An Annotated Script: Conversations with Continuing Educators About the Creation of Continuing Education Programs in a University Setting

by

Rhordon Craig Wikkramatileke
B.A., University of Victoria, 1979
M.P.A., University of Victoria, 1984

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We accept this dissertation as conforming
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Dr. A.Oberg, Co-Supervisor (Department of Curriculum and Instruction)

Dr. J. Cutt, Co-Supervisor (School of Public Administration)

Dr. L.E. Devlin, Departmental Member (Department of Curriculum and Instruction)

Dr. W.T. Wooley, Outside Member (Department of History)

Dr. A. Percival, External Examiner (University of Manitoba)

Co-Supervisors: Dr. A.Oberg and Dr. J. Cutt

Abstract

Though continuing education is often a vibrant and thriving function in modern universities, paradoxically, little is known about the content and organization of the knowledge structures that continuing educators employ as they go about creating continuing education programs in university settings. Drawing upon the entrepreneurship literature (Mitchell and Chesteen, 1995; Mitchell, 2001), (Vesper,1996) and the adult education program planning literature (Caffarella, 2002), this inquiry assesses the robustness and applicability of scripting as a method of examining this aspect of practice.

Examiners:

Dr. A. Oberg, Co-Supervisor (Department of Curriculum and Instruction)

Dr. J. Cutt, Co-Supervisor (School of Public Administration)

Dr. L.E. Devlin, Departmental Member (Department of Curriculum and Instruction)

Dr. W.T. Wooley, Outside Member (Department of History)

Dr. A. Percival, External Examiner (University of Manitoba)

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Dedication

This is dedicated to my daughter, Alison Joyce Wikkramatileke, who is my hope for the future.

"In the varied topography of professional practice, there is a high, hard ground overlooking a swamp. On the high ground, manageable problems lend themselves to solution through the application of research-based theory and technique. In the swampy lowland, messy, confusing problems defy technical solution. The irony of this situation is that the problems of the high ground tend to be relatively unimportant to individuals or to society at large, however great their technical interest may be, while in the swamp lie the problems of greatest human concern. The practitioner must choose. Shall he remain on the high ground where he can solve relatively unimportant problems according to prevailing standards of rigor, or shall he descend to the swamp of important problems and nonrigorous inquiry?" Donald Schön, *Educating the Reflective Practitioner*, 1987 p.3

Chapter One: Annotated Scripts - Opening Lines

"Eighty percent of success is showing up." - Woody Allen

I began my career as a continuing educator at the University of Victoria in the spring of 1987. Donald Schön had just published his landmark work, "Educating the Reflective Practitioner", and I recall my dean at the time, Gordon Thompson, recommending this work to me. I know it was an act of kindness on his part – an attempt to assist me in coming to grips with a new set of roles and responsibilities within a milieu that was simultaneously familiar, exciting, and at times, unsettling. Some years later, Anne Percival would neatly sum up my feelings with the line "If you have never worked in a university before, you may be in for a surprise." (Percival, 1993, p.29)

For while I had by this time acquired two degrees and had spent some 10 years orchestrating management and professional development initiatives in industry and government, this prior education and experience only partially prepared me for what lay ahead. I had come to the university with a good understanding of how the market for continuing education programs operated (in my case, programs that dealt with business and management topics), as well as with a reasonably well developed set of competencies in organizing, marketing, delivering and looking after the administrative and financial details associated with this form of work in large organizations. This knowledge of the nature of the demand for continuing education and the general mechanics of how one would go about creating programs to service this demand provided a basic foundation for my new career. What I needed to develop was an understanding of how one would go about doing this work within the context of a university setting. Acquiring some competence in this aspect of practice immediately became a personal priority as the creation of continuing education programs forms a large part of the leadership role customarily assigned to continuing education practitioners in Canadian institutions. So began a journey of exploration, discovery, and learning.

As I began this voyage, I recall being acutely aware of Schön's insightful articulation of the novice's dilemma:

> The paradox of learning a really new competence is this: that a student cannot at first understand what he needs to learn, can only learn it by educating himself, and can educate himself only by beginning to do what he does not yet understand (Ibid. p. 93)

What I was able to draw on was Schön's observation that practitioners engage in an ontological process of "world making"(Goodman, 1978) where they construct and tackle problems through a "complementary process of naming and framing" in which they (the practitioners) "selects things for attention and organizes them, guided by an appreciation of the situation that gives it coherence and sets a direction for action." (Ibid Schön, p. 4)

So my initial work on developing an understanding of how to create continuing education programs in a university setting was very much a process of appreciating the context within which I was operating, learning what was important and needing attention, and applying this knowledge to my practice. Not surprisingly, much of this learning took place without a great deal of reflection or conscious attention on my part. One simply confronted issues and problems; looked for help from the literature, peers and mentors; prayed to the gods; trusted one's instincts and judgment; and got on with the job as best as one could.

Some ten years would pass before I came to reflect on the growth and development that had taken place in my practice as a continuing educator in a university setting. I had by this time developed the University of Victoria's first business credential – the Certificate in Business Administration program – and had then gone on to create a Diploma in Business Administration program. From modest beginnings in 1989 when the Certificate in Business Administration had a total of just 180 registrations and an annual budget of $80,000, by 2002, the programs I was responsible for were generating in excess of 1,000 registrations annually via a cost-recovery programming model that had an annual budget of approximately $1.2 million.

I was not alone however, as many of my peers and colleagues were experiencing similar if not greater successes and were making important contributions to the institution and to the field of continuing education. To provide some sense of perspective, the continuing education function at the university, to borrow a phrase from historian Gordon Selman, is "a sleeping giant" with the Division of Continuing Studies (the organizational entity with the most visible responsibility for the continuing education function at the University of Victoria) now generating over 20,000 registrations on an annual basis with a $12 million budget and a staffing complement of over eighty staff and a host of full-time and sessional teachers and instructors. These are remarkable statistics, particularly when contrasted to the modest beginnings of the function in 1948 when the Evening Division of Victoria College (the institutional predecessor of the University of Victoria) commenced operations with three part-time staff and some eighty-two students.

In retrospect, the vigor and vitality of the continuing education function at the institution should surprise no one. Charles Beard, noted historian and one time president of the American Association for Adult Education, captured the breadth of the field with the observation (made in 1928) that

> It is a multitude of ideas, interests, and activities added to the bare routine of living that makes a complex and colorful civilization in which rich and many-sided personalities can be developed and thrive. (Ely, 1936, p. vii)

And as Hodgkinson (1991, p.27) points out, education in general

> seeks to establish and enhance the values of security, health, the common good, the interest of the state, the capacity for profit, wealth of all sorts and the highest values of philosophy, ideology and religion. It is in this sense the most general human pursuit.

Given the universal hunger for knowledge and education and the infinite scope of the continuing education field, the interesting question arises: How do practitioners and the institutions they work for go about developing programs that respond to these needs and wants? It is this question that reveals an interesting paradox in the literature on continuing education in university settings and provides the motivation for my inquiry. For while there is a substantial literature on the emergence of the continuing education function in the United Kingdom, the United States, and Canada, and what continuing educators have accomplished since the mid-1800's[1] [2] we still know relatively little about how continuing educators think about and organize their practice when it comes to creating continuing education programs in university settings.

To be sure, there is a substantial body of literature on program planning that practitioners may draw on as resources and models. This literature includes topics

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[1] In the case of Britain, Jepson (1973), and Blyth (1983) are but two examples of the very substantial body of work on the emergence of the field in the United Kingdom. In the United States, contributions by Knowles (1983), Morton (1953), Dyer (1956), and others provide a good record. Canada has been well served by Kidd (1950, 1956), Laidlaw (1961), Selman and Dampier (1991), Selman (1984).

[2] Griffith (1970,p.172) observes that "The history of adult education may be written as an account of the founding, growth, development, and demise of institutions which served special interests."

such as program planning (Sork and Caffarella, 1989; Kowalski, 1988; Simerly, 1987), marketing (Simerly,1989), and financing (Shipp,1982). As an example, Sork and Caffarella (1989) suggest the following basic six-step program development model:

1) analyze the planning context and the client system
2) assess needs
3) develop program objectives
4) formulate instructional plan
5) formulate administrative plan
6) design a program evaluation plan

Kowalski, (1988) proposes a quite similar model containing the following sequence of elements:

- identify restrictions
- review organizational philosophy and mission
- create a program mission and interface with organization
- assess needs
- convert needs to objectives
- build the curriculum
- identify resources
- build the budget
- market the program
- evaluate and the program

and

- if necessary, form an advisory council for the program.

However, as Sork and Caffarella (1989, p.233) themselves point out,

> It is important to recognize that the literature on planning is largely normative. That is, the literature consists mostly of how planning should be done rather than descriptions of how planning is done. These descriptions are sometimes accompanied by detailed justifications for adopting the approach suggested, but more often they simply present an approach to planning that the author believes is best.

Accordingly, while these *a priori* prescriptive models may be of value to practitioners as they plan and develop programs, they tell us little about how continuing educators actually go about their craft. Here again we find a paradox in the literature. For while the successful integration of continuing education into the mission, governing structures, administrative practices and culture of a university continues to challenge practitioners and their stakeholders (Lynton and Elman,1987; Courtney, 1989; Votruba,1989; Apps, 1989), the function frequently thrives in institutions of higher learning[3]. Consequently, while the literature on adult and continuing education dwells on the marginality of this form of education in

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[3] " the research tradition of higher adult education has been to focus on the role and functions of specialized units of adult education such as Extension or Continuing Education Divisions rather than the university as a whole. As Apps (1989) notes, however, a narrow definition of adult education within universities as organizations leads to the anomalous conclusion of marginality at a time when the function has never been more central. What is required, in part, are methods of conceptualizing adult education within universities which are independent of questions of definition and structure.". Devlin, 1992, p.2

post-secondary institutions[4], the fact remains that practitioners are able to create effective programming while operating within complex and ambiguous organizational contexts. Therefore, the question of how continuing educators think about and organize their creative efforts in these environments is an important and significant one.

We currently have three primary ways of examining the creation of continuing education programs in university settings - case studies, historical accounts and empirical studies using *a priori* theoretical frameworks. However, these approaches have their limitations (Schön, 1987). Case studies are useful in documenting what happened, leaving the researcher and reader to interpret the data. Historical accounts provide similar results with the bonus in the case of autobiographical treatments where the voices of practitioners come through, albeit long after the event. And theoretical frameworks rely on variables pre-selected by the researcher to explain phenomena. As a novice, I remember combing through this literature and being acutely aware of the gulf that separates one's understanding of theoretical models of program development and the confidence and mastery that comes with practical application and experience. In other words, existing approaches tell you what happened in particular cases, what historical events gave rise to particular situations, and how closely what happened matched *a priori*

[4] An insightful explanation for these shortcomings is provided by Courtney (1989) when he points out that,
"One can often see what practitioners of a field think their subject is about – how they define it – by reading the histories they write and noting what they emphasize and what they leave out." (pp. 20-21)

prescriptions. None of them gets at how people employ knowledge structures to cope with the complexities and contingencies of planning-in-action.

For me, finding a way gaining insights into how knowledge is organized and how knowledge structures are actually deployed would have been immensely helpful in accelerating the development of my own practice. However, because little is known about knowledge-in-use for creating continuing education programs in a university setting, each practitioner must in effect learn how to organize and deploy his or her own repertoire. In my experience, acquiring these insights is a slow and unsystematic process. In particular, the busy and often political nature of institutional life and one's place in a professional community means that insights are shared amongst colleagues primarily through social networks with very little being committed to paper. Formal dialogue and transference of learning is therefore problematic.

The problem for the researcher is how to get at these knowledge structures and how they are actually used. Conventional research approaches place the researcher in the position of either peering into "the swamp" from the outside and commenting on those patterns general enough to be visible from a distance or entering the swamp and documenting particulars either in the form of a case or in terms of "a priori" theoretical models. In the latter situation, this amounts to asking the practitioner if he or she does what these models predict and then reporting the results of these findings with little confidence as to whether or not the practitioner actually does any of the things that the findings suggest.

In casting about for a methodology that could transcend these difficulties and help generate insights into how other continuing educators organized their knowledge, what I felt was needed was an approach in which these practitioners could actively participate in the inquiry and shape its outcomes (Bentz and Shapiro, 1998). In particular, what I felt was needed was an approach that would be robust enough to provide insights into how practitioners accommodated the complexities associated with program development in a university setting and responded to the various contingencies that would arise during the course of these activities.

Some years passed before I stumbled across developments in the field of entrepreneurship education that held the promise of offering a potential solution. The connection between entrepreneurs and continuing educators stems from the fact that both are involved in a process in which individuals, to use Schumpeter's classic definition, go about "carrying out new combinations of productive forces or enterprises" (Schumpeter, 1974).

Early work in educating would-be entrepreneurs relied on the use of theoretical frameworks drawn from other disciplines (such as accounting, marketing, strategy and psychology). While these approaches provided context, concepts, and tools, a method of linking abstractions developed in the classroom to practice remained elusive. So, as with novice continuing educators, novice entrepreneurs face the problem of bridging theory to the world of practice. Moreover, given the competitive nature of the commercial marketplace, important insights into practice may not be readily shared, at least not until they have lost their competitive utility. Consequently, like novice continuing educators, novice entrepreneurs, albeit perhaps for different reasons, have to acquire expertise through trail and error.

However, in recent years, significant advances have been made by using the notion of **scripting** as a tool for assisting novice entrepreneurs to acquire expertise (Mitchell and Chesteen, 1995; Mitchell 1999, 2000). While the notion of scripting will be developed more fully in Chapter Two, Read (1987) describes a script as "a more or less stereotyped sequence of actions carried out to attain a goal in some situation." In other words, the individual organizes and deploys his or her knowledge in the form a script in order to accomplish a particular goal. In doing so, the practitioner's initial script serves as a preliminary hypothesis for what to do to accomplish the program planning goal. As the continuing educator proceeds to enact the script, s/he checks its viability against information of various kinds such as the literature, the experiences and advice of other practitioners, feedback from stakeholders, events, and the results of his or her own efforts. This process of checking the utility of the script-in-use is called instantiating or falsifying the script. In this manner, the script is refined through use until it constitutes a fairly stable and systematic organization of knowledge useful for accomplishing the sort of goal which prompted its development.

Based on Glaser's notion of **expert scripts** (Glaser 1984) and **transaction cognitions** (Arthur, 1994; Neisser,1967; Read,1987), Mitchell and his colleagues invite novice entrepreneurs to **create** and then **instantiate** and/or **falsify** their own scripts through practice and through discourse with others. On reflection, it dawned on me that given the similarities that I and others perceived between the creative efforts of entrepreneurs and those of continuing educators (Blaney, 1986), it would be reasonable to expect that experienced continuing educators would have scripts for the creation of continuing education programs within the context of their institutional settings and that it might be possible to document these scripts by inviting experienced practitioners to reflect on and describe how they go about creating continuing education programs in a university setting. With this information in hand, other novice and/or experienced practitioners would have reference points from which to build or continue to enrich their own scripts for the creation of such programs in university settings. Moreover, this would provide at another potentially useful outcome – the answer to the question of how to get at how continuing educators go about "carrying out new combinations of productive forces or enterprises" (Ibid. Schumpeter) in environments characterized by complexity and unpredictability.

It was this idea of examining the robustness of scripts and scripting as a tool for looking at how practitioners went about creating continuing education programs that created the intellectual breakthrough that permitted me to advance this inquiry. By using scripts and scripting, I would be able to avoid having to approach this phenomenon from a single perspective such as a historical and/or biographical approach or through the lenses provided by one or more of the models provided in the program planning literature. Instead, I would be able to enter the swamp and simply ask practitioners how they went about their practice. Then, using the concepts of scripts, scripting, and transaction cognitions, I hoped that I would be able to organize and comment on my findings.

With this in mind, the essence of this inquiry is to discover whether or not scripting has the capacity to provide insights into how practitioners actually go about the process of creating continuing education programs and how they (the practitioners) integrate theory and experience into their own eclectic approach to dealing with the complexities and contingencies that arise with respect to this creative process in a university setting. If scripting is sufficiently powerful, it can then be used in future studies of the content and organization of these knowledge structures and as a tool for reflection and self-diagnosis by practitioners.

The real breakthrough for this inquiry came some weeks later when it finally occurred to me that I as researcher cum practitioner could use my knowledge of the field and my own experience in developing continuing education programs in a university setting to design a study to assess the robustness of scripting as a tool for examining these knowledge structures. I would begin by constructing my own script for this aspect of my practice. This script, labeled the Inquirer's Script, would then be subjected to processes of theoretical instantiation and falsification by comparing it to conceptual frameworks drawn from the literature on continuing education and program planning, and to scripts created by other seasoned practitioners who serve as informants for the study. I chose as my seasoned practitioners, eight experienced continuing educators associated with the University of Victoria. I felt that the University of Victoria provided a sufficiently rich array of experience and expertise because since its inception in 1948 as the Evening Division of Victoria College (the institutional predecessor of the University of Victoria), the continuing education function at this university had grown in size, scope and resources to the point that it rivals many if not most of the other academic entities at the institution and contributes to significant aspects of the mission and aspirations of the institution. As key animators of this growth, practitioners here in continuing education have experimented with and implemented many if not all of the major emerging traditions and practices in the field in North America while simultaneously working through the issues associated with creating continuing education programs in an institution of higher learning in Canada.

This rich base of knowledge and experience could be used not only to assess the adequacy of the inquirer's script but more importantly, to assess the robustness of scripting as a tool for examining the knowledge structures employed by these seasoned practitioners.

The results of this research are presented in the next five chapters of this dissertation in the following manner:

- Chapter Two describes the notion of scripting as a particularly appropriate framework for studying the creation of new ventures.
- Chapter Three describes the significance of a university context for the creation of continuing education programs.
- Chapter Four presents my own personal script for the creation of continuing education programs in a university setting.
- Chapter Five presents the results of instantiating and falsifying the Inquirer's Script. The first part of this chapter presents the eight scripts used to instantiate or falsify the Inquirer's script while the second part presents the results of comparing the Inquirer's script to these eight scripts and theoretical models proposed by the entrepreneurship and program planning literature.
- Chapter Six presents the conclusions of about the robustness of scripting as an approach to understanding how continuing educators go about creating continuing education programs in a university setting.

The following are delimitations of the study. First, because this is a study of scripting, this inquiry does not deal with the program planning literature, nor is it intended to provide a critique of this literature. In particular, this inquiry is not intended to provide models of program planning. However, readers may find the results of this study useful for reflecting on their own theoretical planning frameworks and practice. Second, this inquiry is not intended to provide a comprehensive description of the continuing education function at the University of Victoria. Information about context is provided solely for the purpose of establishing key features of the context that are relevant to assessing the utility of scripting as a conceptual framework. And third, and perhaps most important of all, this study is not intended to provide a comprehensive commentary on what continuing educators think about and have to contend with when creating continuing education programs in a university setting. It is not a study of scripts but rather the usefulness of scripting as a theoretical framework.

Chapter Two: The Notion of Scripting and the Creation of New Ventures

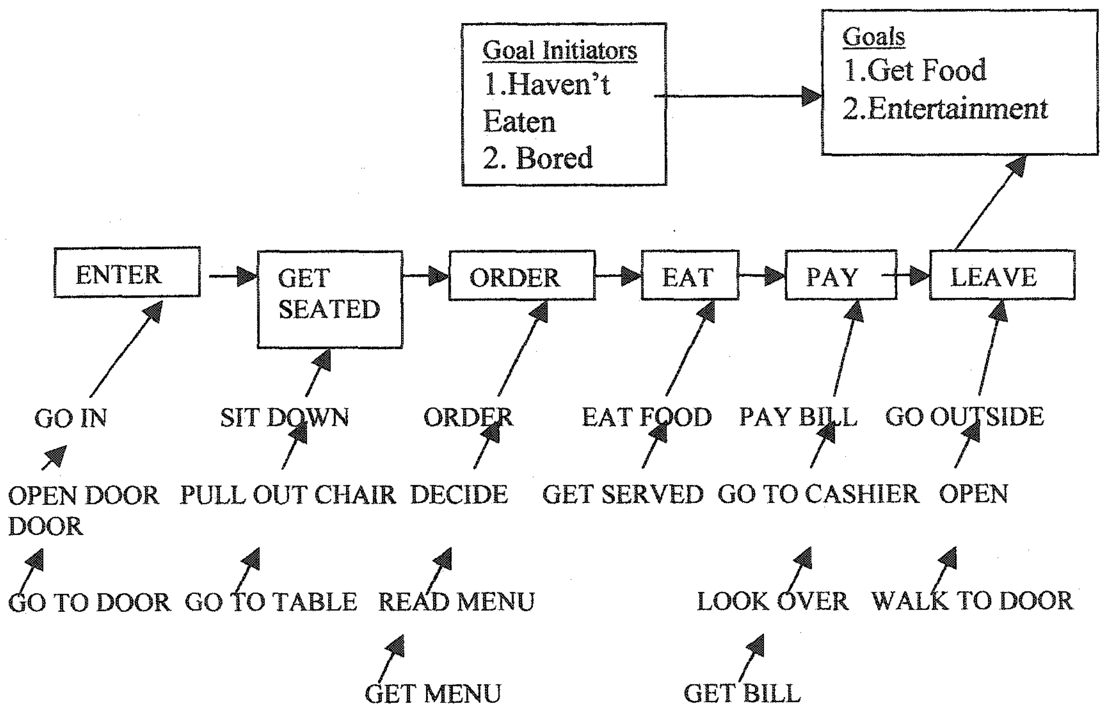
The notion of scripts and scripting has been with us for some time now in fields as diverse as the arts, computers software development, and research into artificial intelligence. Since the 1970's, an extensive literature has emerged exploring the use of knowledge structures such as scripting as ways of understanding and explaining the behavior of individuals engaged in various forms of goal-directed activity. More recently, studies have emerged that incorporate scripting as a means of examining and developing expertise associated with the creation of new ventures.

As a point of departure, Read (1987) provides a comprehensive definition of scripts in the following manner:

> A script is a more or less stereotyped sequence of actions carried out to attain a goal in some situation. In essence, it is a stereotyped plan. A script, such as the by now classic example of the restaurant script [See Fig.1] provides information about (a) typical goals of the script; (b) the typical actors and roles within the script, such as waitress and patron; (c) the particular instruments and objects that are important for performing actions in the script, such as menu, food, money, and bill; and (d) the typical sequence of actions such as enter; be seated, order, eat, pay, and leave.

> Associated with scripts are preconditions that must be satisfied in order for the script to be performed (such as possessing necessary resources) and knowledge of conditions that might initiate the goal of the script (such as not having eaten all day). P. 52

Figure 1. Diagram of the goal-subgoal structure of the restaurant script.



Though Schank and Ableson (1977) suggest that "scripts handle stylized everyday situations" that "are not subject to change nor provide the apparatus for handling totally novel situations" (p.41), Glaser (1984) proposes that schema or scripts are not static immutable constructs. Rather, in his view,

> A schema can be thought of as a theory or internal model that can be used and tested as individuals instantiate the situations they face. As in the case for a scientific theory, a schema is compared with observations, and if it fails to account for certain aspects of these observations, it can be either accepted temporarily, rejected, modified or replaced. (p. 100)

This process of instantiation (comparing scripts with observations) and falsification (confirming, rejecting, modifying or replacing scripts) provides the mechanism whereby scripts may adapt or evolve in response to new or changed situations.

Glaser (1984)also makes the observation that the key variable in the ability of individuals to use their scripts to deal with situations around them relates to the depth of their prior knowledge and their ability to apply this knowledge:

> People typically try to integrate new information with prior knowledge, and in many situations in which they cope with new information, much is left out so that they could never understand the situation without filling it in by means of prior knowledge. (p. 100)

This, in Glaser's opinion, distinguishes seasoned practitioners from novices when it comes to problem solving:

> Our research shows that the knowledge of novices is organized around the literal objects explicitly given in a problem statement. Expert knowledge, on the other hand, is organized around principles and abstractions that subsume these objects. These principles are not apparent in the problem statement but derive from knowledge of the subject matter. In addition, the knowledge of experts includes knowledge about the application of what they know. For the expert, these aspects of knowledge comprise tightly connected schema. The novice's schema, on the other hand, may contain sufficient information about a problem situation but lack knowledge of related principles and their application. (Ibid. p. 99)

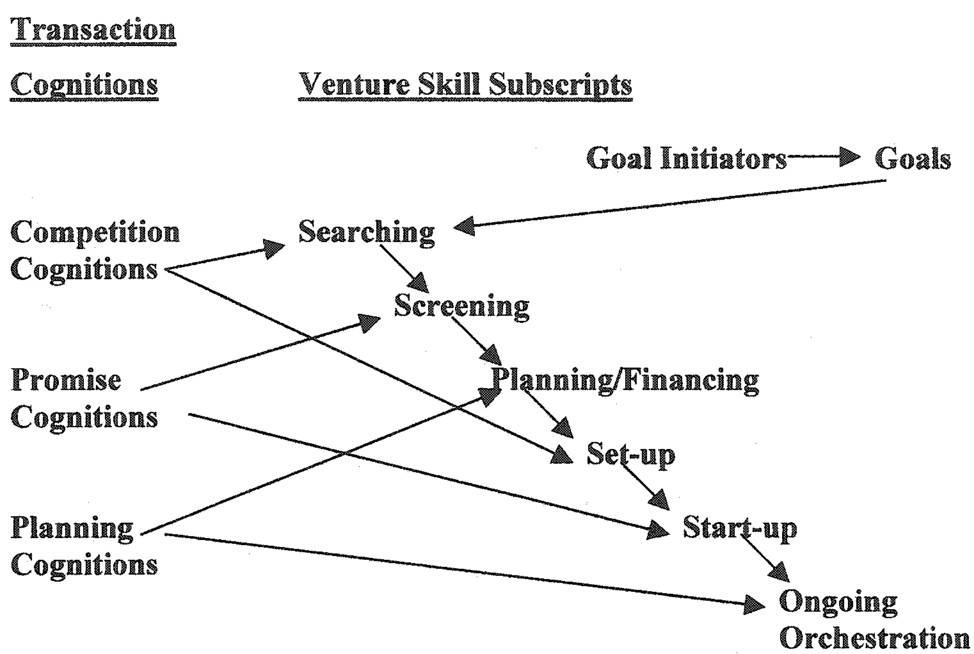
To summarize the discussion so far, scripts serve to accommodate, organize, and coordinate the application of knowledge in the accomplishment of goal-directed activities. Conversely, an understanding of the contents and organization of a script provides insights into the norms, standards and sequences of action associated with goal-directed behavior within a given domain. In this regard, the attractiveness of using scripts as a tool to examine professional practice is further enhanced by the capacity of scripts to link actors in their roles to these goal directed behaviors within various dynamic contexts.

In recent years, these properties of scripts have been applied by Mitchell (1999) and others in the field of entrepreneurship studies to assist individuals to use scripts as tools for developing their ability to create new ventures. As there are strong parallels between the creative aspects of entrepreneurial behavior (Schumpeter,1974) and the characteristics of the continuing education function in a university setting (Blaney,1986), a discussion of the content and organization of entrepreneurial scripts provides a useful foundation for subsequent discussions of scripts related to the creation of continuing education programs in a university setting.

Using three sets of scripts called **transaction cognitions** derived from transaction cost economics (Williamson, 1985) and six sets of **venture skill subscripts** derived from a master expert venturing script (Vesper, 1996), Mitchell (1999) constructs a schema applicable to the process of creating the new ventures. (See Figure 2 for a representation of this schema).

The three sets of transaction cognition scripts relate to what Mitchell refers to as **competition cognitions** (defined as mental models that can create sustainable competitive advantage), **promise cognitions** (defined as mental models that help in promoting trustworthiness in economic relationships with stakeholders) and **planning cognitions** (defined as mental models that assist in developing analytical structures to solve previously unstructured problems). These scripts embody the knowledge and the norms, standards and sequences of action necessary to enable the transactions called for in the venture to take place. The six venture skill subscripts are: **searching** (in which the transaction creator searches the marketplace and identifies work (products or services that others want) that can be produced competitively; **screening** (in which the transaction creator assesses the proposed work to estimate its capacity to profitably satisfy the wants of other persons); **planning/financing** (in which the transaction creator must gather, process, understand, and utilize the information necessary to organize the delivery of the work); **set-up** (where the transaction creator connects to other persons and creates the venture that will produce the work); **start-up** (in which the transaction creator begins the process of production and sale of work); and **ongoing-orchestration** (in which the transaction creator must gather, process, understand and utilize the information necessary to continue the delivery of the work).

Figure 2. **A Master Venture Creation Script**
(Adapted from Mitchell, 1999 ,2000)



The logic behind the sequence of the venture skills subscripts is intuitively easy to establish based on the definitions previously provided. However, the relationships portrayed in Figure 2 between transaction cognitions and the venture skill subscripts require some explanation.

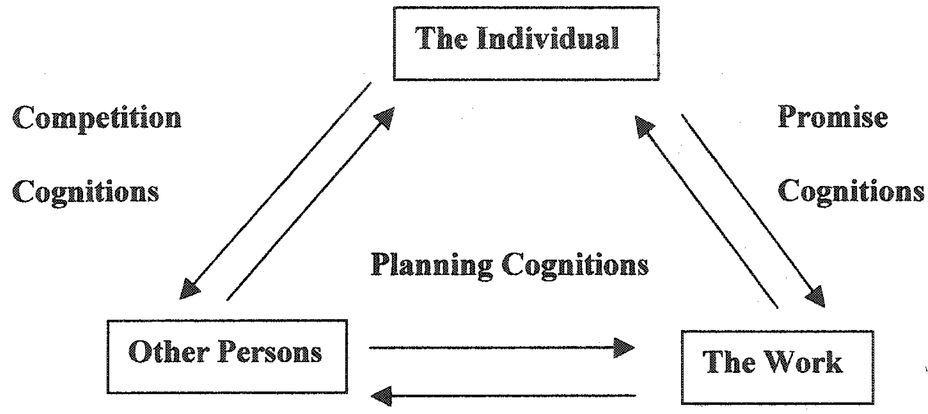
As scripts that contain knowledge about the application of knowledge (Glaser,1984) that facilitate or enable the transaction creator to move through the sequence of actions called for in the venture skills subscripts, transaction cognitions have specific relationships with one or more of the venture skills subscripts.

In the case of **competition cognitions**, the knowledge embedded in this script provides transaction creators with the abstractions necessary to obtain a sense of what it is to be competitive in a market, what to look for, and what key factors they need to take into account as they **search** for ideas for new products and services and later move to **set up ventures** to produce these goods and services.

Promise cognitions provide transaction creators with abstractions that assist in establishing the trustworthiness, credibility and potential for return of venture ideas identified via the **screening process** and in ensuring the preservation of relationships with stakeholders during the **start up phase** of a venture. **Planning cognitions** provide transaction creators with the abstractions that enable them to direct the application of the skills and routines embedded in the **planning/financing** and **ongoing orchestration** subscripts.

By now, it would be safe to assume that readers who do not have an interest in commerce may be wondering how all of the foregoing relates to the field of continuing education and the content and organization of scripts employed by continuing educators in the creation of continuing education programs in a university setting. This is understandable since much of the preceding discussion involves a market-based transaction scenario that involves three elements - the individual entrepreneur, "the work" (products and/or services), and other persons in the marketplace. Mitchell (1999, 2000) depicts the relationship between these elements and their related transaction cognitions in the following **basic transaction model.**

Figure 3. Basic Transaction Model (Mitchell 2001) p. 81



However, in later work, Mitchell, Smith, and Morse (2002) introduce context specific adaptations of the model that recognize the influence of other considerations such as multiple actors, political rationality, and the level (individual or organizational) at which the analysis occurs.

Figure 4. Transaction Model involving Multiple-Actors

(Mitchell, Smith, and Morse, 2002) p.157

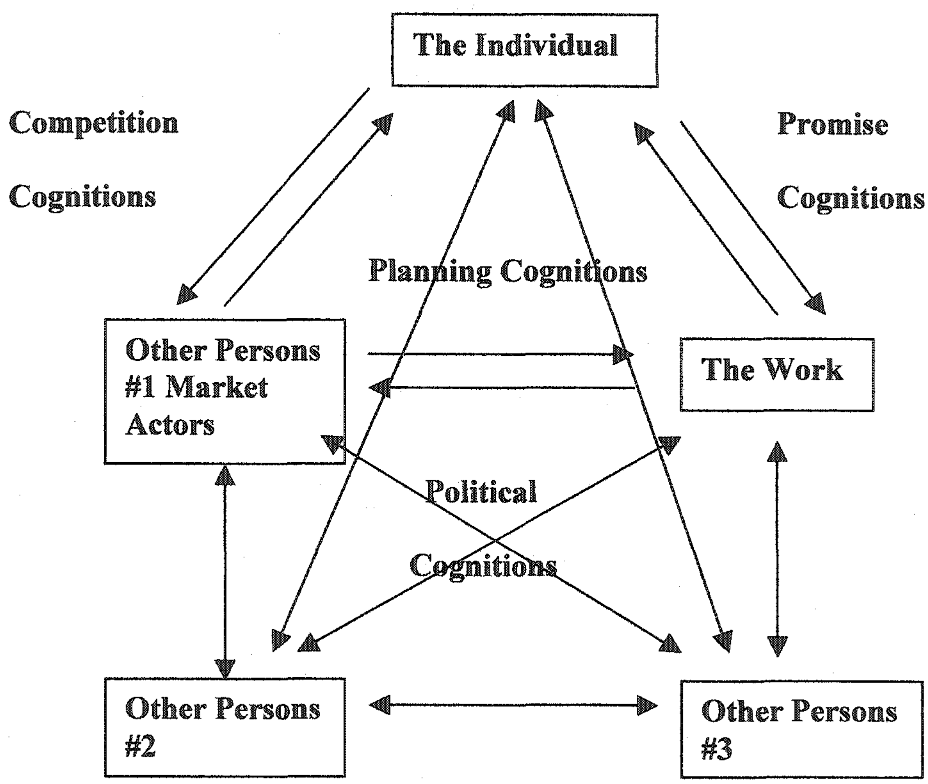


Figure 4 portrays the impact of other actors on the basic transaction model. In this example, Other Persons #2 and #3 represent stakeholders who are in a position to influence the transaction process on the basis of political power. Their presence means that in this context, the trio of planning, competition and promise cognitions need to be augmented by political cognitions if one is to understand the dynamics of what is involved in facilitating transactions in this setting.

In the case of universities, given Cohen and March's now famous characterization of these institutions as examples of "prototypic organized anarchy" in relation to their "problematic goals, unclear technology, and fluid participation", (Cohen and March, 1974), it would not be unreasonable to expect that transactions taking place in such environments would be subject to a greater range of influences and involve a larger set of cognitions than those proposed in the basic transaction model and the master venture script. These influences and their potential impact on the scripts and transaction cognitions associated with the creation of continuing education programs in a university setting are the subject of the next chapter.

Chapter Three: Contextual Influences on Transaction Cognitions and Scripts Associated with the Creation of Continuing Education Programs in a University Setting

The purpose of this chapter is to examine contextual factors that may inform and influence the transaction cognitions and scripts employed by practitioners when developing continuing education programs in university settings. This discussion is based on a search of the literature on continuing education to see if it suggests that the Basic Transaction Model and its related trio of planning, promise and competition transaction cognitions described in Chapter Two need to be augmented by other cognitions that arise out of the context within which continuing educators create go about creating programs in university setting.

Caffarella (2002) defines context

> as the human, organizational, and environmental factors that affect decisions planners make about programs ....These factors are not unconnected in how they affect the planning process, and often merge into major issues that educational planners address as they navigate through their planning tasks. (p. 59)

From this, Caffarella (2002) makes the following observations about the influence of context on the practice of continuing educators[5].

First, that from the **human perspective**, program development frequently involves complex interactions amongst multiple stakeholders drawn from increasingly diverse backgrounds, interests and geographic and cultural settings. Accordingly, practitioners "must have finely tuned social and communication skills; and the ability, in most planning situations, to constantly negotiate among all involved parties."(p. 60).

Second, that with respect to **organizations**, contextual factors may be examined under three broad categories:

- ***Structural factors*** which include the mission, goals and objectives of organizations; the administrative hierarchy; standard operating policies and procedures; the system of formal organizational authority; information

[5] These factors are detailed in earlier work in the following manner:
"The purpose of analyzing the planning context is to identify internal and external factors or forces that should be taken into account during planning. Internal factors of particular concern are (1) the history and traditions of the organization, (2) the current structures that govern the flow of communication and authority, (3) the mission of the organization, (4) the resource limits, (5) the standard operating procedures, and (6) any philosophical constraints that limit who can be served or what types of need can be addressed. External factors include (1) the relationships (competitive or cooperative) between the organization and others that serve the same client groups, (2) any comparative advantage enjoyed by the organization that makes it easier to respond to needs, and (3) the attitudes toward the organization held by influentials in the community." Sork and Caffarella, 1989, p. 235

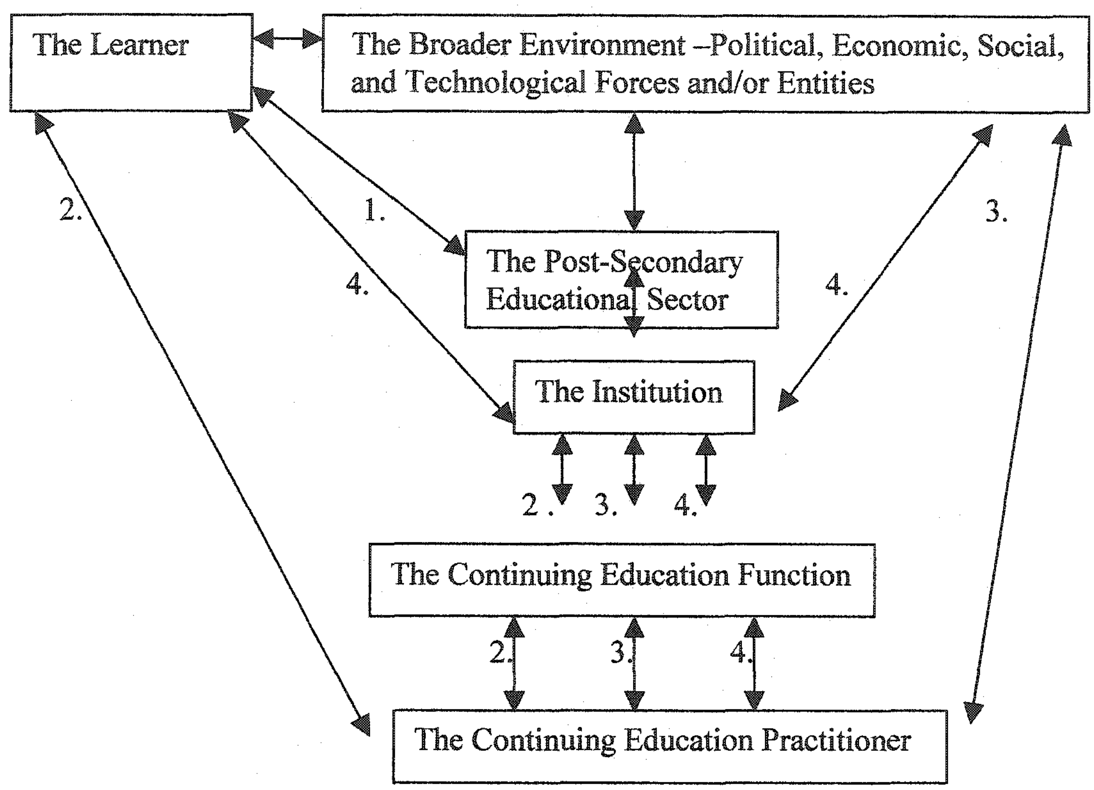
systems; organizational decision-making patterns; financial and other resources.

- ***Political factors*** which comprise coalition building; bargaining and jockeying for position; power relations among individuals and groups; and the politics of funding and providing other resources.
- ***Cultural factors*** which incorporate the history and traditions of the organization; organizational beliefs and values; and organizational rituals, stories, symbols, and heroes (Caffarella, 2002, pps. 63- 65).

And third, that "The more general economic, political, and social climate within which planners work is increasingly becoming more important, especially as program planners work across numerous types of borders, from geographic to cultural to ideological" (Ibid. Caffarella p. 65).

For continuing educators creating programs in a university setting, these human, organizational and environmental factors are associated with a set of complex boundary spanning transactions between these practitioners and a variety of internal and external stakeholders. Figure 5 attempts to portray these transactions in a highly simplified graphical manner.

Figure 5. A Map of Transactional Relationships for the Creation of Continuing Education Programs in a University Setting



The underlying logic for this map is based on the notion that learners, motivated by their own interests or by political, economic, social and technological forces in the broader environment seek access to post-secondary education to satisfy these needs and wants. Where these needs and wants are effectively met by existing programs, (interactions labeled with a 1), there is little need for substantive program development. Opportunities for continuing educators to add value to the post secondary educational system arise when gaps, barriers and imbalances exist between demands for access to continuing education and what the post-secondary sector and/or the individual institutions within it provide.

In their role as facilitators of institutional responses to these gaps, barriers and imbalances, continuing educators have at their disposal at least three different approaches to program development.

The first is the development of programs through direct relationships with the learner (See interaction labeled 2). These direct relationships are particularly productive in instances where market forces work effectively and the learner has sufficient means and motivation to allow the continuing educator to organize and develop a viable continuing education program. Examples of such programs include English as a Second Language (ESL) programs, professional development programs in fields such as business and certain personal development programs such as travel studies and fine arts.

The second avenue involves harnessing the power generated by contemporary economic, social, political and technological forces in the environment and the development of strategic alliances with entities that serve to organize and direct societal responses to these forces (See interaction labeled 3). Examples of such interventions include the early British Cambridge and Oxford Local Lecture programs linked to the emerging women's movement (Pope 1972); the British Workers Educational Movement linked to the labor movement in the early 1900's (Blyth, 1983); the American Agricultural Extension movement of the 1930's (Morton, 1956); and the Antigonish Movement linked to the cooperative sector in Canada (Laidlaw, 1961).

A third potential avenue for program development is one in which the institution turns to the continuing educator and the continuing education function to facilitate an institutional response to demands or opportunities for continuing education programming (See interaction labeled 4). Unlike the two previous avenues that place the continuing educator and the continuing education function in the position of working on the institution to create a response, this later option is premised on the notion of the institution embracing and proactively responding to opportunities to provide continuing education programming. Examples of this approach are becoming more common as institutions prompted by changing demographics, competition for scarce resources, shifts in public policy, and greater acceptance of the notion of life-long learning move towards incorporating continuing education into the mainstream of their educational programming portfolios. In this regard, it is interesting to note that in the last 50 years, new institutions such as the British Open University in the United Kingdom, the University of Phoenix in the United States and Royal Roads University in Canada have emerged with missions and programs primarily focused on a continuing education agenda.

The resulting programming created by continuing educators employing these approaches is categorized and described in the literature in a number of different ways.

Devlin (1992) categorizes programs by *curriculum type*, i.e. part-time degree credit, continuing professional education and community education; *location of delivery*, i.e. on-campus or off campus, and *delivery mode*, i.e. traditional lecture formats or non-traditional methods such as computer-mediated, television broadcast or correspondence. Hatfield (1989) suggests that "continuing education programs in four-year colleges and universities are of three types: credit, primarily for the purposes of formal professional credentialing and less frequently for personal enrichment; non-credit, for professional development; and non–credit, for personal enrichment. " (p. 305).

Other practitioners and commentators describe and categorize their work in terms of the ends served by their efforts. In *community education*, one finds a broad variety of "value-related" interventions by adult educators who see their programs linked to "forces working for change and improvement in community life"(Selman and Dampier, 1991, p 5). These interventions often take the form of economic, social, political or cultural education initiatives designed to serve the needs of specific geographic communities or interest groups. Lund (1994) suggests that "unlike professional education, it enables learners to take action beyond the confines of the occupational setting towards the resolution of social, economic, political, cultural and legal problems facing society." (p.171).

A second form of activity, *extension education* involves enhancing access by extending the geographical reach of an institution. University extension models such as the early British experience at Cambridge and Oxford typically focus on access issues by extending the capacity of institutions to reach and service non-traditional audiences and learners with mainstream degree programs. These models are also frequently adapted to serve continuing professional education needs and community development objectives as demonstrated by the agricultural extension movement in the United States. To this day, there are important examples of extension education in the United Kingdom, America and Canada designed to serve communities residing outside urban centers. And with the rapid development of distance education technologies, particularly computer-mediated methodologies such as web-based education, many institutions now serve global audiences.

A third category, *continuing education* is commonly seen as the provision of opportunities for university graduates and others to continue their studies, acquire professional designations or certification, acquire new skills, or maintain the currency of their knowledge and training. Continuing professional education programming is in many instances linked to the emergence of various professional disciplines such as education, social work, nursing, business, law, accounting, and medicine (Bledstein, 1976) and often support accreditation and continuing professional development agendas of professional bodies in these fields. In this regard, Selman and Dampier (1991) make the important observation that

> as *continuing education* carries with it the "connotation of furthering one's education beyond a significant level which has already been achieved, universities, for instance, tend to be comfortable with the term on the assumption that it implies the subsequent education of their graduates, or at least educational activities at a reasonably advanced level.[6] (p. 5.)

They also point out that in recent years, the term has been broadened to cover "any situation where the person is "moving on," particularly within more formal, credential-related aspect of education." (p.5, also Percival, 1993)

Given the complexity of the transactional model associated with the creation of continuing education programs in a university setting and the variety of forms that resulting programs may take, it would be safe to assume that one can expect continuing educators to incorporate **political**, **structural**, and **cultural cognitions** into their scripts.

As cognitions of this nature would involve interrelated sets of considerations, it is difficult and perhaps unwise[7] to attempt to sort out the contents of these cognitions and to place them into predetermined categories. Nevertheless, the literature

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[6] This naturally leads to encounters with a broad and diverse population of learners and needs, prompting institutions in recent years to attempt to narrow the character of their work by redefining and renaming their extension activities under the banner of continuing education. (Selman and Dampier, 1991)

[7] As Courtney (1989) observes, "Terminology abounds: adult education, continuing education, lifelong learning, independent learning project, community education, community development, adult learning, andragogy, adult basic education, animation, facilitation, conscientization. These terms have all been used at one time or another to mean more or less the same thing. As some have noted with particular frustration, 'the field of adult education has evolved a vocabulary possibly unparalleled in its confusion." (p. 15)

suggests a number of contextual factors that may influence the make up of these cognitions.

First, continuing educators in a university setting operate within systems largely designed to serve conventional "sequential" learners i.e. high-school leavers who progress immediately on to further post-secondary education. As continuing education learners have far more diverse backgrounds, needs, capacities and expectations, the continuing educator is usually required to modify existing systems or create entirely new processes, procedures and structures to effectively service the needs of their constituencies. These include ways to deal with administrative matters such as admission and registration procedures, timetabling, library services and access to facilities and support services as well as ways to deal with academic issues involving admission standards, curriculum development, instructional methodologies, assessment processes and new models of credentialing and program design.

Second, funding for continuing education in universities has historically been problematic. This is due perhaps in large part to societal values about the education of adults. From a public policy perspective, Griffith and Fujita-Starck (1989)observe that

> A key issue in any policy discussion about ACE (adult continuing education) is who should pay for the costs of providing programs. The prevailing sentiment in both the United States and Canada is that while the education of children should be fully paid from tax

> funds, the education of adults should be paid by those who directly receive the benefits. (p. 170).

Historically, this absence of public support places pressure on institutions to operate their adult and continuing education programs on a cost recovery basis. Moreover, in recent times, continuing education has come to be regarded as a profit center by university administrators. Gerald Apps (1989) provides the following insight into this dynamic.

> Many educators dislike talking about profits. But clearly, the motive for many providers of adult learning opportunities is profit. Tax money is drying up for providers such as college and university extension services. They are forced to charge fees to cover instructor costs, overhead and even more. Most college and university extension divisions are officially nonprofit providers. But continuing education directors know that at year's end their profit and loss statements must be written in black ink. At some institutions, top level administrators use the profits from adult and continuing education programs to bail out less successful, and often more traditional college and university programs that have suffered declining enrollments. (p.282).

Third, significant cultural differences often exist between the continuing education function and other components of the institution. Blaney (1986), writing from the perspective of a continuing education sub-unit, provides the following comparison of the cultural differences between an extension sub-unit and the larger university.

Figure 6. Cultural Differences between the University and the Extension (Continuing Education) Function (Blaney, 1986, p.75)

The University	The Extension Division
. disciplinary program development	. cross-disciplinary program development based on learner needs
. serves faculty and established programs	. serves the community
. priority to full-time students	. serves the part-time student constituency
. power rests ultimately with faculty	. philosophically, power rests with learners, whose enrollment patterns determine many decisions
. conservative fiscal policies	. entrepreneurial fiscal policies
. discipline-oriented	. market-oriented
. rewards primarily to research output and quality	. rewards to program output and and quality
. individual status from scholarly peers	. individual status from adult education and university peers
. purpose often no more specific than "teaching and research	. purpose often specified by community need

Fourth, reflecting and perhaps reinforcing these differences, Canadian institutions up to the late 1980's generally opted to organize their continuing education functions under various centralized forms of administrative structures such as divisions, schools, colleges and faculties of university extension or continuing studies[8].Consequently, issues of power, control, competition and

[8] "Most adult and continuing education programs are part of a larger organization that does not have adult education as its primary purpose. Yet, the parent organization greatly influences the availability of resources and the stability of the ACE unit (Knox, 1981). It is essential that the ACE unit know as clearly as possible the culture and dynamics of the parent organization. It should understand its own role within it and should carry out its programs in a manner consistent with the overall purposes and values. Equally important are effective interpersonal relationships with people in other units of the parent organization. If all these activities are successfully performed, adult continuing education will more readily obtain the required resources and produce the desired results." (Smith and Offerman, p. 252)

marginalization are a feature of the relationships between continuing educators and other internal institutional stakeholders such as academic faculties and departments whose disciplinary interests correspond with those embedded in programs being developed and offered by the continuing education function. As a result, continuing educators are frequently called upon to negotiate and develop cooperative or partnership arrangements with academic units whose support and assistance is required for successful and credible program development.

Fifth, continuing educators operating in a university settings do so in environments where there is an ongoing tension between the academic obligations of research, teaching, and service. In Devlin's view:

> Adult education has been defined as a "precarious value" and, "within organizations, adherents of a precarious value system must struggle for status and recognition. Instruction of an external public through the extension function continues to be a goal of low priority when the university is conceptualized as a formal organization and the history of particular Extension Divisions in the United States has been viewed as dominated by a conflict between public service and academic values. (Devlin, 1984)

This creates ambiguous organizational contexts[9] in which continuing educators are required to balance a complex set of competing values around issues relating to the

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[9] "Above all, the university is remarkable for pursuing an intricate program with little agreement about fundamental purposes. It is easy for people to agree that the purpose of a factory is production, even if they disagree violently about methods or about the distribution of earnings. It is not at all easy - to determine the fundamental purposes of a university or the relative importance of different activities in contributing to those purposes." (Caplow and McGee,1958, p. 2)

purpose of higher education and continuing education in society. A comparison of the following two sets of statements by Veblen (1954) and Kerr (1972) provides from a historical perspective, a sense of some of the issues:

> Educational enterprise of this kind has, somewhat incontinently, extended the scope of the corporation of learning by creating, "annexing," or "affiliating" many establishments that properly lie outside the academic field and deal with matters foreign to the academic interest, - fitting schools, high - schools, technological, manual and other training schools for mechanical, engineering and other industrial pursuits, professional schools of divers kinds, music schools, art schools, summer schools, schools of "domestic science," "domestic economy," "home economics" (in short, housekeeping), schools for the special training of secondary - school teachers, and even schools that are avowedly of primary grade; while a variety of "university extension" bureaux have also been installed, to comfort and edify the unlearned with lyceum lectures, to dispense erudition by mail order and to maintain some putative contact with amateur scholars and dilettanti beyond the pale. On its face, this enterprise in assorted education simulates the precedents given by the larger modern business coalitions, which frequently bring under one general business management a considerable number and variety of industrial plants. Doubtless a boyish imitation of such business enterprise has had its share in the propagation of these educational excursions. (Veblen, 1954, p.192)

and

"Efforts to generate normative statements of the goals of a university tend to produce goals that are either meaningless or dubious. They fail one or more of the following reasonable tests. First, is the goal clear? Can one define some specific procedure for measuring the degree of goal achievement? Second, is it problematic? Is there some possibility that the organization will accomplish the goal? Is there some chance that it will fail? Third, is it accepted? Do most significant groups in the university agree on the goal statement? For the most part, the level of generality that facilitates acceptance destroys the problematic nature or clarity of the goal. The level of specificity that permits measurement destroys acceptance."
(Cohen and March, 1974, pp. 195-96)

> Knowledge is now central to society. It is wanted, even demanded, by more people and more institutions than ever before. The university as producer, wholesaler and retailer of knowledge cannot escape service. Knowledge, today, is for everybody's sake...The university historically has been growing in concentric circles. It started with philosophy in Greece, and a library - the first great one - at Alexandria. It spread to the ancient professions, and then to science. It permeated agriculture and now industry. Originally it served the elites of society, then the middle class as well, and now it includes the children of all, regardless of social and economic background. (Kerr, p. 114)

As a consequence, this tension between competing values results in issues of power, legitimacy and urgency (Mitchell, Agle, and Wood, 1997) forming a subtext to the conversations that continuing educators have with their stakeholders as they go about the process of creating continuing education programs in university setting. In other words, as continuing educators facilitate institutional responses to the needs of their audiences, they do so within a context where their ability to have the institution support or act on their creative efforts in a timely manner are a function of power relationships and the legitimacy of their work in terms of academic values and contributions as well as the fit between these initiatives and institutional missions and culture.

Finally, and perhaps most important of all, continuing educators themselves influence the contexts within which they operate through their agendas and by the way in which they frame their goals and priorities and create an identity for their practice. With respect to these cognitions, Griffin (1983) suggests that continuing educators are motivated by issues of needs, access, and provision. Used in this manner, access refers to facilitating the participation of learners in continuing education programs while provision refers to the activity of creating and providing these opportunities. Needs are a more complex construct. Witkin (1984, p.6) defines needs as "... a noun with the denotation of a discrepancy or gap between some desired or acceptable condition or state of affairs and the actual or observed or perceived condition or state of affairs." This discrepancy definition of need is also found in various forms in the work of Leagans (1964), Knowles (1980) and Knox (1986), among others. The determination of these gaps and the framing of resulting program ideas are in the opinion of commentators such as Percival (1993) a function of the philosophical perspectives and value systems of individual continuing educators. Beder (1989) summarizes these philosophical traditions in the following manner:

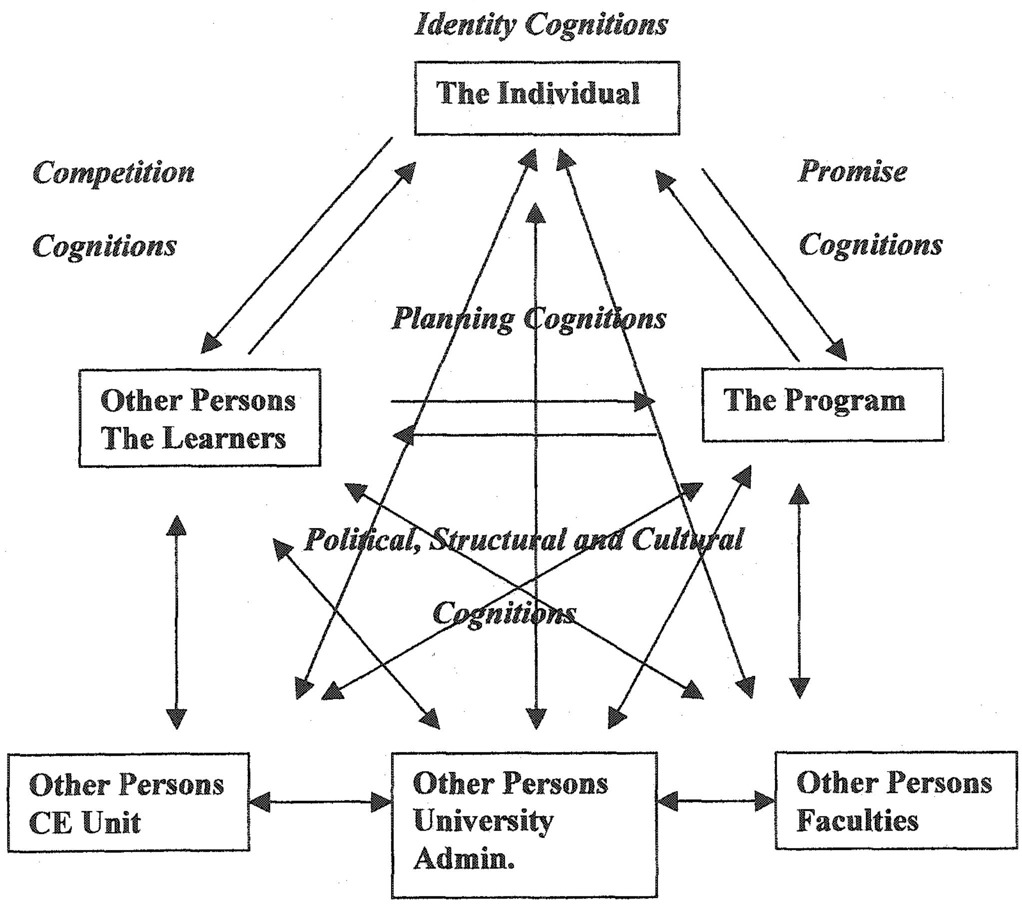
> Over the years, many authors have proposed purposes for adult education. Reviewing the literature, Hallenbeck (1964) notes Bryson's functions, which are remedial, relational, liberal, and political; Halsey's functions, which are remedial, assimilative, mobility promoting, and compensatory; and Peer's function, which is developing responsible citizens in a democratic society. Verner (1964) divides purposes into expansional, participational, integrational, and personal, and Darkenwald and Merriam (1982) categorize aims and objectives as cultivation of the intellect, individual self-actualization, personal and social improvement, social transformation, and organizational effectiveness. (p. 38)

Another framework constructed by Elias and Merriam (1980) organizes philosophical traditions into: humanism; behaviourism; liberalism; progressive education; radical education; and analytic philosophy. Hiemstra (1988) adds idealism and realism to the set. And finally, in a more succinct manner, Grattan (1971) sees the purposes of adult education as vocational, recreational, informational, and liberal.

Not surprisingly, the diversity of these philosophical perspectives is also reflected in the way continuing educators identify themselves and their practice. As Selman and Dampier (1991) note in their review of the field in Canada, "Adult educators, depending on their institutional setting, may refer to their work as community education, continuing education, further education, adult training, continuing studies, extension or even adult education"(p.2). As a consequence, it is not unreasonable to suggest that the sense of identity and purpose that each continuing educator brings to their practice forms a significant element in their cognitive processes, so much so that in addition to **planning, promise, competition, political, structural, and cultural cognitions**, it perhaps would be productive to include **identity cognitions** in the set of cognitions that motivate and guide continuing educators as they go about creating continuing education programs.

Accordingly, at this stage of the inquiry, the transactional model for the creation of continuing education programs in a university setting may look something like Figure 7 below.

Figure 7. A Transaction Model for the Creation of Continuing Education Programs in a University Setting



Using The Transaction Model and the Master Venture Script to Analyze Continuing Education Program Development: A Brief Illustration

To provide the reader with a sense of how one could use such models such as the Transaction Model in Figure 7 and the Master Venture Script (Chapter Two, Figure 2) to examine and comment on the creation of continuing education programs in a university setting, let us now take a look at a historical example drawn from the pioneering efforts of British educators to launch what has now evolved into the university extension movement. This movement, which began in the 1850's in England, grew out of the increasing frustration at the time with the insular and elitist character of higher education in the United Kingdom.

In 1850, one of the earliest proponents of the movement, William Sewell, Vice-Chancellor of Oxford in his paper, *Suggestions on University Extension*, summarized the sentiments of the time (**political cognitions** and related **goal initiators**) and framed a potential response (**goal**) in the following manner:

> All round Oxford was rising up an outcry that Oxford should do something more with its revenues than educate in a most imperfect way about 1,500 sons of gentleman... It was this spectacle, the enormous disproportion between the wealth, the dignity, the architectural splendour, the vast libraries, the recognized rank and the dormant power of good on one side and the little result produced that gave weight to the attacks of the Whig Government. And there was but one way to meet it - by originating without delay, and by the spontaneous action of the University, some great measures for extension and improvement of the Oxford education. (James, 1945, p.254 in Jepson p.17)

While there it is difficult to establish evidence of a **search script**, the proposal (**structural cognitions**) Sewell advanced was to take the university to the community,

> 'At first by way of experiment, professorships and lectureships might be founded, say at Manchester and Birmingham, the great centres of manufacturing districts, and in the midst

> of the densest population. They would require little cost beyond the stipends of the Professors engaged... By degrees, the system might be extended through the whole country, and similar institutions might be planted in the principal towns in convenient districts, such as Norwich, Exeter, Leeds, Canterbury, Newcastle etc. etc. Cambridge would, of course, take its due share of the work . A plan of this kind would extend the benefits of University instruction to the utmost possible limits. Wherever its institutions were planted, the immediate residents would be provided with the opportunity of completing the education of their sons, without parting with them from under their own roof . And lastly, by originating such a comprehensive scheme, the universities would become, as they ought to be, the great centres and springs of education throughout the country, and would command the sympathy and affection of the nation at large, without sacrificing or compromising any principle which they are bound to maintain. (Sewell, 1850, pp. 8-11)

Farsighted as such a proposal may seem in light of contemporary developments and reflecting as it does a well developed sense of what we would describe as **competition cognitions**, Sewell's proposals were rejected by the Oxford Commission on grounds (**political** and **cultural cognitions**) that provide insights into the many challenges faced by continuing educators in university settings in the years to come.

> What is needed is to make the University a great seat of learning; to bring together the ablest Instructors and the ablest Students; to enable many who could not otherwise become Members of the University to avail themselves of the rewards and stimulants of its training and society; to cause the rewards and stimulants of its endowments to bear on the largest possible number of minds - *not to multiply places in which Teachers inferior in learning and capacity or inferior from the necessity of attempting too many subjects, would train inferior Students.* What is needed is to place the best education within the reach of all

> qualified to receive it; *not to offer some solace to those who are excluded.* If the means of the University were unbounded, its superfluities might possibly be employed on the general purposes of education throughout the country; but such a scheme should not be entertained till it has been shown that there is no demand for men and for money in the University itself. (Oxford University Commission Report p. 54, in Jepson, p.19)

Notwithstanding Sewell's suggestion that such activity be self-financing through external grants, tuition fees and endowments, these concerns about finances coupled with fears about the lowering of university standards presented **promise, political,** and **cultural cognition**-related obstacles that ensured that some twenty years would pass before James Stuart was able to successfully introduce a proposal along similar lines at Cambridge. However, in the intervening years, the **set up scripts** and **cultural** and **structural cognitions** of universities with respect to adult education continued to develop through their intervention in the emerging secondary education system in Britain through a system of local lectures and examinations from 1857 onwards. According to Jepson (1973), the significance of this seemingly unrelated activity was that

> It opened the way to the universities, as corporate bodies, playing a more direct and constructive role in the wider field of education. It brought the universities into closer touch with the outside world and made them more aware of the closer needs and demands of the various sections of society. Finally, it set up an administrative system which, at both a central and local level, had a considerable influence in deciding how the idea of an itinerant university could be translated into practice. (p.27)

Apart from involving the university in new educational arenas, it brought forth arguments of value to **screening subscripts** and **political** and **cultural cognitions** affirming faith in the methods of instruction prevailing at the time.

> In the first place, the Universities have an excellent method of teaching. They may not always have endeavored to teach the right thing. It is possible that their system is too exclusive. But within the range of subjects taught, the Universities certainly have a method of teaching which I do not think can be rivaled by any in the world - that method of teaching which makes the learning really a part of the learner's mind. There is a very great difference between stuffing a man's brains with a certain amount of knowledge, and working that knowledge upon his character and upon the powers of his mind so as to turn him out really more of a man than he was before. (Temple in E.G. Sandford (ed.) Memoirs of Archbishop Temple (1906) vol.11, p.547)

Involvement in the Local Examinations system also brought universities in touch with three other significant social movements of significance to **political, competition, promise** and **screening cognitions-** the women's movement, the cooperative movement and the worker's educational movement, all of which over time (Jepson, 1973; Blyth, 1983; Pope, 1972) emerged as enduring sources of inspiration, support and students for the university extension movement. These movements in turn were fertile grounds for educational experimentation involving academics, and the emergence of leaders such as James Stuart, widely regarded as the principle founder of the university extension movement. It was James Stuart, a Fellow at Trinity College, Cambridge, and involved with these social movements, who in a conversation with his mother, made the commitment (**identity** and **planning cognitions**) to stay at Cambridge University and to

> endeavour to accomplish two things: first, to make the University lecture generally open to all the colleges, and of a more interesting type, and, second, to establish a sort of peripatetic university the professors of which would circulate among the big towns, and thus give a wider opportunity for receiving such teaching. (Stuart, 1911, p. 155)

The importance of this early work was such that when the time came for James Stuart to act, he was able to remark that "it was on soil already prepared by many others that my appeal to Cambridge fell" (Jepson, 1973, p.82), and that it was no coincidence that the invitation to Cambridge came in the autumn of 1871 in the form of four memorials presented to the Vice-Chancellor and Council of the University of Cambridge from the North of England Council for promoting the Higher Education of Women, the Crewe Mechanics' Institute, the Rochdale Equitable Pioneers Society, and the Mayor and Other Inhabitants of Leeds.(Stuart, 1911, p.170)

The response of Cambridge was to accept Stuart's suggestion to appoint a temporary syndicate (an innovation related to **structural cognitions** and **planning** and **screening scripts**) to gather information, conduct hearings and report on this matter and in 1873, the syndicate reported that the information it received "afforded sufficient evidence of demand for University teaching in several populous centers" (Jepson, 1973, p.82) and that the syndicate should be empowered to organize courses of lectures and hold examinations in a limited number of centers for a two year period. Cambridge's senate approved this proposal later that year, and the university extension movement was launched. In 1878, the evolutionary process that began in 1850 came full circle when Oxford agreed to make arrangements for extension courses.

When one compares the experience of Stuart and his colleagues to that of Sewell's some 20 years earlier, the differences in outcomes may in part be attributed to differences in the content and structure of the scripts employed by the actors. In the case of Sewell, the content and structure of the script is relatively simple – linear progression from **goal initiator** to **goal** to **competition cognition** to **screening** and then on to ultimate rejection due to inadequately developed **political, cultural** and **promise cognitions**. In Stuart's case, the script becomes more robust as it makes provision for **competition** and **promise cognitions** as well as the incorporation of sophisticated **planning cognitions** with respect to **political, cultural, structural, screening** and **set-up** cognitions.

This said, the question to be answered is does any of this *a priori* armchair speculation bear any resemblance to the scripts and transaction cognitions actually employed by continuing educators as they go about the creation of continuing education programs in a university setting. For this, we will now turn to Chapters Four and Five of this dissertation which contain the results of the field research portion of this inquiry.

Chapter Four: The Content and Organization of Scripts for the Creation of Continuing Education Programs in a University Setting – The Inquirer's Script

The primary purpose of this chapter is to reveal the Inquirer's script which serves as the basis for examining the robustness and applicability of scripting as a method of examining the content and organization of the knowledge structures (scripts) employed by continuing educators in creating continuing education programs in a university setting. It also serves to provide an example of one approach to scripting which other inquirers may chose to adopt or improve on.

As it will be helpful for the reader to have some contextual information about the setting in which the Inquirer's script as well as the other eight scripts provided by the informants in this study are based, the chapter is organized into two parts. The first part provides a brief overview of the evolution of the continuing education function at the University of Victoria. The second part reveals the Inquirer's script in a narrative and graphical form.

A Brief Overview of the Evolution of the Continuing Education Function at the University of Victoria

The roots of the continuing education function at the University of Victoria go back to the Evening Division at Victoria College (the institutional predecessor of the University of Victoria). Established in 1948 by R.T. Wallace, who later went on to serve as President and Chancellor of the university, the original intent of organizing the Evening Division was captured in its first annual report:

> We had particularly in mind two groups of people; first the men and women who had satisfied University Entrance requirements but had never been able to enroll in the day courses; and second, citizens not interested in University courses for degree credits but for their inherent cultural values.(Annual Report, 1948, p.1)

This same report went on to note that "one of the guiding principles of the Evening Division has been that it must pay its own way and consequently strict attention has been given to the relationship between receipts and costs". (Ibid. p.1)[10]

Programming during these early years consisted of first and second year undergraduate credit courses (in English, mathematics, the sciences, the social sciences, and from 1957 onwards, courses in education), non-credit general interest courses (on topics such as art, Canadian issues, drama, international affairs, languages, literature, music, provincial history, natural history, film), and professional development courses (on topics such as public administration, business management, office management, personnel management, public relations, sales management, and accounting) often offered in conjunction with the University of British Columbia and professional associations such as the Institute of Canadian

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[10] The same report contained the happy news that the four credit courses offered attracted 82 enrollments, and were projected to yield a surplus of $100 on a total budget of $2390. (Ibid. p.1)

Bankers, Sales and Marketing Executives of Victoria, and the Society of Registered Industrial Accountants. Rounding out this programming portfolio was a variety of courses on topics such as gardening, ornithology, investing, and small craft navigation and sailing. In keeping with the stated aims of the function, delivery of this programming involved a number of innovative features such as mid-week evening lectures, extended hours for registration and other administrative services, provision for allowing learners who had not as yet qualified for university admission to attend credit courses as auditors, and incentive schemes such as completion certificates and family discounts on tuition fees for non-credit courses. In addition, substantial use was made of external resources from the community, business, government, and other academic institutions to provide instructional staff, particularly in instances where the institution lacked or was unable to find the appropriate resources from within its own faculty. This involved the development of linkages with community, employer, and industrial groups, and in several instances, the development of partnerships with professional organizations through the delivery of courses that supported the professional development and educational agendas of these bodies.

This general pattern continued into the early 1960's with advances such as the offering of credit courses in education in off-campus locations such as Trail and Nanaimo. In March1963, the University of Victoria was officially founded and continuing education continued to be animated by the Evening Division under this new institutional umbrella. Programming continued to reflect the interests and perspectives of the times with topics as diverse as silversmithing, transistor theory and application, and "the various facets of life of the modern Indian" (with discussion of integration, education, economic development, social problems and art) making their way into the calendars published by the division.

The 1970-71 academic year signaled the advent of a new phase in the development of continuing education programming at the institution. In the previous year, the division made its first full time appointment of a senior staff member with academic preparation in adult education as associate director. This appointment coincided with changing the name of the Evening Division to that of the Division of Continuing Education and a reframing of its objectives. These were:

- To coordinate the development of the University's instructional effort which is directed toward adults.

- To recommend policy to appropriate University bodies which will facilitate the higher learning of adults during their life span.

- To initiate and develop programs of continuing education for individuals or groups who seek educational assistance from the University

- To develop the relationship between the University and the community by the identification of community problems which require the assistance of the University through its educational program.

- To collaborate with those involved in the empirical study of adult education as a field of social science research.

and

- To cooperate with other institutions for the orderly provision of educational opportunities for adults on Vancouver Island.

The President's Message in the fall, 1970 continuing education calendar attested to a growing recognition of the notion of life-long learning as a social necessity and value:

> Continuing education is rapidly becoming a major responsibility of the modern university. This trend reflects the growth of knowledge in all disciplines as well as the increased complexity of contemporary social and economic life. Today, an individual must do more than acquire an education, he [sic] must develop the skills which enable him to continue his education as an adult. What are these skills? Certainly, one of them is a planned, conscious pattern of participation in educational activity during adulthood. Such participation allows the individual to acquire new knowledge and skills while maintaining the power of his intellectual abilities.
> (University of Victoria, Division of Continuing Education Fall 1970 Calendar)

This recognition became enshrined in legislation in 1973 when the new University Act contained the requirement that universities in the province were to "provide a program of continuing education in all academic and cultural fields throughout the Province." (University Act 1974, Section 47(e), Revised Statutes of British Columbia)

During the 1970's the programming activity in the renamed division continued to expand with the introduction of programming for nurses, engineers, social workers, and child and youth care workers, developments that paralleled the introduction of new professional schools in those fields at the university. When the provincial government, responding to demands for increased access to post-secondary education outside of Victoria and the Lower Mainland, made funding available for "interior" programs in the mid-70's, the division moved to take on a distance education extension role. This new role soon became a major focus with the Division heavily involved in working with cooperating faculties, departments and schools to deliver degree programs in education, nursing, child and youth care, and social work, as well as a diploma program in public sector management via distance education technologies such as broadcast television, audio-conferencing and correspondence. Reflecting the increasing prominence of this new role, the name of the Division was changed once again in 1979 to the Division of University Extension, and a full time director was appointed for the division.

While these developments were taking place, the original identity and role of the continuing education function continued through the development and delivery of specialized diploma and certificate programs as well as professional and community education programs that served other interests. Examples of these efforts included the French Language Diploma program and courses, lectures, workshops and conferences on adult education, cultural conservation, and women's studies. While many of these topics reflected developments in Canadian society, this period also witnessed the emergence of an international perspective in the division's programming with the offering of non-credit courses on the economics of the global oil industry, doing business in Japan, Asian languages and culture, and perhaps most significantly in view of its future prominence, the introduction in 1979 of programming in English as a Second Language.

In the decade that followed, the division continued to animate both aspects of its programming portfolio. This included the introduction of a Diploma in Cultural Conservation, a Diploma in Fine Arts, a Humanities Diploma Program, a Certificate in Computer Based Information Systems, and a Certificate in Business Administration. However, the dominant feature of the decade was the sense that by the mid-80's, change was in the wind for the division, particularly with respect to the nursing, social work, public administration, and child and youth care programs in the distance education side of its portfolio. These programs were offered in conjunction with schools in the Faculty of Human and Social Development with these schools being responsible for academic matters and the division being responsible for delivery, distance education program development, program administration, and financial management. Division staff involved in these programs operated out of "satellite" offices lodged in each school. In 1986, changes in leadership in the faculty brought new perspectives and by 1987, efforts were being made by the Faculty of Human and Social Development to take full responsibility for all aspects of the programs they were involved in. These efforts culminated in the transfer in 1992 of staff and full responsibility for programming in nursing, child and youth care, social work, and public administration to the schools in the Faculty.

For the Division of University Extension, the loss of a significant portion of its programming portfolio meant that a period of retrenchment and reorganization followed, during which time the operating grant the unit received from the central administration was reduced by approximately 70%. New programming initiatives and ways of operating needed to be found in this environment. Reflecting these realities, the division was renamed once more, this time as the Division of Continuing Studies, and proceeded with the introduction of a flurry of new diploma and certificate programs including diplomas in Applied Linguistics, Business Administration, Intercultural Education and Training, a certificate and diploma in Restoration of Natural Systems, and certificates in Adult and Continuing Education, Application and Management of Information Technology, Public Relations, Occupational Health and Safety, and Public Management. As well, the English as a Second Language program area experienced rapid growth during the decade to the point that it has emerged as the predominant generator of revenue for the division. Through these efforts, by the start of new millennium, the Division of Continuing

Studies was largely a cost-recovery operation with less than fifteen percent of its budget being provided as a grant from the central university administration.

As for the continuing education function at the institution, the landscape had been transformed from one in which continuing education activities were coordinated by one division into a more complex environment in which various players (university administration, faculties, departments and the Division of Continuing Studies) are involved in the function. This pattern has persists to the present day. The Division of Continuing Studies continues to publish bi-annual Continuing Education calendars and offers some sixteen different diploma and certificate programs along with a wide variety of shorter courses, workshops, lectures and seminars. In addition, the division continues to animate the extension degree programs of the Faculty of Education and has been central to the establishment of a community presence for the university through the creation of the UVic Downtown Continuing Studies Centre. At the same time, the Faculty of Human and Social Development continues to offer the portfolio of programs for which it assumed responsibility, while it and other academic units are active in introducing programming such as the Harvey Southam Diploma in Writing and Editing and professional specialization certificates in intellectual property law and various aspects of public administration.

At present, overall coordination of these activities is carried out via the usual institutional chain of command involving directors, deans and ultimately, the Vice-

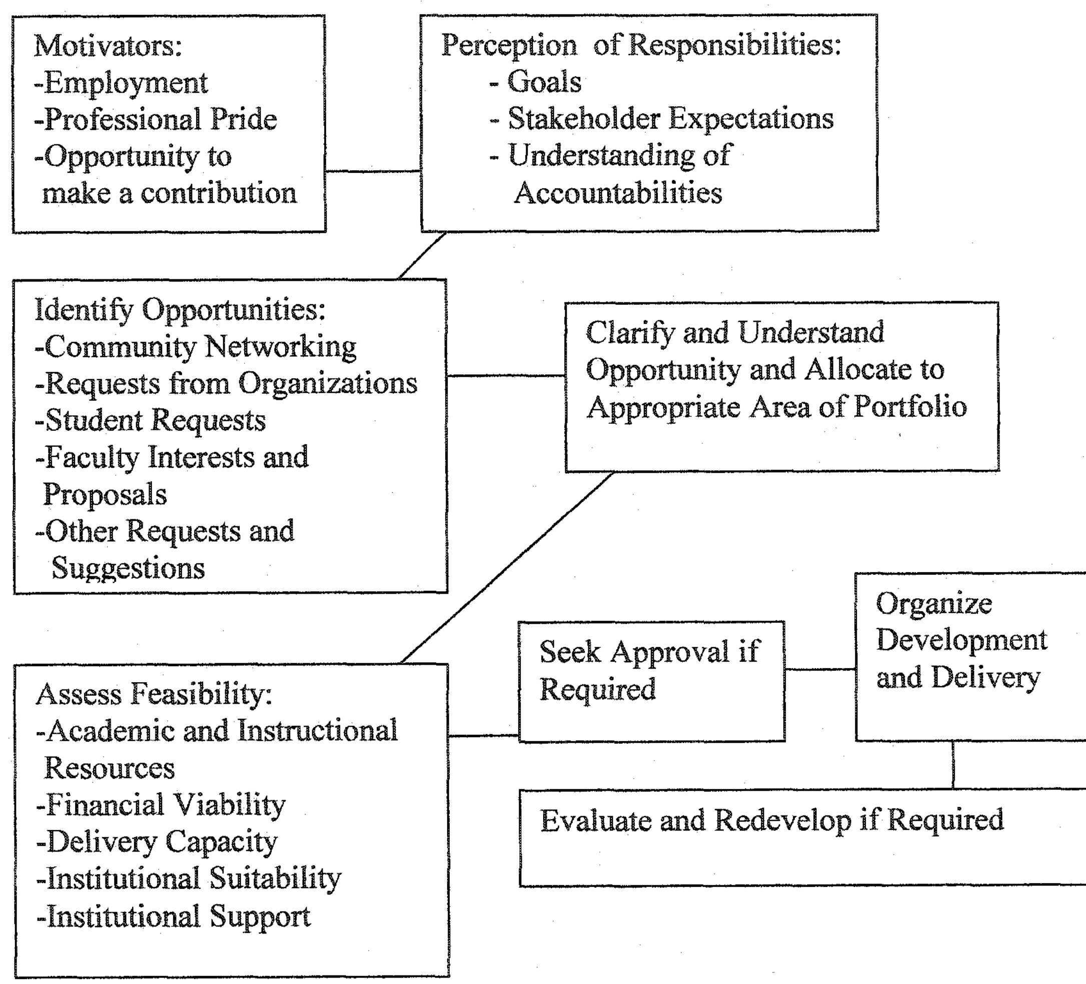
President Academic and Provost. An interface between these activities and the Senate is provided by the Senate Committee on Continuing Studies chaired by the Dean of the Division of Continuing Studies. Policies regarding the development and approval process for continuing education programs such as diplomas, certificates, and more recently a new class of professional specialization certificates, are provided via Senate regulations and guidelines, a copy of which may be found in Appendix One. The continuing education function remains vigorous as evidenced by enrollments, revenues, and the emergence of new initiatives that include renewed cooperative arrangements and partnerships between the Division of Continuing Studies and other faculties and departments.

Returning now to the inquiry at hand, this was and is the institutional context within which the informants contributing to this inquiry carry out or have carried out their practice. The Inquirer's Script which is about to be presented in this chapter and the eight Informant's scripts which will be presented in Chapter Five have been prepared by individuals who have been involved in one or more of the programs described in this historical overview. These individuals are continuing educators who have spent significant portions of their professional careers at the University of Victoria. Their experience ranges from five to thirty years at the institution. All informants are or have been employed at the program director or program coordinator level, either with the Division of Continuing Studies or with schools and faculties that offer continuing education programs. Each informant has been involved in the creation of continuing education programs at the institution, usually in the form of certificate and diploma programs, though several informants have had experience being involved in the development of degree programs designed to serve professional audiences in fields such as nursing and child and youth care. In many cases, these informants have been the primary catalysts and proponents for the development of these programs and as such, have had first hand experience with the institutional dynamics associated with the evolution of the continuing education function at the University of Victoria.

The Inquirer's Script

When I reflect on the development of the script I invoke when contemplating creating a new continuing education program, the thing that strikes me the most is the evolutionary nature of one's script and how it matures and becomes more robust with each new set of situations and experiences. My script as I recall when I first joined the university was quite simple.

Figure 8. The Inquirer's Early Script



The first component of the script was personal in nature and incorporated what I would now come to recognize as goal initiators – a commitment to the field of adult and continuing education, a desire to make a contribution by serving the learners and the client organizations that sought us out, and from a pragmatic point of view, generating an income with which to help raise a young family. These considerations informed my perceptions of the goals associated with the three types of program development activities associated with the portfolio of programs assigned to me.

The first was the redevelopment and enhancement of the Diploma in Public Sector Management. This was a professional development program offered jointly by the School of Public Administration and the Division of University Extension and consisted of a program of studies based on twelve third and fourth year undergraduate level credit courses offered by the School of Public Administration and delivered either by conventional classroom methods or via distance education (correspondence, teleconferencing, and broadcast video). This program drew on the professional development and university extension traditions described in Chapter Three and was well established by the time I arrived at the university. Accordingly, my responsibilities were to continue to develop courses in the program and oversee the administration of its operations, which at that time generated on an annual basis some four hundred enrollments with a budget of about $300,000 (much of it subsidized by a grant from the provincial government).

The second was the development of the portfolio of programs offered by the Division of University Extension under the Business and Management Programs banner. This program had no formal academic home and received academic oversight from an academic steering committee chaired by the Dean of Social Sciences and comprised of academic representatives from the Department of Economics, Faculty of Law, School of Public Administration, Department of Computer Sciences, and the Division of Continuing Studies. The courses offered in this program were generally non-credit 39-hour semester length courses offered in the evenings via face-to-face methods serving an audience made up largely of mid-career employees working for banks, accounting firms, purchasing agents, government, and other businesses in the community. A central feature of the portfolio was a range of service courses offered in conjunction with the Institute of Canadian Bankers and the Society of Management Accountants that enabled learners taking these courses to work towards completing professional designations offered by these bodies. In the past, this area had been a relatively large and thriving component of the continuing studies offerings of the institution, especially since the university did not have a Business Faculty and these programs served as the primary institutional response to these audiences.

The third area of my programming portfolio was a loosely defined professional development service that animated conferences, topical seminars and workshops, and an inherited collection of quasi-commercial ventures that involved the production and marketing of educational products such as video tapes, conference proceedings, and training programs for community, government and private sector clients. This area was highly dynamic and fluid in nature with an agenda driven largely by opportunities for revenue generation and faculty interests.

To meet this range of expectations and accountabilities, the next stage of this early script involved identifying opportunities for program development through networking activities, and by exploring faculty interests and following up on requests and proposals from organizations and individuals. This process usually involved discussing the idea or opportunity with the stakeholder(s) in order to develop as full an understanding as possible of what was involved in moving the concept forward, and making the decision as to which area of the portfolio should accept the opportunity. This step was not a trivial one as it established the internal stakeholders with whom one would be working and the set of political, cultural, and structural issues one could expect to encounter. Once this decision had been made, the next step involved assessing the feasibility of the idea in terms of the availability of academic and instructional resources, the financial viability of the idea, the capacity of staff and administrative systems to handle the logistics, the suitability of the idea for the institution, and the degree of support one could expect for the idea from institutional stakeholders such as faculty and senior management. If required, approval or formal endorsement for the idea would be sought from these stakeholders prior to proceeding with development and delivery. The actual development and delivery phase would then follow and involved the usual myriad set of details associated with project management such as defining curriculum, contracting with content specialists and instructors, organizing production schedules, arranging venues, promoting and publicizing the program. Following delivery, one would attempt to evaluate the results and proceed to refine and redevelop the idea for further offerings of the program if sufficient demand existed.

As I look back on those early years, the most vivid memories are reserved for the experience of understanding and balancing my own motivations and agenda with those of what seemed at the time, a myriad of stakeholders. This I came to realize is the defining characteristic of one's practice as a continuing educator operating in a university setting. In essence, to be successful, the practitioner is required to recognize or anticipate, and be prepared to accommodate the perspectives, expectations, and agendas of a wide range of external and internal stakeholders. I recall being presented with several object lessons in this aspect of my practice during my first two years at the institution.

In the case of the Diploma in Public Administration, I was in the eyes of the School of Public Administration, an administrator of the program and a project manager for the various course development initiatives that would be underway at any given time. And at the same time, I was held accountable by the Division of University Extension for budgetary matters, staff supervision, and program logistics. This structural bifurcation of accountabilities meant that conversations about issues such as program planning and program performance were often overshadowed or hijacked by "discussions" related to the ownership and control of the program. And while I at least in theory reported to the Director (now Dean) of University Extension (now Continuing Studies), my daily existence resembled that of a lonely and very junior Roman consul cast into the hands of a restive tribe on the northern frontiers of the academic empire, compelled to carry unpopular messages back and forth through hostile territory. Not surprisingly, one's professional preoccupations in such situations become increasingly tactical and short-term in nature.

In contrast, the Business and Management program area introduced me to an entirely different dimension of the role of the continuing educator in a university setting. As the University of Victoria had not as yet made a commitment to creating a business school, there was little in the way of vested interests and agendas with respect to this area of my programming portfolio. In fact, as I recall, the only accountabilities communicated to me were to ensure that whatever we did in this area made money and respected the academic sensibilities of the institution. With reference to the former consideration, I recall in my naïveté suggesting to one of my stakeholders that I did not want our relationship with the business community to be based solely on money and being subsequently advised that "it was all about money". Such were the perspectives of an institution emerging from its liberal arts heritage and still coming to grips with the arrival of professional disciplines on the campus. Nevertheless, as these programs represented a visible response by the institution to the needs of the business community, there was a great deal of goodwill and support from the academic steering committee for programming initiatives in this area.

As for the third dimension of my portfolio, professional development programming, this in many ways represented the Wild West in terms of program development and my practice. In this type of work, the continuing educator is cast very much in the role of impresario. One searches for or is offered opportunities, properties, and talent that have something to contribute on topical or emerging areas of knowledge, and then embarks on creating a house or programmatic framework within which to organize the development and delivery of programming that enables different communities of learners to access this knowledge. Several characteristics make this sort of work both fascinating and professionally challenging.

First, these initiatives simultaneously represent opportunities for revenue generation as well as fertile grounds for experimentation. By its nature, this sub-field of practice serves as a live laboratory for the development of everything from curriculum and instructional methodologies to prosaic but essential administrative matters such as compensation arrangements, contract management, ownership of intellectual property, and program logistics. To be successful at this game, the practitioner often finds him or herself bumping against or stretching the political, structural and cultural boundaries of the institution and the environment in which it operates.

Second, as these initiatives tend to be speculative, labor intensive, and short-lived or episodic in nature, the practitioner operating in a cost-recovery environment needs to develop a finely tuned capacity to assess, usually under intense time constraints and budgetary pressures, each initiative in terms of its potential for financial contribution, opportunity costs, and potential for risk caused by working in new territory with unfamiliar stakeholders and untested relationships.

An example I will share for illustrative purposes involved a series of conferences and workshops on the land claims treaty process in British Columbia where a faculty member proposed that we organize a series of events on this topic. Although none of us had much prior experience with mounting programming on this topic, I committed the program area to supporting the idea. Our expectations were modest, but to our surprise, on the morning of the inaugural event, participants started appearing in droves and soon the small lecture theatre was filled to standing room capacity. The event was a huge success, both in terms of the academic agenda and from a financial standpoint. Encouraged by this, we proceeded to plan and offer more. Given that we had reasonable expectations of doing better than breaking even financially, I instructed our staff to commit more resources to the next event, even to the extent of requesting that two arrangements featuring native British Columbia plants be purchased and placed on either side of the lecture podium to provide some visual relief in what was otherwise a typically drab institutional auditorium. Such details are commonplace in the convention and conference industry, and I felt that this would be a thoughtful professional touch. Needless to say, you can well imagine my disappointment when the closing keynote speaker, a native leader of stature, seized upon these flower arrangements to expound on their symbolism in relation to the funeral of the aspirations of the First Nations People in the province, all the while lambasting the university for frivolously wasting their resources!

However, experiences such as these are also the lifeblood of the development of the scripts that one uses to advance one's practice and were extremely helpful in setting the stage for a number of changes in the nature of my work at the institution. These changes were driven by two sets of developments. The first revolved around decisions made by the university administration to restructure the relationships between the Division of University Extension and the schools in the Faculty of Human and Social Development. Though the restructuring of these relationships evolved over a period of five years, the immediate impact in my case was to split the programming portfolio for which I was responsible for into two parts, with the Diploma in Public Sector Management being placed in the hands of the School of Public Administration and the Business and Management Programs area being retained by the Division of University Extension.

The second change revolved around the work I did during the fall of 1988 and the spring of 1989 to create a new Certificate in Business Administration Program for the institution. By way of background, the Business and Management Programs area had once been a thriving component of the programming activities of the Division of University Extension. However, by the time I arrived, the wave of downsizing of corporate Canada and the restructuring of the provincial economy that took place in the 1980's had fundamentally changed the nature of the local business community. In particular, regional head office functions were in many instances eliminated or relocated to Vancouver, Calgary, or Toronto, and staffing complements in the banking, finance, and other service sectors were reduced. Furthermore, in both the banking and accounting sectors, professional institutes and associations were becoming more active and were moving towards assuming direct responsibility for developing and delivering professional education programs for their members. Consequently, the Business and Management programs area had experienced a severe drop in subscriber interest and had become something of a programming backwater. The low point came shortly after my arrival, when, in the fall of 1988, registrations sank to some sixty enrollments (down from highs of three to four hundred in the preceding decade) and two out of every three course offerings had to be cancelled due to insufficient registration. This situation was clearly a source of concern for the Division of University Extension as this area of programming was a highly visible aspect of its contribution to the community as well as a valuable source of revenue.

In reviewing the situation, I came to the conclusion that the primary problem facing the program area was that it offered nothing in the way of a credential to prospective students. Accordingly, the only motivations learners had for participating in courses offered in the area were either the acquisition of course credits towards credentials offered by professional associations and institutes or simple personal interest. The problem with the former was that as a service provider, the university received no recognition for its efforts in the eyes of the student and was at the same time vulnerable to changes in the agendas and policies of external partners. Further, for those students who enrolled in courses out of personal interest, there was no formal academic recognition available to them for their efforts that would contribute towards enhancing their résumés and career prospects. Moreover, as the region was evolving into a service-based economy dominated by federal, provincial, and local governments on the one hand and a myriad of small and medium sized firms on the other, there was a growing need for individuals equipped with a set of practical generalist management skills. This requirement was reinforced by the fact that, due to the prevailing pattern of low participation rates in post-secondary education within the province, many mid-career learners were being confronted with the need to upgrade their skills in order to remain competitive in this rapidly evolving labor market. From my perspective, these conditions presented an ideal opportunity for a continuing education intervention where the practitioner could identify the needs of a community of learners and then create and facilitate an institutional response to these needs.

Based on my general sense of what this community looked like, the target audience for the program were mid-career individuals between the ages of twenty-five and fifty who were employed in business, government, and the not-for profit sectors in the community and who were looking to complete a university-sponsored credentialed program via a convenient part-time program of studies. After confirming my intuitive sense of the nature of this audience and its needs through discussions with the few remaining participants attending our courses and conferring with organizations in the business community, the next step was to clarify these needs and to begin to frame a response. The resulting concept began to coalesce around the creation of a certificate program in business administration. A number of factors suggested that this was the most feasible option.

First, existing Senate guidelines permitted the creation of certificate programs based on the completion of a minimum of 280 hours of coursework involving "regular undergraduate university credit courses, specially prepared non-degree courses at an equivalent level, or a combination thereof." An argument could be made that although non-degree credit, the existing courses offered by the Business and Management Program closely paralleled typical undergraduate business instruction offered by other Canadian institutions. Therefore, framing a response in terms of a certificate program was an option that could be accommodated within the existing structural framework of the institution.

Matters related to academic and instructional resources, delivery capacity, and program fit were not issues since the concept basically revolved around re-packaging an existing set of courses and retaining the current delivery infrastructure. Financial viability was yet to be determined, but, given that little else presented itself as a viable alternative to revitalize the program area, the modest budget projections I prepared at this stage of the process stood a good chance of being accepted as evidence of satisfactory future performance. Questions of institutional feasibility were dealt with by conducting a survey of Canadian universities that showed that many other institutions, particularly in Alberta and Ontario, offered certificate programs in business and/or administration. As the university had just made a decision to postpone the creation of a business school for an indefinite period of time, the Academic Steering Committee for the Business and Management Program was disposed towards supporting further development of my program area. The only matter that remained problematic was the issue of structuring the program in such a way as to permit individuals completing the certificate to then pursue further studies towards a degree from the University of Victoria. However, dealing with such matters at the time would have raised a number of political, cultural and structural issues that had the potential to cause substantial delay or even derail the acceptance of the concept. I therefore made, under the pressures of the moment, the decision to address this issue at a later date once the certificate program concept had proven itself and the program was established as a going concern.

With this preliminary work completed and a game plan in place as to how to proceed, the next step was to confirm my mandate to undertake the development of a proposal for a certificate in business administration. Once this approval had been obtained, the actual work of designing and describing the program and its structure in a proposal proved to surprisingly easy. I recall sitting down at my desk at three o'clock one Thursday afternoon and completing the draft by six that evening[11]. This draft proposal was then presented to the Academic Steering Committee for their approval, and, once this had been obtained, the proposal was advanced through the series of committees prescribed by the Senate guidelines for the establishment of certificate and diploma programs - the Senate Committee on Continuing Studies, Senate Committee on Planning and Priorities, Senate itself, and ultimately to the Board of Governors. From start to finish, the whole process took some six months and resulted in the creation of the university's first business credential.

The new Certificate in Business Administration Program was launched in the fall of 1989 with an initial enrollment of approximately 180 students. This number continued to rise over the next five years reaching a steady state of approximately 350 part-time students participants. This growth in the size of the program was matched by a steady improvement in the financial performance of the program area. This meant that, by 1995, the program area was recovering all its direct costs as well as in excess of 70% of the salary costs associated with operating the program. This compared quite favorably with the 30% recovery figure realized in 1989, and with the salary recovery performance of other program areas in the Division of University Extension.

This improvement in financial performance took on special significance due to developments in the political, cultural, and structural context in which I was

[11] I take some satisfaction in noting in passing that the only change made to this draft as it passed through the approval process was an editorial one – the substitution of the American spelling of organizational behavior for that of the British approach (behaviour).

operating. First, following the decision by the administration to separate the public administration and business and management components of my portfolio, my primary responsibilities now focused on the business and management programs area. While this meant that I could now devote my attention completely to this work, it also meant that for a non-degree credit program in business, the prevailing political and cultural perspectives within the Division of Continuing Studies meant that my area was expected to recover all of its costs and preferably make a contribution towards supporting other less lucrative (at least in theory) program areas and the overheads involved in running the division. Second, as the university had by the summer of 1989 finally decided to introduce a school (now Faculty) of business, it was important to ensure that the business and management programs area remained viable operating alongside a newly introduced undergraduate degree in commerce and a graduate Masters of Business Administration program. The new school also meant the arrival of a new set of stakeholders with agendas directly related to my program area.

These developments set the stage for the next phase of the evolution of my program development script. The constants in terms of goal initiators remained ones relating to employment, making a contribution to a community of learners, and advancing the professional interests of my field. However, I had also by this time come to recognize another personal agenda item which was to contribute to enhancing the capacity of the institution to promote and support the notion of life-long learning. Perceptions of my responsibilities in this regard were based on the stakeholder expectations discussed in the preceding paragraph as well as a commitment to serving the needs and interests of the learners enrolled in the Business and Management Programs area. In a nutshell, these interests centered on having the University of Victoria provide a path that they could use to engage in ongoing professional education and to work towards obtaining progressively higher levels of academic recognition for their efforts. For many, the acquisition of a certificate in business administration was but a steppingstone towards the dream of graduating from a university with a degree.

With this in mind, the next stage of the script involved reflecting on what the long-term vision for program development in the program area should be. What surfaced after conversations with students, staff, community organizations, and other stakeholders was the vision of creating an accessible, high quality, and fully cost-recoverable continuing education program that enabled learners to pursue life-long learning opportunities in the field of business and management through the completion of their choice of courses, certificates, diplomas, and degree programs. A key component of this vision of life-long learning was the notion of enabling students to "ladder" courses into certificates and certificates into diplomas and diplomas into degrees, thereby creating a pathway for learners to follow as they progressed towards their goal of obtaining a post-secondary education. The value of taking such as step was the sense that a compelling vision would provide a frame of reference for subsequent program development and would serve to define desired outcomes and priorities[12].

This point was driven home to me when it became apparent that the earlier compromise decision to opt for a non-credit format for the Certificate in Business Administration, so as to avoid delays and financial issues in getting the program launched, had in fact created substantial impediments to future program development. However, such is the entrepreneur's dilemma in that it is often the case that sober second thought and the pursuit of ideal solutions are luxuries that are available only once one has established a reasonably successful enterprise and has the time and the resources to address outstanding issues.

The problem that this decision posed was that, under the Senate regulations of the time, diploma programs required candidates to complete fifteen to eighteen units of upper level undergraduate credit coursework or the equivalent of ten to twelve semester length courses. The thinking at the time was that the primary audience for diploma programs would be individuals who had at least two years of post-secondary education or preferably an undergraduate degree, and were looking to use the diploma to obtain post-graduate training in specific disciplines. The idea of creating a pathway for learners where individuals could progress from certificate to diploma to degree was simply not on the radar screen. Furthermore, degree

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[12] This step also reflected my interest in the strategic management literature. See Michael Brooke and Rhordon Wikkramatileke, *Strategic Planning: Designing Your Future*, in Michael Brooke and Mark Waldron, *University Continuing Education in Canada*, Thompson, Toronto, 1994, pp.65-73

completion, by definition, required that continuing education students have convenient access to undergraduate credit courses. In the case of my students, these requirements presented significant obstacles, primarily as the result of the inherent structural barriers posed by these regulations and also some cultural and political considerations.

The cultural obstacles stemmed from the unfortunate tendency for some academic stakeholders to regard continuing education students as somewhat inferior in terms of their capacity to engage in serious academic work, notwithstanding the fact, that in the case of the business and management program, we had as students: entrepreneurs running substantial enterprises; mid-level public and private sector managers and professionals; and a surprising number of individuals with undergraduate and graduate degrees, including a sprinkling of doctorates. The political obstacles were equally unfortunate and revolved around the willingness of the School, (now Faculty of Business) to come on board and include the courses offered by the Business and Management Program as credit courses under their entries in the University of Victoria's Calendar. This reluctance stemmed in part from the challenges the new school faced in getting itself established, and in part from a tendency to regard the Certificate in Business Administration program as a vaguely competitive sidebar program in which they had little interest and over which they exercised no control[13].

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[13] I never cease to be amazed at the frequency with which power and control issues in institutions of higher learning are viewed as "zero-sum games" with little or no real enthusiasm for the possibility of creating a productive middle ground. Having recently witnessed first hand what struggles over

Given these circumstances, little progress was made in advancing the vision of creating a life-long learning opportunity for the audiences served by my portfolio, other than continuing to expand the range of topics and courses available to students through the Certificate in Business Administration program. While this served to maintain interest and draw new students, the constant refrain from the now over 300 graduates of the certificate program was " having got a lot out of the certificate, we want to continue our studies at the University of Victoria – what do you have for us?" Speaking for myself and the program staff, "nothing" was a frustrating and unsatisfactory answer.

Nevertheless, it became clear that, in order to keep the vision alive, a new strategy was required. This strategy evolved over a period of four months of reflection and involved several key elements. First was the ongoing development of relationships with internal stakeholders, and in particular the members of the School of Business. This was accomplished through the usual set of social exchanges, invitations to faculty members to serve on the Academic Steering Committee, and in the spring of 1991, moving the Business and Management Programs offices into the same physical location as the School of Business. At the same time, whenever the opportunity presented itself, faculty were invited to teach in our programs. Such teaching was of interest to new faculty struggling to establish themselves, and this instruction continued until the mid 1990's when severe restrictions on extra-to-load

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ownership and control of programs could look like, I was naturally very reluctant to be drawn into another similar situation.

teaching by faculty made it virtually impossible to involve them in our program. Second, my staff and I made a concerted effort to build bridges with the business and professional communities in the region. Speaking for myself, I recall hitting the rubber chicken circuit and immersing myself in volunteer work on the boards of various business organizations. Through these connections, we were able to recruit valuable allies and partners who were instrumental in assisting us in advancing future initiatives. As well, the Business and Management Program took on the responsibility of developing and operating what was known as the Carnegie Classroom, which served as a symbolic presence for the university in the downtown business district. Third, we began our first tentative steps towards building a broader audience and franchise for our program by exploring ways of attracting learners from other regions, with a particular emphasis on developing distance education delivery options and recruiting students from Asia by building on connections developed by the English Language Centre in the Division of Continuing Studies. The rationale for this seemingly unrelated activity was that it had the potential to reduce what had up to this point been our total reliance and dependence on the local market as a source of students and revenues. It was also an opportunity to explore new types of programming opportunities. Exploring and conceptualizing new opportunities and ways of moving past structural, political, and cultural barriers formed the final and crucial step of the strategy to advance our program development agenda. After a couple of months of preliminary work, the implementation of this strategy began to coalesce around five main program concepts.

The first was the decision to create a diploma in business administration so that graduates of the Certificate in Business Administration program would have a credential to work towards as they continued their studies at the institution. As previously mentioned, the primary impediment was the fact the Business and Management Program area was only able to offer non-degree credit courses at the time. An important secondary issue was the requirement that a diploma consist of ten to twelve semester length courses which meant that candidates for the diploma would be faced with a long program of studies before they were able to see the results of their efforts. This created a competitive disadvantage in relation to other forms of business education where the trend over the past decade had been to create more compact programs of shorter duration such as two and three year undergraduate degrees with entry requirements based on practical experience and prior learning assessment. These issues meant that there were significant structural barriers to overcome if we were to be successful in creating a new diploma program.

Fortunately several factors began to work in our favor, the most important of which was the appointment of an new acting dean of the Faculty of Business. This individual was very active in the community, was familiar with its needs, and very sympathetic to the efforts of the Business and Management Program to service those needs. I also had by this time in consultation with my dean and the dean of the Faculty of Business, restructured the composition and terms of reference of our

Academic Steering Committee to allow for the chair to be filled by a representative of the business community. This meant that a neutral external arbitrator whose primary brief was to represent the community could serve to guide the committee in its work and deliberations. This position was filled by a prominent and highly respected local business leader whom we recruited as a result of our work with business organizations in the community. Also, as luck would have it, some of our earlier work with the First Nations communities had since progressed in the hands of others to the point where the Senate had permitted the creation of an eight-course certificate program in administration that related to First Nations issues whose graduates, upon completion of a further six courses, were eligible to receive the university's Diploma in Public Sector Management. As well, in the 1970's, prior to the introduction of the current Senate regulations on certificate and diploma programs, the then Division of University Extension had been successful in introducing a non-degree credit Diplome de Langue Francaise. So here were two precedents we could draw on to support our arguments for the creation of a non-degree credit diploma in business administration based on the completion of the eight-course Certificate in Business Administration program, plus six additional courses from the menu of courses offered by the Business and Management Programs area.

With the help of the Academic Steering Committee and with encouragement and letters of support from the business community, the next step was to draft a proposal and move it though the approval processes of the institution. To our delight, we were met with support and goodwill at each stage. Thanks to the support of the members of the Faculty of Business who served on the Academic Steering Committee, the Faculty's council endorsed and supported the proposal, as did the Senate Committee on Continuing Studies. The Senate Committee on Planning and Priorities did the same after some hard questioning around our request for an exception to the established Senate regulations. The proposal then went onto full Senate with the recommendation that it be endorsed, accompanied by the notation that, as the Senate Committee on Planning and Priorities was seeing an increasing number of proposals that did not conform to existing guidelines, those guidelines were in need of review. The proposal sailed through Senate with members of the Academic Steering Committee and the Dean of Continuing Studies and the Dean of Business speaking in support of the motion to approve the new program. Delivery of the program began in the fall of 1996 and, as predicted, was well received by graduates of the Certificate in Business Administration.

The second main programming concept involved creating an intensive full-time version of the Certificate in Business Administration. This came about as a result of my reflecting on the dominant paradigm in continuing education which was to conceive of our market as only comprised of individuals who had other full time occupations or interests and who were only drawn to part-time education in the evenings and on weekends. However, given the increasingly episodic nature of employment in the changing labor market of the 1990's, I began to ask myself what would happen if we were to turn this paradigm on its head and start to conceive also of serving markets comprised of individuals making transitions between careers. From our discussions with individuals and the community, the design parameters for instruction of this nature would include providing learners with a program that they could complete in a reasonably short space of time, the provision of a recognized credential at the end of their studies, and the availability of student financial aid through the Canada Student Loan program or federal and provincial employment training and transition assistance programs. In reviewing what we had available at the time, it dawned on me that we could repackage our Certificate in Business Administration into a twelve-week "Fast Track Option" delivered on an intensive full-time basis. Structured in this manner, the program would conform to Senate guidelines for contact hours and would meet the eligibility requirements for student loans and employment training programs. An additional selling feature of the "Fast Track Option" was that it solved our need to find a use for the Carnegie Classroom during the day as the facility until this time was used primarily in the evening. Moreover, no formal approvals were required as we were operating within established structures, and apart from having to ignore a number of critics who helpfully informed us that what we were planning could not be done, we were able to proceed. The concept was conceived and implemented within the space of three months. Clearly a great deal of learning had to take place, much of it through trial and error as our instructors learned to deliver the curriculum in an intensive format and as the staff learned to handle the dynamics of working with cohorts of up to forty individuals drawn from a wide range of backgrounds who were thrown together for a period of three months in an intense high pressure environment.

Delivery of the "Fast Track Option" began in the fall of 1995 and has since evolved into a key component of the program's activities with an annual intake of three cohorts of students, one in each of the fall, spring, and intersession academic sessions.

The third part of the strategy focused on widening the audience served by the Business and Management Program. One aspect of this strategy focused on developing relationships with overseas institutions and recruiting students from Asia, Central and South America, Europe, and the Middle East. This idea evolved as a result of reports we received from colleagues in the English Language Centre who advised that they were receiving many requests for business programs whenever they visited international student fairs to promote their English as a Second Language programs. This interest was confirmed for us when the first offering of the "Fast Track Option" of the Certificate in Business Administration program attracted a participant from Malaysia. In fact, we soon found that the combination of English language training offered by the English Language Centre followed by our three-month "Fast Track Option' proved to be an attractive combination for increasing numbers of international students. This again required considerable learning on our part as to how to handle and integrate learners from different cultures into cohort-based programs where these students would study alongside their Canadian peers. However, our staff rose to the challenge, and in fairly short order over fifty per cent of each "Fast Track" cohort would be comprised of international students, drawn from over thirty countries around the world. Also related to the internationalization of the student population were initiatives to develop partnerships with overseas universities, whereby these institutions would send groups of students for periods of up to one year to complete their Certificate in Business Administration from the University of Victoria, while at the same time being able to transfer these course credits as contributions towards their degree completion requirements at their home institution. This type of arrangement proved to be attractive to these students in that, rather than just studying overseas as they would with conventional exchange programs, in this case they would also return with the added competitive edge of having obtaining a credential from an North American university.

Another dimension of the strategy involved developing a web-based distance education option for the Certificate and Diploma in Business Administration programs. Work on this option commenced in 1998 and, though this required no approvals or structural changes and was supported by the distance education services function of the Division of Continuing Studies, progress has been slow due to the fact that the up-front costs of program development had to be financed on a course by course basis using whatever surplus funds came available during each fiscal year. Nevertheless, this work is expected to be completed in early 2004.

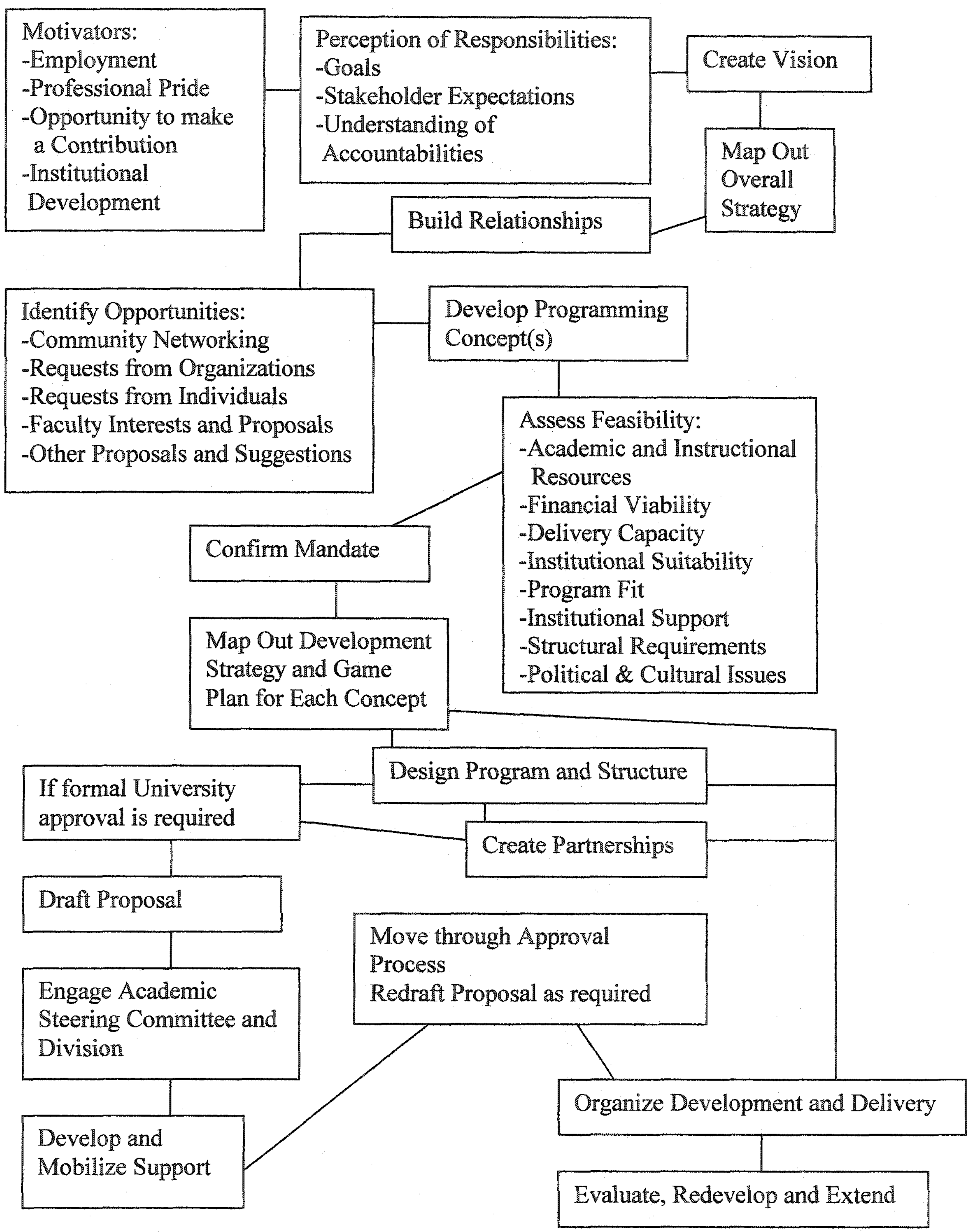
Finally, the fifth dimension of the current program development strategy involves working with other units on campus and external organizations to develop new credentialed certificate and diploma programs and program options. Recent developments include a combined air pilot training/management training program offered in cooperation with private flying schools in the area, a new Certificate program in the Management of Cooperative Enterprises in cooperation with the British Columbia Institute for Cooperative Studies at the University of Victoria, and ironically, given past history, a new Certificate in Public Management developed and delivered in partnership with the School of Public Administration and designed to serve the management development agendas of Human Resource Development Canada and other federal government departments. The impact of this program development activity has been substantial. Enrollments have almost tripled over the last decade, and the annual operating budget now exceeds $1.2 million.

Needless to say, my script for the creation of continuing education programs continued to evolve through this process of learning and growth. Figure 9 (page 92) labeled the Inquirer's Current Script shows the content and organization of this script.

The starting point for this script remains basically the same as my earlier script with the goal initiators of employment, a professional commitment to the field of continuing education, and an opportunity to make a contribution to serving the needs of a constituency being retained. However, by this stage, I have developed a stronger commitment to the notion of contributing to the development of the capacity of the university to promote and support life-long learning. The next component of the script involves, as in the early script, developing a perception of the responsibilities of my position based on stakeholder expectations and my understanding of my accountabilities. However, from this point, the script becomes more strategic and assertive in that it incorporates a sense of vision and the development of a strategy to realize that vision. These elements provide direction and influence much of what takes place next. These next steps involve identifying program development opportunities using a variety of inputs, shaping these findings into programming concepts, assessing the feasibility of each concept (using a list of considerations), confirming one's mandate to pursue a concept, and then mapping out a development strategy and game plan for developing and implementing the concepts that one chooses to pursue. One then develops a detailed program design and structure.

From that point, a choice is made between two basic routes. If the concept is within one's authority, one proceeds to organize development and delivery of the program concept. However if formal approval is required, either for structural or other reasons, the program design is turned into a draft proposal and, with the support of the Academic Steering Committee, the Division of Continuing Studies, and other necessary stakeholders, is moved through the formal approval processes of the institution. Changes, if required, are made to the draft proposal during this stage. If and when formal approval is obtained, arrangements are made to develop and deliver the program concept. As a final step, the concept and its implementation is evaluated and if possible, redeveloped and extended to serve other audiences or to support or enhance other new program concepts. It should be noted as well that this later script also includes the option of creating partnerships where necessary to provide resources, support, and more importantly, to create interdisciplinary solutions to emerging needs or programming opportunities that cross over traditional programming or disciplinary boundaries.

Figure 9. The Inquirer's Current Script



Chapter 5: Annotations: Excerpts of Conversations and Scripts Contributed by Eight Informants

The purpose of this chapter is to present the eight scripts created by the informants in this study along with excerpts from the transcripts of the interviews with each of these contributors. These scripts and excerpts illustrate how these informants go about creating continuing education programs and what they think about when engaged in this process. In the case of this inquiry, these excerpts and scripts serve as "annotations" for the purposes of instantiating and/or falsifying the Inquirer's Script. They also, in their own right, provide the reader with further insights into the content and organization of the scripts employed by other continuing educators as they create continuing education programs in university settings.

However, before proceeding, it is important to note that this information is presented in a significantly different manner that the Inquirer's Script in the preceeding chapter. In the case of my script, the material was created by myself as researcher cum practitioner using my own reflections, recollections, daybooks, and other notes. In doing so, I was not constrained by a requirement to protect my own anonymity and confidentiality.

I am however obliged for obvious reasons to take care in preserving the anonymity and confidentiality of the eight other informants contributing to this study. Accordingly, rather than presenting their scripts in the manner of the Inquirer's Script where the development of the script is supported by a narrative directly attributable to the author of the script, the material in this chapter is presented in the following manner.

First, the narrative information derived from interviews with these informants has been pooled into a collection of excerpts that have been edited to improve readability and to remove references to personalities and other identifiers. This collection of excerpts is organized and presented in a manner that provides the reader with insights into the various types of cognitions associated with the creation of continuing education programs in a university setting. By doing so, it is hoped that the voices of these practitioners continue to be heard even though their identities remain hidden.

Second, each informant's script is presented along with an accompanying set of interpretive notes and observations provided by myself in the capacity of researcher. These notes and observations provide the reader with a sense of the context within which each script was created.

Before proceeding to present this information, I would like to spend a few moments discussing the method used to collect this data. As mentioned in the introductory chapter, the inquirer and the eight informants contributing to this study are continuing educators who have spent significant portions of their professional careers at the University of Victoria. Their experience ranges from five to thirty years at the institution. All informants are, or have been, employed at the program director or program coordinator level at the institution, either with the Division of Continuing Studies or with schools and faculties that offer continuing education programs. Each informant has been involved in the creation of continuing education programs at the University of Victoria, usually in the form of certificate and diploma programs, though several informants have been involved in the development of degree programs designed to serve professional audiences in fields such as nursing and child and youth care. In many cases, these informants have been the primary catalysts and proponents for the development of these programs and, as such, each informant had contributed to the evolution of the continuing education function at the institution.

The scripts and excerpts presented in this chapter were collected during interviews with each of the eight informants. These interviews took place over one or more sessions with each informant and each session would last one to two hours. During these interviews, informants were first asked to outline their experience in creating continuing education programs at the University of Victoria. They were then invited to talk about the process or processes they employed when they went about this aspect of their work and to reflect on what they thought about and why they carried out their practice in a particular manner. These conversations were recorded on audiotape for further analysis.

Informants were then given materials to create a storyboard (a large card with the components of their script positioned on the board in the form of movable "Post-It" notes) that outlined the organization and content of their own personal script for creating continuing education programs. Once the basic structure had been established, informants were invited to work interactively with the storyboard to flesh out the content and organization of their script, providing wherever possible, commentary on the knowledge and experience that prompted them to structure their script in the manner depicted by the storyboard. When completed, each storyboard with its accompanying transcripts of interviews and notes was entered into the data set for the inquiry. Finally, each informant was shown the Master Venture Creation Script as depicted in Figure 2, Chapter Two, and was provided with an opportunity to discuss the terminology and underlying logic of the script and to comment on their impressions of the Master Venture Script and any linkages they are able to make between this script and the scripts that they had just constructed. These conversations were also recorded on audiotape for future analysis. Here then are the results of this work.

Annotations Part One: Excerpts from Conversations with Continuing Educators About Creating Continuing Education Programs in a University Setting

As mentioned earlier, the following excerpts relate to elements in the Inquirer's Script and provide glimpses into what continuing educators think about when creating continuing education programs in a university setting. In doing so, the excerpts provide corroboration of the kinds of experiences and thought processes that underpin both the informants' scripts and the Inquirer's Script.

As a point of departure, the Inquirer's Script makes reference to motivators such as employment, professional pride, an opportunity to make a contribution, and the notion of institutional development. Excerpt #1 provides us with a reference to the professional belief systems built around the value of adult education that motivates continuing educators:

> **Excerpt #1** "Well we certainly have the authority … through the provincial universities act, but even beyond that, [we] … would still be here. I think it is a belief system that reflects ones values. I believe that values are reflected in your behavior in terms of where you spend your time and your money, so that if you truly believe in education for adults [you] would be here without that legislation."

Related to this belief system is a focus on making a professional contribution by serving the needs of learners through quality program development and execution.

> **Excerpt #2** "I think it is the idea that, yes, there is something good that you can do for learners. Right. There is something that is needed, and you can

do a damn good job putting the program together that would meet their needs but would also give one some satisfaction in terms of having done it. I think that is very important."

These cognitions around belief systems and professional practice are brought into focus with cognitions that relate to employment and developing the institution's capacity to facilitate life long learning.

Excerpt #3 "Yes, well, the student is why we are there. We often have to remind the university of that. If there were no students there would be no job, no work, for everybody. Besides that, I get to see the changes that happen to people and [how] they are thrilled with their educational experience, more so than the traditional students …[who] often goe straight to university and are still not sure what they want to do. Adults when they come back, you know, they can be a little bit unsure, but they are motivated to do the work, and they get a lot out of it. They are really thankful, grateful, to have that opportunity. It is a very real experience for them. It affects their lives deeply."

Excerpt #3 also illustrates the satisfaction that many informants derived from seeing the learners they served accomplish their educational goals. Excerpt #4 provides another example, this time in the context of using distance education technology to facilitate access to education.

Excerpt #4: "And when we finally started to graduate people, you would see these women come down from Dawson Creek, 36 years olds who left university after one or two years in their early 20s and haven't been back since. This was literally the only way that they were going to move on in that educational path. They were so grateful and so enthusiastic about having something like that available."

Another more activist agenda for continuing educators is making a contribution via the development of various communities. Excerpt # 5 provides an excellent example that speaks to the contribution of continuing education to the development of a field of professional practice. What makes this excerpt particularly useful are the embedded competition and promise cognitions around the characteristics and needs of the audience served by this particular intervention.

Excerpt #5: "The biggest one [motivator] for me would have been the development of a profession and field, because what I saw was an area of endeavour, which I considered to be professional endeavour. It was largely populated by people in their late 20's to mid-40's. It was similar to the fields of nursing and education going back into the earlier 1900s, where you had people who were well intentioned, [and] had some experience, knowledge and skills, but many of them lacked formal education of any kind. Where they had a one-year college certificate, [this] didn't transfer into a university environment for any credit. So there was a lot of foundational work to be done. I became the President of the Provincial [name of] Association, for instance, and I was able to use the position as distance education program director to dovetail those things together and help to build a professional association which pushed the field along. Many of the people who were open to the idea of being educated were working part or full time, were raising families. There were classic adult ed. type student clientele and they could not, or would not, quit what they were doing and come to university full time."

Related to these motivators are cognitions embedded in the Inquirer's Script around the role of the continuing educator in charting a direction and deriving satisfaction from being successful through one's own efforts within the general (particularly financial) parameters provided by the institution.

> **Excerpt #6** "Well I think the motivation is satisfaction, I call it intrinsic, because that to me is the reward involved out here. I think that in the area that we work in, in the division of continuing studies, especially... at the program director level, we have a fair bit of autonomy and independence and expectation that you will create programs that are successful. Of course the Division's stress is now on direct and indirect costs, and so it is one thing to have students that are happy with the product, but the other thing is the courses have to be financially viable. So what motivates me? Well I like to do diverse programs. I like to have the stimulation of creating new programs, new audiences, new instructors, new advisory groups. I have a high energy level so I really like to seek new challenges and opportunities for programs....So in this business I think, unlike in other organizations, there may not be as much sense of congratulations to the person who is doing it, so you really have to feel good and enjoy what you are doing. And take the resources that we have within the organization and the talents, the education that [we have], and [our] skills to build programs that really do meet the needs of the institution and the clients."

This notion of the continuing educator's role in shaping the continuing education function according to one's own vision and personality is illustrated by Excerpt #7.

Excerpt #7 "I can remember a time at continuing studies where, we used to put our job descriptions together and say, …it doesn't matter who walks in for this job, they can do it and basically it will be that job. I am not sure whether that has changed, but in my mind it has changed. Whoever is in that job is an extremely important contributor to how that job goes. [Otherwise], what would be the fun of doing the job. I mean you have got to be able to reflect some of your personality. When I say that we need to think about "why" I don't think that we all necessarily have to agree on "why". We have to have the discussions so that we can justify to ourselves or whoever, or let it go. Understand that our "why" is not going to be the "why" that prevails. Or you can even change your "why" over time. I have changed my "why" after listening to other people, or doing my masters or whatever…. I think it is value judgments that underlie [this]. I think the most dangerous thing is when we don't realize that. We think that we are being objective, but we are not."

The professional autonomy and role of the continuing educator in defining programming concepts and influencing the nature of the continuing education function within an institution is explored in Excerpt #8.

Excerpt #8 "To a certain extent, as I found in continuing studies, programs are driven by the personal interests and expertise of those who are there. The fact that [personality] was employed by the division …in the late 70s early 80s and particularly because [he/she] was in those days very connected into continuing professional education, issues and [particular field], we have a [field] studies partner. It is not because this particular expertise was in the faculty, or that there [was] this particular demand in the Victoria market place. It is that somebody with a passion for the topic, and I think a fairly creative approach to it, played a key role in conceptualizing the program. And then I came along and I think I bring my own skills to it - to manage

> [what] is probably regarded as one of the preeminent professional education programs. But it [did not happen] because of some logical or strategic move on behalf of the university .... Some [programs] are very logically integrated within the faculty community, but others exist because somebody has got some energy and interest in the area. And I would say there are other programs that we might logically do that don't exist because we don't have the interest."

The continuing educator's sense of vision establishes his or her program development agenda and frames many of the issues that he or she may encounter in moving this agenda forward. Excerpt #9 provides an excellent example of when a program development agenda requires the continuing educator to push on institutional boundaries.

> **Excerpt #9** "In a slightly twisted way, some of the ideas that I came up with, or were created by partnerships, I adopted and became passionate about because the more traditional elements of a fundamentally campus based institution told me that they [ideas] didn't fit in the culture, or were unacceptable. I pushed those ideas and continued to seek support for them because I believed in my soul that the organization really needed to change. In some ways it is a stubborn streak, lack of willingness to accept the word "no". I have seen that as a common element in the continuing educational process. It would be an interesting one to look at schematically, I would think. Our entrepreneurial and externally funded approach to things is not always welcomed by the more traditional academy. So there is a dynamic tension there. What do you do with your creative ideas?"

This tension arises particularly in instances where the continuing educator is caught between the expectations of external stakeholders and the political, cultural, and structural realities of his or her institution.

> **Excerpt #10** "... It is not really an overt institutional refusal to respond, it is more ...well we can't let that happen like that. And what is heard ...is "no". So you move into the arena of public relations and pretty soon the word that gets out that our institution is unresponsive, ... that kind of thing."

Another source of tension revolves around the nature of the mandate within which practitioners undertake program development, particularly in regards to the emphasis on making money or at least breaking even. The following excerpts reveal a number of the facets of this tension, many of which are echoed in the Inquirer's Script.

First, the requirement to be self-financing is simultaneously liberating and as well as challenging. Excerpts # 11 and #12 illustrate this phenomenon.

> **Excerpt #11** "Well the institutional dimension, it appears to me is about making money. In continuing studies I think we have a fair bit of freedom to offer a program or at least try to get something off the ground if we are willing to really work on it ..., [but] it is really scary if that program fails financially."

> **Excerpt #12** "I suppose money is a consideration. I would say that I obviously want programs to make money, not lose money. Because of the way it is set up here?"

Second, the emphasis on income generation calls into question the true motives of the institution and by association, those of the continuing education function. Excerpts #13 and #14 reveal those suspicions.

> **Excerpt #13** "I would prefer to think [I] was responding to a need that people [have] and offering people something that is going to help them…. But the institution wouldn't agree. I think they want to make money."

> **Excerpt #14** "Let's talk about UVIC. I think continuing studies as a whole has changed. It is now very very useful if it [program] brings in some money at the end of the year, money to put into our coffers. [If] suddenly it starts losing money, or we are not doing as well, then they look at it very carefully. Forget all this about taking the wealth of the university out to the community. That just looks good."

This tension is founded in the debate between those that view continuing education as a source of social change and those that see it as a business. Excerpts #15 and #16 are illustrative of this tension and the political cognitions associated with it.

> **Excerpt #15** "We should be taking the expertise we have in UVIC and giving it to the community or to students…. One of the things that I really worry about in continuing studies is the emphasis on money. I mean I understand it is necessary, [but] …it is possible to both make money and do something good. Or make enough money in one program to support programs that can't make the money. I am worried that [income] is becoming a primary motivation for developing programs. But I think that takes us away from our thinking about what we are doing, the morality, or the value of what we are doing. I am not sure whether I think that is

important because, this is me and I come from that social work do-gooder, bleeding heart, whatever background ...where I feel everything that a person does should contribute to [the]society in which they live."

Excerpt #16 "At the university, it will never be like a regular business, I don't think. Air Canada used to have a mandate to fly you to all the little towns that weren't served by anybody else. Nobody else wanted to serve them. Well I think that is kind of like us too. We have a mandate to serve some people who can't afford it.... It is so complex. Nothing is always black and white."

An important corollary of the problem of operating continuing education as an income generating enterprise within the context of a publicly funded educational institution is the incompatibility between the requirements of such an enterprise and the practices and structural quirks of a traditional university. Excerpt #17 provides an illustration of the difficulties facing continuing educators attempting to accommodate the needs of their learners around the prosaic, but essential function, of standard admissions to courses.

Excerpt #17 "I think we can both make money and provide necessary programs. We can't really act like a business. I know that that model is often used at UVIC, but we can't .... [There are] all kinds of rules and regulations. I fight with admissions practically day. They get upset if I admit somebody just as the course is about to start. They will say, we can't admit somebody that late. And I will say, "No, we need to be able to admit students right on the day that they actually come to class if that is what they want." We [in continuing studies] are not working in a model where people are expected to follow this route. We are advertising "saying, come look

> what we have got for you". And we need to be able to say right up until the course starts, "yes you can come". We are not working on a business model."

All of these tensions serve to illustrate the sense of unease or insecurity that crops up from time to time in both the Inquirer's Script as well as in the conversations that continuing educators have about their practice. Excerpt #18 speaks to the sense of political vulnerability associated with these tensions in situations where the continuing education function is dependent on the senior administration of the institution for funding and support.

> **Excerpt #18** "Budget issues, collectively, [assume that] continuing studies is bringing in income. We [the institution] had better cut you, and cut you again. A lot depends on who the academic vice-president is, as to whether you have [his or her] support or not."

And Excerpt #19 reveals the paradox in which a continuing education function risks having financially successful activities controlled or stripped away by other institutional stakeholders.

> **Excerpt #19** "I think one of the challenges of continuing studies department faces is how it is viewed by the rest of the university, collectively. Not by certain individuals who can be very supportive, but collectively. Who [academically] would you get to guide what they are doing, …. And whenever something becomes successful then they want to take it over themselves. Because they want the money, right?"

As a result of these tensions and the expectations of multiple stakeholders, the continuing educator in a university setting is required to juggle a number of identities, an act that requires aptitude and skill. Excerpt #20 provides a delightful commentary on what this existence feels like for the practitioner.

> **Excerpt #20** "It is a friendly version of multiple personality disorder. You end up with this collection of hats in your bag, and you put on a hat as you go into a meeting. Or you have two in front of you on the table, and you put them on and off as you are talking about different parts of what is being discussed. Not everyone who can do it. It requires a certain basic personality to be able to shift across those things. It requires flexibility. It requires the capacity to see things from different perspectives simultaneously, to be able to shift back and forth, [and] not get to locked in to one of the issues. For me to find that I could do it was one thing, and then to find that I liked it, could really develop my skills in that area was one of the parts of the job that I enjoyed most. I am not someone that likes to do the same thing, day after day. I like variety and diversity and I like challenge …."

While the skillful practitioner can make use of his or her different persona to good effect, the reality of this existence is lost to many of those with whom the practitioner interacts. Excerpt #21 provides an insight into these dynamics.

> **Excerpt #21** "[Our task is] multi-dimensional and the challenge for people in those roles, whether it is a partnership with service units, academic departments, or other budgetary and program development facets of the continuing education unit, … [is to appreciate that] the expectations and the values within each of those are quite diverse and can actually be in direct

contradiction to one another. Two things happen there. One is that you can play across the fence. So if you are not getting what you want in the continuing ed side you can retreat to the academic unit and speak on its behalf to the continuing ed (with the support of the academic side) to try and move the agenda along, or vice versa. The other is that you find yourself in meetings with peers and colleagues who have a similar role to you from a continuing education perspective, but they don't have the understanding of the culture on your academic side. They think that your joint existence is similar to theirs, and it is not."

Moreover, as Excerpt #22 shows, when responding to the expectations of diverse stakeholders, the practitioner is often compelled to expend scarce resources, including time and energy, on maintaining these relationships at the expense of developing the programming and resource base of the area for which she or he is responsible.

Excerpt #22 "Participating in the governance operations of the division took time. I was unable to do some of those things because of the demands on my time [from] the academic world.... There was never a really clearly articulated "you are letting down the side" message, but there was a subtle "we don't see enough of you" and we would like to have you on our strategic planning committee and [use your] skills in fundraising...to help us raise money for the division's priorities over here. So the stretch results in a need to learn how to set and hold boundaries .... It is not a cavalier thing: it is about survival, about dividing portions of yourself up as righteously as you can so that people feel like they are getting their share of you."

Another related consequence of this multiple persona is the difficulty that practitioners have in establishing their identity in the social and cultural landscape of the institution. This compels the continuing educator to develop capacities that resonate with and are recognized and respected by the professorate. Interestingly, what appears to resonate is cold hard cash. Excerpt #23 provides an example of this with the cautionary note that the practitioner rarely ends up being a full citizen of the different communities with which he or she interacts.

> **Excerpt #23** "I certainly saw the dynamic of marginalization between my peer base in the continuing studies unit and the academic schools, programs and faculties that they were working [with]. And I saw the struggle that all of us had with trying to be seen as a peer of some kind with a group of people who have a tenure stream appointment, research, publication, teaching, and community service …. They tended to clump administrative professional staff into [not] so much a marginalized space (because they recognized how much those functions were needed), but certainly [into] a lower level in the institutional culture. It is kind of a caste system, if you can use a crude word. [You are] further down in the order making less money with less job flexibility, [and you] don't participate in research and teaching, which are core valued activities. The colleagues I had that did teach were able to cross that barrier somewhat. The way that I crossed it and really ended up, I felt anyway, in the camp of tenured faculty was [to become] a very successful fundraiser. So I was using curriculum development project funding in the same way that all of those faculty used research grant funding to basically make their lives a whole lot easier. Bringing in dollars that could buy new computers for myself and my staff. Pay[ing] people to travel to conferences. Develop[ing] print and promotional media that we didn't have the money from program revenues to do and all that kind of stuff. I ended up not marginalized to the extent that I

> saw a number of my colleagues and other participants marginalized because of my success there. It also created, a sort of funny relationship in some ways. It was like I was functioning beyond my lair, and my activities were beneficial to everybody and as a result they were happy to have me continuing with [them]. It made things easier for the school as a whole. [In a sense] I was one of them, but I wasn't really. I have heard the marginalization word and I have used it myself quite a lot, but it doesn't really apply from the experience I had. I didn't feel marginalized. I felt like I was a convenient house guest. The culture worked with me, and I was a contributing part of the culture. But I didn't really live there."

Another twist on this theme is the discounting of the expertise of practitioners in relation to that of faculty members. Excerpt #24 describes that feelings that accompany this phenomenon.

> **Excerpt #24** "There are days when I feel frustrated by that because you don't get invited to the table, and some academic with a lot less experience in a particular area might be. But it isn't something I can control."

These status issues also potentially arise in situations where the practitioner exercises supervisory authority over academic teaching staff and is required to provide good quality instruction in order to meet learner expectations and income targets, yet maintain good political relations with members of the academy.

> **Excerpt #25** "Another challenge I faced once upon a time was telling a professor that he wasn't going to teach again. It is very easy to say that.

But when it is a professor, you have to say sorry, evaluation reviews were not good. And what I had seen myself, too, by sitting in the classroom, it wasn't good. What I always found, though, with academics, was those who are really good in that area are very secure and great to work with. But the ones who were insecure, then it is, "Oh I'm the big professor, you are just a little somebody from continuing studies." I was always conscious of that. Fortunately most of the people I had to deal with were the other ones. But occasionally you would come across [a poor professor]. And sometimes that would be difficult to know [in advance of the course]."

Considerations such as those highlighted in the preceding twenty-four excerpts reflect relationships and partnerships as well as the performance expectations embedded in program development scripts such as the Inquirer's Script. They in a very real sense provide us with a glimpse of the political, structural, cultural, and identity cognitions that continuing educators think about as they attempt to establish a sense of identity and purpose and try to navigate within the "swamp". Notwithstanding the challenging nature of this task, the overwhelming impression left with me during my conversations with the informants contributing to this study was one of optimism. The following excerpt provides a succinct summary of these impressions, which mirrors the experiences outlined in the narrative accompanying the Inquirer's Script.

Excerpt #26 "It was also an open field. Here it is, take this, and effectively build a business within a university environment. You had the quasi-job security of a [combined] union and administrative position. You got paid regardless of the program. In the meantime [you would work] to build a business which ultimately [had] to be cost recoverable."

So then, what does this mean to continuing educators in practice? One outcome is that one sees (as in the Inquirer's Script), a great many transaction cognitions that relate to competition and promise cognitions. In other words, as Excerpt #27 shows, continuing educators hustle, and are constantly alert for information to enhance the subscription to their programs.

> **Excerpt #27** "Get the enrolments, get the registrations in. I guess that has always been in the back of my mind, but I also have an interest in marketing, how would you create the flow of information and what works and what doesn't work to try and to keep things fresh. Promote things in different ways… so that [name of program] stayed up there in their consciousness."

Predictably, finances are a major driver and are a central preoccupation for the practitioner as well as a prominent feature of the culture. Excerpts # 28 and #29 provide good examples of this.

> **Excerpt #28** "Finances, I really truly believe have been a motivator for us in the cost recovery program. You know more about this than I do probably, because your programs are very dependent on cost recovery, right?"

> **Excerpt #29** "This comes back to my years with continuing studies. We always were very accountable for the dollars. We always took pride in what we were able to contribute to the division for the have programs [and for] the have not programs. We were always very careful and monitored

financially....Yes, the finances are an important measure. It is part of our culture. We are given targets, and targets are sometimes hard to quantify. But if there is a dollar amount it is much easier to quantify."

In keeping with these concerns, practitioners think about issues such as market size, competition, and the length of the "run" of various programming concepts, or course topics, for at least two reasons. The first is the need to keep subscriptions up in order to meet revenue targets.

Excerpt #30 "My audience is perhaps more finite or ...once they the audience have heard [about a topic] they don't want to hear it again and so I have to keep offering something new. I have offered [name of course] for maybe three years. I had to stop offering [it] because the enrolment is dropping. Also [the course] is being done by other people."

Excerpt #31 provides a glimpse of the often fleeting nature of the demand for certain types of programming or topics.

Excerpt # 31 "I can tell you one thing, that if it is too current, it is too late. In other words, if you go to the grocery stand and you are reading about whatever it is out there in the [name of] field, [that has become] popular, you know, if people [already] assume that they know it, they will not come. So it is too late, you have missed that wave."

The second reason is more subtle, but has profound longer term implications in that the process of having to constantly renew one's programming "product" line is a time consuming and exhausting process for the practitioner. The following excerpt reveals the cognitions of the practitioner when comparing his or her program area with that of the inquirer.

> **Excerpt # 32** "Well if you look at my program area, what I did once, was to look through the calendar to see year by year. I did an analysis to discern how many courses were being repeated by the various areas. It seemed to me in [name of area] I had the highest percent of new courses. Part of the reason is that there are certain areas, for instance, your program area, [personality] [or in] languages, [where] you have a demand that you can offer [example of course topic] over and over again each term for a period of years.

As a consequence, there are built-in incentives for programmers to develop programming concepts that are relatively stable in terms of demand, either as a function of market depth or as a result of competitive advantage and/or dominance of a specialized niche. These incentives center on the fact that in a cost-recovery environment, as is the case with the Inquirer's Script, growth translates into resources and a more secure and less frenetic set of circumstances for the practitioner. Excerpt #33 provides a good example of this sort of thinking, while Excerpt #34 reveals the feelings and tensions that anxiety regarding time and resources creates for the practitioner.

> **Excerpt #33** "Resources are almost what you create. So from that point of view, I don't think that the resources are limiting. I think that if you have exceptionally successful programs, what you do is you buy your computers, as opposed to inheriting them. You hire additional staff and pay them because you have more assets that you are working with."

Excerpt #34 "If it feels like it is moving forward, then I feel fine. I do feel time pressure and that kind of thing. And money is usually what creates the time pressures, I think, because you can't afford to have more staff, or whatever, and you can't really afford to take time off to develop programs.... The complicated thing about that is that when you add staff, you have got to realize that you need a lot of staff right at the beginning of the program. It takes a lot to get things up and running. After that it doesn't take as much staff time to do it. And that staff time can either be put towards something else or it can be put towards developing new programs. And then you have got another whole argument going on [as to] where that staff time is going to be put. It is almost like a constant starting of this process over and over and over again. Okay so the [name of] program settles down so I have more time, but I want to put that time into developing some things, like getting the [type of] credit [course arrangement], or doing something that I think needs to be done for the program, for the students. [Personality] might say well, I would rather you work on this program over here. But that program is not generating enough money to have me spend any more time, so we are constantly having this conversation, and I think it always comes back to these basic questions of support. Is there support for making these changes? Who should be involved and why? Why is that [change] important...? Trying to come to a consensus. And once we come to a consensus and we both know why and we have [both] compromised, then we are fine and we can go on and get things done. It takes time to have that conversation. That is why I think it is important for the work to feel important... because otherwise I just don't feel like putting time into it."

As a consequence of these incentives, one constant with almost all of the informants interviewed was that they were always alert to new opportunities, using a range of approaches as the source of programming ideas.

Excerpt #35 "Well I think [the ideas come] from many directions actually. Some of them are more formalized through needs assessments, traditional ways of ascertaining if there is an interest sufficient to support the development of a course or program. Others are what I call informal, and much of that has to do with networking in the [name of] area, in which you work, with the professionals, the societies, the association, my colleagues here in my own team, from the evaluations that we receive. We have advisory committees. Also, I work with [type of] companies and we are very fortunate to have assistance from them which enables me to bring in top name speakers from California, or Toronto or something like that to give the latest research on a particular topic."

Other frequently cited sources include student feedback, interactions with colleagues, and networking activities, as illustrated by the following excerpts.

Excerpt #36 "I go to every class and wait until the introductions are done so the students know who I am, and I get them into individual conversations. I learn what is important to them and what topics might be pertinent to them in their work. I need their feedback to put that into the program."

Excerpt #37 "I think having colleagues to brain storm with is really important because there is certainly lots of things that we are doing that aren't my ideas. They are ideas of [names of personalities] just tossed around in a fairly collegial way. I do think, again, being part of a community, (and I will use the [name of] sector as an example), attending conferences, reading the journals, maintaining relationships, spark ideas that I wouldn't otherwise have."

Except #38 "I have always been a kind of ear to the ground networker so a lot of the idea generation comes out of collaboration and partnership. Much of it is a life perspective that is based in opportunism, so it is looking around for the possible, and thinking about things from the perspective of what is possible, rather than what is and needs to be accepted. I am not afraid of putting out… things that may seem quite silly or right off the wall. It is just a willingness to take risks and try things in different ways. Half me craves the thinking outside the box. I have established that sort of reputation over a long period of time, professionally. So when you come from that place, being creative is easier. …."

Other opportunities arise from government policy directions and funding incentives, such as the distance education programming emphasis that framed much of the Division of University Extension's program development agenda in the 1970's and early 1980's.

Excerpt #39 "I think that there was a real desire to serve clientele beyond the bounds of Victoria and to serve students who could not come to Victoria. In the university, there was certainly a clear message from the governance of the day, left wing, right wing, NDP, Social Credit (now Liberal), to increasing educational access for people outside of the core urban areas. And that message was communicated clearly to the university. So it was good PR for the university to be able to go back to their funder and say, here is yet another way that we are responding to the messages."

Regardless of the source of opportunities or concepts, an ever-present theme in the cognitions associated with framing and responding to them is that of learner or audience centered programming in which the agenda of the university is balanced against the needs of the audience.

> **Excerpt #40** "So we were servicing a particular audience, ... Obviously you need to figure out what the clients goals are because if you are not considering them, you might as well quit. It is too arrogant to just post your goals. Obviously if a client comes to you [with] goals, that if you can meet, while maintaining academic integrity, quality and all of that kind of stuff, then you can become part of the client's goals. They don't ask us to give them a cakewalk. They ask for good quality educational courses to meet their professional development needs. And they didn't ask for training as such. They ask for education. Professional needs, educational needs, all of these are goals."

> **Excerpt #41** "For community education, most of those ideas come to us. People put in applications to offer short courses and then we sift through the hundreds of requests and decide which ones …the department will accept (because they all have to be vetted) and which ones we think will go. Again we don't want to have to cancel courses. We will try experimental ones… but we would like to make sure we have done our homework in terms of success."

However, one of the interesting findings in this inquiry was that, contrary to what one would expect from the literature, there was an absence of any great enthusiasm for formal needs analysis. Most informants chose to rely on their own judgment and/or discussions with advisory committees to flesh out programming concepts. Excerpt #42 and #43 provide examples of such responses.

Excerpt #42 "I found them [needs analysis] to be a lot of time, work, effort, and really for not a lot of information that we have got back. We did do a needs analysis when we were working on the diploma in [name of program]. That was so long ago, I am sure I have got the files buried somewhere. And I did do a needs analysis for the [name of] sector. That ended up going nowhere. I really think this is where the experience and the art of continuing education is concerned. When you hear an idea you can either run with it, drop it or doddle along with it. It is almost like you have to have a gut instinct, but of course it is not just a gut instinct. It is not just flying by the seat of your pants. It is your experience. I am sure that you found this too. Someone will come up to you, have this great idea, but you know it is a really hair brained scheme. Or they will have a hair brained scheme, that you think, gees you know we might be able to do something with that."

Excerpt #43 "The needs assessment for that program, we did the whole thing according to the book .... It was important to do that [so] we could say that there are people interested and have this thing. [But] it was so meaningless compared to the discussions that the advisory committee had in terms of what this program would be all about."

One of the informants suggests that testing ideas through the use of low risk pilot programs provide far more reliable information, particularly in situations where the programming concept is still in the formative stages.

Excerpt #44 "I think formal needs assessments are extremely difficult to do to get a real sense of what people want. First of all you haven't really developed the program when you do it. You have got an idea, and the program can come out to be quite different. We have offered a pilot course before launching - taking a program through Senate. [That] I felt made a

> much more meaningful contribution to our discussions and our approach. One thing I worry about is that you propose something and then you get stuck with that proposal. [Instead] it is better if you can adjust as you go along."

Another constant theme, which also forms a central component of the Inquirer's Script, is the demand on the behalf of learners for formal academic recognition for their efforts. Excerpt #45 illustrates the cognitions associated with these demands.

> **Excerpt #45** "People really want to have a certificate or diploma of some kind. They may not just want a certificate of participation. They want to have something that will help them in their job to show they have got that further qualification."

However, as noted in the narrative that accompanies the Inquirer's script, this demand for credentialed continuing education also frequently involves requirements for changes in the structure of the credentials offered by an institution, particularly in regards to the length of the program. The influence of these structural cognitions is something the University of Victoria has recently begun to address by creating a new category of professional specialization certificates based on the completion of four one-semester length courses. An immediate impact of this type of development is that they enable continuing educators to compete in new markets. Excerpt #46 provides an example of efforts to use this new credential to market customized programs to client organizations.

Excerpt #46 "One of the reasons why [personality] thought that the professional specialization certificates were important is that we could get into client specific ones. So that if the [name of government department] comes to us…with twenty people and they are willing to put them through four courses, we will create four credit courses that meet their needs, that are academically sound and [for which] the students will get a credential. That is more than just a list at the end of a resumé that shows how many pro-D courses they have been on over the last 10 years. It will actually be a university credential. It is a way of providing a credential, and recognizing the work that they put into it."

Regardless of the nature of the opportunity or the design and structure of the programming response, the practitioner is compelled to develop and maintain productive relationships with both external stakeholders such as learners and clients, as well as with those stakeholders internal to the institution whose support and/or approval is necessary for the programming response to take place. Considerable attention is paid to these considerations in the Inquirer's Script, and these promise cognitions are also a prominent feature of the thought processes of the informants contributing to this inquiry.

For many informants, successful relationships with learners and other external stakeholders hinge on the practitioner knowing his or her market. Excerpts #47 and #48 provide examples of these sorts of cognitions.

Excerpt #47 "In continuing studies? Well yes. ….. [It is important] that you know your market. I know my market. I remember one year, people saying why don't you increase the cost of the course for [area]. I said, well, hold it a minute. The bulk of my students come from [name of organization]. I know how much they get for their pro-D. At this price they can do two courses a year. If I put the price up, they will only be able to do one. So actually we lose. That is a case of knowing your own market."

Excerpt #48 "I think we also have to woo our students a little bit harder. There is a lot of competition. It is not necessarily competition from other universities. There certainly is that, but there is also competition for the student's time, for their money. Your learners, just like mine are for the most part adults, they are 30, 40 years old. They are working full time; they are in stressful government situations sometimes; they have got one or two kids; they have got a partner that doesn't really understand why you can't sit and snuggle and watch a movie because you have an assignment to do, or whatever. There is a lot of competition for their time. We need to make the path easier for them. Not academically easier, but administratively easier. Without exception, I can't think of any of my colleagues in continuing studies that don't do that.... That ethic was always there. That sort of standard was always there. And that goes into our program development and program building. Why would we create a program, unless it was to service the community?"

Part of the ethic of maintaining high levels of service involves maintaining effective communications with learners, as reflected in these excerpts.

Excerpt #49 "I think things are better if students know where they are at. It also makes for more efficient programming because they have all the information. They are more involved."

Excerpt #50 "I also try and be very professional and try and answer precisely students requests and provide them with more information than they probably really need. But I think that sets up good first impressions."

Excerpt #51 "Anyway, I really think that service to the students, especially in a distance program is absolutely critical. And it is one of the reasons why I try to have our manuals and so forth, really correct. I just see myself as if I am the mom, I am sitting up in Prince George. I have got an assignment due in two nights time, I have just put the little monsters to bed. It is 10:00 at night, I am dead tired and I don't understand what the instructor wants in this assignment. So I really think that providing good instruction, good product, providing the readings that are convenient, and also being available by telephone, although frankly my telephone conversations have dropped quite a bit since email, [all are important]. I try to turn my email around within the day. If it comes in, in the morning it is answered by 4:30. It is kind of disruptive and so forth, but I think it is really important. It would be the same as an administrator having an open door and their students walking through the door. That is my open door. So the whole thing is around service."

Another key component is a sense of empathy for the circumstances facing the learner (as shown in Excerpt #52) where the practitioner and his or her staff are the friendly faces in what is often an intimidating and impersonal environment.

Excerpt #52 "We tend to forget at universities… that universities are really scary places for people. I think you and I experienced this, or saw this, with the [name of organization] folks. I think we did a lot to help them overcome some of the hurdles. We ourselves were friendly faces as part of that program development, client development, and relationship building. We made sure that the instructors were real people to them. Quite a few

> students in that particular program had never been to university before, or, if they had, they had been out for a long time. So a lot of the service orientation was taking the fear out of it. For those of us who work in universities, we forget it is a pretty scary place. There is always the fear of failure. And when you are remote from a campus, little things can be roadblocks. There is always the fear, 'Oh, I don't want to ask that, because I might look stupid.' That happens whether you are a distance student or whether you are in the classroom. I think that a lot of the work that we should be doing as continuing educators is being that friendly face, that friendly voice, or that friendly key pad for email."

In this sense, the overwhelming impression that one is left with is that the practitioner and those involved in the continuing education function see themselves as having primary responsibility for facilitating the relationship between the learner and the institution and for enabling learners who would otherwise be denied access to higher education to attain their educational goals. This in many ways defines the role of the continuing educator in institutions of higher learning.

> **Excerpt #53** "The student experience is the biggest thing. We have to respond to them [students] and develop structures that work for them. And that is our job at continuing studies. I think that is the most important thing we do. If we didn't worry about that, then students could just go to university. We do content stuff as well. But basically we are extending the expertise of the university to those students. They could all just come to the university full time and do the courses. That would be fine, and they wouldn't have to do continuing studies. But because we want to offer things to groups that can't access the university that way, we have to develop structures that will do that. So that is what I mean by structure"

Some of the cognitions associated with this role involve the practitioner in serving as an intermediary between the needs of the learner and the practices of the institution.

> **Excerpt #54** "The way I look at it is, rules are made to be broken to a certain extent. I usually do that more on behalf of students. Never so that we would lower the standards as such."

Others place the practitioner in the position of upholding and communicating the core values of the academy while helping the institution adapt to the changing needs of the marketplace and the learner. Excerpts #55 and #56 provide glimpses of this balancing act.

> **Excerpt #55** "We work within the rules and regulations of the university, and I don't want to set those rules and regulations behind. Some of them may be old fashioned or whatever, but …the university's mandate is to say when they give the mark to that person or say to the employer or anybody out there, 'This person knows enough about this subject.' It is a quality issue."

> **Excerpt #56** "So we worked within the bureaucracy and there is a reason why there is a bureaucracy obviously. It has to protect the university, protect students. Yet I think universities are also seeing their client base change to more of life long learning and that kind of thing and trying to be more respectful of the students' time and energy and give them the best product that they can, with the most convenient times."

This role of intermediary involves a finely tuned set of political cognitions and a capacity to work within institutional structures to advance program development agendas. These cognitions came in many forms. For several informants, the first involved knowing how to pick one's battles.

> **Excerpt #57** So in short, I don't think it is worthwhile fighting the bureaucracy. I have never really found it to be a problem working within the bureaucracy. If things go awry, it is usually not the bureaucracy, it is often relationships with people or concerns over turf or that kind of thing. That is really what it comes down to. I have never found it a problem when we developed the certificate. We followed the rules. Follow the rules and things will get passed. Why fight the rules unless there is a really good reason? And I tested the rules a bit by this double counting bit for the professional specialization certificates. And it got through senate planning and then through senate. I was there, ready for a fight."

The second, for many informants, involved promoting and protecting the legitimacy of the continuing education function and their program development efforts. This consideration calls upon the practitioner to exercise judgment in picking programming niches and responding to competitive pressures.

> **Excerpt #58** "Our programs, I think, have to be respectable and in some ways competitive. There are some things that we just can't do. It would be foolish for our diploma programs to try to go head to head with the program at [name of another university]. Although in a lot of ways we are competing for the same students …, their program tends to be a bit more generalized and it costs more than ours. We also have students go through both our diploma program and the other university's program at the same time. I

don't really worry too much about that kind of competition because each of us has something distinct. I think that if you try to always answer the competition you lose focus on what it is that you are delivering."

The third calls upon the practitioner to exercise care in developing curriculum and programming topics.

Excerpt #59 "I think the responsibility resides within our office and making sure that these are genuine programs. And I suspect that what we have done a couple of times is quite remarkable. I do enjoy that. I am very conscious of colleagues at the University of __doing their Masters in __studies [with a] curriculum that looks the same as it did in the eighties. (You might not want to include that!) They really struggle with the permissions and the proof that these are legitimate topics deserving of attention in the university. It is a very difficult environment."

A common fourth theme was the requirement for the practitioner to exercise a well developed sense of judgment when assessing and managing the risks associated with the compatibility of programming concepts in relation to the prevailing perspectives of the institution.

Excerpt #60 "Then you say, where do approvals come from for topics that are gray areas? I guess I have my own subjective criteria, what is acceptable to me. If I didn't feel good about offering something, you couldn't persuade me to offer [it]. And anything that I am dealing with that I feel don't know anything about or I think that while it might be acceptable to me, may raise some discord with the university and or in pockets of the university, I would certainly want to find a source within the university, my advisory committee, steering committee or whatever, to have recommendations on the appropriateness of it."

This also applies to sensitivities that may arise amongst external stakeholders.

> **Excerpt #61** "I have a number of proposals from individuals in the area. Some things within [emerging field of professional practice] I find quite acceptable. It is all relative, and part of the problem is that some [practitioners] don't perceive [every aspect of the field] as being reputable…."

Another big part of successfully playing the role of intermediary involves developing trust and credibility in the eyes of stakeholders. The cognitions associated with these preoccupations again take on a number of different forms and incorporate a variety of strategies. The first involves demonstrating competence and reliability.

> **Excerpt #62** "My approach to building trust and my experience with building trust come from things like demonstrating competence. After you have had two or three experiences with other people where they see that you deliver what you said you were going to, they begin to trust you. If you don't manipulate or mislead them, they begin to trust you. You can even build trust with people who aren't your supporters and who are resisting what you are trying to do if you can develop a grudging respect. They will work with you and they will put their hearts into your joint endeavours as a result of that, even though when it comes down to placing themselves in camps they are not really in yours. It is possible to do that. A lot of building trust is with the learners - developing a program that they see as fair in its expectations of them and [their] time …. [For instance] your

students send you feedback that your 1.5 unit courses should be worth 3 units as these courses almost killed them over the last few terms. You send them back a letter saying that you really appreciate the feedback and it will be acted on. And within a year, two years, if they see the courses altered and some of the feedback incorporated, their willingness to market the program for you goes up, based on their trust that you will follow through."

The second involves developing credibility in the eyes of academic stakeholders.

Excerpt #63 "Well I was very fortunate because of my background. The steering committee for [name of program] did not want to be hands on. They trusted me to do not just the administrative side, but the academic side. So we would meet, and I would bring them into the picture, that is their advice on things where I needed it. But they didn't want to be involved in day to day."

The third involved acquiring and maintaining one's reputation for possessing specialized knowledge and expertise in the various aspects of developing and administering continuing education programs and working with the systems and procedures of the institution.

Excerpt #64 "And [personality] really respected the fact that I knew a lot of about the rules and regulations of the program and acknowledged that I had a lot of history....I find this with [every] change of Chairs. You are starting all over again. And you have to prove yourself to them every time, and that can take time."

The fourth involves being a good corporate citizen by not excessively surprising stakeholders or "rocking the boat".

Excerpt #65 "Again with our faculty we try to be constantly giving them information on what we are doing, what we have accomplished. We always take our people by and introduce them so that there is a genuine sense that things are going well. We are also part of the regular curriculum approval process…. It is important that we do that. We need to be able to point out that we observe all the [rules]. We try and acquaint instructors and students with all the calendar regulations so that they adhere to good practice, that type of thing. I suppose that it is possible to speculate that we get benign treatment because people don't really take it all that seriously, but I don't think that is the case. I think we are seen to do good work, … don't make anybody's life difficult. That is what it comes down to, we don't rock the boat."

Given the complexity of their environment, avoiding rocking the boat is no mean feat for the practitioner. As demonstrated by the preceding sixty-seven excerpts, the life of the continuing educator in a university setting is one where she or he is required to interact with a range of stakeholders, each with their own perspectives and agendas. Accordingly, it comes as no surprise that as in the case of the Inquirer's Script, the planning cognitions associated with the creation of continuing education programs focus primarily on learning how to move agendas forward while simultaneously balancing other considerations such as academic merit and economic feasibility. Excerpt #66 highlights the experiential nature of this learning process.

Excerpt #66 "I think program planning takes a fair amount of time to learn. You don't become experienced unless you experience failures, or risk, and learn from not getting there. You learn as much from things that don't go right [as from] things that do. It is a process that I had to work through. I think most people had to work through. And every institution has its own culture, every office has its own culture, every manager has their own way of doing things and at some point you have to evolve your own beliefs and work with them."

Excerpt # 67 incorporates a similar theme while drawing attention to the role of mentors and seasoned practitioners in helping the novice practitioner learn the ropes, see past obstacles, and learn to communicate with and develop relationships with stakeholders.

Excerpt #67 "A lot of it was learned; I would say over half. It was learned in peer, or mentorship relationships with faculty members, or administrators in the school I was in, the faculty I was in, continuing studies, in government, in service agencies, in the school where I was, [among] the primary influences there would have been [personality] who is now the Dean of ____ , [who] is a very strategic, tactical thinker. [Personality] was able to take my ideas and show me how the ideas were sound, but the execution of the change was flawed because I failed to create a compelling enough argument for the change. Initially I really struggled with how to do this. It is part of my own personal and professional development because I couldn't see why the key people just couldn't see the logic in what I was doing. It was self evident to me, and I thought they were resisting just because they were miserable. [Personality] and then [Personality], in turn, were able to unpack a few experiences that I had to show me strategies within an academic environment that would have been more effective. So it was learned half way for me. It is a depressing role because you have this entrepreneurial continuing education thinking framework and then you are functioning within an academic school, faculty, and broader academic community. The values of those cultures are fundamentally different. So in order to move things ahead, there is no choice but to figure out a way to present ideas in ways that they will be heard positively. Build coalitions made up of people who are prepared to obtain the support of their peers for new ideas. But they can still make things challenging just because of your role, or the kind of person you are."

A number of informants noted that running into obstacles was an inescapable part of the program development process, and that it was at such times that the identity and resolve of the practitioner was most likely to be tested. Excerpts #68 and #69 are typical of the cognitions reported by informants in this regard.

Excerpt #68 " [I] find myself going down a road with an idea that I, and several other people, think is fundamentally sound and begin to run into walls being put in our path. In some ways it strengthens your resolve because you believe that the idea not only benefits your constituency, but will help the mother ship organization evolve, whether significant components of it want to evolve or not. So that plays into that whole creative process and choice, ... how long we keep going in some direction."

Excerpt #69 "It can be sometimes disappointing when you think you have got support and it is pulled out from under you. That is very disappointing. That has only happened to me a couple of times. The first was with my first go around with my certificate proposal for ___. That was very disappointing. It was really interesting. I learned something early on from [name]. I think she was working on getting a certificate or diploma going. It

> was 18 years ago, [and the program] didn't fly yet, even though she had her committee and that sort of thing. The university wasn't ready to accept it. It wasn't going to be approved. It was one of the first things I got involved with, and I said, aren't you going to fight for it. Like why are you letting it go? And I thought it was a mistake. She knew where to choose her battles. And that battle was won eventually. But she moved on, and here I am, almost 20 years later, beating a dead horse."

As in the case of the Inquirer's Script, informants noted that moving past these obstacles involved the development of a game plan or strategy. Excerpts #70 and #71 provides examples of the thoughts of informants on creating and using a program development strategy.

> **Excerpt #70** "I don't think you can begin to think, and plan, and act outside of some level of prescribed job role. You are there for a reason to do something. When I think about my practice, it fits within the framework of my job description and accountability framework and reporting relationship and performance evaluation and all that kind of stuff. So, what I am headed for is an identified need or opportunity which is the practice driver. My considerations that frame my participation and how I would deal with that include the organizational culture. It is multi-faceted. It is very different to be a manager of an accounting function or an administrator in a continuing educational division, where a description of your role is fairly core to that part of the organization, versus having many hats. The third key piece is the nature of the environment. What is your immediate environmental stand? And that fits within a planning framework that I carry with me. What is your value set? It is the classic mission mandate, what have you set out as a one, three, or five year time frame? Does this fit into it? If it doesn't, then you need to think about whether you really buy into that framework. The kind of framework that gives you a value set and a mission statement, not

only for the part of the organization you are working for, but for you personally. I think that is the floor you are building from."

Excerpt #71 "Absolutely it is strategic thinking, strategic thinking on a macro level as you begin to set the thing out because it has a systematic conceptual framework. And then [you] attack .... So you have almost achieved a critical mass for going with an idea, although you will still have a certain level of resistance. Get one or two other people who will join the team ..., and start pushing from your direction. Those choices can be really key. Get the right folks on board."

An inherent consideration in these strategies was the need for the practitioner to keep stakeholders on side and supportive of his or her efforts while at the same time continuing to press on with a program development agenda.

Except #72 "One of the real dangers is not to get too [far] out in front of the institution and have your credibility compromised by the fact that the institution will not support you."

As shown in Excerpts # 73 and #74, this in many ways defines the leadership obligations of the practitioner as well as the inherent hard work and rewards associated with the creative process of program development in an institutional setting.

Excerpt #73 "Yes. Those are the two dynamics. How do you avoid going over the edge, but at the same time, if you do not risk and think entrepreneurial and opportunistically, your chances of being successful in this environment, I think are much much less. So if you think about our colleague group during that time, you start clustering them on a risk taker continuum. It is very interesting to see where the personalities end up and then look at how the program is evolving. Some of the partner homes … have a culture that is welcoming, or not welcoming. It really shapes the experiences."

Excerpt #74 "It is a cautious road to travel. It is possible …to develop partnerships which … could make you look absolutely wonderful. On the service delivery side, we really can…create opportunities for people who have no other way to move along developmentally, create a community of people, build networks, all kinds of things. That is a potential solution, the capacity to translate between different vested interests…. Create common language and see how each of you have this same thing in common. See all the differences. Move enough of the differences out of the way, get enough of the common needs together, and then pool the resources to make it happen …. Hard work, it takes a lot of time."

As for specific strategies or tactics, a number of the components of the Inquirer's Scripts were also part of the informant's cognitions. One strategy was the recruitment, education, and co-option of allies.

Excerpt #75 "Look for key allies who have credibility with the resistors, allies who are prepared to take up the cause and move it ahead as their own, because you can only play that role to a [limited] extent or you become seen as a renegade rebel. Educating people around the common benefits. Showing them the art of the possible, I call it."

Another was the simple but time consuming process of chipping away at obstacles rather than hurrying the process and creating resistance.

> **Excerpt #76** "I found in general that the digging away under the wall with a spoon is a much more effective strategy for creating that kind of change, [rather] than to prick holes, because the culture is very resistance to change. So [using] the blunt instrument approach usually …[leads] to increased resistance. Whereas the water eats away under the rock."

Similarly, developing proposals using language and methods that are familiar and comfortable to internal stakeholders forms a key component of these strategies.

> **Excerpt #77** "And you couch things in the language of their culture. So you use research and evaluation tools [and familiar] methodology. It makes it very difficult for people to resist. A lot of it depends on how you get people on side, attractiveness. Was it their idea in the first place? Can they see it as the idea started out from this and it became more [when they become involved]. Now they own it. There is no loss of face."

Seen from another perspective, a common feature of these and other strategies suggested by informants was the notion of inclusion and the role of the continuing educator as a facilitator who is strong and confident in his or her own abilities and identity and takes the time to bring together and harness the efforts of a diverse group of stakeholders. Excerpts #78 and #79 illustrate these cognitions.

> **Excerpt #78** "It is also the team work aspect …working together on a proposal. You run it by people. They nix it, or comment on it or whatever. It is a matter of being open minded…. A lot of how we developed what was based originally on an instinct is by sharing information. You share your ideas, being prepared to bend, flex, whether it is to the client's needs, whether it is to a peer review, whether it is to a faculty review, academic

review. You get people involved on a team, whether it is a program development or a course development. I guess in some ways we think of ourselves as lone rangers. But we are not. We have to be in some ways to push and prod and initiate stuff, but we really are part of a team. We have to trust and work with our fellow team members, because if they are giving us a signal that things are not working, or that they can do something better, we have to stop and assess and move on. Sometimes it is as simple as a word or a title of a program.... Sometimes God or continuing studies is in the details."

Excerpt #79 "Some of them [rules] are simple as inclusion. When you are trying to develop programs and have a small staff to work with, [while] developing and delivering at the same time, the work weeks turn into sixty hours pretty fast. And it tends to make you less keen to bring together the meeting that you think is maybe needed...."

In this regard, many informants noted the interpersonal human side of program development in a university setting where personal relationships and interpersonal skills are important contributors to the practitioner's success.

Excerpt #80 "For me, I guess my usual approach is to agree totally with whatever they [other stakeholders] are saying and suggest alternatives and not push it, and just keep coming back. Try to maintain that relationship. One of the good things about working with a Faculty, if it is a good Faculty, ...is you use them for many different things so that they get to know you. You have their profs come and give lectures. They are on committees when new programs are being developed. Thus you develop a relationship with them. Then you can talk to them frankly, freely and you make changes a bit at a time."

Excerpt #81 "Oh, yes. You work intensely together and you become friends. I have got several people who I have worked with there for over a decade, good friends. I have been to their weddings, partner's funerals, or things like that. It becomes social as well."

However, as several informants noted, that, notwithstanding the best of intentions, cooperation and relationship building can be challenging and is often overlooked in university environments.

Excerpt #82 "Sometimes we forget that we have to cooperate with each other. I would like to see more inter-program areas. I think there could be more inter-disciplinary programs. Our university said they are inter-disciplinary, I don't think they are because I think the Faculties are still very separate, very protective of their knowledge area, or content area. And that happens at continuing studies in microcosm. Very protective of our content area."

Perhaps Excerpt #83 provides a fitting concluding comment on the predicament facing all the stakeholders involved in the creation of continuing education programs in a university setting.

Excerpt #83 "We spend more time protecting our turf than we do extending our boundaries."

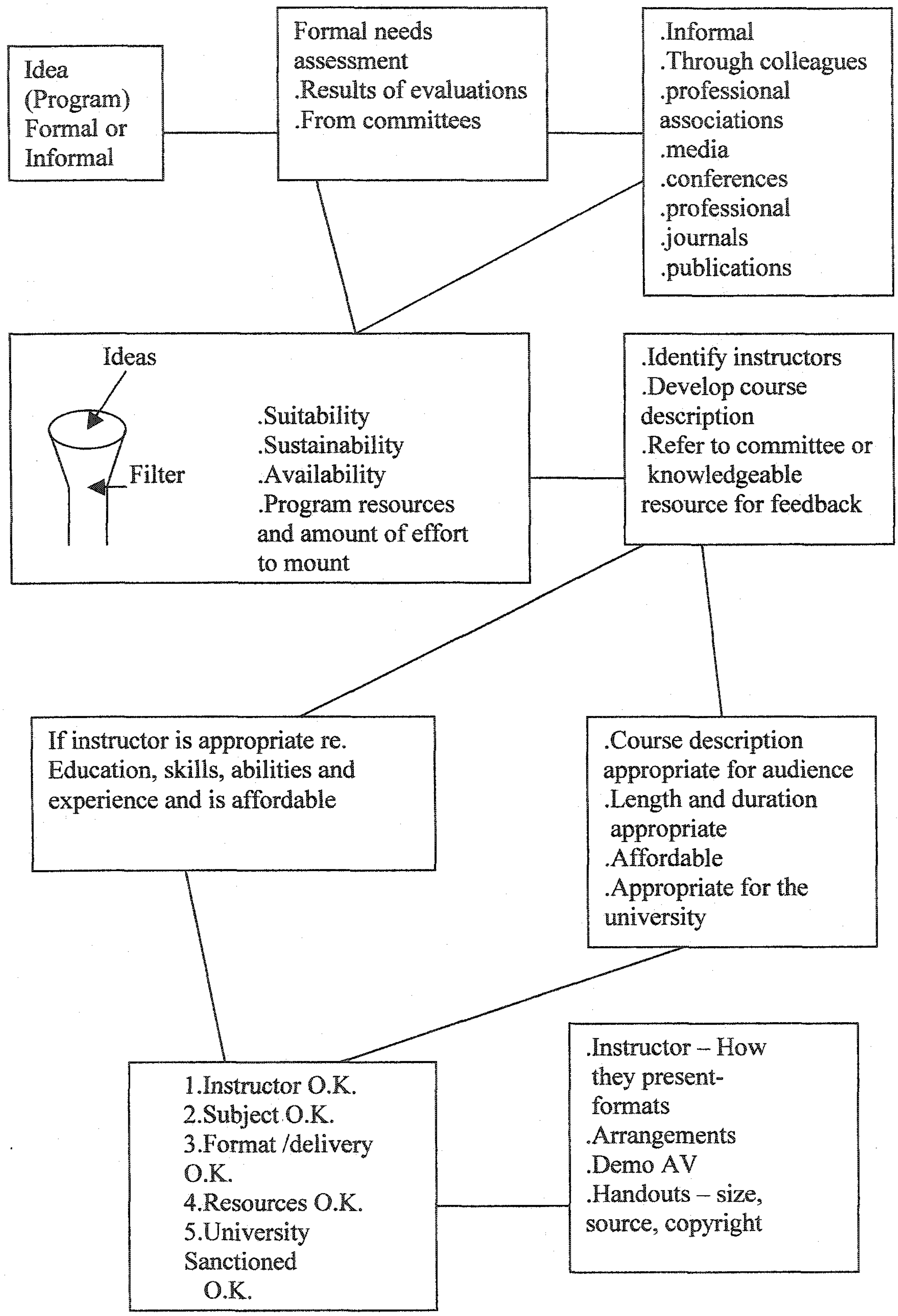
Annotations: Part One - Summary Comments

Taken together, these eighty-four excerpts provide a commentary and breathe life into the Inquirer's Script presented in Chapter Four and the informants' scripts that follow in the second part of this chapter. These excerpts resemble the fragments of knowledge and insight that one carries away from conversations with colleagues and others during the course of professional and /or social interactions. The idea behind scripting is that practitioners use fragments of knowledge and insight to instantiate and/or falsify the scripts they use in various aspects of their professional practice. They also have as another potential source of information, scripts used by other practitioners, should these be available.

Annotations Part Two: Eight Informants' Scripts

As noted earlier, here are the scripts created by the eight practitioners serving as informants for this inquiry. Each script is presented in graphical form followed by a set of contextual notes and observations created by myself.

Script 1

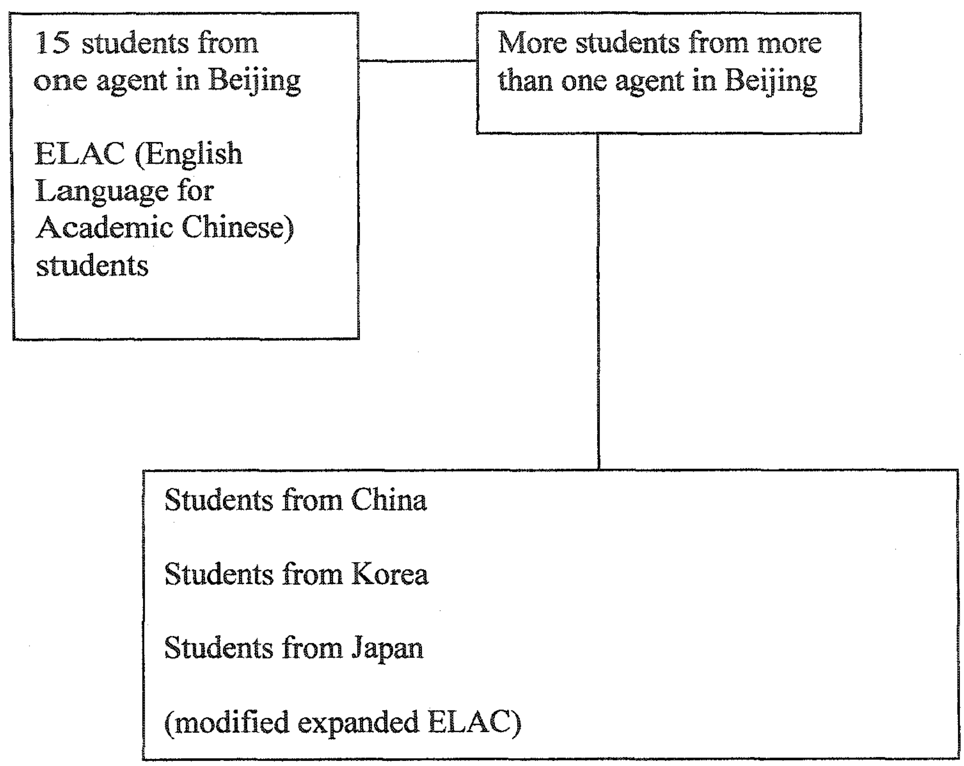

Idea (Program) Formal or Informal
Formal needs assessment
.Results of evaluations
.From committees
.Informal
.Through colleagues
.professional associations
.media
.conferences
.professional
.journals
.publications
Ideas
Filter
.Suitability
.Sustainability
.Availability
.Program resources and amount of effort to mount
.Identify instructors
.Develop course description
.Refer to committee or knowledgeable resource for feedback
If instructor is appropriate re. Education, skills, abilities and experience and is affordable
.Course description appropriate for audience
.Length and duration appropriate
.Affordable
.Appropriate for the university
1.Instructor O.K.
2.Subject O.K.
3.Format /delivery O.K.
4.Resources O.K.
5.University Sanctioned O.K.
.Instructor – How they present-formats
.Arrangements
.Demo AV
.Handouts – size, source, copyright

Script 1 was developed by an informant with extensive experience in developing professional development credit and non-credit programming as well as community education programming. The script begins with idea generation through formal processes such as needs assessments, evaluations and from advisory committees and informal processes involving colleagues, professional associations, media, conferences, professional journals and publications. These ideas are then filtered using criteria that include suitability, sustainability, availability of instructors, program resources and the amount of effort required to mount a program. Following this, instructors are identified, course descriptions are developed and the concept is referred to a person knowledgeable about the topic, or a committee, for feedback. Further assessments are then made as to the appropriateness of the instructor's affordability, education, skills, and abilities as well as assessing if the course as described is appropriate to the audience, if the length and duration is suitable, if the course fee is affordable, and if the topic or course is appropriate for the university to offer. These considerations are depicted as a checklist in the script and if the answers are affirmative, work begins on delivery details.

Observations

This detailed script is richly populated by planning, promise and competition cognitions and provides a detailed path from idea generation to implementation. Distinctions are made between formal and informal sources of ideas, and a checklist reflecting promise and competition cognitions is utilized to screen ideas and to guide the implementation or setup of resulting programs. A particularly interesting feature of this script is the recognition of the issue of the appropriateness or suitability of a program idea for delivery by the institution and the use of third parties such as committees or expert advisors to assist in making those decisions. The same holds true for instructors. These considerations indicate the presence of political and cultural cognitions. Moreover, the script shows the practitioner creating and utilizing structures such as advisory committees in a deliberate way to deal with political and cultural issues. Identity cognitions may also be present in the sense that the informant has a well-developed sense of his or her role in relation to other stakeholders identified in the script. In summary, the script is complex and richly populated with a full spectrum of cognitions.

Script 2


15 students from one agent in Beijing
ELAC (English Language for Academic Chinese) students
More students from more than one agent in Beijing
Students from China
Students from Korea
Students from Japan
(modified expanded ELAC)

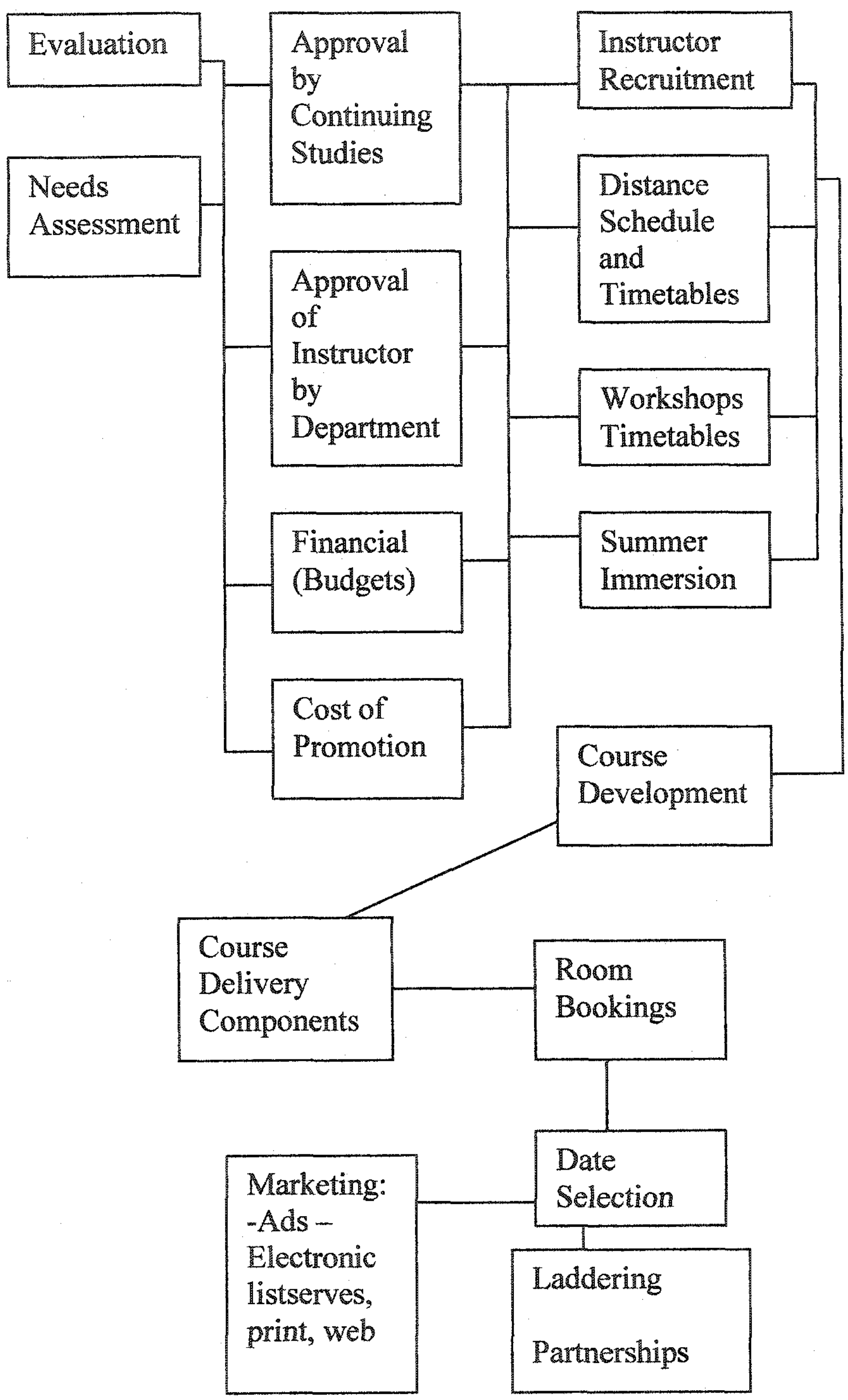
Script 2 provides insights into an aspect of continuing education programming that forms a large and frequently lucrative part of the programming portfolios of many Canadian universities – English as a Second Language (ESL) programs. The script presented here is one in which the informant commences by responding to a request by an agent in Beijing to provide a dedicated program of language instruction for fifteen students (English Language for Academic Chinese students). However, when this single agent is unable to provide the required number of students, the informant seeks to preserve the concept by attempting to invite other agents in China to provide students. The next phase in the evolution of this program idea occurs when the informant observes that potential students from countries where there is high demand for ESL programming such as China, Japan and Korea are frequently unable to obtain places in the regular ESL programs offered by the University of Victoria due to the prevailing practice (for pedagogical reasons) of applying quotas to make sure that these offerings are not dominated by participants from one country. By developing a new program that mixes students from China, Japan and Korea, the informant finds a creative and viable method of accepting these students who would otherwise be unable to access this form of education from the institution.

Observations

The relative simplicity of this script provides useful insights into program development in fields where issues associated with promise and competition cognitions are not major considerations. In the case of this script, the continuing education function at the institution has a clear and relatively unchallenged mandate to offer English as a Second Language programs. Moreover, from an institutional perspective, the inflow of revenues and the enhancement of the visibility of the institution in international educational markets provides a sufficient rationale to legitimize and ensure support for this form of programming. As this form of education is skill-based with no requirement for formal credentialing by the institution, academic oversight and approvals focus primarily on quality control based on established practice in delivering this form of education.

As a consequence, the primary challenge facing practitioners is to adapt to and operate in what is essentially a highly commercialized and lucrative industry involving players from both the public and private sectors all bent on serving the substantial (some would say overwhelming) demand for ESL education from students in Asia, the Middle East, and Europe, as well as Central and South America. One therefore sees practices such as the use of agents to recruit students being incorporated into these scripts and exploration of alternative ways of repackaging what are essentially standardized products to increase enrollments and revenue. Structural, cultural and political cognitions are not prominent in this case.

Script 3


Evaluation
Needs Assessment
Approval by Continuing Studies
Approval of Instructor by Department
Financial (Budgets)
Cost of Promotion
Instructor Recruitment
Distance Schedule and Timetables
Workshops Timetables
Summer Immersion
Course Development
Course Delivery Components
Room Bookings
Date Selection
Marketing: -Ads – Electronic listserves, print, web
Laddering
Partnerships

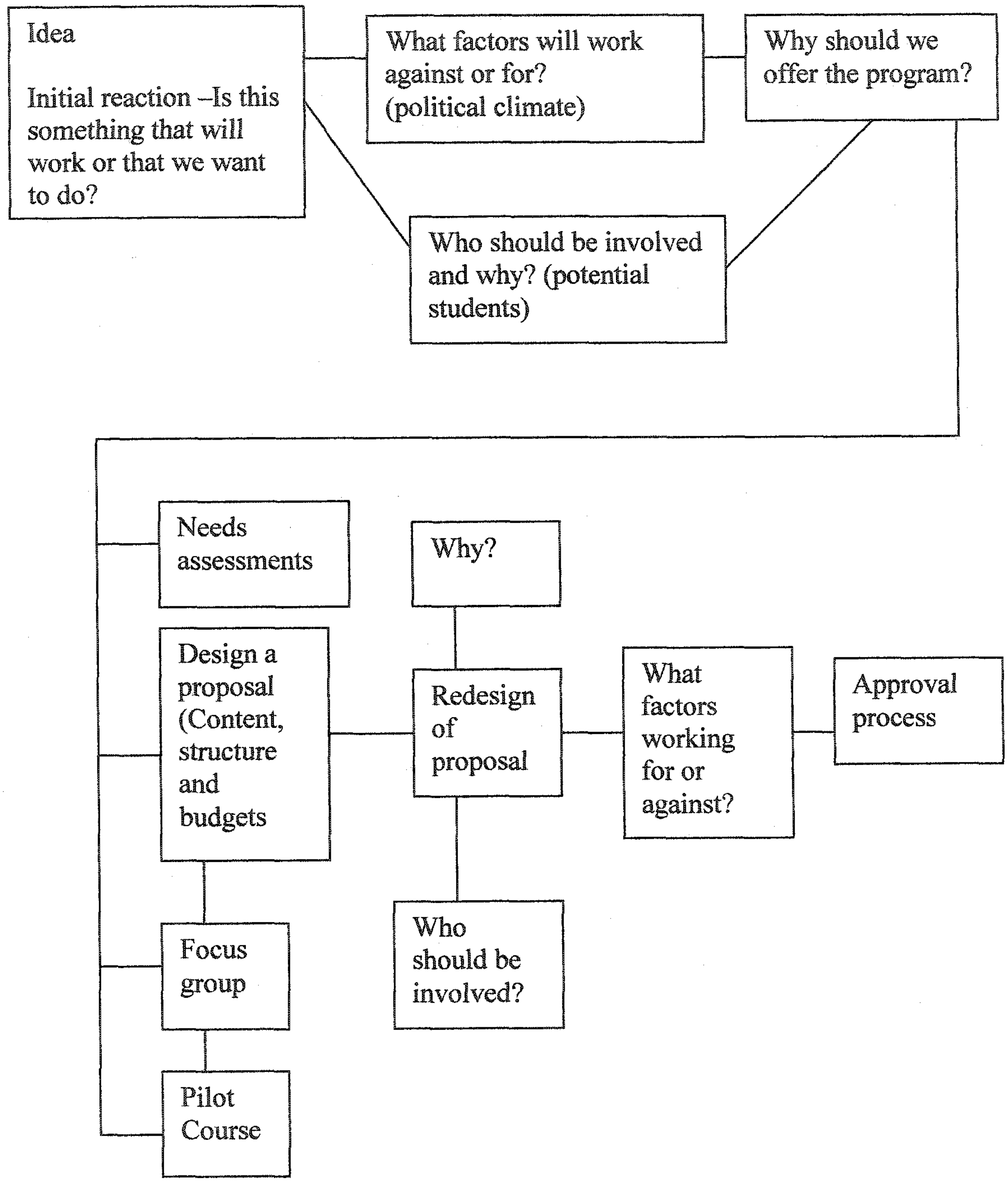
Script 3 was developed within a context of an established professional development certificate program created and delivered by a consortium of three western Canadian universities. Reflecting this context, the informant's script deals with the development of new courses within an established program. It begins by noting that ideas for new courses are derived from information obtained from the evaluation of existing courses as well as unstructured needs analysis carried out primarily through contact with practitioners and professionals associated with the discipline served by the particular certificate program.

These ideas are then screened by two institutional entities – the Division of Continuing Studies that provides the administrative home for the program and the relevant Faculty that exercises academic oversight including approval of instructors and/or course developers. In addition, the practitioner also engages in this screening process, focusing particularly on the financial viability of the proposed new course especially with respect to the anticipated return in relation to the cost of promotion. Moving past this stage, the script involves the recruitment of the instructor(s) and selection of the delivery method or format – in this case the options being distance education, intensive workshop, or summer immersion program. These elements in place, the script moves on to actual course development followed by detailed administrative tasks or course delivery components such as room bookings, date selection, marketing and linkages to marketing and articulation arrangements with the two other universities involved in the certificate program consortium. This last step also incorporates a recent move towards developing new customized courses to serve specific professional development needs of public and private sector organizations – hence the reference to partnerships.

Observations

Created within the context of developing new topics and courses within an established certificate program framework, this script provides insights into the cognitions associated with the ongoing revision and enhancement of established programs. In this script, the planning cognitions are largely prescribed by established procedures while competition cognitions are focused on data derived from current program participants and program offerings. Similarly, the promise cognitions are tied to established oversight and approval procedures, while decision-making focuses on financial viability, cost of promotion and administrative matters. Political and cultural cognitions are not prominent, while structural cognitions guide much of the script.

Script 4

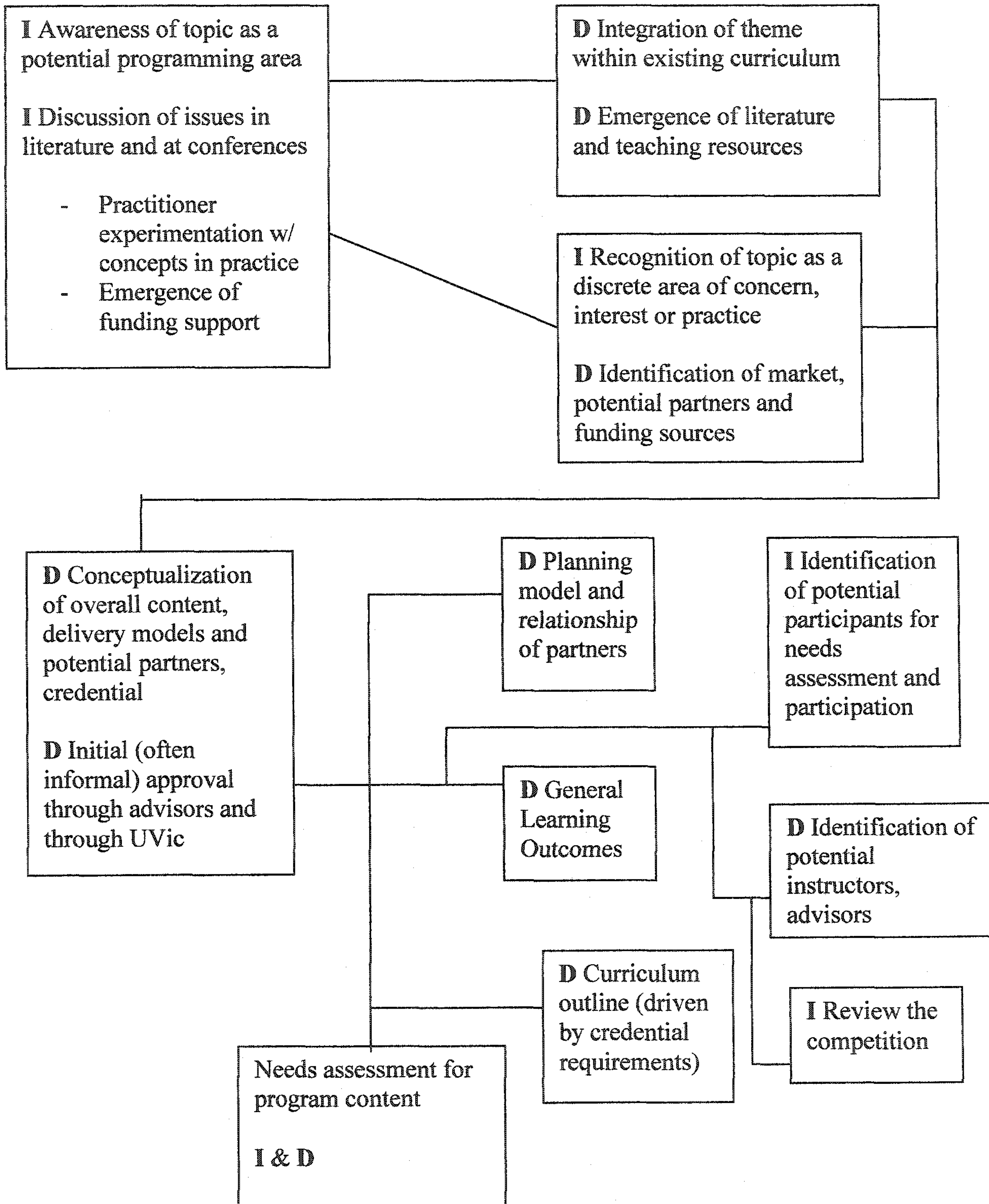

Idea
Initial reaction –Is this something that will work or that we want to do?
What factors will work against or for? (political climate)
Why should we offer the program?
Who should be involved and why? (potential students)
Needs assessments
Why?
Design a proposal (Content, structure and budgets
Redesign of proposal
What factors working for or against?
Approval process
Focus group
Who should be involved?
Pilot Course

Script 4 was developed by an informant with an extensive background in community and environmental continuing education. It begins with an idea being subject to an initial assessment as to its feasibility and where it stands in relation to personal and institutional interests and priorities. An assessment is then made of the factors that will work for and against the idea in relation to the prevailing political climate as well as who are the potential stakeholders for the program concept. These considerations are then taken into account when the question is asked as to whether the program should be offered. Assuming an affirmative response to this question, the idea is then worked into a proposal that describes the content, structure and budgets for the proposed program. This process may involve needs assessment, use of focus groups and pilot course offerings. Following this stage, the program concept is again subjected to an assessment as to whether it should be offered and who should be involved. The proposal is redesigned if necessary. Assessment is also made of the political factors involved before proceeding to the approval stage.

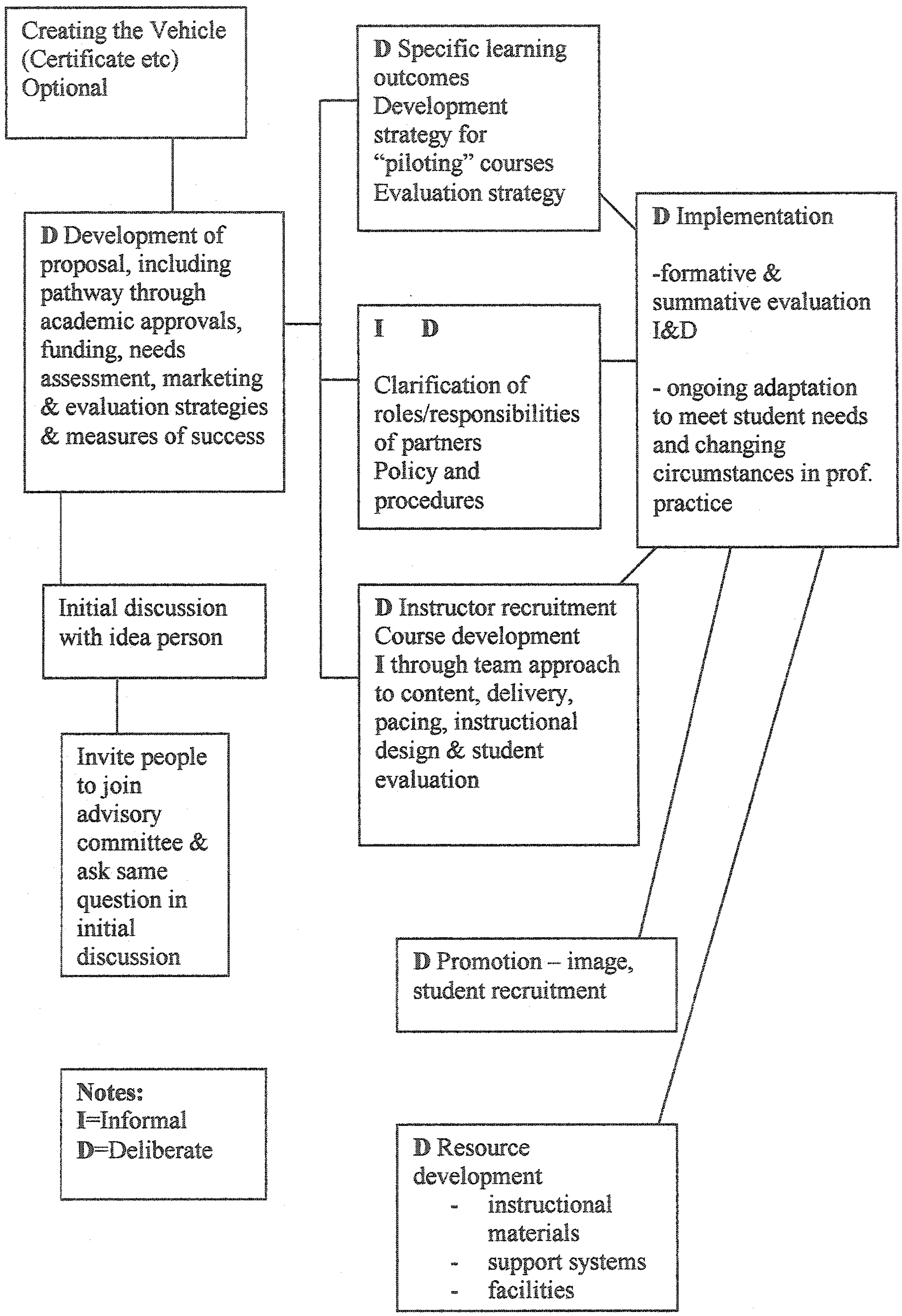
Observations

This script reflects the influence of political, structural, cultural, promise and competition cognitions at several points. The role of the continuing educator (identity cognition) in providing an initial assessment of an idea provides the starting point for the script followed by an assessment of the political climate, potential stakeholders, and the rationale for proceeding with the program. The focus on these considerations reflects the nature of environmental and community education where the continuing educator is often required to harness political forces to place ideas onto the agenda.

Script 5


I Awareness of topic as a potential programming area
I Discussion of issues in literature and at conferences
- Practitioner experimentation w/ concepts in practice
- Emergence of funding support
D Integration of theme within existing curriculum
D Emergence of literature and teaching resources
I Recognition of topic as a discrete area of concern, interest or practice
D Identification of market, potential partners and funding sources
D Conceptualization of overall content, delivery models and potential partners, credential
D Initial (often informal) approval through advisors and through UVic
D Planning model and relationship of partners
I Identification of potential participants for needs assessment and participation
D General Learning Outcomes
D Identification of potential instructors, advisors
D Curriculum outline (driven by credential requirements)
I Review the competition
Needs assessment for program content
I & D

Script 5 contd.



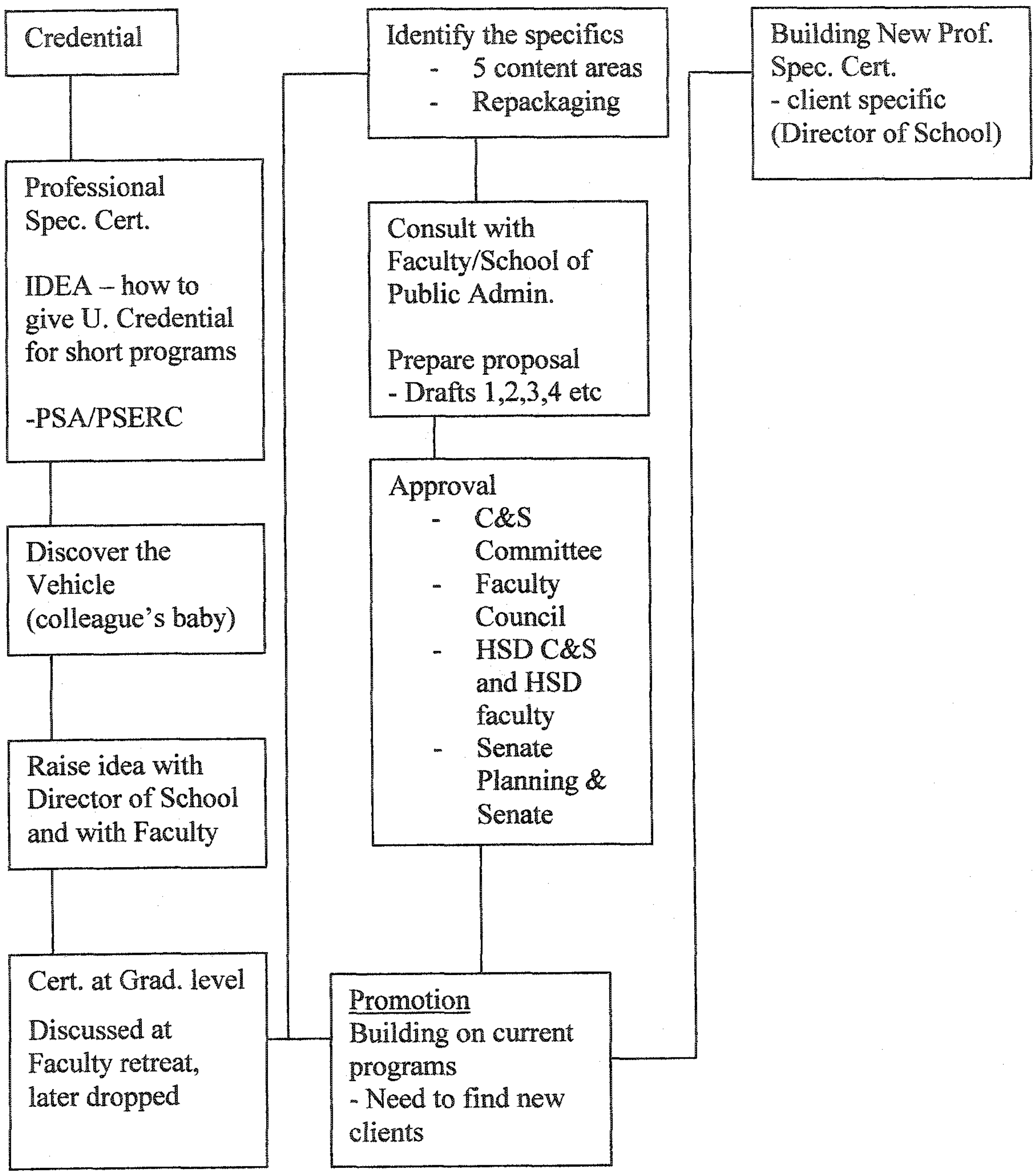
Script 5 was created by an informant with some twenty years of programming experience. The script incorporates and makes distinctions between informal or unstructured activities (denoted by an **I** in the script) and deliberate or structured activities (denoted by a **D** in the script). It begins by identifying ideas through literature reviews, the emergence of new funding sources and /or potential partners, and the recognition of new or discrete areas of practice or concern. These ideas are then refined and conceptualized in terms of program content, delivery models, credentials, and potential partners and are brought forward for initial consideration and approval (often informal) by advisors and the institution. The concept is then taken through more detailed development involving various elements. A planning model is developed to guide the process and to manage stakeholder relationships. General learning outcomes are identified; a curriculum outline is developed based on credential requirements; potential participants are identified for needs assessment purposes as well as actual participation in the program; potential instructors and advisors are identified; and an informal review of the potential competition is carried out. Next, detailed proposal development takes place. This includes planning for the academic approval process, funding, needs assessment, marketing, evaluation strategies and development of measures of success. At this point, advisory committees are created, consultations take place with persons who have ideas that may assist in bringing the concept into being, and vehicles such as a new certificate are created if required. If approved, the script moves on to outline the detailed process of program development. This involves framing specific learning outcomes; developing a strategy for piloting courses and a related evaluation strategy;

clarification of roles and responsibilities of partners and attendant policies and procedures; recruitment of instructors, instructional design and detailed course development through a team based approach; promotion and student recruitment; and development of instructional resources such as instructional materials, support systems and facilities. The script concludes with implementation of the new program followed by evaluations and ongoing adaptation to meet student needs, changing circumstances, and new developments in the field of professional practice.

Observations

This is a detailed script that is rich in terms of planning, promise, and competition cognitions. First, with respect to planning cognitions, the script maps out a detailed path from idea generation to implementation that incorporates a number of specific practices and elements such as the need to assess market potential and funding sources, identify and develop relationships with partners and advisors, assess the competition, recruit participants for needs assessment and program delivery, and to create and manage the process of developing a proposal and taking it through the approval and implementation process (structural cognitions). In this regard, the distinction between informal and deliberate actions suggests a recognition of the dual role (identity cognitions) of the continuing educator in sensing and feeling out opportunities and ideas for program development (the creative, artistic and intuitive side of the equation) and the formal role of putting into place and managing the visible deliberate activities designed to respond to these ideas and opportunities. It also may suggest the presence of political cognitions. In discussions, the informant used the metaphor of a funnel in which ideas coalesce and are progressively filtered through informal and deliberate activities. Second, with respect to promise cognitions, one senses that the informant recognizes and is comfortable with the need to facilitate conversations with stakeholders both within and external to the institution. In this regard, what makes this script particularly interesting is its use of concepts and language (political and cultural cognitions) that one would expect would resonate and foster credibility with both the professional practitioners served by these programs and the academic community within the institution. Discussion of issues in the literature and at conferences, emerging literature and teaching resources, and the recognition of topics as discrete areas of practice provides one with a sense of a deliberate, thoughtful and thorough approach to program development that both the practitioner and the academic can relate to. These sensitivities carry through to the detailed proposal development and implementation phase. Third, with respect to competition cognitions, this informant programs within fields where the ability of participants to pay for the full cost of programs is limited. Accordingly, as is the case in the cultural and conservation sectors, access to external funding through grants, strategic alliances and partnerships is a necessary prerequisite for the development of new initiatives. These considerations inform the content and placement of several elements within the initial stages of the script such as identifying funding support for educational activities that relate to new aspects of practice, and recognizing the potential to develop strategic alliances with partners.

Script 6


Credential
Professional Spec. Cert.
IDEA – how to give U. Credential for short programs
-PSA/PSERC
Discover the Vehicle (colleague's baby)
Raise idea with Director of School and with Faculty
Cert. at Grad. level
Discussed at Faculty retreat, later dropped
Identify the specifics
- 5 content areas
- Repackaging
Consult with Faculty/School of Public Admin.
Prepare proposal
- Drafts 1,2,3,4 etc
Approval
- C&S Committee
- Faculty Council
- HSD C&S and HSD faculty
- Senate Planning & Senate
Promotion
Building on current programs
- Need to find new clients
Building New Prof. Spec. Cert.
- client specific
(Director of School)

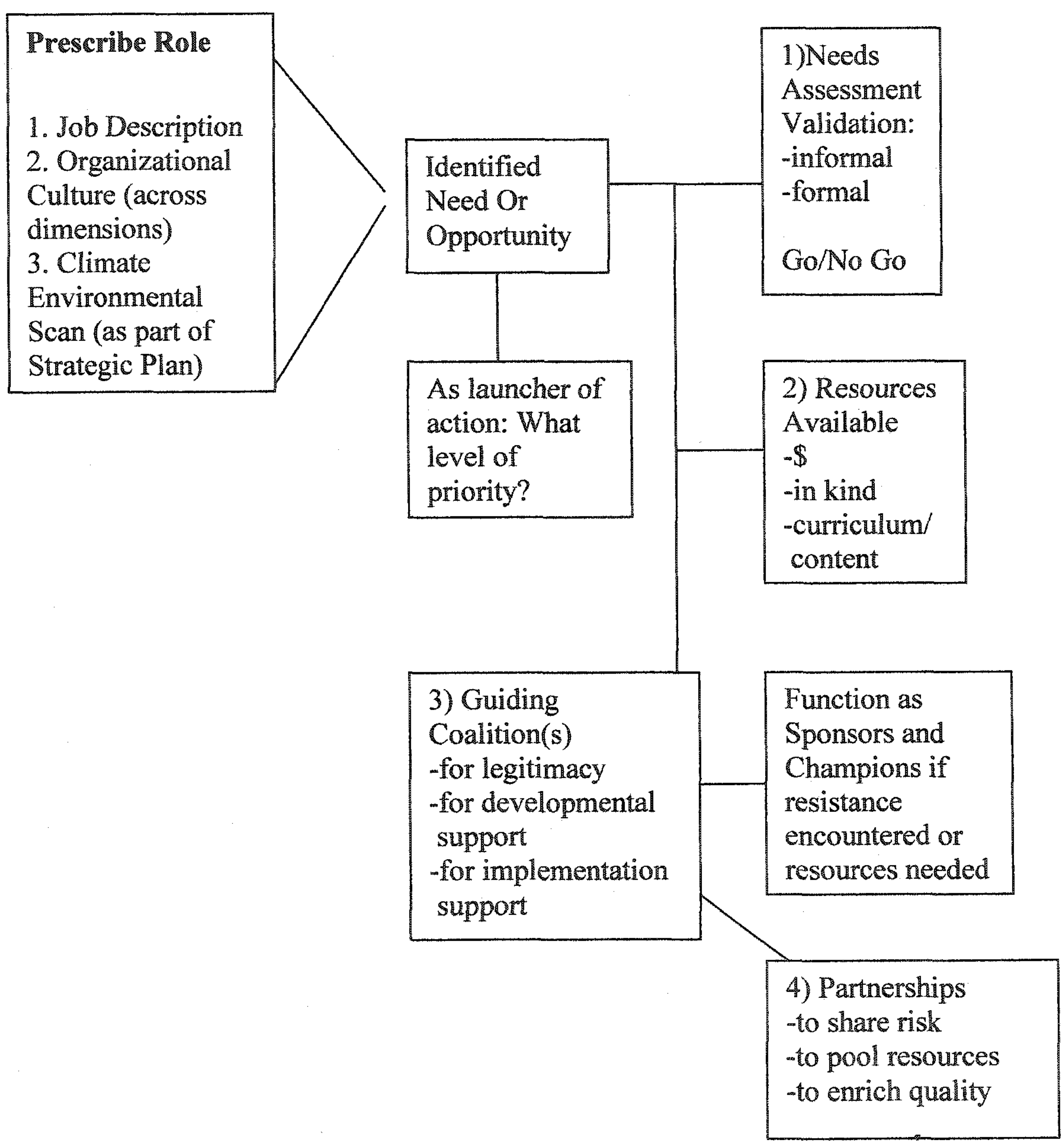
Script 6 was developed by an informant with an extensive background in the development and administration of professional development diploma and certificate programs at the University of Victoria. This particular script reflects the experience of utilizing a new credentialing format (the four-course professional specialization certificate) to service demand from public sector employers and employees for university recognition of short professional development programs. This script begins with the articulation of need (university recognition of short programs) and the discovery of a colleague's pioneering work in obtaining Senate approval for a new short four-course professional specialization certificate format. The script then identifies discussions with key stakeholders including the Director of the School in which this continuing function is lodged and the faculty of the school (The idea of an advanced graduate certificate program is raised, but discarded). The script then takes a novel twist in that rather than create new professional specialization certificates one at a time, five content areas are identified and an omnibus proposal is developed to advance five new certificate programs simultaneously, each based on repackaging existing undergraduate courses being delivered in existing conventional eight-course certificate programs and twelve-course diploma programs. The script then incorporates consultation with the School and Faculty followed by various stages of an approval process involving School, Faculty and Senate committees. Following approval, the next stages are promotion to attract new clients and also further development of the professional specialization certificate format to create client specific programs for public sector organizations.

Observations

This script is strongly influenced by competition cognitions as it focuses on utilizing a new credentialing format that permits the informant to respond to demands from the marketplace. By way of background, a growing trend in continuing professional education is the reduction in the length of time required for participants to complete programs leading to credentials offered by post-secondary institutions. As an example, twelve-to-eighteen month programs have replaced traditional twenty-month Master of Business Administration (MBA) programs in a growing number of North American institutions. This reflects a desire on the part of mid-career learners to obtain professional skills in shorter, more manageable installments. This trend has carried over to university level certificate and diploma programs where traditional eight and twelve semester-length course formats for certificate and diploma programs are being displaced by shorter four and six semester-length formats. Moreover, given the importance of certification in contemporary professional practice, many learners are not interested in individual short courses on professional topics unless these courses can be bundled into and count towards the completion of a professional certificate or diploma. Consequently, institutions that are able to respond to these trends are able to make inroads into these professional markets while those that resist these trends face competitive challenges.

This script documents the process of utilizing the new University of Victoria four-course Professional Specialization Certificate format. The script is also interesting in that it gives insights onto the nature of promise cognitions when the continuing education function is embedded within a school, department and /or faculty. In this case, the continuing educator can rely on and utilize existing leadership structures, committee systems and approval pathways without having to negotiate or create new relationships with stakeholders in order to advance new program development proposals. In other words, the practitioner works inside rather than outside an established set of relationships that in turn implies a shared set of cultural, political and structural cognitions. Another interesting feature of this script is the planning cognition (and political cognition) that in institutions of higher learning, the most time-consuming and resource intensive part of program development is the process of obtaining approval to offer a new credential. The script incorporates the novel idea of creating an omnibus proposal for a set of new professional specialization certificates rather than separate proposals that would each have to be shepherded through the approval process independently.

Script 7 Framework for practice



Script 7 contd.

Project Management

- securing resources
- identifying team
- laying out tasks and roles
- establishing timelines and deliverables
- blue prints and developmental contract
- accountability checks within the timeline

Pilot delivery

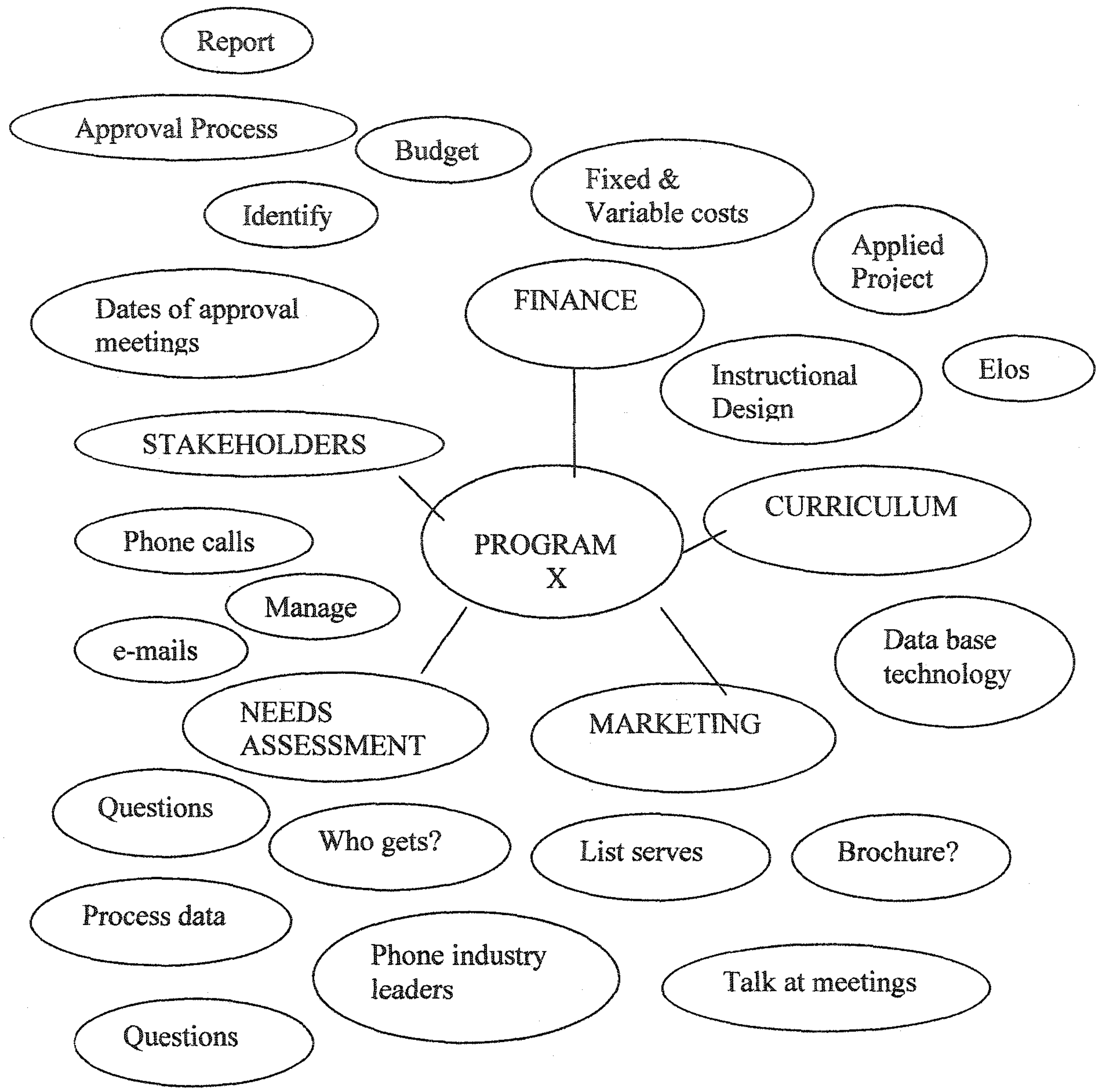
- feedback mechanism
- revisions, redevelopment if necessary

Script 7 was created by a practitioner with 15 years of experience in developing and delivering professional education programs in the child and youth care fields. Described as a framework for practice, the informant's script is anchored by the practitioner's job description and the organizational culture and climate in which he or she must operate. Identified needs or opportunities are first assigned priority by the practitioner. This is followed by informal or formal needs assessment, determination of resource availability and identification of guiding coalitions to provide legitimacy as well as support for development and implementation. In addition, where possible, partnerships are sought to share risk, pool resources and to enhance quality. From this, the framework moves on to incorporate the project management tasks needed to develop the required program and/or courses along with pilot delivery to provide feedback for revisions and redevelopment if necessary.

Observations

An interesting aspect of this script is that the informant begins by explicitly framing the script within the context of the informant's job description, and the climate and organizational culture within which he or she operates. These cultural, structural and identity cognitions provide the starting point from which the informant proceeds to identify needs and opportunities. Another feature of the planning cognitions associated with this script is the role of the individual continuing educator in assessing and assigning levels of priority to these needs or opportunities. Distinctions are also made in the planning cognitions between the formative phases of program development (involving idea generation, need assessment, resource development, and development of partnerships and political support) and the project management phase of program implementation. Promise cognitions are prominently featured through the incorporation of elements involving the formation of guiding coalitions for purposes of establishing legitimacy and support, and seeking partnerships to spread risk and to pool resources. Competition cognitions are evident through the use of informal and formal needs analysis as well as assessments as to the availability of resources.

Script 8


Report
Approval Process
Budget
Fixed &
Variable costs
Identify
Applied
Project
Dates of approval
meetings
FINANCE
Instructional
Design
Elos
STAKEHOLDERS
PROGRAM
X
CURRICULUM
Phone calls
Manage
e-mails
Data base
technology
NEEDS
ASSESSMENT
MARKETING
Questions
Who gets?
List serves
Brochure?
Process data
Phone industry
leaders
Talk at meetings
Questions

Script 8 was developed by an informant with an extensive background in professional development programming in computer and technology related fields. Perhaps reflecting this perspective, the script is depicted as a web or network that links the various dimensions of program development together. In this script, the program forms the hub and around it are the various elements such as stakeholders, financial arrangements, curriculum issues, needs assessment, and marketing. These elements in turn involve actions, interaction with entities, outputs, and schedules. The whole process is seen as an organic, non-linear interactive one.

Observations

Reflecting the professional background and training of its creator (identity cognitions), this script is constructed in the form of an interconnected network of elements. In doing so, it echoes the observation by many informants in this study that the process of creating continuing education programs in university settings is an interactive recursive process. Accordingly, while program development is a process that moves forward over time, the caution is that one should recognize that while linear representations are useful in capturing the general content and organization of scripts, what often takes place in practice is not a smooth progression from one stage to the next. Accordingly, this script is helpful in that it shows the practitioner working to sort out simultaneously the various pieces of the puzzle associated with creating a given program.

Annotations Part Two: Analysis and Discussion

The analysis and discussion that follow are guided by the conceptual framework established in Chapters Two and Three. This conceptual framework is based on three components. The first is that venture creation can be viewed as a script driven process and that the Master Venture Script described on page 19 of Chapter Two contains a series of subscripts that reflect the way entrepreneurs go about creating new ventures. The second component is based on the notion that these scripts are populated with cognitions that the venture creator needs to have in order to bring about the transactions required for the project. These scripts and their related transaction cognitions embody the knowledge and the norms, standards and sequences of action necessary to enable the transactions called for in the venture to take place.

To refresh the reader's memory, the Basic Transaction Model (Figure 3, Chapter Two, page 25) proposes that there are three sets of transaction cognitions that Mitchell refers to as **competition cognitions** (defined as mental models that can create sustainable competitive advantage), **promise cognitions** (defined as mental models that help in promoting trustworthiness in economic relationships with stakeholders) and **planning cognitions** (defined as mental models that assist in developing analytical structures to solve previously unstructured problems).

In the case of scripts for the creation of continuing education programs in a university setting, four additional sets of transaction cognitions are proposed in Figure 7 (Chapter Three, page 45)

These additional scripts are: **identity cognitions** (defined as mental models that the continuing educator uses to locate his or her practice in relation to a personal sense of self and role); **political cognitions** (defined as mental models that assist the continuing educator in understanding and managing power relations with others); **structural cognitions** (defined as mental models that help the continuing educator understand and work within institutional systems); and **cultural cognitions** (defined as mental models that assist the continuing educator in recognizing and working with the beliefs, value systems and symbols associated with the setting in which she or he practices). Each of the components of the conceptual framework will be discussed in turn in relation to the eight scripts presented in this chapter.

To begin, it is clear from the material contributed by the informants that continuing educators have scripts for the creation of continuing education programs. In each instance, informants were able to create at short notice, a graphical representation of the ways in which they went about the process of creating programs. This is particularly significant in that the notion of scripting was not discussed with them prior to their creating or constructing their storyboards. Moreover, none of the informants were familiar with the Master Venture Script or its related literature and were only introduced to these concepts and the model at the conclusion of the interview.

Second, when one reviews the storyboards constructed by the informants, one can find clues that most if not all of the subscripts proposed in the Master Venture Script are present in many of the scripts contributed by the informants. A summary is presented in Table 1.

Table 1.

	Script 1	**Script 2**	**Script 3**	**Script 4**
New Venture SUBSCRIPT				
Goal Initiators	(Interview)	(Interview)	(Interview)	(Interview)
Goals	(Interview)	(Interview)	(Interview)	(Interview)
Searching	Idea	Idea/ Alternatives	Evaluations/ Needs Assess.	Idea Initial Reaction
Screening	Formal/ Informal Assessment Expert review Criteria	Norms of Practice	Approval by Internal Bodies, Financial viability	Initial Reaction /Questions Needs assessment Focus Group 2nd Review
Planning/ Financing	Criteria/ Checklist	Financial viability	Financial viability	Proposal development Budget
Set Up	Criteria/ Checklist	Program design	Detailed activities	Structure Content Pilot
Ongoing Orchestration	------	--------	Detailed activities	--------

	Script 5	Script 6	Script 7	Script 8
New Venture SUBSCRIPT				
Goal Initiators	Literature Practitioners Funding	Credential Clients	Role	(Interview)
Goals	(Interview)	Meet demand	Identified need	(Interview)
Searching	Formal/ Informal	Discover vehicle	Need/ opportunity	Needs assessment (Interview)
Screening	Integration Stakeholders Teaching Resources Literature Advisors Market Funding Needs assessment	Consult with faculty Approval bodies	Personal priority Coalitions Needs assessment Resources Risk	Approval process Budget
Planning/ Financing	Planning model Partners	Omnibus proposal develop.	Coalitions Partners	Budget Design
Set Up	Curriculum Identification of players Vehicle Detailed develop.	Promotion Repack-aging	Project management	Curriculum Instruct. design
Ongoing Orchestration	Implement. details	Marketing	Revisions Feedback	Marketing

Notes: (interview) refers to oral comments made during storyboard construction.

With few exceptions, one can find in either the storyboard or in related transcript material, evidence that the organization and content of the scripts used by informants contained what has been referred to in this inquiry as goal initiators, goals and searching, screening, planning/financing, set up, and ongoing orchestration subscripts.

The valuable feature of these scripts is that they demonstrate how practitioners incorporate and actually operationalize the general pattern of activities suggested in the program planning literature, i.e. a sequence of activities that include: analyzing the planning context and the client system, assessing needs, developing program objectives, formulating instructional plans, formulating administrative plans, and designing a program evaluation plan (Sork and Caffarella 1989). These scripts also incorporate the political, structural, and cultural dimensions suggested in models by Kowalski (1989) and Caffarella (2002) where the practitioner is required to develop an appreciation for the philosophy and mission of the organization as well as the restrictions that need to be overcome, and then create the structures needed to organize and coordinate stakeholder involvement. However, it is interesting to note that in many instances, practitioners eschew formal needs analysis in favor of information gathered through informal activities such as the literature, networks, and their own judgment.

The following table (Table 2) presents a summary of the transaction cognitions associated with the eight scripts presented in this chapter.

Table 2.

	Script							
	1	2	3	4	5	6	7	8
TRANSACTION COGNITIONS								
Identity	?	?	X	X	X	X	X	X
Competition	X	X	X	X	X	X	X	X
Promise	X	X	X	X	X	X	X	X
Planning	X	X	X	X	X	X	X	X
Political	X	?	?	X	X	X	X	X
Structural	X	?	?	X	X	X	X	X
Cultural	X	?	?	X	X	X	X	?
Complexity Level	C	S	S	C	C	C	C	C

Legend: X indicates presence of clues in storyboard

? indicates insufficient information

C indicates a complex script that resembles Figure 7.

S indicates a simple script that resembles Figure 3.

As suggested in Figure 7. on page 40, most of the scripts constructed by the eight informants incorporated a full range of transaction cognitions, demonstrating the complex nature of their practice within a university setting where multiple stakeholders, agendas and interests require that the practitioner employ not only the promise, competition, and planning cognitions required to facilitate transactions between learners and the programs and services that they offer, but as well, the political, structural, and cultural cognitions necessary to enable those transactions to take place in a university setting.

Instantiation and Falsification of the Inquirer's Script

Turning now to the instantiation and/or falsification of the Inquirer's Script, here is a summary of the common features as well as several differences between the Inquirer's Script and those constructed by the eight informants.

Script 1 (page 140) shares a number of common features with the Inquirer's Script. The use of multiple sources of data for the identification of program concepts and the use of similar criteria to assess the feasibility of these concepts are elements that are shared with the Inquirer's Script. So is the use of resource persons and advisory committees. An important and potentially useful embellishment for the Inquirer's Script is the use of professional journals and publications as sources for program ideas. In this regard, the Inquirer's Script focuses primarily on data obtained through interactions with others and does not explicitly recognize other forms of input.

Script 2 (page 143) meets the Inquirer's script at the point where relationship building leads to the identification of programming opportunities. As this script deals with the extension of an established programming concept, the focus is largely on program design and structuring to meet the needs of a specific audience. An interesting feature of this script is that it involves a particular form of partnership with private sector agents to identify and animate the program development process.

Script 3 (page 147) focuses on the redevelopment and extension of an established program. By doing so, it addresses and fleshes out the details involved in the development and delivery stages of the Inquirer's Script. This script and the previous script are particularly useful in providing insights into how one can use scripting to drill deeper into the details embedded in higher level scripts.

Script 4 (page 149) shares a number of common elements with the Inquirer's Script, such as the assessment of political and other factors working for and against a concept, the relevance of the concept to the purpose of the continuing education function and the institution, proposal development based on content, structure and budgets, and consideration of who should be involved in this activity. Where this script suggests possible future enhancements to the Inquirer's Script is the use of focus groups and pilot courses as a strategy for testing or vetting program concepts.

Script 5 (page 151) contains and confirms most if not all of the elements found in the Inquirer's Script. However, the interesting feature of this script is that it grounded in what appears to be a well-defined discipline or body of knowledge. Accordingly, rather than providing a generalized approach to seeking out and conceptualizing possibilities for program development in the manner suggested by the Inquirer's Script, this script provides a thorough and detailed view of how this practitioner goes about advancing program development opportunities within a defined professional discipline, relying on the literature, developments in practice, and the availability of funding to identify and anchor the program development agenda. As such, it provides useful insights for practitioners working in similar contexts.

Script 6 (page 156) links to the Inquirer's Script at the point where structural modifications by the institution (in this case, the establishment of a new type of professional specialization certificate) makes it feasible to design programs that meet previously identified needs. In doing so, many of the elements in this script correspond with those in the Inquirer's Script. However, this script is also instructive in the way it portrays the program development process in circumstances where the continuing educator is working within an established academic department and does not have to rely (as is the case with the Inquirer's Script) on special arrangements such as advisory groups and the strategic use of political relationships to advance program development agendas.

Script 7 (page 160) again shares many of the elements in the Inquirer's Script, particularly with reference to the framing of the practitioner's role as the point of departure for the script. Reference is also made to strategic planning and the prioritization of needs and program development opportunities in relation to the agenda of the practitioner. A more detailed treatment is also provided on the development of supportive relationships and the use of partnerships. In doing so, this script contributes the notion of creating "guiding coalitions" as a way of organizing and mobilizing support, and the use of partnerships as a means of creating resources, improving quality, and sharing risk.

Script 8 (page 164) does not contradict the Inquirer's Script as it contains a number of similar elements. However, Script 8 usefully points out that the process of creating programs is not a linear one and that the practitioner is simultaneously juggling a number of interrelated elements and activities.

Also, when one compares the Inquirer's Script with the Master Venture Creation Script (Figure 2, page 23), one sees a number of similarities[14]. Embedded in the Inquirer's Script are components that relate to goal initiators (Motivators), goals (Perception of Responsibilities), search subscripts (Identification of Opportunities), screening subscripts (Feasibility Assessment), planning and financing subscripts (Strategy Development), setup subscripts (Design and Structure), and start-up and

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[14] For the purposes of simplicity, elements in the Inquirer's Script are shown in brackets next to the corresponding elements in the Master Venture Creation Script .

ongoing orchestration (Organization of Development and Delivery), (Evaluation, Redevelopment and Extension).

Transaction cognitions are also represented. Competition cognitions underlie the identification of opportunities, the assessment of the feasibility of implementing concepts, and the design and structure of programs. Promise cognitions are incorporated, particularly with respect to relationship building and the development of partnerships. Planning cognitions are woven throughout the piece particularly with respect to the creation of a vision, mapping out of strategies and game plans and the organization of the various elements.

Annotations: Summary Comments

Taken together, the evidence presented in this chapter suggests that the Inquirer's Script and the scripts of the eight informants contain many similarities and do not contradict one another. When one reads these scripts, one can see patterns that complement and reinforce each other. In a similar manner, one can integrate cognitions contained in the interview excerpts and models drawn from the literature into the Inquirer's Script and the scripts of the eight informants. Where differences do exist, these differences serve to extend the Inquirer's Script or provide insights into practice in specialized contexts.

Chapter 6. An Annotated Script: Conclusions and Reflections

> "It is kind of a messy thing."
>
> Informant

> "At the end, just before the final picture takes place, you can't help but being bombarded with all of this. It is quantum learning."
>
> Informant

As stated in the opening chapter of this dissertation, the purpose of this inquiry was to assess the robustness and applicability of scripting as a method of examining the content and organization of the knowledge structures (scripts) employed by continuing educators in creating continuing education programs in a university setting.

Chapters Four and Five of this dissertation confirm that scripting can be used to describe the knowledge structures continuing educators possess and employ and that these scripts reveal the richness, complexity, and diversity of those knowledge structures. This finding is particularly significant given that, with the exception of the inquirer, none of these informants were familiar with the notion of scripting, and none were exposed to any of the models and theoretical underpinnings of this inquiry before they had completed constructing their scripts and finished discussing their approach to creating continuing education programs at the University of Victoria.

This suggests that there is a good possibility that one would find that other continuing educators would possess and employ knowledge structures that one could describe via the use scripting. Accordingly, one could suggest with a reasonable degree of confidence that scripting provides a viable approach to investigating the content and organization of these knowledge structures.

The scripts employed by practitioners as they go about creating continuing education programs in a university setting were found to contain competition, promise, planning, political, structural, and identity cognitions. These scripts also contained sub-scripts that relate to goal-initiators, goals, searching, screening, planning/financing, set-up, and ongoing orchestration. These scripts (as shown in Table 2, page 172) contain most if not all of the subscripts predicted by the entrepreneurial literature and the models presented in the program planning literature. More that this, however, they also show the ways that practitioners' knowledge structures accommodate the contextual factors and contingencies with which they are constantly faced. This overcomes the difficulty of understanding what practitioners actually do within the "swamp" (Ibid. Schön). Scripts vary in complexity not so much according to the program goal as according to the complexity of the contextual contingencies related to the goal. As well, one is left with the sense that scripts evolve over time in response to new information, experiences, and circumstances.

In theoretical terms, the finding of this study confirm that scripts are rich and robust enough to permit description of knowledge structures and contain cognitions that allow practitioners to respond to contingencies as they arise. Scripting provides a valuable tool for furthering our understanding of knowledge in use in complex fields of practice. Future studies could employ scripting as it was used in this study to test theoretical models such as the Master Venture Script, the Transaction Model for the Creation of Continuing Education Programs in a University Setting, and program planning models such as those found in the adult and continuing education literature. Such tests would answer the question, are these models accurate descriptions of what continuing educators do? Since scripting provides us with a way of accessing the collective knowledge of seasoned practitioners, we now have a way of cumulatively documenting aspects of professional practice that may otherwise remain hidden or unrecorded. This means that scripting provides the researcher as well as the practitioner with an opportunity to develop theoretical constructs based on knowledge in use. Alternatively, the content and organization of continuing educator's scripts could be studied. By involving a large number of practitioners across Canada and beyond, generalizations could be made about how continuing educators practice their craft. Another avenue for further research is to use scripting as a tool for examining specific subscripts and their related transaction cognitions in greater detail. Examples of such subscripts would include needs analysis, curriculum development, and managing stakeholders.

In this regard, scripting has great potential value not only for the individual researcher but also for practitioners. The ease with which practitioners were able to create representations of their knowledge structures using storyboards and narrative means that scripting provides a tool that both researchers and practitioners can use for inquiries into the content and organization of the knowledge structures that continuing educators employ when creating continuing education programs in institutions of higher learning. The act of creating a script and a narrative based on practice and then reflecting on this material in relation to the scripts and cognitions of others and theoretical models in the literature is a powerful exercise. To begin with, recording and organizing what one tends to leave as an untidy recollection of events, facts, ideas, impressions, personalities, habits, practices, theories, and emotions into some sort of narrative is an instructive personal exercise. Using a framework such as a script to channel this narrative in relation to some goal-directed aspect of practice such as the creation of continuing education programs, gives it (the narrative) a sense of coherence and purpose. Knowing that the narrative may be made public compels one to examine it from the perspective of other readers. Engaging in conversations about this aspect of practice with others permits one to recognize, confirm, augment, and/or challenge one's cognitions. One also learns about the scripts of others and how they think about their practice. Recording the results of these conversations and analyzing this information consolidates one's learning and expertise.

Scripting in a sense resembles a form of journaling involving reflecting on one's own practice and experiences and then extracting from this narrative the patterns created by one's cognitions and actions. If conducted in private, this process may be a productive exercise in and of itself by providing the practitioner with an opportunity for reflection as described by Schön (1987, p.22) and others. However, if practitioners (as is the case in this inquiry) are prepared to subject their scripts to public processes of instantiation and falsification, then their scripts become tools that other practitioners and researchers may use to learn more about this form of "knowledge in use". While it must be acknowledged that a script destined to become a public document is likely to contain less detail than a private and closely held one, nevertheless, scripts of this type still provide insights that would otherwise remain hidden. Moreover, the processes of instantiation and falsification provide a degree of independent confirmation to a method that relies on personal reflection and narrative to create scripts and reveal the transaction cognitions that underpin them.

A final and potentially intriguing option is to explore the effects of collaborative learning on script development. Such a study would enhance our understanding of how scripts employed by practitioners evolve and develop in response to new information and learning.

For me, the conclusive proof of the value of scripting came from my recollections of a conversation with a senior administrator at the University of Victoria. We were sitting beside each other at a committee meeting where the topic on the floor was program development. I recall this individual leaning over to me and whispering, "How do you guys go about developing programs?" It was such a deceptively simple question. I remember casting my eyes about the room and fumbling for an answer. I had a sense of how my colleagues and I went about creating programs, but had no idea of how I would go about accessing and conveying this knowledge. After all, program development, as one of my informants mentioned, is kind of a messy thing where the practitioner has to take into account so many different unpredictable and continuously changing considerations. To my relief, another agenda item came up, and we moved on before I was obliged to respond. But I know now that after carrying out this inquiry that if the question ever came up again, I would have tools for finding answers.

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APPENDICES

Appendix A.

UNIVERSITY OF VICTORIA POLICY MANUAL	GUIDELINES AND PROCEDURES FOR THE ESTABLISHMENT OF DIPLOMA AND CERTIFICATE PROGRAMS AT THE UNIVERSITY

Number	2400
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1. Criteria for the Establishment of Diploma and Certificate Programs

1.1 A program should be initiated only if the subject matter is such that the University appears to be the most appropriate body to offer the instruction.

1.2 The program must have a clearly defined educational objective and rationale.

1.3 The program must have a defined clientele.

1.4 There should be strict adherence to academic standards in the courses offered. Admission requirements should be compatible with this requirement.

2. Administration

2.1 For each diploma or certificate program, there should be a Program Steering Committee. The majority of the members of the Committee should be appointed by the academic departments most closely involved with the program. As programs are being created, a student will be appointed to the Committee by the Chair. The student will be selected from a list of students provided by members of the Committee and the UVSS and GSS, and will exhibit, as much as possible, the characteristics of the anticipated student group. Once students are enrolled, they shall elect one of their number to serve on the Committee.

2.2 The primary functions of the Program Steering Committee shall be to:

a. recommend course instructors and approve program admissions.

b. monitor the program on an on-going basis and recommend changes regarding curriculum and administrative procedures.

2.3 The application of work completed in a certificate or diploma program toward the requirements for a regular undergraduate degree shall be governed by the academic regulations of the University and the specific requirements of the degree program concerned.

3. Standards of Achievement

3.1 The course offered in a program should be at the usual academic standard of the department or school concerned and be evaluated at that standard.

4. Types of Programs

4.1 Diploma

4.1.1 A Diploma program should normally consist of regular under-graduate university credit courses.

4.1.2 The program of study should be equivalent to one full year or more of university study (15 to 18 units).

4.1.3 A first university degree or the equivalent should be prerequisite. Mature applicants who are particularly qualified by appropriate experience should also be admissible.

4.2 Certificate

4.2.1 A Certificate program may consist of regular undergraduate university credit courses, specially prepared nondegree courses at an equivalent level, or a combination thereof.

4.2.2 The study program should consist of a minimum of 280 hours of equivalent classroom instruction.

4.2.3 The minimum admission requirements should be secondary school graduation. Mature applicants may also be considered on the basis of appropriate experience.

4.3 Professional Specialization Certificate

4.3.1 A Professional Specialization Certificate may consist of regular undergraduate University credit courses and/or specially prepared non-degree courses approved by the relevant curriculum committee in the sponsoring Faculty.

4.3.2 The study program should consist of a minimum of 140

hours of equivalent classroom instruction.

4.3.3 The minimum admission requirements should consist of an undergraduate degree, no less than two years' work-related experience, and approval by the Faculty Coordinator/program Steering Committee.

5. Program Approval Procedures

5.1 When the need for a program of this type is identified, it should first be discussed with the Chairs, Directors, and Deans of those Departments, Schools, and Faculties potentially concerned.

5.2 An opinion regarding the appropriateness of the potential program should be sought from the Senate Committee on Planning and, if the program is to involve Continuing Studies, from the Senate Committee on Continuing Studies, prior to the preparation of a detailed proposal. The Senate Committee on Planning shall approve the membership of the Program Steering Committee.

5.3 The preparation of the program proposal will occur under the direction of the Departments and/or Schools involved and according to the established guidelines.

5.4 The usual procedures for approval of new programs will apply regarding adjudication of the proposal. These involve, in sequence, consideration by the Faculty Curriculum Committee (when appropriate), the Senate Committee on Planning, the Senate, and the Board of Governors.