completely unaware of the existence of the Advisory Committee. Only twenty-two of the fifty-three responding (41%) knew of its role in Education Extension.

Those persons interviewed had considerably varied opinions about the Extension Programs Advisory Committee:

EPAC is another step in the vetting mechanism.
(Farrell, 1983)

I see it as advisory, but in a very real sense, that advice can be a veto power...it is much like the Joint Board which doesn't...have any linear, hierarchical power, but can be very influential. (Mickelson, 1983)

I would hope EPAC would include such things as trying to find out...field needs, suggesting what programs may be offered...seeing to it that any programs offered meet the established standards...monitoring people teaching... evaluating programs...getting involved and suggesting long term planning and monitoring.
(Jackson, 1983)

It was advisory...EPAC should be no more than an advisory body to the Associate Dean. We put it together thinking that these people might generate ideas, that the Faculty Coordinator would bring possible avenues of action to them obtaining feedback from the Departments...EPAC was seen as a coordinating, communicating, facilitating body using the authority of good sense. (Kratzmann, 1983)

This broad range of opinion reflects the ambiguity surrounding the function of the Committee. One common thread was woven through the interviews, and that was regarding the make-up of the membership of the Committee. It was generally felt that experienced persons who could speak for their Departments were important contributing members.

Put five rookie assistant professors in there who may wish to communicate, but who don't really have the substance of the Faculty thinking behind them...and it could be meaningless...Put five Department Chairmen in there...and it could take on much more authority in the fact that knowledge generates power and these people are more knowledgeable. (Ibid., 1983)

The makeup of the committee will affect its function,

and the issue becomes even more complicated since the Faculty Coordinator is Chairman of the Advisory Committee:

In actuality, the person in the Faculty Coordinator role can manipulate the Extension Programs Advisory Committee because, for all practical purposes, they are lay people. There is a good deal of trust and responsibility given to this position. (Faculty Coordinator) (Yore, 1983)

In summary, there is a delicate balance of power existing between the Dean and Director. Each, at any time, could create a situation upsetting that balance. Through informal communication, however, persons in these positions have maintained an effective coexistence and a mutual trust which has been in place since the inception of the office. During this time there have been three Deans, each of whom has been supportive of Education Extension and University Extension. Perhaps this is due, in part, to the Director's attitude towards power:

Power cannot be placed in any one position. The business of power is not a zero sum game...I use power as the basis upon which one has to act in influencing decisions and behaviors of others. The more that power is shared the more power there is to share within the system at large. (Farrell, 1983)

In the strategic apex, the ultimate decision-making power rests with the Dean of the Faculty of Education and with the Director of Extension who have vested some of their power in the Faculty Coordinator. Their greatest importance lies not in their power or direct supervision but in their mutual adjustment to each other and to external liaisons.

THE MIDDLE LINE

Persons in the middle line are those line staff who join the strategic apex to the operating core and are part of what Mintzberg has termed the administrative component of the organization. In large organizations, there are generally many middle line managers to provide close personal control between the manager and the operators; the smaller organization frequently requires only one middle line manager. Any one of these persons performs a number of tasks in the flow of direct supervision:

He collects "feedback": information on the performance of his own unit and passes some of this up to the managers above him, often aggregating it in the process. (Mintzberg, 1979, p. 28)

S/he intervenes in the flow of decisions; the upward flow includes disturbances, proposals for change, decisions requiring authorization; and the downward flow includes distribution of resources, rules and plans to elaborate and projects to be implemented. This person, beyond direct supervision, must also maintain liaison contacts with other managers and support staff whose work is interdependent with the organization. While the middle line manager has some freedom to formulate strategy for his own unit, this freedom is significantly affected by the strategy of the overall organization. (Ibid., pp. 28-30)


In the middle line management of an Operating Adhocracy, liaison devices are very important. Managers do not manage

in the usual sense, that is, give orders by direct supervision. Instead they spend much time in the liaison and negotiator roles, coordinating the work among the different teams and functional units. (Ibid., 435) An important point to be made is that the relationship between the middle line and the operating core in the Operating Adhocracy is different from that in any other type of organization. In an Operating Adhocracy, these two merge into a single entity with little need for line managers to exercise close, direct supervision. Instead, the managers become members of teams, with a special responsibility to effect coordination among them. In this capacity colleagues are treated more like peers than as persons being supervised. Influence is derived by the expertise and interpersonal skill of the manager, not the formal position.

The distinction between line and staff blurs. It no longer makes sense to distinguish those who have the formal power to decide from those who have only the informal right to advise. Power over decision making flows to anyone in the Operating Adhocracy with expertise regardless of position. (Ibid., p. 440)

Conceptually, then, the position of middle line manager in an Operating Adhocracy is an expert who, by way of peer acceptance, retains the leadership role on a shared basis.

In Education Extension, the Faculty Coordinator constitutes the middle line. This position is a part of the flow of formal authority to and from the Dean and Director,



the Program Coordinators and the support staff. The Faculty Coordinator acts on the Dean's behalf. S/he is the person whom the Dean would likely hold accountable for the quality of the academic programs of the unit. On the Director's behalf, the Faculty Coordinator is the person held accountable for program design and delivery and budgetary matters. (Farrell, 1983) S/he also serves as Chairman of the Extension Programs Advisory Committee.

The terms of reference for the Faculty Coordinator according to the Education Extension policy guidelines are:

- (1) Providing general supervision regarding extension program direction and development.
- (2) Ensuring that appropriate decision-making procedures are established and maintained regarding Faculty priorities for Education Extension programs, specifically, chairing the Faculty of Education Extension Programs Advisory Committee.
- (3) Consulting directly with Program Coordinators and the Director of University Extension regarding budget preparation and reviewing expenditures on a monthly basis.
- (4) Discussing, as required, policy matters with external institutions, Ministry of Education officials and other University Extension Faculty Coordinators.
- (5) Ensuring that appropriate office management procedures are established and followed.
- (6) Ensuring appropriate evaluation procedures regarding Education Extension activities are implemented, specifically: a) general field effectiveness, i.e., programs, staff, and b) teaching effectiveness, i.e., usefulness, practicality.
- (7) Encouraging research regarding Education Extension within the Faculties of Education and Graduate Studies.

The Faculty Coordinator is released from half of his academic load to perform the duties of the office. S/he is accountable to the Dean and Director for these activities which include the normal day-to-day program and budget monitoring and the simpler, more routine managerial decisions. Perhaps the most important activities performed by the Faculty Coordinator are the liaisons established with agencies external to the institution. The Faculty Coordinator is a member of the Tri-University Field Services/Extension Committee, and, as such, advocates collaborative programs with Simon Fraser University and the University of British Columbia. Other liaisons include projects developed with with external agencies such as the B. C. Teachers Federation, the Ministry of Education, and the school districts. Once joint programming has been recommended by these constituencies, the Faculty Coordinator must then carry the proposals forward, in conjunction with the Program Coordinators, to the appropriate academic area. This requires strong liaisons with Faculty members within the institution.

The Faculty Coordinator spends a great deal of his/her time as a liason, and negotiating with the Director, Deans, Department Chairmen, Academic Coordinators of Education Extension programs, regular Faculty members, Program Coordinators and external agencies to ensure that the

objectives of the office are met. To illustrate, an invitation was issued by the Special Education Branch of the Ministry of Education, the University of British Columbia and the University of Victoria to develop Special Education Summer Regional Institutes. The proposal included offering five workshops in special education for teachers, located in various areas of the Province. While much of the development work was done by the Program Coordinator, the Faculty Coordinator negotiated with Department Chairmen and the Associate Dean to ensure approval through the system. In this case, the Faculty Coordinator supported the concept of the regional workshops and negotiated successfully with the appropriate agencies for approval. In another case, a proposal came forward from the Curriculum Branch and Simon Fraser University for the development of a distance education professional development activity, "Reading in the Content Areas." The proposal had full academic support, but was successfully blocked by the Faculty Coordinator because he disagreed with the funding arrangements. These two cases illustrate the latitude in the terms of reference for the Faculty Coordinator, particularly with respect to "providing general supervision regarding extension program direction and development."

Having a Faculty member serve in the capacity of Faculty Coordinator has been an issue in the past. As a Faculty

member, the individual maintains the standards of the Faculty (Jackson, 1983) and has the strength to advocate Extension programs from an academic position.

If the Faculty Coordinator position is eliminated, the responsibility for Extension will rest with the Departments... this prevents a unified approach. If that coordinating agency isn't there...each (Department) would be working entirely on its own without coordination or liaison. (Mickelson, 1983)

The Director of Extension indicated that University Extension had adopted the model of having a Faculty Coordinator who holds an academic appointment within the program unit, as a person who would, on behalf of the Faculty, guide and direct the planning affecting academic matters. (Farrell, 1983)

In review, the role of the Faculty Coordinator cannot easily be described. The terms of reference of the position bear this out, using words like consulting or discussing to describe the role. As the Dean's and Director's designate that person has some fairly specified duties, but because of the nature of the office, s/he cannot rely on direct supervision except in administrative decisions. In matters dealing with program, the person has some autonomy as illustrated, but the Faculty Coordinator must rely on liaison, mutual adjustment, and collaboration to facilitate the work of the office in the long term. In the words of a former Dean:

The Faculty Coordinator has a reasonable amount of power, but having once said that, there is such a

multitude of checks and balances on that power, that it won't be exerted out of line for too long without redress. (Kratzmann, 1983)

In analyzing this position, two factors arise for discussion: the effect that any given individual has on the office, and the problem of "serving two masters", the Dean of the Faculty and Director of the Division of Extension.

Any given individual who serves in the capacity of Faculty Coordinator will put his/her stamp on the position. At one end of the continuum is the Coordinator more interested in establishing policies, procedures, and guidelines, and tightening up the operations. At the other end is a Coordinator who would develop programs at any cost, or in spite of policies and guidelines. There is the potential with any Faculty Coordinator that either the institution and its rules or the clientele being served will be given priority over the other. The Faculty Coordinator who maintains a balance respecting the institution's needs while playing an active leadership role in innovative programming is the best leader for the organization. One interviewee described the Faculty Coordinator as being a gambler or risk taker to get programs underway:

A gambler, not in the sense of being reckless or irrational, but in terms of going that second mile to meet the needs of teachers. (Pearce, 1983)

A second potential problem is one experienced by the

Faculty Coordinator in acting as the legal representative of both the Dean and Director:

Potentially, this is not sound in that the Faculty Coordinator appears to have two bosses. That is a violation of what a structure should be like, however, within the university setting, it may work reasonably well, so long as the Dean communicates with the Director. (Jackson, 1983)

Another interviewee used the analogy of the trio being like a floating plane getting moved around relative to the pushes and pulls of the two agencies. These have been working in close harmony, but the future could bring a delicate circumstance in which this harmony was no longer felt.

(Kratzmann, 1983) The Director of Extension was more explicit in defining the terms of reference for the Faculty Coordinator:

The Faculty Coordinator reports to the Dean...on academic planning and decision making and reports to the Director on extension related decisions and responsibilities. These are hard line reporting positions, there are duties and responsibilities which are specifically designated. (Farrell, 1983)

While organizational theorists would agree that having a single position report to two supervisors could lead to an ambiguous situation, for this particular organization it is working.

The Operating Core

In terms of Mintzberg's theory, the operating core is the place in the organization where the operators carry out the basic work of the organization. The operators perform four prime functions: input, processing, output, and direct support tasks associated with the first three. "The operating core is the heart of every organization, the part that produces the essential outputs that keep it alive." (Mintzberg, 1979, p. 24)

In an Operating Adhocracy, the operating core is not a distinct group. As noted in the discussions on the middle line, an important feature of the Operating Adhocracy is that its administrators and operators tend to blend into a single effort. (Ibid., 1979) According to Mintzberg, in ad hoc project work, it is difficult to distinguish the planning and design of the work from its actual implementation. As a result, Operating Adhocracies may not bother to distinguish middle levels from the operating core. Managers of the middle line and support staff work closely with the operating specialists on project teams.

Even when distinctions are made, a close rapport must develop between the administration and operation levels...to the point where they are able to interchange their roles freely. (Ibid., p. 437)

Within Education Extension, the position of Program Coordinator corresponds most closely with the characteristics of the operating core of an Operating Adhocracy.

The Program Coordinator is a professional adult educator, classified as an Academic Administrative Professional, who is actually an employee of University Extension, assigned to a Faculty or School, having expertise in a certain area. The Program Coordinator reports to University Extension through the Faculty Coordinator of the unit.

At the time of the study, there were three Program Coordinators in Education Extension: one responsible for credit programs at the graduate and undergraduate levels; one responsible for non-degree and community education programs; and the third, responsible for native programs.

In 1981, the University of Victoria underwent a job classification exercise which affected all Academic Administrative Professionals. This provided a job description for Program Coordinators and clarified their roles, responsibilities and working arrangements with Faculties. The actual Position Description is very comprehensive and will not be included in its entirety, but a summary of the position follows:

The function and purpose of this position is to determine continuing professional education needs of teachers in the Province of British Columbia, to recommend professional development in those areas to the Faculty Coordinator of Education Extension and the Extension Programs Advisory Committee of the Faculty of Education, and to administer approved programs during implementation. (Position Description, 1981)

The responsibilities of the position include needs assessment, program design and management, evaluation,

writing and research.

The Director of Extension has elaborated the Program Coordinator's position as follows:

Our Extension staff get involved in a cooperative manner with the Faculty and academic administrators of the unit in terms of the professional development process in the areas of needs assessments, design of instruction, although that may be less important in the Faculty of Education where one can assume those skills to be resident. I expect staff to be skilled at program evaluation, and, indeed responsible for aspects of program evaluation which are other than academic. It is very much a cooperative model. In many ways, I regard the responsibilities of University Extension and the staff who are employed through it to be in a support relationship in one sense, but not entirely subservient to the academic areas because, at the institutional level, we must, and we will make decisions regarding overall institutional priorities. (Farrell, 1983)

The current Faculty Coordinator for Education Extension sees Program Coordinators as having good fiscal ideas, good management and facilitation skills, some insight into education function, and at the same time,..."We don't want all our Program Coordinators to have the same skills." (Yore, 1983)

It is the Program Coordinator's responsibility to assess needs, communicate these to appropriate Faculty areas, and, when approved, to develop and deliver programs in close cooperation with the Faculty. As noted by the Director, evaluation of all programs is seen as an important facet of the job. Although it varies somewhat from project to project, the role of the Program Coordinator is to innovate and solve problems on behalf of the clients and to

perform the basic work related directly to the production of the services offered by Education Extension.

Mintzberg's (1979) four prime functions: secure inputs for production; transform inputs into outputs; distribute the outputs; and provide direct support for each of these, need to be translated into relevant terms. The Program Coordinator secures inputs for production by doing formal and informal needs assessments, by attending Provincial meetings with educators, by acting as a liaison person with the B. C. Teachers Federation (BCTF) and the Ministry of Education, as well as working with the other two Universities on the Tri-University Committee. In transforming inputs into outputs, one of the primary responsibilities of the Program Coordinator is to advocate programs within the Faculty, either through individual members, Department Chairmen, or the Dean's offices. The Program Coordinators are expected to have expertise in program development and instructional design, and to be able to contribute to the overall design and delivery of programs. (Yore, 1983) It is imperative that Program Coordinators maintain a position of respect within the Faculty, because every project must have academic approval to proceed. It does not matter how creative or imaginative a proposal might be, if it does not have that formal academic approval, it will not proceed. There is no formal power at this level to accomplish tasks, hence

every Program Coordinator depends on his/her skills of persuasion, negotiation, and rapport to succeed. There is the informal network functions most effectively.

Once programs have received academic approval, it is up to the Program Coordinator to "distribute the outputs", or, in other words, to market them to the field of potential clients. If needs assessments have been done properly, and as an integral part of the planning process, it is a fairly straightforward procedure. The fourth duty noted by Mintzberg, the provision of direct support for the first three tasks, is what occupies much of the Program Coordinator's time. While this varies from situation to situation, there is standardization at this level. For instance, for every two-year Graduate program offered off campus, a set of procedures has been established which handles events before, during, and after program delivery. The pre-program steps carried out in cooperation with an Academic Coordinator, include development of a program proposal and budget; acceptance of these by the Department, Associate Dean, Graduate Programs Committee (GPC), Education Extension, and the Education Programs Advisory Committee (EPAC); advertising; assessing student eligibility; field based interviews and meetings; and candidate selection. A second set of procedures is implemented once a program has begun, including a formative evaluation. A summative evaluation completes the exercise. While this example

pertains specifically to one programming sector, Graduate Programs, the same type of procedural planning occurs for every sector: undergraduate credit, non-degree and community education, and Native programs.

While Mintzberg states that the operating core is the heart of every organization, the part that keeps it alive, there must be a balance among the four functions for the Program Coordinator to perform effectively. One interviewee described his perceptions of the role of the Program Coordinator in Education Extension.

I think the informal information flow is very important because the Program Coordinators are the ones who are making the field contacts and so better that others know what the actual situation is like with the people for whom we are providing services. That information needs...to come back to the University and while broad policies may well be made at the Dean's and Director's level, that information is very important to help them make those decisions. (Jackson, 1983)

Another former Dean does not see the Faculty Coordinator/Program Coordinator roles as being mutually exclusive.

Program Coordinators have to interact with Faculty a lot, and do all the time, but the Faculty Coordinator is the person responsible. In fact, I think the Program Coordinators are more heavily involved with the Faculty than the Faculty Coordinator. That is where the formal liaison must not be inhibitory; it would be nonsense if, in order to talk to the Program Coordinators, the Faculty members had to go through the Faculty Coordinator and back again. In fact, I think it has to come the other way around. (Mickelson, 1983)

These statements provide the evidence supporting Mintzberg's

observations that, in an Operating Adhocracy, the divisions between middle line, operating core, and support staff are blended or blurred, with the three groups working closely together.

While securing inputs for the office is an important component of the Program Coordinator's responsibilities, as are support and distribution, the most critical factor in getting any program underway is the rapport and trust established with Faculty members. This is true not only in regards to approval, but in encouraging the active participation of the professional (support) staff.

Support Staff

The support staff within an organization is described by Mintzberg as that group supporting the functioning of the operating core indirectly, outside the basic flow of operating work. (1979) While the support staff is largely unrecognized in much of the literature on organizational structure, Mintzberg feels that it is a major segment, one that should be considered on its own merit. Large organizations generally have a number of these support units each of which has a distinct function to perform. (1979) Some support units are microcosms of an organization, having their own equivalent of an Operating Core.

These units take resources from the larger organization and, in turn, provide special services to it. But they function independently of the main Operating Core; that is they are coupled only in a pooled way. (Ibid., p. 32)

In an Adhocracy, the support staff plays a key role. It is not sharply differentiated from the other parts of the organization. The support staff, along with the operating core and middle line, form part of the central pool of expert talent from which project personnel are drawn. (Ibid., p. 441) According to Mintzberg (1979) the administrative component of the Operating Adhocracy emerges as an organic mass of middle line, support staff, and operating core working together in ever shifting relationships on ad hoc projects.

In a Professional Bureaucracy, each professional can work on his own, while in an Operating Adhocracy, there is a blending of the efforts of different specialists who join forces in multidisciplinary teams, each formed for a specific innovative project. (Ibid., p. 435)

The members of Faculty who work on special projects in Education Extension are considered to be the support staff, along with a number of adjunct professors who are not employed by the University full time, but who also act as support staff. While the basic work of the organization is carried out by the Program Coordinators, no work at all could be conducted by Education Extension if the resource persons were not an integral part of the unit:

So the power of availability to carry out the essential tasks resides with the Faculty members individually. (Kratzmann, 1983)

Professors at the University can get involved with Education Extension to whatever degree they desire. This ranges from no contact at all to full-time secondment. The degree to which any Faculty member gets involved is dependent on individual interest or commitment. There are certain rewards for those choosing to participate. Opportunities are provided to maintain contact with practicing teachers, providing a link to practice, and the opportunity to plan research based on the activities. The office provides travel costs and honoraria for persons coordinating, developing, or implementing programs. This can include extra-to-load stipends of part-of-load released time. Professors presenting professional development workshops off-campus receive a daily stipend, and full time Faculty teaching credit courses for Education Extension off campus receive a half (.5) unit bonus for every credit unit taught. This has been made available to encourage participation and to reward service with extra time which can be devoted to writing and research.

Extrinsic rewards may not be the greatest motivator. To some, Education Extension presents the opportunity to shift from working with the pre-service, inexperienced student in a highly structured, traditional institution to working with the experienced educator in what can be an innovative environment. The ability to experiment and test new ideas with adult learners is an attractive

alternative, particularly in Faculties of Education faced with diminishing resources and students at the pre-service level. To illustrate, one Professor has developed and is coordinating an off-campus Masters of Education Program while, at the same time, developing a distance education credit course. This same individual has just completed a community education project in which the subject of women and high technology was explored. Each of these projects is innovative, particularly the latter, and, none would have been as readily possible without the organic organizational structure of Education Extension or the personal commitment of the individual Faculty member.

Education Extension has instituted the position of Academic Coordinator. Academic Coordinators are Faculty members who have been designated academically responsible for a particular project. This is a formal position for which the individual receives a 1.5 unit stipend. Academic Coordinators have been assigned to each Master of Education Program housed off-campus; to facilitate professional programs, Project T.E.A.C.H. and P.R.I.D.E.; to coordinate the Hazelton Teacher Training program; and for developing credit courses for distance education delivery. The responsibilities for the Academic Coordinator include program development and delivery, evaluation, and general monitoring of the project. These tasks are accomplished in direct cooperation with the Program

Coordinators and the Faculty Coordinator.

There are many areas in which the support staff function: non-credit workshops, one day or sequential; community education lectures; distance education projects; teaching credit courses off campus; coordinating a program, such as a Masters degree, or a Native Language Diploma or Teacher Training program off-campus. A former Dean described the involvement in Extension activities in this manner:

I think we'd be dishonest if we didn't admit there are differing philosophies in so far as Faculty members are concerned. Some feel we shouldn't be doing too much, that we should be attending to on-campus work. I am not of that opinion. I happen to feel that our extension work is extremely important from all sorts of perspectives. People out there need access; I think that universities simply can't sit in an ivory tower context and forget about the rest of the world. I don't think the province will continue to fund that. So, from very realistic, pragmatic, as well as more theoretic, esoteric kinds of reasons, I am very strongly committed to extension. (Mickelson, 1983)

Depending on the area in which one is involved, the amount of team work with the Education Extension Administrative/operating core varies considerably. One day workshops generally require the least amount of interaction. Usually the support person is contacted by the Program Coordinator, who has received and reviewed a specific request from an external agency, and the workshop is facilitated in a fairly standardized way. The same is true for credit courses. The real innovation and team work come in the development of a distance education project or a sequential workshop which involves two or

more resource persons. Program coordination can be highly interactive. The development of a Master of Education degree or organizing Native Teacher Training for off campus delivery can involve a number of persons inside and outside the unit working collaboratively to plan and execute the program. The support staff function within Education Extension does not completely conform to the conceptual framework provided by Mintzberg. In an Operating Adhocracy, there is an amalgamation of efforts wherein different specialists join forces in teams formed around a specific innovative project. (Mintzberg, 1979) Within Education Extension, many examples can be cited which reflect this kind of activity and commitment. While the data indicate that not every Faculty member chooses to be an active participant in extension programs, those who do get involved work in close cooperation as team members.

The Faculty members are there as content specialists and are responsible for the content of the programs, for the teaching and the evaluation of students. Traditionally, Faculty members have a great deal of autonomy in any given course. However, in terms of the design of instruction and delivery method, we are moving more and more to software development, and that's going to be increasingly a shared role with people who have special expertise. (Farrell, 1983)

Those Faculty members working with Education Extension in project development contribute significantly to the unit and form the pool of expert talent from which project personnel are drawn.

Mintzberg does not elaborate to what extent

standardization occurs within an Operating Adhocracy, except that it is insignificant. The standardization present within Education Extension is difficult to measure, except to acknowledge its presence, particularly in the area of administrative tasks.

The Technostructure

The Technostructure is that part of the organization in which analysts standardize the work of others; this group is separate from the main line of authority. (Mintzberg, 1983) The analysts design, plan, change the work flow and activity, then train or retrain people who must carry out the procedures. Since an Operating Adhocracy does not rely on standardization for coordination, there is little or no need for a technostructure. In Education Extension there is no technostructure. The standardized procedures in place were developed by the Coordinators based on practice, and have evolved over the past five years of the organization's existence.

Functioning

The five basic parts of a contemporary organization, as identified by Mintzberg, have just been discussed: the strategic apex, the middle line, the operating core, the support staff, and the technostructure. How these interrelate is the focus for the remainder of the chapter.

Functioning, or the interrelationship of the basic parts, is varied and complex and the linkages among them

are many. Mintzberg sees these parts of the organization joined together by different flows: authority, regulation, information, decision processes, and work constellations. The first two flows, authority and regulated flows represent traditional views of how the organization functions. Each has its roots in early organizational theory: the former by early management theorists, the latter by proponents of scientific management. (Ibid.,1983) The last three represent contemporary thinking in organizational theory, combining or blending formal and informal relationships in organizations.

Flow of Authority

Traditionally, organizations have been described by organization charts. The skeletal outline, which Mintzberg refers to as an organigram, represents a picture of the division of labor in an organization, showing at a glance what positions exist in the organization, how these are grouped into units and how formal authority flows among them. (Ibid., p. 37)

While Mintzberg concedes that formal authority represents only a very limited aspect of the complex organization, he claims it must be studied and understood if the function of the organization is going to be understood. Formal authority refers to the amount of direct supervision and standardization present in an organization. While, in all structures, the blend

of informal and formal authority is very great, the formal does order the direction of the informal flow, and requires overt conformity to its precepts. (Ibid., p. 37) Generally, within the five basic parts of the organization described by Mintzberg, two control the flow of formal authority: those in the strategic apex and the middle line. In an Operating Adhocracy, however, Mintzberg states that the flow of formal authority is insignificant because of selected decentralization present in the organization.

Education Extension has three individuals and a committee who are responsible for the flow of formal authority through the organization: the Dean, the Director, the Faculty Coordinator and the Education Programs Advisory Committee.

The Dean and Director are legally responsible for the office—the former for academic matters, the latter, administrative. Much of their power is residual, however, and is not used extensively. Exceptions would be at budget development or revision time when the Director sets financial targets for each sub-unit of the Division of University Extension, or when the Dean requests a special report regarding the operations of the organization for presentation to the Faculty Council.

Neither the Dean nor the Director uses overt authority directing the business of Education Extension. In the

description of the strategic apex, discussion centered on the fact that the Dean and Director rely on mutual adjustment or the coordination of work by informal means in acting as the formal leaders of the organization. While these two persons have the legal authority and responsibility for the office, this is not exercised as overt power. They have what may be termed residual authority and power for decision-making:

To illustrate, in public education in general, the Constitution Act of Canada, Section 93, says that the provinces may exclusively make laws which govern public education...and all of them have, so they actually have the...overt power. But, the federal government has a rider on all sections of the Act...that says...it may at any time declare any act introduced by the provinces under this umbrella to be null and void. (Kratzmann, 1983)

The power exercised by the Dean and Director is quite similar. There is the informal understanding that Education Extension can function within broad parameters acceptable to the Dean and Director without interference. It is only at certain times that these individuals exercise their prerogative.

The Faculty Coordinator, as the representative of the Dean and Director, has the delegated authority and responsibility for ensuring that projects reflect University standards, policies, and procedures. S/he monitors the function of the organization, making managerial decisions. The Faculty Coordinator, according to one interviewee:

Could be anything he wanted, fairly insular, he could

build a tight structure...his own little empire. Potentially he has quite a bit of clout because of the budget control. (Yore, 1983)

Because of the checks and balances, however, this use of authority would not occur for too long without redress from the academic body. Rather than relying on formal authority, the Faculty Coordinator uses liaison devices and the power of persuasion much more frequently. S/he relies on mutual adjustment as the key coordinating mechanism.

The formal authority vested in the Education Programs Advisory Committee is a potential issue for Education Extension. As discussed previously, the policy guidelines for the office imply that this group has formal authority vested in it. If these guidelines were taken literally, a powerful group bent on changing Education Extension could, as one interviewee stated:

Put five Department Chairmen on the Committee and it could take on much more authority...these people are senior ranking people, which most times in an academic committee counts for something. (Kratzmann, 1983)

To date, the Education Programs Advisory Committee has served only as an advisory body, meeting on an irregular basis at the Faculty Coordinator's call. The future could be different for this group, depending on many factors: the relationship between the Dean and Director or among the Dean, Director and Faculty Coordinator and the Committee:

I should increase the importance of that committee,


have it meet on a more regular basis, and handle some of the policy issues over a longer period of time... if you have people who serve two or three year terms, you get continuity. (Yore, 1983)

To date, the formal authority vested in this committee has not been clearly defined, or if defined, then not clearly interpreted. This remains an unresolved issue for the office. In general, however, the formal flow of authority through Education Extension is limited, and any power or authority, per se, that exists is shared among a number of individuals.

With this kind of institution, an opportunity is never missed to remind us collectively that power is a very shared thing. One cannot pinpoint it the way one can in a very line oriented organization, such as the private sector or military.....

I have the right to advocate, but that's the nature of my power base. (Farrell, 1983)

The Dean and Director do not use their formal authority often or without care. Each depends on the Faculty Coordinator to monitor the organization on his behalf. However, the Faculty Coordinator, although using liaison devices and the power of persuasion frequently, still has the freedom, especially as Chairman of the Advisory Committee, to exercise a fair amount of authority. There are so many checks and balances coupled with the blending or blurring of the work in the organization that a strong formal authority flow is impossible.



System of Regulated Flows.

The System of Regulated Flows refers to standardization of processes within an organization. These flows systematically and explicitly control the routinization of tasks. In organizations such as Machine Bureaucracies, regulated flows are significant because these units depend upon the standardization or regulation of all processes to accomplish the work. In organizations that are classified as either Professional Bureaucracies or Adhocracies, the regulated flows are insignificant. Because of their education and/or expertise, the professional works relatively independent of his colleagues, but closely with the clients he serves.

In an Adhocracy, members of the support staff are the key part of the organization. They are influential due to their expertise, and because their collaboration is required on project work. The ad hoc nature of project work precludes standardization to any great degree.

Within Education Extension, there is little standardization, except at the level of course or program administration. Certain approval mechanisms are highly standardized: course and program approval, instructor appointment procedures, budgeting, and accounting.

The major work of the office is carried out without a predominance of policy or regulations other than that required when interfacing with other departments within

the University. To reinforce this point, the first policy guidelines for Education Extension were published in April of 1983, five years after the inception of the office. Due to the changing nature of the organization, some of the guidelines are no longer relevant.

Depending on the influence of the Faculty Coordinator or the Dean, Director, and Education Programs Advisory Committee, the regulated flows in Education Extension will either be significant or insignificant. At this time, however, the majority of the work carried out by the office is ad hoc, or for a special purpose, collaborative, and frequently changing. As long as these conditions are present, the regulated flow in Education Extension is insignificant.

The System of Informal Communication

Organizations function in far more complex ways than the description of the skeletal structure reveals. (46) Organizational theorists have documented considerable activity occurring outside the formal authority flow and the regulated system. According to Mintzberg:

Centers of Power exist that are not officially recognized; such networks of informal communication supplement and sometimes circumvent the regulated channels and decision processes flow through the organization independent of the Regulatory System. (1979, p. 46)

The informal communications flow through the organization is very complex, and tracking it can be difficult. The informal or unofficial information

flow can be seen in spontaneous and flexible ties among members of the organization. These are indispensable to the formal authority flow, yet are not a part of it. There are two prime reasons for informal communications, one directly work related, the other social. This is an important distinction, especially for an organization like Education Extension. The work related informal system refers to those occurrences within the organization which are relevant to its work. The social related informal system may be totally independent of the work of the organization, sometimes becoming dysfunctional. Within Education Extension, the social related flow is present and is an inherent part of the liaison existing among members of the organization and those outside. Because of the complexity of the subject and the need to explore it from quite a different perspective than structure and function, the social flow will not be treated in-depth in this study.

The work related or non-formal communications in Education Extension are significant. The "work" of the office could not be carried on without them.

In Education Extension, formal authority is centered in the Dean, the Director, the Advisory Committee and, the Faculty Coordinator, while the greatest part of the work is carried out by the support staff (Professors) and the Program Coordinators. Because these positions have no

power, the individuals must rely on informal communications to accomplish many of their tasks. This is particularly true for the Program Coordinators who, lacking positional authority, must rely on their skills of liaison and persuasion to accomplish the work of the office.

The informal information flow is very important because the Program Coordinators, in particular, are the ones making the field contacts and so, better than others, know what the actual situation is like with the people for whom we are providing services. That information needs to come back to the University, and while broad policies may well be made at the Dean's and Director's level, that information is very important to help them make those decisions. (Jackson, 1983)

In regards to the support staff or Professors, one interviewee stated that informal information is absolutely critical within any organization and, in many ways, is much stronger and better developed than the formal structure.

Certainly in universities, it is an essential function; it is a marvelously well developed system of its own...you will have a better informal system in the universities than in other organizations. Because professors control their own time and move around the organization easily, it gets very well developed. (Pedersen, 1983)

Assuming this is true, the use of this informal network by Professors in their usual work for the University is transferred to the collaborative work within Education Extension, supporting Mintzberg's point that rich networks of informal communication supplement regulated channels. The flow of informal information through

Education Extension was acknowledged by individuals interviewed:

All kinds of organization charts can be drawn to describe in formal terms how liaison should occur, and planned for in terms of getting representatives of various areas on this committee or that committee, but I've seldom seen that work where there hasn't been an informal liaison network, either preceding it or during it or coterminous with it. (Farrell, 1983)

The idea that the formal and informal flows are inextricable was iterated by a number of those interviewed. The most efficient organizations are those in which the formal expectations of the organization and the informal needs and dispositions of the members who have to satisfy these are almost parallel. (Kratzmann, 1983) One former Dean put it this way:

There is no question that in any organization, there is an informal power structure and regardless what the formal power structure is doing, there had better be some veritability with the informal...otherwise, you are going to have dissonance, you are going to have problems. (Mickelson, 1983)

Mintzberg states that the formal and informal systems are interdependent, that the formal shapes the informal while, in turn, the informal greatly influences what works in the formal. (1979, p. 53)

The flow of informal communications throughout Education Extension is significant. In the provision of continuing professional educational opportunities for teachers, the "work" of Education Extension could not occur without the informal information flow.

System of Work Constellations

Work Constellations are described as a set of quasi-independent cliques of individuals who work on decisions appropriate to their own level of hierarchy, each work constellation having some decision-making area within the organization.

Much of the informal communication and the decision making of the organization is bounded within these work constellations, with the nerve centers effecting much of the communication between them and the gatekeepers gathering in much of their external information. (Ibid., pp. 54-55)

Work constellations can be formal or informal, and are significant throughout an Operating Adhocracy. The power for decision-making is distributed widely in the most complicated of ways, among managerial and non-managerial personnel, and at all levels of the hierarchy. (Ibid., p. 446)

Much of the developmental work done by Education Extension is accomplished through work constellations. Sometimes these constellations consist of three persons, sometimes ten or more. The number varies depending on the task at hand. In the case of a non-degree workshop, the Program Coordinator, the Faculty person and the person external to the institution making the request form the work constellation. Although certain things are standardized, for instance, procedures for securing workshop approval and fee, instructional stipend, travel, food, and accommodation, the three members of the group are

relatively independent and can make program decisions. An example of a very large work constellation is a task force set up with members of three universities, the Ministry of Education, and a private consultant to develop a week long institute on Multiculturalism. These individuals have the freedom to develop the curriculum, particularly since at least half the members are academics. The formal system approves the involvement, then the informal structure assumes responsibility during the developmental and delivery phases. With any work constellation, certain things are routinized, but this pertains, in the main, to the approval and certain administrative aspects of the project.

One individual interviewed pointed out in an abstract way his need to know about work constellations:

I have a desire and a commitment to help off-campus. Having that desire to be part of a team, I would like to know how we can work together to make sure the programs we are delivering are the most appropriate programs delivered to the most appropriate people at the appropriate time with the appropriate budget. (Kratzmann, 1983)

These comments, in essence, define the tasks of the work constellations. Whether these are large or small, the completion of these tasks constitutes their function.

In discussing project based activities, the Director of Extension defined them as resulting from a contract with an external agency. In order to get the development task done, extra people with specialized expertise are

brought together to form a project team. When the project is completed, the team disperses and individuals go on to other things. (Farrell, 1983)

The concept of work constellations provides the framework for the type of project management carried out by Education Extension. The Faculty Coordinator and the Program Coordinators could conceivably be serving as members of several work constellations at one time, and in fact, do. These professionals, the Coordinators, supply the needed coupling between the work constellations and Education Extension. This linkage works both ways and is critical to the operations of the organization.

Because of the nature of the activities in Education Extension, work constellations represent a major component. These take different forms, but generally are consistent with Mintzberg's description in-so-far as they are quasi-independent cliques working on decisions appropriate to their own level of hierarchy.

System of Ad Hoc Decision Processes

An important flow through Education Extension is what Mintzberg terms ad hoc decision processes. Through these, the formal and informal aspects of the organization, i.e. the formal authority, regulated flow, the informal flow, and work constellations, blend together to determine the behavior of the organization. (Ibid., p. 58)

Mintzberg has defined a decision as a commitment to

action, and a decision process as a combination of all the steps taken from the time when the first stimulus for an action is perceived until the time the commitment to action is made. His research suggests that there are seven fundamental routines in decision-making clustered in three steps: (Ibid., p. 59)

Identification Phase:	recognition diagnosis
Development of Solutions Phase:	search design
Selection Phase:	screening evaluation (choice) authorization

Further, Mintzberg has categorized decisions into three main types: operating, administrative, and strategic.

Mintzberg defines these three categories as follows:

- (1) Operating Decisions are routine decisions, typically programmed, requiring little or no autonomy on the part of the operator. (1979, p. 59)
- (2) Administrative decisions are considered to be either coordinative or exceptional. Coordinative decisions guide and coordinate the operating decisions and are generally standardized or regulated. Exception decisions are made on an ad hoc basis, are non-routine, and may include the design of custom made decisions. These tend to cut across functional areas. (Ibid., p. 59)
- (3) Strategic decisions are exceptions and have significant impact on the organization. They are the least routine and programmed of all the decision processes, are very complex, intermingling the seven routines: recognition, diagnosis, search, design, screening, evaluation, and authorization. Generally strategic decisions result in many changes for the operating decision processes. "That is why they are strategic." (Ibid., pp. 60-61)

Mintzberg states that there is a need to understand the linkage among operating, administrative, and strategic decisions, as well as the roles the participants, "operators, top and middle line managers, and support staffers" play in the phases of these decision processes.

We need to know who recognizes the need to make a given kind of decision, who diagnosis the situation, these parts we have little evidence. There has been to little research in the important question of how decision processes flow through organizations. (Ibid., p. 61)

Operating decisions of Education Extension, for the most part, belong to the Program Coordinators and support staff, and generally fall within the policy guidelines of the office. The Faculty Coordinator probably should not spend much of his/her time making these routine decisions.

Administrative decisions can be made by a number of individuals in the organization, but are predominantly made by the Faculty Coordinator. Coordinative decisions can be made by Program Coordinators or support staff in that they are standardized or regulated. Exceptional decisions that are formal in nature are made by the Faculty Coordinator, the Dean, the Director, and the Department Chairmen, frequently in consultation with Faculty members. Informal exceptional decisions are made daily by Program Coordinators in determining whether or not proposals are carried forward for formal approval. For instance, if a request is received for a workshop or course, the Program

Coordinator can make the determination, based on certain known facts regarding the availability of funds; resource person; equipment; and whether or not it is feasible to seek academic and administrative approval.

Strategic decisions, in Education Extension, are made by the Dean and Director with direct input from the Faculty Coordinator and Education Programs Advisory Committee, and indirect input from the Program Coordinators, support staff and external agencies.

Within Education Extension, the authority for decision-making is somewhat parallel to the indeterminate nature of the structure. (Kratzmann, 1983) It is also closely linked to one of the rules of decision-making in any university: not to vest power for decision-making in any one office. (Farrell, 1983) Decision processes are a shared experience within the organization. Since decision-making is the pre-eminent process of any organization, and since it reflects many of the other significant functions of an institution, several case studies are analyzed in detail to determine this process.

Community Education and Professional Development

The approval mechanism for professional development and community education programs is the same. A request for a non-degree activity is received by the Program Coordinator from any one of a number of agencies: individual schools,

school districts, local teachers' associations, the Ministry of Education, Provincial Specialist Associations of the B.C. Teachers Federation, community organizations, other British Columbia Universities, or from Faculty members. The Program Coordinator makes the appropriate contacts with the Faculty to identify a resource person. Generally, this is a Faculty member. In some cases, however, such as English as a Second Language, Adult Basic Education or any other relatively specialized areas in which the Faculty have no expertise, resource persons external to the Faculty are recruited upon approval by the Department involved. Up to this point the identification phase has been in effect.

The Program Coordinator, acting as a broker, then facilitates program planning and administration, and is responsible for all facets of the project including evaluation. Organizationally, the critical positions in professional development and community education programming are the Faculty resource persons and the Program Coordinator. The activities performed by the Program Coordinator and the Faculty resource person constitute the Development of Solutions Phase. In the Selection Phase, approval must be granted by the Department Chairman and the Dean or his designate for the program and the resource person, and by the Faculty Coordinator for the

expenditure of funds. The Senate Committee on Extension is the final approval body.

A tally of the number of individuals involved in the decision process regarding professional development and community education programs indicates:

- | | |
|--------------------------------|--|
| 1. Identification Phase: | Program Coordinator
Faculty
Department Chairman |
| 2. Developing Solutions Phase: | Program Coordinator
Faculty |
| 3. Selection Phase: | Faculty Coordinator
Department Chairmen
Dean, Senate Committee
Advisory Committee |

Needs Assessment Activities

A systematic method for determining needs at the graduate and undergraduate levels of programming has been an important facet of credit program development. In 1981, a province-wide assessment (Oberg and Murphy, 1981) was conducted by Education Extension to determine 1) how many educators holding baccalaureate degrees would be interested in pursuing graduate studies 2) in what content areas and 3) in what geographical areas. The data provided by this study have been shared with other British Columbia

institutions and have been used as the basis for long range planning of off-campus graduate programs.

A similar assessment has been planned at the undergraduate level, and, by the fall of 1983, it is anticipated that a profile of the needs of teachers attempting to complete undergraduate degrees will be available for long term planning purposes. The study is being conducted on a regional basis by Simon Fraser University, the University of British Columbia, and the University of Victoria, using as boundaries the regional college system of British Columbia. Long range continuing professional educational opportunities will be projected on a regional basis, enabling educators to complete their degrees using a variety of methods: the Knowledge Network, the Open Learning Institute, correspondence courses such as Simon Fraser University's Directed Independent Study Courses (DISC), and face-to-face on-site course delivery from the three universities. This tri-university study is illustrative of the multi-agency planning approach adopted by Education Extension.

The decision processes varied between the graduate and undergraduate needs assessment. At the graduate level, the recognition came to a number of individuals simultaneously that the Faculty and Education Extension needed a mechanism for plotting future program development and to assist in the priority setting of requests for

field based Masters programs. Two professors were identified to carry out the study, and there was a mutual commitment of resources by Education Extension, the Faculty, and the Joint Board of Teacher Education. Using Mintzberg's typology for decision processes, the breakdown indicates:

1. Identification Phase: Faculty Coordinator
Program Coordinator
Faculty, Dean
2. Developing Solutions Phase: Faculty
3. Selection Phase: Faculty Coordinator
Faculty, Dean
Joint Board, Director

The undergraduate needs assessment evolved in a slightly different way. Program Coordinators from the three universities were active in the identification and development of solutions phase. The selection phase involved the entire tri-university committee, with the final authorization coming from the Faculty Coordinators. The tally for the decision processes follows.

1. Identification Phase: Program Coordinators,
tri-universities
2. Developing Solutions Phase: Program Coordinators,
tri-universities
3. Selection Phase: Faculty Coordinators,
tri-universities

Credit Programs

In Education Extension, the credit programming sector has two components: graduate programs and undergraduate degree completion programs. While most policies and guidelines refer to both, each has some unique characteristics. At both the undergraduate and graduate levels, there are many standardized procedures associated with administrative tasks. For each course offered off-campus, there is a set of procedures to be followed. This has been necessitated by the volume of activity and the need to interact with other sectors of the University: Admissions, Records Services, Accounting, Faculty of Graduate Studies, and the Manager of Administrative Services of University Extension. The non-standardized activity occurs in assessing needs, in advocating those needs and, to some extent, in evaluation. Within the parameters established by the Senate, however, much work has been done to establish programs which reflect the continuing professional educational needs of teachers.

Graduate programs are the most standardized of all the programs offered off-campus. The importance of maintaining academic excellence while studying at the graduate level off-campus is the critical factor, and standardization must be maintained for a number of reasons: the need to meet or exceed campus standards, certain administrative considerations, financial commitment, the

influence of approval agencies, academic ownership, academic supervision, and graduate student services.

While, on the one hand, graduate programming is the most standardized, on the other it is the most innovative. The University of Victoria is the first British Columbia University to have a comprehensive set of ongoing programs off-campus. From the initial program, Educational Administration in Prince George, each Academic Coordinator has worked closely with the school district in question to fit the program to off-campus student needs while maintaining academic excellence. Organizationally, the Academic Coordinator has complete freedom to structure and run the program once it is approved. S/he does not control the budget. Although the budget is drawn up consultatively with the Program Coordinator and the Academic Coordinator, the Faculty Coordinator, at present, maintains complete control over expenditures for each program.

The decision processes associated with the development and delivery of a graduate program off campus are complex. In the identification phase, the recognition and diagnosis can come from a number of sources: the Graduate Needs Assessment, district request, a Faculty member, a section of an academic department, another university, individual potential students. Once a need has been identified with tacit approval to proceed from the Department with the development of a solution, an Academic Coordinator is

identified who works with the Program Coordinator to develop a program and budget proposal. The screening, evaluation, and authorization to proceed, the elements of the selection phase, are even more complex and dynamic. The official approval route includes the Faculty Coordinator; the Section, a sub-unit of a Department; the Department; the Associate Dean; the Extension Programs Advisory Committee; the Graduate Program Committee; the Director of Extension; the Faculty of Graduate Studies; and the Senate Committee on Extension. Once approved, the proposal must still be advertised as subject to funding, a continuing problem for the office. The decision processes for graduate programs cluster as follows:

1. Identification Phase: Faculty, Section,
Graduate Needs
Assessment, District,
other universities,
individual student.
2. Developing Solutions Phase: Program Coordinator,
Academic Coordinator
3. Selection Phase: Faculty Coordinator,
Section, Department
Chairman, Dean, EPAC,
GPC, Graduate
Studies, Senate
Committee, Director

Professional Courses

At the undergraduate level, while there are many standardized procedures, much programming occurs which is more innovative. An example of this type of program is one approved academically through the Professional Studies Department of the Faculty of Education: the granting of credit for certain professional training programs designed for practicing classroom teachers. Two of these courses, Project T.E.A.C.H. and Project P.R.I.D.E. illustrate innovation, not in course content, but in multi-agency planning and collaboration. In this case, the agencies are the Professional Studies Department, Education Extension and the British Columbia Teachers Federation. The Federation originated the proposal that the University of Victoria grant 1.5 units of credit for the course training. They provided evidence gathered from extensive evaluations that the courses were useful in developing teaching effectiveness in the classroom. Once approved in principle by Professional Studies, the administration and liaison regarding the course was effected by Education Extension.

The need was recognized by the British Columbia Teachers Federation. That organization also diagnosed the situation, and the solution was developed collaboratively by the British Columbia Teachers Federation, Professional Studies, and Education Extension. The authorization process was complex, involving the Faculty Coordinator, the Director

of Professional Studies, the Dean's office, and the Director of Extension, and the Senate Committee on Extension.

Specifically, the decision process breaks down as follows:

1. Identification Phase: B.C.T.F.
representative
2. Developing Solutions Phase: Program Coordinator,
Academic Coordinator,
Department Chairman,
Department Chairman,
B.C.T.F.
representative.
3. Selection Phase: Faculty Coordinator,
Department Chairman,
Dean, EPAC, Senate
Committee on
Extension.
B.C.T.F. Representative

The Okanagan Festival

The Okanagan Educational Arts Summer Festival is an example of program innovation occurring within the Faculty through three Departments--Art and Music, Communications and Social Foundations, Physical Education--and Education Extension. The goals of the program were to develop a series of courses in visual arts, music, drama, and movement designed to create an interrelated curriculum for the

practicing elementary classroom teacher. The content was unique, as was the delivery system.

This program took a great deal of pre-planning once the concept was approved and the project team was identified. The team consisted of experts in each content area and the Program Coordinator from Education Extension. Program development occurred over a year long period, with the four academics having freedom to innovate within academic and budget guidelines established by the Faculty and Education Extension. The Program Coordinator assumed all administrative responsibility and coordinated the work among team members. Structurally, the key individuals in this example were the support staff (Faculty), and the operating core (Program Coordinators).

The decision processes were complex because of the size of the project and the number of resource persons involved. The need was recognized by the Faculty Coordinator who also diagnosed the situation. The development of the solution was a team effort involving the Faculty members and the Program Coordinator. The authorization process was somewhat more difficult, as it required approval by four sections, three Department Chairmen, Extension Programs Advisory Committee, the Associate Dean, the Senate Committee on Extension, and the

Faculty Coordinator. The decision occurred as follows:

1. Identification Phase: Faculty Coordinator
2. Developing Solutions Phase: Program Coordinator,
Faculty, four Sections
3. Selection Phase: Three Dept. Chairmen,
EPAC, Dean, Director,
Senate Committee.

Special Education Institutes

Another example of innovative programming was the Special Education Regional Summer Institutes, a series of five, one week workshops designed for the classroom teacher requiring special education expertise in the classroom. The institutes, like the Okanagan Festival, were unique in delivery and content. They differ from the Festival in the sponsorship. In this case, the team was composed of members from the Ministry of Education: Special Education Branch, the University of British Columbia and the University of Victoria. The need for the institutes was recognized and diagnosed by the Ministry of Education. The solution was developed by the Program Coordinators from the University of British Columbia and the University of Victoria with cooperation with the Special Education Branch. The final authorization, which required much informal liaison, came from the Faculty Coordinator, the Department Chairmen, the Dean, the Director Chairmen,

Extension Programs Advisory Committee, the Associate Dean, the Senate Committee on Extension, and the Faculty Coordinator. The decision occurred as follows:

1. Identification Phase: Faculty Coordinator
2. Developing Solutions Phase: Program Coordinator,
Faculty, four Sections
3. Selection Phase: Three Dept. Chairmen,
EPAC, Dean, Director,
Senate Committee.

Tri-University Credit Course Collaboration

Since 1978, an active tri-university committee on extension has functioned. At this inter-institutional level, several innovative projects have been undertaken. A common problem has been the inability of students to transfer credits from one institution to another. If, for instance, the University of Victoria were offering a course off campus, it is possible that any University of British Columbia or Simon Fraser University student living in the area could be prevented from registering for the course if the maximum number of transfer units had been granted to the individual. To circumvent this, first experimentally, then on an on-going basis, the three universities cooperated offering a single course with a single instructor, but carrying three approved course numbers. This enabled students to register at their home institution, eliminating

removing the need for transfer credits. Initially, this project was undertaken for the students. Diminishing resources, however, both financial and student, have made this type of collaboration essential.

The initial decision process was approved by the Dean and the Director, however, subsequent offerings have become routine and are approved in the same manner as University of Victoria courses are. The decision processes, based on the original pilot project follow:

- | | |
|-------------------------------|--|
| 1. Identification Phase | Students |
| 2. Developing Solutions Phase | 3 Program
Coordinators, |
| 3. Selection Phase | 3 Faculty
Coordinators,
3 Deans, 3 Directors
Senate Committee
on Extension |

Tri-University Microcomputers in the Classroom

Another area in which there has been a coordination of efforts among the three institutions is in microcomputers in education. A resource team, with representatives from each institution, have developed a credit course for delivery via the Knowledge Network. The course has had three course numbers so students can enroll for credit at their home institutions. The course, "Microcomputers in

the Classroom," is an excellent illustration of innovative, cooperative programming occurring at the inter-institutional level. Due to the controversial nature of this course, the Dean and this course, the Dean and Director assumed leadership roles, making appropriate decisions which would normally have been assigned to the Faculty and Program Coordinators. Initially, however, in the decision process, the need was recognized by the Program Coordinator, and the situation was diagnosed by a team of three persons who recommended expansion to a tri-university course. The solution, which has taken two and one-half years to elaborate, was originally authorized by the Faculty Coordinators of the three institutions. In this case, the decision processes were:

1. Identification Phase Program Coordinator,
Distance Education
Specialist,
External Agency
2. Developing Solutions Phase Three Faculty
Coordinators
Three Program
Coordinators
Three Faculties,
Three Distance
Education Specialists

Faculty Coordinators, the Deans, and, in the case of the University of Victoria, the Director of Extension. The breakdown for the decision processes was:

1. Identification Phase: Three Dept. Chairmen
2. Developing Solutions Phase: Three Dept. Chairmen
3. Selection Phase: Three Faculty
Coordinators, Three
Deans, Director,
EPAC, Senate Commit-
tee on Extension

The ten examples represent the kinds of activities undertaken by the Education Extension office. A more extensive treatment of the data can be found in Appendix I. However, the evidence suggests that the decision process is not just the selection of a course of action. It embodies all the steps taken from the time a stimulus is received until the time the commitment to action has been made, and it involves a number of individuals. In an Operating Adhocracy, Mintzberg has stated that the flow of decision-making is mixed at all levels. That this is true for Education Extension has been borne out by the study, as illustrated by Figure 10.

Recalling Mintzberg's classification of decisions into operating, administrative, and strategic decisions, the steps in the decision process performed by Faculty and the Program Coordinators are operating decisions or

PHASE	1	2	3	4	5	6	7	8	9	10	T
Identifica- tion Phase	2	4	3	6	1	1	1	1	3	3	25
Developing Solutions Phase	2	1	3	2	4	2	3	15	12	3	47
Selection Phase	5	5	3	9	5	11	6	13	10	9	76
Total	9	10	9*	17	10	14	10#	29	25	15	148

* Denotes Tri-University Program

Denotes Bi-University Program

- Key:
1. Professional Development
 2. Graduate Needs Assessment
 3. Undergraduate Needs Assessment
 4. Graduate Program Approval
 5. Professional Courses
 6. Okanagan Festival
 7. Special Education Institutes
 8. Tri-University Courses
 9. Microcomputers in Education
 10. Tri-University Graduate Program

Decision processes in education extension

FIGURE 10

coordinative administrative decisions, although some are exceptional administrative decisions. During the selection Process, those in the strategic apex and the middle line are most active.

A major problem with this study is that it does not reveal who makes the strategic decisions nor where in the organization they are made. Mintzberg notes that strategic decisions are exceptions and have significant impact on the organization. They intermingle the seven steps and result in many changes to the organization. An example of a strategic decision was the need to cut overall programming funds allocated to Education Extension by fifteen percent (15%), as was the case for the 1983 academic year. The decision to cut funding was made by the Director of Extension, after consultation with the Vice President, Academic, and Universities Council of British Columbia. Once Education Extension was notified of the decision, the Program Coordinators revised proposed budgets downward in consultation with the Faculty Coordinator. These trimmed, prioritized budgets were submitted to EPAC, whose members discussed the staff recommendations, then made recommendations of their own, which were subsequently submitted to the Dean, and then the Director for final consideration.

In this case, the strategic decision to cut funding based on economic realities belonged to the Director. How these cuts were effected within Education Extension was a shared decision, intermingling the three phases of Identification, Developing Solutions, and Selection.

Many individuals interviewed concurred with the findings that the decision processes within Education Extension are complex and varied and involve a rather large number of individuals or committees at all levels. These can flow from Education Extension or into Education Extension, depending on the case:

Input can come from Faculty members to Education Extension, but I really see it coming through Departments or Department Chairmen, e.g., if, within our Faculty, we want to offer a Master's program, we deal with that at our Departmental meeting and then approach Extension. But, the initiative can come the other way...from Education Extension to the Department. (Mickelson, 1983)

It could be a section that has decided to run a graduate program. Once our section received information that a certain program might be possible, we decided to explore the possibility. We learned that the power and authority to proceed rests: 1) with the budget which indicates funding is available, 2) with the section who indicates a willingness to proceed, and 3) with the individuals who agreed to coordinate and teach in the program. Not one of the three has the power to command that the job be done. That's a shared decision and that is what makes this unit different from any other function in the Faculty. (Kratzmann, 1983)

The evidence indicates that the decision processes occurring in Education Extension place it within the framework of an Operating Adhocracy.

OTHER DIMENSIONS

The main thrust of the study has been aimed at the structure and function of Education Extension, concentrating on ten of Mintzberg's dimensions of an organization which have clustered under the term "Functioning".

There are, however, fourteen other dimensions or conditions which have been identified by the author under the headings: Key Coordinating Mechanism, Key Part of the Organization, Design Parameters, and Contingency Factors. Each of these dimensions could be the subject of a research project. They are being included in the study only in a peripheral sense, and to provide as complete a picture as possible of Education Extension.

According to Mintzberg, the structure of an organization can be defined as the way in which it divides its labor into distinct tasks and then achieves coordination among them. The fundamental way in which organizations achieve this has been termed "coordinating mechanism." There are five separate and distinct mechanisms: direct supervision, standardization of work processes, standardization of work outputs, standardization of worker skills, and mutual adjustment. Mutual adjustment is the key coordinating mechanism for an Operating Adhocracy and is defined, as the use of informal communication to coordinate the work of the organization. Sufficient evidence exists

throughout this thesis to support the fact that Education Extension relies extensively on mutual adjustment to effect its work, at all levels.

Mintzberg has determined that every structural configuration has a "key part". By key, Mintzberg is referring to that part of the organization that is most critical in getting its work accomplished. He has classified them as follows:

Simple Structure:	Strategic Apex
Machine Bureaucracy:	Technostructure
Professional Bureaucracy:	Operating Core
Divisionalized Form:	Middle Line
Adhocracy (Operating):	Support Staff/Operating Core

In Education Extension, the importance of the roles of the Faculty and Program Coordinators have been substantiated. Without these two groups, little work would be accomplished by the organization, leading to the conclusion that, in this case, the office is within the bounds of an Operating Adhocracy.

The "design parameters" control or influence the division of labor and the coordinating mechanisms in an organization, thereby influencing how it functions. (Mintzberg, 1979, p. 65) Mintzberg has isolated eight factors which he has termed specialization of jobs: training and indoctrination; formalization of behavior;

grouping; unit size; planning and control systems; liaison devices; and decentralization. Each dimension, as it relates to Education Extension will be discussed briefly.

Job specialization in an organization can occur in two dimensions: breadth or scope and depth. In the first, the worker is essentially a "jack-of-all-trades", dealing with one broad task after another. This is called horizontal job specialization. In vertical job specialization, the worker focuses his efforts on a highly specialized task which is repetitive. In both the Professional Bureaucracy and the Operating Adhocracy, there is extensive horizontal job specialization. Within Education Extension, this is true, particularly when considering the array of projects carried out simultaneously.

Training and indoctrination refer to the requirements for holding a position in an organization. The former refers to the body of knowledge an individual brings to a position; indoctrination is the term used to describe how organizations socialize members for their own benefit. In an Operating Adhocracy, members come to their positions with extensive training, and there is very little indoctrination. In Education Extension, all members fit that pattern.

The formalization of behavior is the extent to which an organization regulates the behavior of its employees.

In an Operating Adhocracy, there is little formalization of behavior. Mintzberg has included a subset of variables which he terms bureaucratic or organic. The bureaucratic structures occur when the expected behavior is predetermined or standardized. This usually occurs in organizations operating in stable circumstances, such as the University or the Faculty of Education. Changing environments requiring innovation or adaptation need a different type of structure: organic. In an organic structure, there is an absence of standardization, mutual adjustment is the key it is built upon. Education Extension must deal with changing environments requiring innovation and adaptation in its day-to-day operation. To that extent, it is an organic structure. Because it is a part of the Faculty of Education and the University, it must comply to the standardization within those units. Therefore, the office also reflects bureaucratic tendencies. One can conclude that Education Extension has both bureaucratic and organic tendencies.

Grouping is the fundamental way in which work is coordinated in an organization. The bases for grouping in both the Professional Bureaucracy and the Operating Adhocracy are what Mintzberg terms functional and market. By grouping on a functional basis, the organization can pool human and material resources across different work

flows and it encourages specialization. Market based groupings are used to set up relatively self-contained units to deal with particular work. Each unit, or work constellation draws its resources from the common structure and contributes surpluses or profits back to it.

Because each unit performs all the functions for a given set of products, services, clients or places, it tends to identify directly with them...Markets, not processes, get the employees undivided attention. (Ibid., p. 127)

Mintzberg concludes with the fact that because mutual adjustment is at work inside the unit, it can rely less on formalization, resulting in its being less bureaucratic. Education Extension is a market grouping for University Extension and the Faculty of Education. It is a self-contained unit organized to provide continuing professional education for teachers. Its resources and support services are drawn from the parent units: money and administrative support from University Extension and academic support and personnel from the Faculty.

Conversely, within the structure of Education Extension, the numerous ad hoc project teams are market groupings for the office. These share the same characteristics of being self-contained units dealing with particular work, drawing resources and support services from Education

Extension, turning profits or surpluses back. Because Education Extension exhibits qualities of both the functional grouping and market based grouping, it can be classified, in this instance, as an Operating Adhocracy.

The size of an organization can explain many of the characteristics of its structure. Research has shown that the larger the organization, the more important standardization becomes. While size is less important than age for Operating Adhocracies:

They tend to be small or middle-sized, constrained by the projects they do, by the number and size of the multidisciplinary teams they can organize, and by their desire to avoid the pressure to bureaucratize that comes from growing too large. (Ibid., p. 458)

Education meets these criteria. It is a small organization, narrow throughout with two persons and an advisory committee in the strategic apex, one person in the middle line, and three in the operating core.

Planning and Control Systems standardize the outputs of the organization while liaison devices "grease the wheels" of mutual adjustment. (Ibid., p. 148) In an Operating Adhocracy, there are few standardized outputs, and a reliance on liaison devices. These are defined as formal or informal contacts between individuals which assist in the function of the organization. In an Operating

Adhocracy, liaison positions are established to coordinate efforts among and between project teams. Mutual adjustment works hand-in-hand with liaison devices. One without the other is not possible, and both are important to the function of Education Extension. Liaison positions have been created for the Academic Coordinators who have responsibility for certain projects. For each position within Education Extension, liaison devices and mutual adjustment are important.

To the extent that power is dispersed among many individuals, a structure is decentralized. In an Operating Adhocracy, there is selective decentralization, meaning that the power over different kinds of decisions rests in different places in the organization. In Education Extension, the Dean and Director are responsible for policy decisions, e.g. how much funding will be allocated in a given year or what personnel resources are available. The Faculty Coordinator approves budget expenditures and makes management decisions regarding marketing and production. Faculty members make decisions about content and delivery. Selective decentralization in Education Extension is present. There is, however, the reality that all programs must go through the formal approval procedure. While it may be true that no one in an Adhocracy monopolizes the power to innovate, in Education Extension, that innovation will go unrequited without formal program

approval through the system.

The contingency factors are those situational states which describe why an organization designs its structure as it does. Mintzberg (1979) has identified four dimensions as contingency factors: age and size, technical systems, environment, and power. Size has already been discussed. In regards to age, Mintzberg hypothesizes that the older the organization, the more formalized its behavior. Youth is a condition of the Adhocracy:

Adhocracy is the least stable form of structure, and it is difficult to keep any structure in that state for long periods of time—to keep behaviors from formalizing and to ensure a steady flow of truly innovative, ad hoc projects. (Ibid., p. 455)

Since its inception in 1978, Education Extension has experienced formalization and standardization of procedure. Many "firsts" were accomplished which were highly successful. In repeating these programs, standardization and formalization were created in the process. The best example of this is the first Master of Education program offered off-campus. Located in Prince George, the program was in Educational Administration and nineteen students received degrees. There were no precedents for admission, registration, or on-site resources. The Academic Coordinator defined the problems as he went along, laying

important groundwork for future programs. Since that first program in 1978, Education Extension, in cooperation with the Faculty, has administered twelve graduate programs off-campus to a total of 228 candidates, some still in progress. To do this type of programming successfully, maintaining strong institutional support, formalization and standardization are inevitable.

Another factor which could force Education Extension to bureaucratize as it ages is the influence of individuals on the office. This influence has been fully elaborated in the study, but depending on this, the structure could become either more bureaucratic or more adhocratic than at present.

The technical system refers to the instruments, e.g. computer, automated devices, required to accomplish the work of the organization. In an Operating Adhocracy, this is not regulated nor sophisticated. (Ibid., p. 458) In Education Extension, there is practically no formal use of a technical system.

The environment of an organization is comprised of virtually everything outside its boundaries. The environment of an Operating Adhocracy is complex and dynamic. The latter makes the organization's work uncertain or unpredictable. A complex environment is one that requires the organization to have "sophisticated knowledge" about products and clients. (Ibid., p. 268) The

environment of Education is both complex and dynamic—dynamic in that not only are the operating funds an unknown from year to year, so are the needs of the client group. These factors change dramatically, as in the 1982-83 academic year, when a funding cut to school districts created an unprecedented drop in professional development activity for the office, forcing it to seek different markets.

The power in an Operating Adhocracy rests with the experts. Mintzberg has identified three types of expert power, one of which has some implications for Education Extension, expert power merged with formal authority. In this case, power within the group is not based on position, but on expertise. Each individual participates according to the knowledge s/he can bring to the decision or project in question. As a result, there is a continual shift in the group's power relationships. In Education Extension, different decisions rest in different places. Therefore, one can conclude that the office distributes power to experts in the organization, and thus is working within the framework of an Operating Adhocracy.

Chapter VI

DISCUSSION OF THE FINDINGS

This study has described and analyzed the structure and function of Education Extension. The objectives have been to determine whether the office fits within one or more of Mintzberg's structural configurations and whether or not these configurations were useful and relevant templates for the analysis. The data for the study have come from a variety of sources, including published and unpublished documents of the organization, a questionnaire administered to Faculty members, and interviews with individuals contributing to the development of Education Extension.

Mintzberg (1979) has developed a classification system which assumes that all organizations have certain characteristics. It is how these characteristics are interrelated that determines an organization's classification. All organizations, according to Mintzberg, exhibit tendencies of one or more structural configurations: Simple Structure, Machine Bureaucracy, Professional Bureaucracy, Divisionalized Form, and Adhocracy. Each of these structural configurations has five dimensions which Mintzberg has termed key coordinating mechanism, key part of the organization, design parameters, functioning, and contingency factors.

This study has focused on one of these dimensions,

functioning, in determining which structural configuration most closely describes Education Extension. There are ten sub-sets of classifications under functioning: five basic parts and five systems of flows. The basic parts of any organization are what Mintzberg terms the strategic apex, the middle line, the operating core, the support staff, and the technostructure.

The five systems of flows discusses how the basic parts interrelate. These are flows of authority, the regulated system, informal communications, work constellations, and decision making.

Mintzberg's (1979) conceptual framework is comprehensive and provides a good foundation for analyzing a structure such as Education Extension. There is the need to learn a new vocabulary of terms and to attach meaning to these terms.

A systematic examination of the basic parts and their interrelationships indicates that Education Extension exhibits many of the characteristics of an Operating Adhocracy, with a pull towards Professional Bureaucracy.

To review, the strategic apex is composed of those positions having over-all authority for the organization. In an Operating Adhocracy, the apex functions mainly as an external liaison, including conflict resolution, project monitoring, and work balancing. Direct supervision and strategy formulation are not major roles. The Dean, the

Director, and the Extension Programs Advisory Committee compose the strategic apex for Education Extension. The Dean and Director have commitments considerably beyond the responsibilities to Education Extension. Therefore, its progress must be monitored through information supplied by the Committee and the Faculty Coordinator. The Dean and Director seek support for the office from agencies external and internal to the University. The Director more directly in advocating resources through the Universities Council of B. C. However the Dean does maintain links with the Ministry of Education and has a number of informal and formal ways of communicating:

I meet regularly with the Deputy Minister of Education, discussing education issues, although we don't have the formal financial links we have with the Ministry of Universities, Science, and Technology. There I have regular meetings with the Deputy Minister and the Joint Board of Teacher Education. (Jackson, 1983)

There is a delicate balance of power existing between the Dean and Director. Through informal communication, or mutual adjustment, this balance has been maintained.

There is a question about the role of the Extension Programs Advisory Committee. There are differences among what its mandate is on paper, how it is perceived by Faculty, and what it actually does. This ambiguity should be considered, and its role in Education Extension should be redefined.

The strategic apex of Education Extension can be classified as fitting within the dimensions of an Operating Adhocracy in-so-far as the Dean and Director are concerned. Depending on the make-up and the interpretation of its mandate, the Committee could be either bureaucratic or adhocratic. In conclusion, the strategic apex of Education Extension can be placed within Mintzberg's description of an Operating Adhocracy with some pull towards Professional Bureaucracy.

The second basic part is the middle line. Mintzberg postulates that, in an Operating Adhocracy, the middle line is merged with the operating core, that there is no sharp delineation present, nor is the hierarchical concept of manager-worker. (1979, p. 437) Further, those managers in the middle line do not give orders by direct supervision. Instead they spend time in liaison and negotiator roles. In Education Extension, the Faculty Coordinator and the Program Coordinators, those in the middle line and operating core, work closely together. While the Faculty Coordinator maintains formal decision-making authority, s/he also maintains close liaisons with the Faculty members and external agencies. The Faculty and Program Coordinators must interrelate with each other and with those external agencies continuously to promote program development and delivery for the unit.

The critical point raised in the discussion of the middle line is the ability of the Faculty Coordinator to influence the position, and, in turn, the functions of the office. An orientation to rules, regulations, and the institution or, to the opposite, a complete disregard for same, will change the office. As a result, it is impossible to fit the middle line in Education Extension into Mintzberg's framework. Depending on the person in the position, the middle line can be pulled towards bureaucracy or adhocracy.

The operating core in an Operating Adhocracy is the place in the organization where the basic work is accomplished. It is described as having merged as a single entity with the middle line, with a blurring between line and staff, as is the distinction between the operating core and the support staff. In Education Extension, the Program Coordinators are the operating core. These Academic/Administrative Professionals are experts in instructional design, needs assessment, evaluation, and program administration. The merging of these individuals into project teams with the Faculty and external agencies is integral to the function of the office.

To what degree Program Coordinators function as equal members of an Operating Adhocracy or as keepers of the policies, rules, and regulations in a bureaucracy depends

on the Faculty Coordinator. Just as that person can influence the function of the middle line, s/he can also influence the function of the operating core since those positions are formally in a line-reporting relationship. There is some latitude to compensate for a bureaucratic Faculty Coordinator through the informal information flow and through the flow of decision processes. None-the-less, because of other influences, the position of Program Coordinator can be either bureaucratic or adhocratic. In Education Extension at the present time, the Program Coordinators fit within Mintzberg's template with some tendency to be pulled towards bureaucracy.

The support staff plays a key role. This group supports the functions of the Program Coordinators indirectly, outside the basic flow of work. These individuals, generally members of Faculty, form part of the central pool of expert talent tapped for ad hoc projects. Data reveal that only about one-third of the eligible Faculty members prefer to participate in extension activities, but those who do become involved with a commitment and a willingness to work as part of ad hoc project teams. Without this support, the office could not function.

Those individual Faculty members choosing to work for Education Extension generally fit within the template of the support staff for an Operating Adhocracy. As a result, there is minimal overlap: most support staff are

adhocratic, some bureaucratic.

The flow of authority refers to the amount of direct supervision and standardization present in an organization. No structure is ever so simple that one can isolate completely the formal flow of authority through it. If, however, its function is to be understood, that flow must be identified. Mintzberg notes that, in an Operating Adhocracy, the formal authority flow is insignificant. Instead, it relies on mutual adjustment or the coordination of work through informal communication. Those positions responsible for the flow are the Dean and Director, the Extension Programs Advisory Committee, and the Faculty Coordinator. There are three distinct problem areas regarding the flow of authority through Education Extension which have been identified in this study. First, a problem area exists within the Committee whose frame of reference needs to be re-examined. Is it, as its name implies, an advisory body, or does it follow the listed goals and objectives and become actively involved in the management of Education Extension?

A second confounding factor is that the Faculty Coordinator is Chairman of the Committee, and has the power to shape it according to his/her biases. Depending on the Faculty Coordinator's leadership style, this could be within the template of Mintzberg's flow of formal authority

through an Operating Adhocracy, or it could remove any vestige of adhocracy from the unit. A third complicating factor is that two bodies, the Department Chairmen and the Senate Committee on Extension, have veto power over all projects of Education Extension. Assuming that the flow of authority through Education Extension is insignificant, this could be negated by the formal authority of these two groups. One can conclude that within Education Extension, the flow of authority can be insignificant depending on the Faculty Coordinator and the Extension Programs Advisory Committee. External agencies, however, can be seen as diminishing much of the freedom required by an adhocratic organization.

The system of regulated flows refers to the standardization occurring within the organization. In an Operating Adhocracy, this is insignificant. This is essentially borne out in the study of Education Extension. A certain amount of standardization and formalization have been acknowledged as being present in administrative tasks. The real work of the organization—assessing needs, developing ad hoc projects, and evaluation—precludes standardization to any great degree. With this latitude, Education Extension fits within the conceptual framework of an Operating Adhocracy.

The system of informal communication flows is a complex area. This study has focused on only one, the work-related

flow. This touches every individual within the unit. From the Dean and Director downwards, the flow of informal communications throughout Education Extension is significant, and the office could not function without it. Mintzberg's research shows that the flow of informal communication in an Operating Adhocracy is significant. Education Extension meets this criterion.

The system of work constellations refers to small groups or cliques of individuals working together to accomplish the goals of the organization. This concept provides the framework for the type of project management in use in the office. An integral part of the work constellations is the informal information flow: the two are inseparable. Just as work constellations are important components of Education Extension, they are also to an adhocracy. The conclusion reached is that, in regards to work constellations, Education Extension fits within the Mintzberg template.

The system of ad hoc decision processes through any organization is very important because it blends the formal and informal flows. How these processes are blended determines the behavior of the organization. According to Mintzberg, the greater the mix of individuals involved in the decision-making processes, the closer an organization is to being an Operating Adhocracy. The study, which clustered and analyzed the decision processes of ten case

studies, supports the premise that decision-making is mixed at all levels in Education Extension. The power for decision-making does not rest in any one place, and there are built-in checks and balances which preclude this from happening. Because shared decision-making processes are the norm for Education Extension, there is a fit within the Mintzberg framework.

A synopsis of fourteen additional dimensions which were only briefly included in the study, indicates that these predominantly fall into the structural configuration of an Operating Adhocracy. However, this is more fully elaborated in Figure 11.

The conclusions drawn from each of the components studied indicate that Education Extension generally fits within Mintzberg's structural configuration of an Operating Adhocracy, with some pull towards a Professional Bureaucracy. The major deviations have occurred with the middle line and the influence this position has on others in the organization. The position of Faculty Coordinator can be considered as being more bureaucratic or more adhocratic depending on the personal bias of the individual in the role. Although this factor is true, to some extent, for all positions within the configuration, it is more so for the middle line. Related to this is the concern that the Program Coordinators could be influenced by the Faculty

Coordinator. In an Operating Adhocracy the Program Coordinators should function freely as professionals in an interactive mode, making decisions appropriate to their level. Because they report directly to the Faculty Coordinator, these positions are affected and can be pulled towards either bureaucracy or adhocracy.

<u>DIMENSION</u>	<u>BUREAUCRACY</u>	<u>OP. ADHOCRACY</u>
Key Coordinating Mechanism		2.0
Key Part of the Organization		2.0
Specialization of Jobs		2.0
Training and Indoctrination		2.0
Formalization of Behavior	1.0	1.0
Grouping		2.0
Unit Size		2.0
Planning and Control Systems		2.0
Liaison Devices		2.0
Decentralization	.5	1.5
Strategic Apex	.5	1.5
Middle Line	1.0	1.0
Operating Core	.5	1.5
Support Staff	.5	1.5
Technostructure		2.0
Flow of Authority	1.5	.5
Flow of Regulated Systems		2.0
Flow of Informal Communication		2.0
Flow of Work Constellations		2.0
Flow of Decision Making		2.0
Age/Size	1.0	1.0
Technical System		2.0
<u>Power</u>		<u>2.0</u>
24 Dimensions x 2.0 = 48	6.5	41.5

The weighting of characteristics of Education Extension

FIGURE 11

In conclusion, the ambiguity of the status of the Education Programs Advisory Committee; the positional bias of the Faculty Coordinator and the resultant swing to either bureaucracy or adhocracy; and the veto power of the Department Chairmen and the Senate Committee on Extension prevent Education Extension from functioning as an operating adhocracy.

From the evidence it can be stated that Education Extension fits generally within the conceptual framework of an Operating Adhocracy, with some overlap which pulls it towards a more bureaucratic structural configuration. Mintzberg indicates that organizations such as Education Extension are structural hybrids and are perfectly logical, indications of the need to respond to more than one valid force at the same time. The valid forces, in the case of Education Extension, are the pulls in two directions by the parent organizations and the University. (Ibid., p. 474)

The conceptual framework provided by Henry Mintzberg has proven to be a more than adequate template in analyzing the structure and function of Education Extension.

REFLECTIONS

At the outset, Mintzberg used the analogy of a French banquet to describe the unfolding of his book. At the close of this study, the analogy of a tapestry is now being used to describe the rich, interwoven qualities of Education Extension.

The basic parts of the tapestry are the warp—the foundation threads, and the weft—the threads that are woven through the warp eventually forming the finished product. Tapestries are weaver-controlled, and the results are created by direct intervention of the weaver. (Held, 1978, p. 157) In Education Extension, the warp threads are represented by the Dean, the Director, and the flow of formal authority through the organization. Without these, the unit would have no framework or structure upon which to build. The weft threads in a tapestry are complex, of varying textures and colors, and the finished weaving is dependent on how these threads are interwoven. There are headers on each tapestry, these weft threads at the beginning and ending of each piece help form the parameters. In Education Extension, these are represented by the flow of regulated systems through the organization. These are essential, but are not integral to the whole.

The ground threads or tabbie are those used to provide the basic background color to the piece. These blend the work into an integrated whole. The Program Coordinators are the ground threads of Education Extension, flowing unobtrusively through the organization, yet essential to the finished product. The remaining elements in the tapestry—design, form, color—are determined by the Faculty Coordinator, the support staff, and the flows of informal communications, work constellations, and decision processes

through Education Extension. Weaver-controlled weaves, as opposed to loom-controlled weaves, are dynamic and organic, with no two works being exactly the same. So it is within Education Extension, as the basic parts work together in many different ways to carry out the work of the office.

How important are the basic parts to this whole? Can any be omitted or modified and still have Education Extension function as it is at present? The members of the strategic apex, the Dean and the Director have significant roles to play. If the Director's support were removed, the office would either fold or have to seek operating funds elsewhere. This would have the effect of creating totally different roles for every basic part. If the Director of Extension and the financial commitments were removed, the unit would change drastically. If the Dean withdrew his support, Education Extension would have no academic home within the University and would become a non-functioning unit. If the Extension Programs Advisory Committee were removed as an advisory body, based on its contribution to the office to date, it would be of no major consequence to structure and functions of Education Extension. Within the arena of University Extension, the Faculty Coordinator must be prepared to advocate budgets

for Education Extension programs. To this end, depending on his/her negotiating skills, an academic could represent the Faculty better. Having an academic in the role of Faculty Coordinator is not critical, however, to the function of the organization.

Without the Program Coordinators in Education Extension, the function of the office would be severely hampered, if not rendered dysfunctional. Although these individuals have no formal authority, they give the office substance, continuity, and a consistent blend of all of the parts into an integrated whole. It is the Program Coordinators who maintain the linkages between field and Faculty, and once the linkages are made, continue until each project is concluded.

The support staff contribute the rainbow of colors to the tapestry. Each content specialist works within Education Extension, in whatever capacity and for as long as required, to accomplish the work of the office. Without that contribution, the basic parts would remain, but missing the color. Presumably support staff could be hired externally to perform the function, as occasionally happens. The external staff, however, could not represent Faculty of Education or University of Victoria philosophy. Assuming this characteristic is important, drawing the support staff primarily from the ranks of the Faculty is a necessity.

The flow of formal authority and regulated systems are essential to every organization. In Education Extension, however, each is less important than the flow of informal information, work constellations or project teams, and the decision processes which give the office its unique character.

If there were different patterns for a Professional Bureaucracy and an Operating Adhocracy, the tapestry of Education Extension would exhibit characteristics of both. The office is what Mintzberg terms a structural hybrid, an organization exhibiting characteristics of more than one structural configuration. (Ibid., p. 474) He defends the presence of hybrids as not negating a typology, rather:

There is always gray between white and black...what matters is not that the theory always matches the reality, but that it helps us to understand that reality. (Ibid., p. 475)

That reality for Education Extension is that it has reflected qualities of both the bureaucracy and the adhocracy, and will continue to do so in the future. That it could become more adhocratic or more bureaucratic depends on the color and texture of the threads being interwoven.

FURTHER CONSIDERATIONS

This thesis has raised a number of issues for consideration and has identified areas of potential conflict:

The delicate balance of power between the Dean and
Director

The ambiguity for the Faculty Coordinator in having
two formal reporting relationships

The lack of clarity in the role specifications for
the Extension Programs Advisory Committee

The influence of the Faculty Coordinator on the function
of the organization.

These concerns are interrelated and stem from the differences of the parent organizations. According to Mintzberg, one, University Extension, engages in divergent thinking aimed at innovation, the other, the Faculty, in convergent thinking aimed at perfection. (Ibid., p. 436) While the problem has not been fully elaborated, some of the Faculty's characteristics have had a strong influence on Education Extension; standardized skills and the growing stability of its environment. Viewed from the perspective of innovation, there seems to be an over-riding need to fit Education Extension programs into the structure of the Faculty, with a growing preponderance of rules and regulations. However, this can be viewed from another vantage point:

I like to think that we operate according to some policies and that we don't just make knee-jerk reactions to anything that comes up...we have some clearer organizational goals to which we are aiming. Having said that, I think it is useful to be flexible enough to cooperate with...needs...identified from the field. (Jackson, 1983)

It is safe to assume that as long as the Faculty retains responsibility for academic planning and decision-making, Education Extension will reflect its policies. This does not negate the fact that the office also exhibits characteristics of University Extension. The office can be fluid in the sense that it can expand and contract depending on programming activities. Within the larger organization of University Extension, there is the ability to cut across interdisciplinary lines:

Extension is nothing if it is not dynamic. Responding this year the same way as last year is meaningless, organizational models are constantly in revolution. (Farrell, 1983)

How Education Extension reacts to the pulls towards either bureaucracy or adhocracy depends on the balance struck among the basic parts and their interrelationships.

At the outset, it was stated that this study was designed to describe and analyze the structure and function of Education Extension. The structure, its parts, and their interrelationships have been examined in some detail. The study should have clarified, for some, what Education Extension is, what it does, and why it does what it does. According to Starbuck (1965), new organizations have vague

definitions of their tasks. As they age, they learn about coping with the environment, eventually formalizing activities and standardizing operating procedures. This has been reflected in the evolution of Education Extension from 1978. If the office is going to be a futuristic organization, it must maintain continuous and open access among individuals and groups, including free, reliable communication, interdependence, trust and risk taking, and maximum problem solving. (Agyris in Jun and Storm, 1980, p. 61) Whether or not Education Extension can strike a balance between the convergent and divergent thinking of its parents depends on the leadership exerted by the Dean, Director, and Faculty Coordinator. This balance is critical if the organization is going to continue to meet the professional needs of teachers in the face of diminishing resources.

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APPENDIX A

In the Province of British Columbia, equal access to university education was an issue of the 1970's. The location of the three provincially supported universities within a hundred mile radius in the southwest corner of vast province caused many individuals and agencies to voice concern through a special commission. The Winegard Commission was called for the purpose of hearing briefs from various sectors regarding provincial educational needs. The conclusions and recommendations of this group were published in 1976 in a document entitled, Commission on University Programs in Non-metropolitan Areas. One of the outcomes of that report was the allocation of special ← funding to the three universities to provide field-based educational opportunities for non-metropolitan areas of the Province. The Interior Universities Program Board (I.U.P.B.) authorized grants under the auspices of the Universities Council of British Columbia. (U.C.B.C.)

At about the same time, at the University of Victoria, the Division of University Extension was formed from the former Continuing Education Department. In addition to its campus-based responsibilities, the special funding from the I.U.P.B. was assigned to that unit. To facilitate the resource dispersion among faculties and schools within the institution, sub-units were created to develop programs for off-campus delivery in non-metropolitan areas of the Province.

In September of 1978, the Faculty of Education extension

unit, Professional Programmes, subsequently called Education Extension was founded to meet the continuing educational needs of teachers.

The Professional Programmes office originally consisted of a Faculty Coordinator, an Academic Assistant, and a small secretarial staff. The first year of operation, a graduate program in Educational Administration was begun, forty-five units of credit were offered, and 168 professional development workshops were presented. During the 1978-79 academic year, the first PRO D PAK, a document listing various professional development activities available through the University of Victoria was published. Each year, the volume or programming has changed, creating the following profile of activities:

YEAR	PROFESSIONAL STAFF	GRADUATE PROGRAMS	UNDERGRAD CR. UNITS	PROFESSIONAL DEV. WORKSHOPS
1978-79	Fac. Coord. Acad. Asst.	Pr. Geo.	45.0	168
1979-80	Fac. Coord. Pro. Officer	Duncan Nanaimo I	58.5	258
1980-81	Fac. Coord. Pro. Coord.I Pro. Coord.II	Okanagan I Nelson	123.0	341
1981-82	Fac. Coord. Pro. Coord.I Pro. Coord.II	Kamloops Mid Van Isle Port Alberni	160.5	128
1982-83	Fac. Coord. Pro. Coord.I Pro. Coord.II Pro. Coord.III	Nanaimo II Okanagan II	149.0	54

At the outset, the mandate of the office was to provide continuing professional education for teachers in non-metropolitan areas of the province, utilizing, generally, face to face delivery. Since that time, however, the office has expanded to include the development and delivery of Native education programs, community education programs, and the use of various distance education delivery methods including live, interactive satellite, audio-teleconferencing, video, and taped presentations.

APPENDIX B

DEFINITION OF TERMS

Key coordinating mechanism: The means in which control, communication, and coordination occur in an organization. The five coordinating mechanisms explain the fundamental ways organizational coordination works: mutual adjustment, direct supervision, standardization of work processes, outputs, and worker skills. These are the "glue" of structure. (Mintzberg, 1979, p. 3)

Key part of the organization: That part of the structure most critical to its successful operation: strategic apex, middle line, operating core, technostructure, and support staff. Referred to as the basic parts of the unit. (Ibid.)

Design parameters: The nine design parameters which encompass those formal and semi-formal means that organizations use to divide and coordinate their work in order to establish stable patterns of behavior. (Ibid., pp. 66-68)

Specialization of jobs: Jobs can be classified in two dimensions, breadth and scope. In horizontal specialization, the worker merely does the work without any thought as to how or why. In vertical job specialization, he controls every aspect of the work in addition to doing it. (Ibid., p. 69)

Training and indoctrination: Training refers to the process by which job related skills and knowledge are taught, while indoctrination is the process by which organizational norms are acquired. (Ibid., pp. 95-97)

Formalization of behavior: The design parameter by which the work processes of the organization are standardized. Behavior may be formulated in three ways: formalization by job, work flow, or rules. Organizations formalize behavior to reduce its variability, ultimately to predict and control it. (Ibid., pp. 81-94) There are two kinds of formalization, bureaucratic and organic.

Bureaucratic: Relies primarily on formalization of behavior to achieve coordination.

Organic: The inverse of bureaucratic formalization; the absence of formalization in a structure.

Grouping: A fundamental means to coordinate the work in the organization. (Ibid., p. 106)

Unit size: The greater the use of standardization for coordination, the larger the size of the work unit, generally. Conversely, the greater the reliance on mutual adjustment, the smaller the size of the work unit. (Ibid., pp. 139-40)

Planning and control systems: Used to distinguish two fundamentally different forms or kinds of planning and control systems: performance control (after the fact monitoring of the results) and action planning (seeking to regulate specific actions). (Ibid., p. 149)

Liaison devices: When a considerable amount of contact is necessary to coordinate the work of two units, a liaison position may be formally established to route the

communication directly by passing vertical channels.

Liaison devices encourage contacts between individuals and can be incorporated into the formal structure; these may take the form of liaison positions, task forces, standing committees, integrating managers, and matrix structures.

(Ibid., pp. 161-162)

Decentralization: To the extent that power is dispersed among many individuals the structure is called decentralized. (Ibid., p. 181)

Functioning: The interrelationship of work, authority, information, and decision processes as they flow through the organization. (Ibid., p. 17)

Strategic apex: That group charged with ensuring that the organization serves its mission in an effective way, and also that it serves the needs of those people who control or otherwise have power over the organization. (Ibid., p. 25)

Operating core: Encompasses those members, the operators, who perform the basic work related directly to the production of services. (Ibid., p. 24)

Middle line: The strategic apex is joined to the operating core by the chain of middle managers having formal authority, called the middle line. (Ibid., p. 26)
to effect standardization in the organization. (Ibid., p. 30)

Technostructure: A group of control analysts who serve to effect standardization in the organization. (Ibid., p. 30)

Support staff: Any unit existing to provide support to the organization outside the work flow. (Ibid., p. 19)

Flow of authority : A skeletal configuration of the organization which indicates what positions exist, how these are grouped into units, and how formal authority flows among them. (Ibid., p. 37)

Flow of regulated system: Three distinct flows can be identified in the regulated system: the operating work flow, the flow of control information and decisions, and the flow of staff information. (Ibid., p. 38)

Flow of informal communication: Rich networks of activity occurring outside the system of formal authority and regulated flow processes. (Ibid., p. 46)

Work constellations: The organization takes on the form of a set of work constellations, quasi-independent cliques of individuals who work on decisions appropriate to their own level of hierarchy. (Ibid., p. 54)

Flow of decision making: How operating, administrative, and strategic decisions link together and what roles the different participants—operators, top and middle line managers, technocratic and support staffers—play in the phases of the different decision processes. (Ibid., p. 61)

Contingency factors: The conditions which tell why an organization designs its structure as it does: age and size, technical system, environment, and power. (Ibid., p. 215 and p. 467)

Age and size: The older the organization, the more formalized its behavior; as organizations age, they increasingly formalize their behavior. (Ibid., p. 227)

Technical systems: The collective instruments used by the operators to do their work. (Ibid., p. 227)

Environment: Virtually everything outside the organization, focusing on stability, complexity, market diversity, and hostility. (Ibid., p. 267)

Standardization: The achievement of work by specification of procedures or pre-programming; there are three basic ways to achieve standardization in organizations, work processes, outputs, or skills (knowledge). (Ibid., p. 5)

APPENDIX C

MINIZBERG'S DIMENSIONS OF THE FIVE STRUCTURAL CONFIGURATIONS

TABLE 21-1. Dimensions of the Five Structural Configurations*

	Simple Structure	Machine Bureaucracy	Professional Bureaucracy	Divisionalized Form	Adhocracy
Key coordinating mechanism:	Direct Supervision	Standardization of work	Standardization of skills	Standardization of outputs	Mutual adjustment
Key part of organization:	Strategic apex	Technostructure	Operating core	Middle line	Support staff (with operating core in Op. Ad.)
Design parameters:					
Specialization of jobs	Little specialization	<i>Much horiz. and vert. spec.</i>	<i>Much horiz. spec.</i>	Some horiz. and vert. spec. (between divisions and HQ)	<i>Much horiz. spec.</i>
Training and indoctrination	Little tr. and indoc.	Little tr. and indoc.	<i>Much tr. and indoc.</i>	Some tr. and indoc. (of div. managers)	Much training
Formalization of behavior, bureaucratic/organic	Little formalization, <i>organic</i>	<i>Much formalization, bureaucratic</i>	Little formalization, <i>bureaucratic</i>	Much formalization (within divisions), bureaucratic	Little formalization, <i>organic</i>
Grouping	Usually functional.	<i>Usually functional</i>	Functional and market	<i>Market</i>	<i>Functional and market</i>
Unit size	Wide	Wide at bottom, narrow elsewhere	Wide at bottom, narrow elsewhere	Wide (at top)	<i>Narrow throughout</i>
Planning and control systems	Little pl. and control	Action planning	Little pl. and control	<i>Much perf. control</i>	Limited action pl. (esp. in Adm. Ad.)
Liaison devices	Few liaison devices	Few liaison devices	Liaison devices in administration	Few liaison devices	<i>Many liaison devices throughout</i>
Decentralization	<i>Centralization</i>	<i>Limited horizontal decent.</i>	<i>Horizontal and vertical decent.</i>	<i>Limited vertical decent.</i>	<i>Selective decent.</i>
Functioning:					
Strategic apex	All administrative work	Fine tuning, coordination of functions, conflict resolution	External liaison, conflict resolution	Strategic portfolio, performance control	External liaison, conflict resolution, work balancing, project monitoring
Operating core	Informal work with little discretion	Routine, formalized work with little discretion	Skilled, standardized work with much individual autonomy	Tendency to formalize due to divisionalization	Truncated (in Adm. Ad.) or merged with administration to do informal project work (in Op. Ad.)
Middle line	Insignificant	Elaborated and differentiated; conflict resolution, staff liaison, support of vert. flows	Controlled by professionals; much mutual adjustment	Formulation of div. strategy, managing operations	Extensive but blurred with staff; involved in project work
Technostructure	None	Elaborated to formalize work	Little	Elaborated at HQ for perf. control	Small and blurred within middle in project work
Support staff	Small	Often elaborated to reduce uncertainty	Elaborated to support professionals; Mach, Bur. structure	Split between HQ and divisions	Highly elaborated (esp. in Adm. Ad.) but blurred within middle in project work
Flow of authority	Significant from top	Significant throughout	Insignificant (except in support staff)	Significant throughout	Insignificant
Flow of regulated system	Insignificant	Significant throughout	Insignificant (except in support staff)	Significant throughout	Insignificant
Flow of informal communication	Significant	Discouraged	Significant in administration	Some between HQ and divisions	Significant throughout
Work constellations	None	Insignificant, esp. at lower levels	Some in administration	Insignificant	Significant throughout (esp. in Adm. Ad.)
Flow of decision making	Top down	Top down	Bottom up	Differentiated between HQ and divisions	Mixed, all levels

Contingency factors:					
Age and size	Typically young and small (first stage)	Typically old and large (second stage)	Varies	Typically old and very large (third stage)	Typically young (Op. Ad.)
Technical system	Simple, not regulating	Regulating but not automated, not very sophisticated	Not regulating or sophisticated	Divisible, otherwise typically like Mach. Bur.	Very sophisticated, often automated (in Adm. Ad.); not regulating or sophisticated (in Op. Ad.)
Environment	Simple and dynamic; sometimes hostile	Simple and stable	Complex and stable	Relatively simple and stable; diversified markets (esp. products and services)	Complex and dynamic; sometimes disparate (in Adm. Ad.)
Power	Chief executive control; often owner-managed; not fashionable	Technocratic and external control; not fashionable	Professional operator control; fashionable	Middle-line control; fashionable (esp. in industry)	Expert control; very fashionable

* Italic type designates key design parameter.

APPENDIX D
INTERVIEW QUESTIONS
M. A. THESIS: S. E. ALEXANDER

NAME:

DATE:

The following questions have been devised for the structured interviews scheduled as part of the Thesis entitled: A description and analysis of the structural dimensions of education extension; they are being sent to you in advance of the interview which you have so kindly granted. To facilitate conversation, the interview will be taped and transcribed at a later date. In some cases, clarification or amplification of information may be sought. Please note that wherever EE appears below, it is in reference to Education Extension. Thank you.

Sharon E. Alexander

I. FUNCTION

1. Draw a skeletal organizational structure for EE, including positions inside and outside the organization. Discuss how these positions interrelate, especially the relationship among EE, the Faculty, and University Extension. Please elaborate on how this unique approach functions. In what way has it changed? Should it change?

II. POWER AND DECISION MAKING

Using the organizational structure you have just drawn as a basis, let's discuss decision making and policy generation for EE.

2. Who has the authority for decision making and policy generation for EE? In what way has this changed? Should it change? Who is responsible for policy enforcement? Does this vary according to the decision under consideration?

3. Describe the function of the structures set up to assist with the operations of EE (EPAC, Senate Committee on Extension) What kinds of authority does each possess? Has this proven to be an effective method of monitoring EE? To what extent has authority been assigned to EE in formulating policy? In setting procedures? In carrying out its operations? Have any of these changed? Should any change?

4. Describe the relationship between EE and University Extension. What degrees of freedom does EE have within this function with respect to authority and decision making. Has this changed? Should it change?

5. What informal influences are there on power and decision making inside and outside the organization? (EE) Has this changed? Should it change?

III. LIAISONS

6. How does EE effect liaison with the Faculty of Education? Has this changed? Should it change?

7. Describe the relationship to external agencies: the Ministry of Universities, Science, and Communications; the Ministry of Education; the British Columbia Teachers Federation; the University of British Columbia; Simon Fraser University; and the school districts. Have any of these relationships changed? Should any change?

IV. ROLES

8. Describe the roles listed in more depth. What power does each possess and what form does this take? To what extent is mutual liaison and coalition part of the role? To what degree does the informal information flow influence the role?

Dean, Faculty of Education
 Director, University Extension
 Education Program Advisory Committee
 Faculty Coordinator
 Program Coordinator
 Faculty Members

Have any of these roles changed? Should any change?

V. PROGRAM

9. What are the general program objectives established for EE? Have these changed? Should they change?

10. What form of program development exists for the continuing education of teachers through EE? Was this the mandate? Should it change?

11. How does program development occur within EE? Has this changed? Should it change?

12. Does the impetus for program development come from within the unit or from without? Has this changed? Should it change?

APPENDIX E

RESPONSE CHART FOR INTERVIEWS

1 KEY COORDINATING MECHANISM	2 KEY PART OF ORGANIZATION	3 SPECIALIZATION OF JOB	4 TRAINING AND INDOCTRINATION	5 FORMALIZATION OF BEHAVIOUR	6 GROUPING	7 UNIT SIZE	8 PLANNING AND CONTROL
MUTUAL ADJUSTMENT	SUPPORT STAFF OPERATING CORE	MUCH HORIZON- TAL SPECIALI- ZATION	MUCH TRAINING	LITTLE FORMAL- IZATION OF BE- HAVIOUR	FUNCTIONAL AND MARKET	NARROW THROUGHOUT	LIMITED ACTION PLANNING
9 LIAISON DEVICES	10 DECENTRALI- ZATION	11 STRATEGIC APEX	12 OPERATING CORE	13 MIDDLE LINE	14 TECHNOSTRUC- TURE	15 SUPPORT STAFF	16 FLOW OF AUTHORITY
MANY THROUGH- OUT	SELECTIVE DECENTRALI- ZATION	EXTERNAL LIAISON, CON- FLICT RESO- LUTION: WORK BALANCING: PROJECT MONI- TORING	MERGED WITH AD- MINISTRATION TO DO INFORMAL PROJECT WORK	EXTENSIVE BUT BLURRED WITH STAFF INVOLVED IN PROJECT WORK	SMALL AND BLURRED WITH- IN MIDDLE OF PROJECT WORK	HIGHLY ELABORATED BUT BLURRED WITHIN MID- DLE OF PRO- JECT WORK	INSIGNIFICANT
17 FLOW OF REGULATED SYSTEM	18 FLOW OF INFORMAL COMMUNICATION	19 WORK CON- STELLATIONS	20 FLOW OF DECISION MAKING	21 AGE AND SIZE	22 TECHNICAL SYSTEM	23 ENVIRONMENT	24 POWER
INSIGNIFICANT	SIGNIFICANT THROUGHOUT	SIGNIFICANT THROUGHOUT	MIXED ALL LEVELS	TYPICALLY YOUNG	NOT REGU- LATED OR SOPHISTI- CATED	COMPLEX AND DYNAMIC	EXPERT CONTROL, VERY FASHIONABLE

APPENDIX F

MATRIX OF INTERVIEW RESPONSES

INTERVIEWEE	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	
01	x	x	x	x		x		x	x	x	x	x	x		x	x		x	x	x				x	x	x
02	x	x		x	x	x			x		x	x	x	x	x	x	x	x	x	x				x	x	x
03	x	x	x	x		x		x	x		x	x	x		x	x		x	x	x				x	x	x
04	x	x						x	x		x	x	x		x	x	x	x	x	x				x	x	x
SUB-TOTALS	4	4	2	3	1	3	0	3	4	1	4	4	4	1	4	4	2	4	4	4	0	0	4	4	4	4
05									x		x	x	x		x			x						x	x	x
06					x	x			x		x	x	x		x			x						x		
07									x		x				x			x								x
TOTALS...	4	4	2	3	2	4	0	3	7	1	7	6	6	1	7	4	2	7	4	4	0	0	6	5	6	6



UNIVERSITY OF VICTORIA

Questionnaire: EDUCATION EXTENSION

Your co-operation is requested in completing the following questionnaire which is being sent to each Faculty member. Your answers will assist in the completion of requirements for my graduate program in Curriculum Studies; as well, they will make a valuable contribution to an assessment of the current policies and operations of Education Extension and to future planning. The information obtained will be incorporated into a wider investigation which will include personal interviews and an analysis of statistical data. While your answers will be treated as strictly confidential, findings will be published at a later date.

Thank you,

Sharon E. Alexander

1. Your Department: _____

2. Area(s) of specialization: _____

3. The Education Extension office was established in 1978 as the Professional Programmes office; from your perceptions, please describe why and how this occurred:

I am not aware of the reasons for its establishment.

4. When the office was established, were the goals and objectives clearly explained?

Yes No Don't know

If Yes, please outline:

5. Describe the relationship between the Education Extension office and University Extension:

I am not aware of this relationship

Explain the funding model for Education Extension:

Don't know

6. Describe the administrative relationship between Education Extension and departments within the Faculty of Education:

How have you been informed of this relationship? Check appropriate box(es):

- Through direct experience in Extension work
- Discussion at departmental meetings
- Discussion with other Faculty members
- Information from Education Extension
- Never informed

7. What are the relationships that exist between Education Extension and the following British Columbia agencies?

University of British Columbia and Simon Fraser University:

Don't know

Ministry of Education

Don't know

B.C. Teachers Federation

Don't know

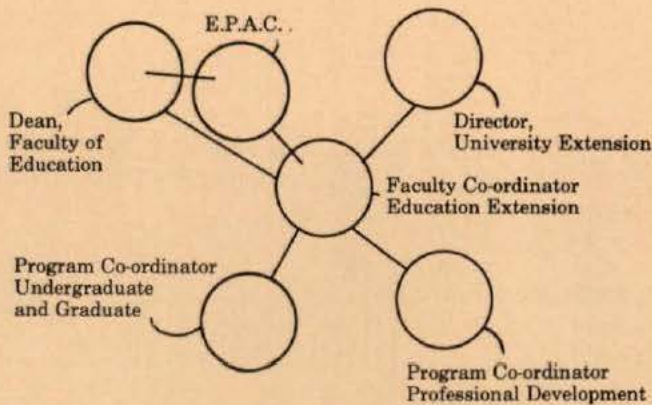
Is it important that Education Extension maintain a liaison with these agencies?

Yes No Don't know

If yes, check appropriate box(es) below:

- To avoid program duplication
- Sharing needs assessments for possible future programs
- Co-ordinated program offerings
- More economical
- Allows for more effective specialization
- Encourages professional creativity
- Encourages interchangeable programs
- Other: _____

8. Below is a chart of the organizational structure of Education Extension:



Were you aware of this structure?

Yes No Somewhat

In your opinion, is this an effective model?

Yes No Somewhat

Would you like to see it changed?

Yes No

If yes, how: _____

9. The Extension Programs Advisory Committee was established to guide the Education Extension office in program development for off campus delivery. Are you aware of the existence of E.P.A.C.?

Yes No Somewhat

In your opinion, the amount of direction given by E.P.A.C. is:

excellent could be better
 quite good not enough
 about right

10. Has information about Education Extension been well communicated to Faculty?

Yes No Somewhat

How would you improve communications? Check appropriate box(es):

Newsletter
 Periodic reports at Faculty Meetings
 Meetings with departments early in academic year
 Monthly report of activities to Faculty

Other: _____

11. What has your personal involvement been with Education Extension? Please provide numbers for the past TWO YEARS for the following:

	HALF DAY	FULL DAY	SEQUENTIAL
Workshops conducted (approximate)			
Undergraduate credit courses taught			TOTAL UNITS:
Undergraduate programs developed			
Undergraduate programs co-ordinated			
Graduate credit courses taught			TOTAL UNITS:
Graduate programs co-ordinated			
Graduate programs developed			
Graduate projects supervised, off campus			
Other, Please specify:			

12. What should the responsibilities of the University of Victoria Faculty of Education be in assisting teachers who wish to continue or complete their education off campus?

Professional development activities, i.e. workshops, seminars
 Degree completion, i.e. credit courses
 Professional courses, i.e. TEACH, PRIDE, ITIP, CHOICES, STET*
 Specially developed programs for either credit or non-credit
 Other: _____

*TEACH Teaching Effectiveness and Classroom Handling
 PRIDE Professional Refinements in Developing Effectiveness
 ITIP Implementing Theory Into Practice
 CHOICES Computerized Heuristic Occupational Information and Career Explanation System
 STET Systematic Teacher Effectiveness Training

13. What should the scope of these activities be?

- Should be limited to students on Vancouver Island
- Considered only after campus based students have been served
- Should include a broader spectrum of campus based evening classes
- Should be provided in co-operation with other institutions
- Other: _____

14. What is your opinion of distance education, which is, in this instance, the delivery of courses utilizing educational software via satellite, video or audio cassettes, microcomputer software, etc.?

- poor very good
- fair excellent
- good

Should Education Extension invest time and money in the development of educational software? Please check appropriate box:

- no probably
- possibly yes
- with care

15. Education Extension offers support services to persons teaching or offering workshops OFF CAMPUS. On the scale provided, please rate the services which you have used; please check appropriate box:

Travel

- poor fair good very good excellent

Accommodations

- poor fair good very good excellent

Secretarial Services

- poor fair good very good excellent

Audio/Visual

- poor fair good very good excellent

Printing/Duplicating

- poor fair good very good excellent

Library services

(Course readings)

- poor fair good very good excellent

Textbooks

(Student purchases)

- poor fair good very good excellent

INFOLINE

- poor fair good very good excellent

Liaisons with schools

- poor fair good very good excellent

16. Do you consider evaluation of programs organized by Education Extension an important product of the office?

- Yes No

If No, please explain: _____

If Yes, check appropriate box(es):

- Evaluation should be done by Education Extension
- Evaluation is important, but should be done by an external evaluator
- Provides constructive data for planning future offerings
- Needs to be co-ordinated more closely with departments and Faculty
- Aids in determination of effectiveness of the method of delivery
- Not important but useful

Other: _____

17. Each year more collaborative work is being done through Education Extension, for example, Project T.E.A.C.H. and Project P.R.I.D.E. with the B.C.T.F., C.H.O.I.C.E.S. with the Occupational Training Council; please check the box(es) which reflect your opinion of these projects:

- No knowledge of these projects
- Good idea, should be continued
- Favourable, but should have complete academic approval
- Only reasonable way to serve the profession
- The Faculty should not be involved

Other: _____

18. An experiment has been conducted with the University of British Columbia and Simon Fraser University to co-offer certain courses in remote areas where there is a limited population. What is your opinion of this co-operative venture by the three universities? Check the appropriate box(es):

- No knowledge of this experiment
 More of this co-operation should be done
 Favourable, but should have complete academic approval
 Only reasonable way to serve remote areas
 The Faculty should not be involved

Other: _____

19. Education Extension conducts programs in three major areas: GRADUATE PROGRAMS, UNDERGRADUATE DEGREE COMPLETION COURSES, and PROFESSIONAL DEVELOPMENT WORKSHOPS. Do you feel these are equal in their importance?

- Yes No

If No, place in order of importance

1 _____

2 _____

3 _____

Other Comments: _____

20. Rate, on the scale provided, the methods of delivery used by Education Extension in terms of their effectiveness and impact on teacher change. If you have no opinion or don't know, omit answer, otherwise check appropriate category:

One Day Workshops

- poor fair good very good excellent

Sequential Workshops

- poor fair good very good excellent

Face to face lectures

- poor fair good very good excellent

Immersion weekend courses

- poor fair good very good excellent

Long range programs, (i.e. learning assistance, counselling, etc.)

- poor fair good very good excellent

Distance Education

—Video

- poor fair good very good excellent

—Audio

- poor fair good very good excellent

—Correspondence

- poor fair good very good excellent

Other: _____

21. What policies or procedures do you feel should be changed or modified to enable Education Extension to function more effectively? Check the appropriate box(es):

- Higher financial rewards for Faculty participating off campus
 No financial rewards for Faculty participating off campus, it should be considered as part of service to the profession
 More co-ordination with the Curriculum Implementation Branch of the Ministry
 Improvement in services offered to Faculty when working off campus
 More budget information provided to Faculty
 Release time for persons doing workshops
 Better communications
 Major offerings planned in co-operation with school districts

Other: _____

22. What future directions would you like to see the Education Extension office take in the following areas?

Professional Development: _____

Undergraduate Credit Courses: _____

Graduate Courses/Programs: _____

Distance Education: _____

Thank you for taking time to fill out this questionnaire. Please make any additional comments in the space provided below. Return completed questionnaire to me in the self-addressed envelope provided.

APPENDIX H

A SUMMARY OF QUESTIONNAIRE RESPONSES

Of the 53 respondents, 13 percent were from Art and Music, 30 percent from Communications and Social Foundations, 11 percent from Physical Education, 19 percent from Psychological Foundations, 23 percent from Social and Natural Sciences, and 4 percent, anonymous.

When asked about the establishment of the office, 17 percent were aware of why and how this occurred; 75 percent felt the goals and objectives were not clearly explained, 55 percent could describe the relationship with University Extension, but 58 percent could not describe the funding model. 32 percent were able to describe the administrative relationship between Education Extension and the Departments, and were informed of the relationship, in rank order, by: direct experience, information from Education Extension, discussion with other Faculty members, or discussion with Departmental meetings. 30 percent indicated they were unaware of the linkage with the Ministry of Education, and 75 percent were unaware of the relationship with the B. C. Teachers Association. When asked if these liaisons were important, 85 percent said yes, rank ordering the top five reasons why: coordinated program offerings, sharing needs assessments, to avoid program duplication, to encourage interchangeable programs, and more economical.

When asked about the organizational structure for Education Extension, 32 percent were aware of it, 45 percent were somewhat aware, and 23 percent were unaware of it. 34 percent felt it was an effective model, and 40 percent did not want it changed.

58 percent were either not aware or were only somewhat aware of the existence of the Extension Programs Advisory Committee. Only 34 percent responded to the question regarding the amount of direction given. Of that group, 44 percent felt it could be better, 33 percent felt it was quite good, 17 percent felt it was about right, and 6 percent felt it was excellent.

79 percent felt information had not been or was only somewhat well-communicated to Faculty. To improve communications, respondents felt meetings with Departments early in the year were most effective, followed by periodic reports at Faculty meetings, a newsletter, or monthly reports of activities to Faculty. Other comments included: Pro D Pak is a good resource; don't over do this, make it easy for interested people to find out or have an information kit available, but avoid paper cluttering and time cluttering meetings...orientation sessions for interested bodies may also be useful; do not need to know much of the above information...I should be informed about ways of suggesting/contributing to programs (as currently done through gathering information for Pro D Pak); meetings

with Departments in January or February, planning for future budget requests; and is it necessary for individual Faculty members to know?

Personal involvement with Education Extension varied from individual to individual, with activity present in all areas.

Rank ordering the responses regarding the Faculty's responsibilities to continuing professional education, the results were: professional development activities, degree completion, specially developed programs, and professional courses. According to the respondents, the scope of the activities should be, in rank order: provided in cooperation with other institutions, considered only after campus based students, include a broader spectrum of campus-based evening classes.

Distance education evoked a mixed response: 21 percent said not money should be invested, while 19 percent said it should be, 15 percent said it possible should be, and 9 percent said probably. The largest number, 35 percent, said yes, with care.

In rating the support services of Education Extension, respondents clustered as follows:

SERVICE	GOOD-FAIR	GOOD	V. GOOD-EXCELLENT
Travel	4%	18%	78%
Sec Services	5	53	42
A-V	15	41	44
Pr/Dupl	3	32	65
Library	28	16	56
Textbooks	14	38	48

89 percent of the respondents favored evaluation and rank ordered their opinions of how this should be done as follows: provides constructive data for planning future offerings; aids in determining effectiveness of delivery method; should be done by an external evaluator; should be done by Education Extension; needs to be more coordinated with Departments and Faculty; evaluation is not important but useful.

In reflecting their opinions regarding collaborative work, 46 percent indicated they had no knowledge of the projects mentioned, 19 percent were favorable if a given project had complete academic approval, 17 percent felt collaboration was a good idea and should be continued. Only one person said the Faculty should not be involved.

Regarding the co-offering of courses, 31 percent indicated that there should be more cooperation, while 27 percent had no knowledge of the experiment, 23 percent felt it was the only way to serve remote areas. Another 18 percent were favorable, provided academic approval was given. Only one person felt the Faculty should not be involved.

In prioritizing the work of Education Extension, 56 percent felt the order should be: graduate, undergraduate, and professional development, while 44 percent rank ordered each differently.

In rating delivery methods used by Education Extension, Faculty members responded as follows:

DELIVERY	POOR-FAIR	GOOD	V.GOOD-EXCELLENT
One Day	62	25	13
Sequential	7	42	51
Face to Face	37	44	19
Immersion	22	43	35
Long Range	12	21	67
D. E.: Video	55	28	17
Audio	78	15	7
Corresp.	85	8	7

In suggesting policies or procedures that could be changed to enable Education Extension to function more effectively, in rank order, Faculty responded:

Major offering planned in cooperation with school districts
 Higher financial rewards
 Released time for persons doing workshops
 Better communications
 More budget information
 More cooperation with the Curriculum Branch
 Improvement in services
 No financial rewards for Faculty

Of the "other" suggestions made, the predominant number clustered around incentives for Faculty members to be involved: Summer courses taught should bring released time for teaching in the academic year; recognition (i.e. promotion) very important; moderate financial reward as

added incentive to Faculty plus reasonable release time; calculation of travel time into "expenses"; these are (1 & 2) complex issues, direct financial rewards released time, not for nine units..but total workload; because of the time factor involved (tremendous) equate with publishing; not more financial rewards through honoraria, but more recognition in the University award system (tenure, promotion, etc.); better rewards within the system (promotion, tenure, etc.); the Faculty have been misled in how stipends can be used. We should go back to direct pay for Faculty from the district; should be mainstreamed as a regular part of program budget and Faculty workload. Other comments included: more consistently high standards for appointments; I think the current job is very effective; careful control of what is being done; change procedures used by Dennis Davis and Company, that's the problem; and finally, the implication is that Education Extension is not functioning adequately. Is this Correct?

In general, regarding future directions for Education Extension, there were four comments: whatever is necessary to the societal or educational needs of the times and/or society and the community, these do not fit neatly into the four categories; depends on needs assessment; all four require a reasonable balance; and continued growth as shown in recent years, a most effective unit.

Faculty cited the following future directions for Education Extension in Professional Development: more intensive workshops on specific topics, have schools identify needs; more week long and sequential workshop presentations both on and off campus (9); concentration in-service, non-credit courses only; evaluate effectiveness before proceeding; continue (more) (4); clearly inform Faculty of upcoming curriculum development in B. C., and ask them to prepare suggestions as to appropriate responses; considerable expansion; particularly important in education; more field personnel sponsored to lead courses, workshops (like TEACH, etc.); update of teachers, issues of the 80's; field needs examined over a year or more to coordinate workshops and professional days; self-directed, peer-assisted professional development; unless there is a change in economics, this is a dead issue (2); explore alternatives and don't commit ourselves too soon. 51 percent of those responding commented on Professional Development activities.

Twenty three respondents, or 43 percent commented on undergraduate programs: stay out of it; not convinced of quality; reduce, population getting smaller; ?; continue (7); more (3); the development of more imaginative offerings, e.g. face to face, interactive TV, workshops combined; more opportunities for teachers to do reading courses (correspondence) with some contact included with instructor through occasional travel; expand capabilities

and numbers, compress time frames, shorter and more intense; prefer developmental programs; I would like to see an undergraduate and graduate degree offered through Extension, similar to University of Saskatchewan; offering selected districts with a sequence of courses over a period of years leading to completion of a teaching area; more care in instructor selection (2); requests coming from field are sometimes random; and meet the political demands.

40 percent, or 21 respondents commented on Graduate programs ranging "For god sake, (sic) stay out of it" to "deserves considerable emphasis and creativity in program planning." Other comments were: expand; develop; more; okay; continue as is (3); low priority; reasonable balance; none (2); need to be looked at very carefully; not convinced!; question too much now; care must be taken to maintain quality; go ahead as resources are available; more generous time allotment; more counselling and special education courses; classroom teaching; coordinated with total Faculty; and more information required on long-range funding.

Comments regarding distance education courses were quite varied, with 19 respondents or a 36 percent response rate. Comments varied from ? (4) to more (2); to never. Other comments included: continue, monitor closely, expand as resources available; more experimenting with software; for professional development; too impersonal of limited

value; alternate presentation styles according to demonstrated needs in particular locations; more personal contact between Faculty and students; proceed very slowly and carefully; evaluate effectiveness of delivery systems; more innovation needed; better coordination of media and computer approaches; and rapid development here seems appropriate.

There were a number of additional comments individuals shared in ending the questionnaire:

Seriously evaluate professional offerings, consider the development of publishing some results of professional offerings ("special" courses, distinguished speakers, etc.) and the results of graduate research done under Education Extension.

I find many questions in this hard to answer, but do believe that the extension office is doing a good job.

Very useful stuff

Education Extension does an excellent job in liaison with Faculty; expressions of appreciation via letters and gatherings (wine and cheese); availability for appointments; problem solving; reliability for follow-up, etc.

- . In the introduction, an estimate of time required to complete the questionnaire would help. It's very forbidding in appearance.

In my opinion, the office is doing a good job. Care must continue to be exercised with respect to involving Faculty in policy decisions.

I found some of these questions very difficult to answer mainly through lack of information, rather than any lack of interest. I would be willing to discuss some of these issues more fully. I think they are important.

Generally, I feel very positive about the work done by Education Extension. I am concerned about the expense and relative ineffectiveness of short term (one day or less) professional development activities. More effort, I feel, should be expended in developing sequential programmes, both credit and non-credit. It is also important that faculty members interested in this type of service should have more opportunities to become involved without threat to their on-campus duties. As part of work load, this type of service could provide valuable service to the community, serve as good propaganda for the university and, at the same time, contribute greatly to personal job-satisfaction for individual faculty members.

In my experience, the effectiveness of extension programmes is directly related to the frequency and duration of each contact hour.

A factor to be carefully considered in planning extension services is the work load involved for the faculty member participating; in terms of preparation before travel as well as on-the-job demands in maintaining momentum despite travel fatigue. This whole area needs to be considered in the matter of time allotment if programmes are to be truly effective.

I question the level of secretarial support needed to run Education Extension. Better organization could easily allow for more funds to go directly to programs.

The six+ (sic) people could be reduced to four and still get the same work done. I realize it would take time, but it would be worth it because the \$30,000 could support programs rather than more employment in the office. The people are competent, but the organization is not efficient. In terms of the ratio of programs/support, we could do better--and should.

My experience with extension has not only been educational, but growthful. Any faculty member who has not experienced working with extension is missing a valuable component of his/her professional development. Even though I have participated in a number of Education Extension courses, including Summer Session, the experience has definitely added to my own sense of what I as an educator am about and what the University should be about. The educational future for universities is definitely adult education. To me, even though I am not directly involved, University Extension should be the most prized department. To

do this perhaps they should become a department in their own right, e.g. granting degrees. More faculty members ought to be encouraged to be involved!

APPENDIX I

Analysis of the data indicates that, of the three phases, the Selection Phase had the greatest number of participating decision makers, seventy-six, followed by the Developing Solutions Phase, forty-seven, and the Identification Phase, twenty-five. The total number of persons or units involved in the decision processes in these ten case studies was one hundred forty-eight.

In an Operating Adhocracy, Mintzberg has stated that the flow of decision-making is mixed at all levels. How mixed is illustrated in this chart:

POSITION	IDENTIFICATION	DEVELOPING SOLUTIONS	SELECTION	TOTAL
Fac Coord	2	2	9	13
Pro Coord	4	8	0	12
Dept Chmn	1	2	9	12
Dean's Offices	1	1	8	10
Faculty	3	4	1	8
Director	0	0	7	7
EPAC	0	0	7	7
Senate Comm	0	0	7	7
Sections	0	1	5	6
All others	9	5	3	17
TOTALS	20	23	56	99

FREQUENCY COUNT OF DECISION MAKING BY PERSONS OR UNITS

Of the top contributors to the decision processes of Education Extension, six have been shown to be an integral part of the structure of the office. In the strategic apex, the Dean, Director, and EPAC; in the middle line, the Faculty Coordinator; in the operating core, the Program Coordinators; and, in the support staff, the Faculty. The difference among the top four decision makers is very

minimal. Of these, two have formal, vested authority, the Faculty Coordinator and the Dean. Of the other two, the Program Coordinators rely on liaisons and informal communications to accomplish tasks, and the last, Department Chairmen, represent an external control factor. This illustrates how dispersed decision-making is throughout the organization.

Overall, the decision processes break down according to the following chart:

PROCESSES	IDENTIFICATION	DEVELOPING SOLUTIONS	SELECTION	TOTAL
Strategic Apex	1	1	22	24
Middle Line	2	2	9	13
Operating Core	4	8	0	12
Support Staff	3	4	1	8

With this sampling of projects, during the Identification Phase of the decision processes, the Program Coordinators and the Faculty members recognized and diagnosed 70 percent of the initial steps to decision making. During the Developing Solutions Phase, the Program Coordinators and the Faculty combine to provide 80 percent of the decision processes. The Selection Phase is dominated by those in the strategic apex and the middle line.

VITA

Surname: Alexander Given Names: Sharon Eldred

Place/Birth: Kearney, Nebraska, U.S.A. Date: October 2, 1936

Educational Institutions Attended/Dates Entering and Leaving

University of Toronto, Toronto, Ontario 1974 to 1977

University of Toronto, Toronto, Ontario 1977 to 1978

University of Victoria, Victoria, B. C. 1978 to 1983

Degrees, Diplomas Awarded

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Publications:

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Title: Education Extension: A structural description
and analysis

Author



Sharon E. Alexander

name

August 26, 1983

date