

THE WISCONSIN IDEA

"The Legend and the Legacy"
and
"Today and Tomorrow"

Occasional Paper No. 9

April 1981

PREFACE

On March 28, 1981, a colloquium titled "The Wisconsin Idea" was held on the University of Wisconsin campus as a tribute to Professor Carlisle P. Runge on the occasion of his retirement.

Papers presented by Professor Runge's colleagues at the colloquium are to be published subsequently by the Center for the Study of Public Policy and Administration. Speakers and topics included the following:

"The Emergence of the Wisconsin Idea" -- Professor Emeritus
Vernon Carstensen, University of Washington

"The Legend and the Legacy" -- Professor James Donoghue, Department
of Governmental Affairs, University of Wisconsin-Extension;
Professor Gerard Rohlich, University of Texas

"The Wisconsin Idea Today" -- Professor Matthew Holden, Department
of Political Science, University of Wisconsin; Professor
Edwin Young, Department of Economics, University of Wisconsin;
State Representative Tom Loftus, and Professor Richard
Rasmussen, Department of Education, University of Wisconsin-
La Crosse

Senator Gaylord Nelson, Chairman of the Wilderness Society
presented the luncheon address and Governor Lee Sherman Dreyfus
and Professor Leon Epstein, Department of Political Science,
University of Wisconsin spoke on the contributions of Professor
Runge.

Because of the substantial interest within the University of Wisconsin-
Extension community, the two documents in this occasional paper are being
made available in advance of the complete transactions.

Professor VandeBerg's paper was presented under the rubric of "The Legend
and the Legacy," while our paper places the "Wisconsin Idea" within a contem-
porary context.

Stephen M. Born, Professor
Urban & Regional Planning
University of Wisconsin-Madison
and
University of Wisconsin-Extension

Harold C. Jordahl, Jr., Professor
Urban & Regional Planning
University of Wisconsin-Madison
and
University of Wisconsin-Extension

June 10, 1981

THE "WISCONSIN IDEA"

The Legend and the Legacy

by

Gale L. VandeBerg

State Director
Wisconsin Cooperative Extension Service

and

Assistant Chancellor
University of Wisconsin-Extension

April 1981

The Legend and the Legacy

It is an honor to represent my colleagues at this recognition of the affinity of a man to an "Idea." An "Idea" that became a guiding policy for what has developed as, not only one of the great learning centers of the world, but a University with a love affair with her people and with the greatest outreach or extension thrust in the land! This relationship is paraphrased in the simple title of a 1968 Extension report -- "A People and a Spirit."

Carlisle Runge is one of a few University of Wisconsin leaders who, over the decades, has had a unique sense of the responsibilities of a public university to the public -- to the people and their concerns and needs -- to the feedback from the people to the University -- and to the modes and modules for these things to continuously take place. It was this philosophy which led to the development of partnerships and linkages of the Cooperative Extension Service in agriculture and home economics, in natural and community resource development, in the 4-H youth program (now with nearly 100,000 youth each year in University-related developmental learning experiences), and with the people.

The land-grant tripartite functions of research, resident instruction, and extension evolved at the turn of this century in Wisconsin. Unlike many states, these functions were integrated within each campus department and the extension function was given high focus from the beginning. That threefold partnership has resulted in superior service to Wisconsin citizens and to the development of one of the nation's premier land-grant institutions.

The "Wisconsin Idea" permeated into early developing legislation and resulted in numerous unique partnerships with Wisconsinites in the spirit of a people's university.

Wisconsin Statute 59.87, which enabled county boards to cooperate with the University through designated agriculture and extension education committees,

developed a system unique to Wisconsin. It is a system of extensive joint decision-making between the people in every county with the University. It is a system that has led to extensive planning and leadership responsibility by local citizens for educational programs, and unusual participation in community and public decision issues. It is a system that epitomizes the "Wisconsin Idea." Even though we are not a large state in either geography or population, Wisconsin counties currently rank third in the nation in dollar support for Extension programs. County board extension committees formed the nation's most effective citizen support organization. They are active in state and national concerns relating to rural America, its natural resources, and educational resources.

Through early leadership of county agents, the "Wisconsin Idea" brought forth a unique soil and water conservation system. Wisconsin became the 18th state whose entire land area was organized into soil conservation districts. This organization was preceded by work on gully control structures, land reclamation, and terracing in the 1920s by A.R. Aeasman, an Extension soils specialist and engineer. It was promoted by University President Charles R. Van Hise, noted geologist and conservationist, and naturalist, Aldo Leopold.

Chapter 92 of the 1937 Statutes, with University help, established the State Soil Conservation Committee (later called the State Board of Soil and Water Conservation). Again, this legislation was unique to the "Wisconsin Idea." The Committee was attached to the University. The state Cooperative Extension director was designated as a member of the Committee, and Extension provided staff services. At the same time, another unique development took place; each of the 72 counties was designated as a Soil and Water Conservation District. The state statutes provided that the district's supervisors were to be the same committee which governed county extension operations.

Due to Extension's active involvement in land use planning, Wisconsin was the first state in the country to adopt rural land use plans and zoning ordinances, starting in the late 1930s. Extension continues to work with local citizens to modernize land use plans and regulations. This Extension assistance includes work with local governments on shoreland and floodplain zoning ordinances, agricultural zoning under the Farmland Preservation Program, advice and help to communities with solid waste management plans and non-point pollution issues, and work with locally-formed inland lake districts.

Cooperative Extension's success is involvement of the people to insure 1) citizen involvement from inception in planning processes, 2) that alternative solutions are developed to community problems, 3) that issues are debated through the community political process, and 4) that once decisions are made, the public is informed through an ongoing educational process.

Another Extension linkage is faculty working closely with legislators, the executive office, and state agencies on land use planning and resource management. Faculty may advise on legislation and cooperate with state and local agencies assigned the responsibility for its administration. Wisconsin's shoreland management is an example of this extensive involvement in the resource management field.

Wisconsin's shoreland management program ranks among the pioneering efforts nationally in innovative legal and institutional changes in natural resource management. It was reported in the 1971 publication, "The Quiet Revolution in Land Use Controls," published by the U.S. Council on Environmental Quality.

That involvement began with Herman Smith, Vilas County Extension resource agent and chairman of the subcommittee who drafted the bill. Others who participated were Professor Jacob Beuscher, U.W. Law School, and Extension Specialists Raymond Penn and Douglas Yanggen, U.W. Agricultural Economics Department.

Extension and the Department of Natural Resources (DNR) prepared and jointly published a shoreland protection manual to help counties meet the requirements of the law. The materials were distributed and discussed at meetings throughout the state. County Extension agents played the lead role in assisting local officials; most counties did not have a zoning administrator in earlier years. Today all Wisconsin counties have appointed a zoning administrator, a planning and zoning committee, and a board of adjustment.

Lake management was another innovation. I like to refer to rural Wisconsin, with its lakes, forests, streams and natural resource attractions, as the aspirin for urban community residents. Wisconsin's lake management program originated with the Inland Lake Renewal and Demonstration Project, a joint venture between Extension and DNR.

After six years of demonstration and investigation, the project determined practical means for lake management and protection. State legislation necessary to carry out such a program was drafted. Project staff -- Extension specialists Stephen Born, Lowell Klessig, and Douglas Yanggen -- assisted in drafting Chapter 13 of the Wisconsin Statutes, adopted in 1973. The law provides for the creation of special purpose local units of government for assistance and lake management in those districts. Lake resource management specialists and county extension resource agents provide assistance to lake property owners and public officials in creating and operating lake districts. Over 115 lake districts have been formed, and numerous lake protection and rehabilitation studies and projects are underway.

A still more recent innovation is farmland preservation. A proposal to preserve agricultural land and provide tax relief to Wisconsin farmers became law in July 1977. The Legislature called upon Extension specialists -- Richard Barrows of the U.W. Agricultural Economics Department, in particular -- to address tax relief for farmers and preservation of agricultural lands.

When the law was adopted, Barrows served as acting director of the Farmland Preservation Program in the Wisconsin Department of Agriculture, Trade and Consumer Protection. He helped initiate the program in its critical early stages. Barrows and other Extension specialists worked with state agencies to provide explanations of the law, model forms and contracts, guides for agricultural preservation plans, and sample exclusive agricultural zoning provisions. County Extension agents provided the lead in assisting farmers and local governments at meetings held throughout the state. By January 31, 1981, approximately 3,000,000 acres of farmland were protected by farmland preservation agreements or agricultural zoning. Fifty-nine counties were preparing or had adopted agricultural preservation plans, and 27 counties were preparing or had adopted exclusive agricultural zoning.

The profound policy embodied in the "Wisconsin Idea" permeates all Extension programs. It literally finds its way into every rural home, many urban homes, into the operations of farms and firms, the transportation, distribution, and merchandizing systems -- to the quality of life in the state. Those who travel here, and those who relocate here from other states, exclaim about and admire the greenery, forests, and lakes, the quality of schools and public services, the inter-agency relations, and the University relationship to the people, state, and county government. These features are not accidents! They are the living evidence of the "Wisconsin Idea" in action over the decades.

Unfortunately, those of us in Madison -- in bureaucracies at the University, in the state executive and legislative offices -- tend to get caught up in the daily routine and to lose a sense of perspective. Thus, this forum provides an opportunity to step back and put the importance of these institutional partnerships with the people into a simple context of responsibilities to and with the people. I can best illustrate the impact with a personal example -- one which occurs today, only with variations.

I was first exposed to a University professor in 1930 as a ten-year-old kid. We lived on a small farm in Clark County in what was then considered a remote area, 170 miles from a university. I joined a 4-H calf club. My volunteer 4-H leader/farmer asked each of us -- 15 youngsters -- to read and master a dairy bulletin written by a professor. He told us about the University and its College of Agriculture. He acquainted us with the county agent and home economist who, he said, were University professors.

It was a professor from the College of Agriculture who taught my father how to use dynamite which he used extensively in clearing our farm and the neighbor's farm. We kids thought the professor was quite a guy! We particularly liked his name -- they called him "Pyrotol Pete." Years later, I came to know him as Professor Walter Rowlands.

My father, like others in his day, dropped out of school to work when he was in 7th grade. He nevertheless obtained an education from the University. But, he obtained that education throughout his life from professors located at the county seat, and from travelling professors with names like "Soybean Briggs" and "Alfalfa Graber" from the University campus. He had access to their writings as well. The "Wisconsin Idea" impacts the lives of people for life-long learning and leadership development in every corner of every community. It will continue that training as long as the concept is kept alive and nourished by the faculty, administrators, and public officials.

This role of research and extension to the public is threatened from time to time. It is especially threatened in financial stress periods as experienced in recent years. We cannot accept the posture taken increasingly by public decision-makers that has become too prevalent; it goes like this: "There is a limit in the tax dollars that can be raised; we have many mandated programs tied to aid programs and social programs; nationally, the defense expenditure must be greatly increased; we need to subsidize social security systems because we can't tax people more for that..."

My friends and colleagues, if we -- Wisconsin and America -- succumb to that rationale, we are doomed to future stagnation and mediocrity! Research and education are what lifted life in America way above the level of the older nations of the world. History clearly shows that no country, industry, agriculture, or people can develop and continue to progress without a major commitment to research and its practical application -- education. It is that which brought productivity, efficiency, hope, and improved quality of life to the people on the land. That efficiency made it possible for large numbers of people to engage in pursuits other than agriculture, and thus led to a society of variety, abundance, and affluence.

The government can help put food in people's stomachs, invest funds in their private enterprises, and regulate necessary public and private operations, but none of these make a great people or a great country. The only lasting influence to help people improve their lot is a combination of sound, practical ideas and understanding put to use. As Abraham Lincoln said, "You cannot help men permanently by doing for them what they could and should do for themselves."

I close these remarks with a sense of deep appreciation for leaders like Carlisle Runge. His style and refinement remind me of FDR as he would sit relaxed with a group, tilt his long cigarette up at a sharp angle, say the right things at the right times, ask the right questions of the right people for the right situation, and then sort of lay back and let the right people go at it.

The "Wisconsin Idea," like motherhood, is universally accepted as good! But few possess both the art and the skills to be a "good" mother! It is appropriate that we recognize one today who has embraced both the art and the skill essential to the "Idea."

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Today and Tomorrow

by

Stephen M. Born
and
Harold C. Jordahl, Jr.

Department of Urban and Regional Planning
University of Wisconsin-Madison
University of Wisconsin-Extension

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THE WISCONSIN IDEA -- TODAY AND TOMORROW¹

Introduction

Wisconsin's social, economic, political, and intellectual development over the past three-quarters of a century is intimately associated with the growth and influence of the University of Wisconsin. In many respects, the chronicle of the University over this period reflects the history of the state. The University has played a significant role in providing ideas and expertise to the state. The University's research and education activities have made a valuable contribution to the governmental process. The "Wisconsin Idea" had its roots in the educational philosophy of President John Bascom and his immediate successors -- Chamberlain, Adams, and Van Hise. It was put to work through the intellectual support and actions of a chain of Wisconsin governors and political leaders including Robert La Follette, Francis McGovern, Gaylord Nelson, and Warren Knowles. By the practice and public service of innumerable U.W. faculty over the years, the "Wisconsin Idea" is one of our proudest traditions.

The "Idea" -- that the boundaries of the University are the boundaries of the state, that the University should be a vital force in advancing the well-being of all residents, and that there exist a close cooperative relationship between government in Wisconsin and its public university -- is recognized and extolled nationwide. It is as much a part of the aura of our state as cheese

¹In the preparation of this paper, we have drawn extensively and freely from Born, Stephen M. and Kent S. Butler, 1979, State of Wisconsin: State Science, Engineering, and Technology Project Final Report; Office of Governmental Studies, Center for Study of Public Policy and Administration, University of Wisconsin-Madison, 22 pp. and appendices. In addition, we have incorporated the advice and counsel of many of our colleagues within the University of Wisconsin System who are practitioners of the "Wisconsin Idea."

and beer, northern lakes and forests, and clean, progressive government. This legacy is well-documented in the literature² as well as in the organizational reality and functioning of the University and government in Wisconsin. The nature of the "Wisconsin Idea" today can only be understood and appreciated in the context of this decades-long history.

Although universities, especially land grant institutions, have a history of participation in the affairs of state government, Wisconsin has developed a special, and in many ways, unique tradition. The relationship that often exists

²Literature describing the "Wisconsin Idea" through the years is rich and varied; among the many useful publications are the following:

Penniman, Clara, 1977, "Seventy-five Years of State Government Collaboration;" presentation at conference, "University-State Government Linkages," State University of New York at Albany, Feb. 4-5, 1977, 19 pp. (mimeo).

Curti, Merle and Vernon Carstensen, 1949, The University of Wisconsin: A History, 1848-1925; University of Wisconsin Press, Madison.

Grogan, Paul J., 1974, "The Wisconsin Idea: A Living Legend;" Wisconsin Academy Review, v. XXI, pp. 21-24.

Bogue, Allan G. and Robert Taylor (editors), 1975, The University of Wisconsin, University of Wisconsin Press, Madison.

Nesbit, Robert C., 1973, Wisconsin - A History; University of Wisconsin Press, Madison.

La Follette, Robert M., La Follette's Autobiography, Des Moines: Homestead Printing Company, 1911.

Lehmann, Richard A., Pam Wiley, and George Hall, Historical Perspectives II, Madison, UWEX, Department of Governmental Affairs, 1977.

McMurray, Howard J., Some Influences of the University of Wisconsin on the State Government of Wisconsin. Madison: U.W. Doctoral Thesis, 1940.

Penniman, Clara, Science and State Government in Wisconsin. Chapel Hill: The Institute for Research in Social Sciences, 1959.

Vance, Maurice M., Charles Richard Van Hise. Madison: State Historical Society of Wisconsin, 1960.

Wedemeyer, Charles A., "University Extension -- A Lively Mechanism for the 'Wisconsin Idea,'" in A Resourceful University: the University of Wisconsin in its 125th Year. Madison: University of Wisconsin Press, 1975.

The Jubilee of the University of Wisconsin, 1904. Commencement Proceedings for the University of Wisconsin, published by Jubilee Committee, Madison.

between state governments and their public educational institutions can be characterized as one of co-existence, at best, and in some cases even adversarial. Frustration, confusion, and unmet expectations too commonly describe the interaction between governors, legislators, and agency administrators and state universities and their faculty.³ Although there have been periods when relationships between the University and state officials have not been smooth, Wisconsin runs counter to the trend in many states, where there is no tradition of effective university-government cooperation.

So enduring a tradition could readily be taken for granted and relegated to history books. A few years ago, a well-known Wisconsin journalist, the late John Wyngaard, wrote a column suggesting that the "Wisconsin Idea" had been weakened in recent times. Shortly thereafter, having been supplied with substantial information to the contrary by "friends at the University," Wyngaard wrote a retraction to his own column. He acknowledged that while perhaps less visible and less highly publicized today, the "Wisconsin Idea" continued to thrive.

The tradition is more vital today than generally realized, but it is masked by the increased size and complexity of both the University and government, which make the many cooperative efforts less visible. The challenges are as great as before -- energy, public health, medical care, the economy, inflation, new technologies, chemical pollution, telecommunications, consumer product reliability. The partnership of government and the University addressing these and other critical problems under the durable banner of the "Wisconsin Idea" can be a potent force for dealing with Wisconsin's problems.

³For example, see: Henry, Nicholas, 1976, "State Agencies and Academia;" State Government, Spring 1976, pp. 99-104; and

Worthley, John A., and Jeffrey Apfel, 1978, "University to State Government;" Journal of Higher Education, v. 49, pp. 608-19.

The paper is not intended to be an inclusive document describing all facets of the "Wisconsin Idea." Rather, it should be placed within the context of the other papers presented during the colloquium. In addition, we place emphasis on the role of the University vis a vis state government in the policy process and do not describe in any detail the critical role University of Wisconsin-Extension agents play in the delivery of educational programs dealing with state policies at the local level. Professor VandeBerg's paper describes this process. Suffice at this point to note that many aspects of state policy would be barren without education and implementation at the local level.

In the remainder of this paper, we wish to briefly describe the "Wisconsin Idea" as a "system" and particularly what makes the "Idea" work. Selected examples will illustrate the current and emerging arrangements that give life to the legend. Finally, we address some future barriers, which, if not resolved, will lessen the potential of this important part of our Wisconsin heritage.

The Wisconsin Idea as a "System"

Universities in Wisconsin are not highly structured organizations. Faculty governance is well-established, and faculty are statutorily charged with educational policy. In this comparatively unstructured environment, faculty tend to be strong individualists.

Given this decentralized and eclectic set of attributes, we may be overreaching in suggesting a simple model to describe the functioning of the "Wisconsin Idea." Nevertheless, because we think there is value in systematically describing the workings of the tradition, we have conceptualized the "Wisconsin Idea" "system" as a network comprised of a structure and a process. The structure is made up of nodes of users and suppliers of knowledge. These nodes are related by means of formal and informal communications processes.

A brief discussion of the structure follows; we then turn to the process component of the "system."

Users

The user nodes in the "system" are represented by government at all levels, and also include citizens or organized groups. Our focus here is on government. And in spite of significant public service contributions by University of Wisconsin faculty at the national level as well as local, emphasis here is primarily on state government. Thus, the user-community is composed of executive branch officials (elected and administrative), legislative bodies and members, and judiciary branch members. In Wisconsin today, there are a large number of citizens serving on town boards, village and city councils, and county boards. They, along with mayors, regional planning commissioners, local agency administrators, state legislators and legislative committees, the Governor and executive staff, state agency heads, and members of the judiciary -- have all benefited from University faculty expertise. Substantive concerns of these users are as varied as the problems Wisconsin faces. A few recent examples include:

- designing and assessing the impacts of metallic mining taxation schemes
- assessing the adequacy of medical care services and facilities for the elderly
- applying economic analytical tools to understand the effects of a suburban shopping complex on a city's central business district
- providing environmental and health information in one of the largest pollution abatement cases ever litigated in the United States
- assisting local governments with the design and implementation of plans and regulations for protecting shorelands, floodplains, and agricultural lands
- assessing environmental and related consequences of completing the biggest U.S. Corps of Engineers flood control project in the state
- designing population projection methods which serve as the basis for the distribution of state financial aids

- revising the state civil service system
- evaluating ways to preserve farmland

These examples suggest the character of the diverse needs for information and analytical expertise required by the users.

Suppliers

At an earlier time, the University enjoyed a near-monopoly as a source of research findings and applied knowledge to the array of users. This condition resulted from several factors: the proximity of the University in Madison to the capitol; the wide scope of expertise at U.W.-Madison and its central place in higher education in the state; and the limited availability of other institutions to governmental policy-makers. This situation has changed dramatically over the years.

Legislative staffs, legislative service agencies, and some legislators themselves now have substantial analytical capacity. Scientific and technical expertise in state executive agencies has increased enormously (e.g., about 2/3 of the Department of Natural Resources staff are trained in technical disciplines). In state agencies much of this expanded capability is attributable to federal funding for the conduct of federal programs administered by state government. Specialized consulting firms represent still another source of expertise. Industrial corporations and laboratories, engineering firms, professional and trade associations, public interest groups, and lobbies constitute yet other important sources of expertise to government. And today, there are a large number of educational institutions willing to make their expertise available to governments.

In spite of the fact that there are more "suppliers," University faculty still play a major role in assisting Wisconsin state government. There are several reasons for this. The University is the repository for a wide range of

highly sophisticated and specialized expertise; and state-of-the-art research knowledge in theoretical and applied disciplines is needed to successfully address many of today's problems. This capable pool of experts is accessible and often willing to bring its research findings and knowledge to bear on problems. Moreover, public service is more than a tradition for faculty -- it is a responsibility. University of Wisconsin System personnel rules require that faculty be evaluated for "teaching, research, and professional and public service contribution..." Additionally, the user community recognizes the significant public investment in the University System and believes that some of the benefits of that investment, in the form of problem-solving, should accrue to the state. Thus, the "Wisconsin Idea" continues to flourish on the supply side of the "system."

The faculty member is the basic resource on the supply side. By participating in the affairs of government, the faculty member brings specialized intellectual resources to help solve problems. Such efforts generally strengthen that person's teaching and research capacity. Faculty in the University System are housed within traditional academic departments. In that sense, the University directory is a roadmap to sources of expertise. Faculty are also associated with special units, centers, laboratories, institutes, projects, programs, etc., which transcend the traditional departmental structure. Selected examples include the U.W.-Madison's Limnology Laboratory, Engineering Experiment Station, McCardle Laboratory and Cancer Institute, Institute for Environmental Studies, Energy Research Center, University-Industry Research Program; Agricultural Experiment Farms, and the Bureau of Business Outreach. Other examples are U.W.-Extension's Department of Governmental Affairs, Recreation Resources Center, and Survey Research Laboratory.

There are certain information "knowledge brokers" within the University System who warrant special mention. Deans of Colleges such as Agriculture and

and Engineering, or the Dean of the Graduate School, for example, are often the most effective contacts for users seeking help with a problem. Some special arrangements, such as the Office of Governmental Studies and University-Industry Research at U.W.-Madison, have been established to facilitate this function. Also, there are certain administrators and faculty members on campuses throughout the state who devote considerable time to the task of linking appropriate expertise in their institutions to requests from government.

Linkage Mechanisms

There are a variety of mechanisms by which the "Wisconsin Idea" "system" works, i.e., by which expertise and information on the supply side of the network are linked to users. Such linkages can be described as 1) consultative, 2) education and research, and 3) special mission or service arrangements.

Consultative Approaches. Consultative approaches for accessing expertise are clearly the mechanisms most universally employed among users and suppliers within the "Wisconsin Idea" "system." In most successful cases, communications between governmental users and consultative resources have been predicated on mutual trust and a clear understanding of their respective roles.⁴ The expert has credibility, specialized knowledge and analytical capability -- and the policy or decision-making body has the privilege of discretion in selecting and using relevant information. Consultative approaches vary from ad hoc and short-term to formal arrangements, active over a period of years. There is enormous variability in the degree of formality associated with consultative activities. The principal types include a) technical or policy advisory bodies, b) contracts for outside services, c) faculty assignments to administrative positions in government, and d) informal voluntary communications.

⁴See Benveniste, Guy, 1972, The Politics of Expertise, (2nd ed.); Glendessary Press, Inc.; Berkeley, California, for a thoroughly insightful discussion of the role of technical experts in service to political decision-makers.

Perhaps the most versatile mechanism for entering specialized expertise into governmental decision and policy-making is the appointment of experts to technical or policy advisory bodies -- councils, boards, task forces, inter-agency committees, legislative body committees, local commissions, etc. They may be ad hoc or relatively permanent. Some are established by governmental administrators to oversee specific short-term agency functions, while others are mandated by law to periodically advise the government on technical or policy implications of programs. Membership on these bodies is a key factor in their value and effectiveness. University participation usually involves well-known faculty experts. University "knowledge brokers," with ready access to a variety of faculty expertise, also have played important roles. Occasionally, experts having polarized viewpoints on a subject or issue are appointed to the same body in order to elicit key points of contention, or to neutralize each other. A recent example of this situation was Governor Dreyfus' Energy Task Force,⁵ where nuclear energy advocates and skeptics from the University interacted in making recommendations for state action.

In fact, faculty participation in the myriad advisory bodies is more the norm in our state than the exception. Some recent examples include gubernatorial task forces to study and make recommendations with regard to tax reform, energy policy, land use, health care, local government; state legislative committees on mining, nursing homes, and hazardous wastes; numerous state agency advisory bodies for specific programs and subject areas (one recent count, for example, indicated that the Department of Agriculture, Trade and Consumer Protection had 18, Natural Resources had 40, and Industry, Labor and Human Relations had more than 40 such advisory panels.⁶ The Pesticide Advisory Council is a good example. The council, a permanent body composed of University

⁵Governor's Task Force on Wisconsin Energy Policy, 1981, Report to the Governor; State of Wisconsin, Madison.

⁶Born and Butler, op. cit.

faculty, state agencies and industry representatives, provides scientific counsel on request, or on its own initiative. Other examples include faculty assistance to, or membership on local and regional planning commissions and special task forces -- such as the City of Madison's Plan Commission or the recent "Goals for Milwaukee" initiative.

A second important consultative mechanism involves contracting for services. Governmental agencies make extensive use of universities, to augment their internal capabilities with short-term technical studies and applied research. Faculty consult under personal service contracts, or via state agency contracts with university units (institute, college, program, etc.). Typically, such faculty involvements relate to broad problems with significant policy dimensions or programmatic concerns. Recent examples include contracts with the U.W.-Madison's Colleges of Agriculture and Life Sciences and Engineering by the Department of Health and Social Services (HSS) for research on small-scale waste management technologies and their land use implications; HSS-sponsored research with the Department of Urban and Regional Planning (U.W.-Madison) on methods of assessing social services needs; and short-term contracts by several agencies with the Survey Research Laboratory (U.W.-Extension) for the production of scientifically-designed surveys.

Another consultative approach involves the appointment of faculty to governmental administrative and policy positions. In Wisconsin, this transfer is particularly true with regard to state government, where this professional "relocation" of expertise is not only a clear and long-standing example of the consultative role of the University, but indeed is a highly tangible demonstration of the "Wisconsin Idea." Recent faculty appointments reveal the great flexibility and willingness of faculty to respond to state needs and bring their expertise and talents into the public arena. Within the past decade, faculty and University administrators have served as secretaries of the Departments of

Revenue; Health and Social Services; Transportation; Agriculture, Trade and Consumer Protection; and Administration; Public Service Commissioners; Chair and/or member of the policy boards of the Department of Natural Resources and Department of Agriculture, Trade and Consumer Protection; Heads of the Office of State Planning and Energy, the Office of Emergency Energy Assistance and successor agencies; Division of Health; member of the Housing Finance Authority; and Director of the Bureau of Local Fiscal Information and Analysis, Department of Revenue. In some cases, faculty take partial leaves of absence to serve in government and follow-up on research interests. For example, a political scientist served as executive secretary to a legislative committee on employment relations and civil service reform, and an agricultural economist served as the first director of the state's farmland preservation program.

Special mention should be made of programs administered by the Office of Governmental Studies in the Center for Public Policy and Administration (U.W.-Madison). Sponsored originally by grants from the Ford and Brittingham Foundations, and more recently by the National Science Foundation, a highly innovative consultative arrangement has been developed which permits state agencies to secure the services of faculty and post-doctoral students to address high priority, state-identified subjects. The program links state agency needs with University expertise as identified by joint advisory committees. In the first years of the program, 13 placements were made.

Another type of personnel transfer from the University to government takes place through a variety of internships, some paid and some unpaid. Many University departments and schools have worked out arrangements for students to gain experience by direct participation. Internships have involved state agencies, the legislature, the Attorney General's Office, and the Governor's Office. Successful internships require substantial cooperation between the

governmental organization and faculty to insure the quality of the student's learning experiences and contribution.⁷

A more permanent type of faculty assignment to state government is the attachment of special mission units to the University. The State Geologist, Cartographer, Climatologist, and Secretary of the Board of Soil and Water Conservation Districts and their staffs are housed within the University. All draw substantially on University expertise, yet their offices function under specific state enabling legislation.* A related example is a research position in University Extension, jointly responsible to the Department of Administration and the Applied Population Laboratory of U.W.-Extension. This arrangement ensures that state population and data procedures are conducted using the most advanced methods.

One final type of faculty participation in state government needs highlighting. A number of state legislators and the present governor have moved via the political process from the academic world to political positions in Wisconsin state government, an outcome which seems consistent with the "Wisconsin Idea!" The flow is not all one way. Past state agency officials from the Departments of Administration, Transportation, and the Division of Housing have accepted teaching assignments at the University, bringing their experiences back to the classroom.

The last consultative approach is not only common, but is at the core of the "Wisconsin Idea." We term this linkage "informal voluntary communication." Perhaps the most common first step taken by agency staffs in tapping outside expertise is a simple phone call to or informal meeting with a University

⁷ Penniman, 1977, op. cit.

*The legislature is currently considering the transfer of administrative service and fiscal support to county soil and water conservation districts from University Extension's Soil and Water Conservation Unit to the Department of Agriculture, Trade and Consumer Protection. If enacted, Extension will continue to conduct educational programs dealing with soil and water conservation.

expert, who can provide a direct response, or to a "knowledge broker," who can pinpoint an appropriate resource. In many cases, such ad hoc informal communications are all that are required to resolve the issue or locate the needed information. Such efficient and expedient approaches as these, which are the rule rather than the exception, require that several conditions be met: professional respect for the advice provided by the faculty expert; understanding of the roles and specific needs of the governmental user; and the ability to frame the request concisely and set reasonable limits on the scope of the response. Perhaps the most prevalent type of informal advice takes place between professionals with the same disciplinary training. Often the user is a graduate of the U.W. and has taken courses or worked with the faculty member. This collegial interchange is one of the mainstays of the "Wisconsin Idea." The high efficiency of this process enables government to utilize experts and current research findings to address problems, without the prohibitive costs and time delays commonly associated with developing such capacity "in-house" or depending on private consultants.

Another version of the informal communication links involves advice provided by faculty in direct response to governmental policy-makers needs, or commonly at the initiative of the faculty expert. In Wisconsin, governors, legislators, mayors, and agency officials frequently know a large number of faculty personally, and have developed trusting relationships over the years. Special mention should be made of the science and technology services provided to the Wisconsin Legislature by staff of the Legislative Council, a key service agency. Staff scientists and student interns employ an extensive communication network, tying in with University scientists and knowledge brokers to obtain current information about complex issues with science and technology dimensions. Recent examples include lake management, toxic and

radioactive waste management, energy conservation, pollution abatement, air quality, and renewable energy resources.⁸

Education and Research Approaches. A principal linkage between providers and users of university-based knowledge and research is information dissemination about the enormous variety of research in progress at any one time. Project reports, professional journal articles, newsletters, and research unit summaries represent a means of bringing research results to the attention of potential users. However, the potential application of research results may often be masked by the technical character and language of the publications and reports. A number of units within the U.W. devote substantial attention to communicating research findings to potential users in terms that increase the potential for recognizing applications. Much of Extension's prodigious output of brochures, booklets, and newsletters has that objective. U.W.-Madison's University-Industry Research Program (UIR), which has an important component focused on governmental concerns, devotes significant effort to the research utilization function, and also serves as a broker in targeting university research efforts on problems of industry and government. The Sea Grant College Program is a System-wide example of a research program which has a strong information dissemination program. Sea Grant employs brochures, news columns, film, radio, and other media in bringing research findings to affected publics and potential users.

The Engineering Experiment Station (EES) illustrates further the relationship of research and problem solving education. EES was authorized by the Board of Regents in 1914 to assist industry in the state, but it was not formalized until 1947 when funds were appropriated and the organization established.

⁸Wisconsin Legislative Council Staff, 1979, Science and Technology Intern Program Final Project Report; for Division of Intergovernmental Science and Public Technology, National Science Foundation (NSF Grant No. ISR75-18812).

The annual report of the EES (1979-1980) outlines the broad mission engineering is playing in society: "(There is) a continuing trend toward involvement of engineering with broad socio-political problems -- pollution, urban planning, transportation, medical treatment and care. The planning, organizing, and administration of such multi-disciplinary programs is a major effort which has been facilitated greatly by the long-standing coordinative functions of EES."

The University aims many of its educational offerings at governmental personnel. These activities range from specialized Extension short courses in such fields as waste management and computer science technology; to introductory seminars and workshops for newly-elected officials; to general course offerings originating in the various departments of campuses, statewide. Any summary of these formal activities establishes the enormity and scope of university efforts to link information and expertise with users. Informal educational activities, such as the monthly seminar involving U.W.-Madison Limnology Laboratory and Department of Natural Resources Fish Management personnel, where research results are exchanged and current fisheries problems are discussed jointly, also have played an important role in the process of bringing providers and users of research and expertise together.

Much of the research underway in the University has potential and immediate application in solving state and national problems. The College of Agriculture and Life Sciences has for years conducted research to assist Wisconsin farmers, agribusinesses, and home gardeners. Results of this research are brought to potential users around the state by Extension agents for further testing and adoption. The agents at the same time help identify new problems for University researchers to address. The agricultural transformation of the Central Sand Plains is one example testifying to the effectiveness of the linkage between research and its utilization.

There are numerous other examples of research targeted to governmental problems. U.W.-Sea Grant College's research and monitoring studies of thermal plumes emanating from electrical generating stations on Lake Michigan are exemplary. A complex research and funding agreement undergirded these activities, which helped agencies in setting standards for the discharge of heated water into the lake. The Institute for Environmental Studies (U.W.-Madison) has conducted numerous research projects on problems of state, as well as national and international concern. And every year, numerous departments at several campuses around the state undertake workshops and practicums, frequently with specific governmental financial support. These courses aim at providing solutions or answers to problems as varied as the impacts of water level regulation on the Great Lakes to rural community business district revitalization, thus blending educational instruction with applied problem-solving and technical assistance -- the very fabric of the "Wisconsin Idea."

University of Wisconsin-Extension and Special Mission Units. A key element in the total U.W. System is University of Wisconsin-Extension, which has public service embedded in its mission statement, i.e., to bring University "resources to bear upon the needs and problems confronting people and institutions of the state and to coordinate this statewide program." Within Extension, there are special mission units which carry out both an educational and an applied research function, while also providing direct services to the state. In some respects, they are both suppliers and users of knowledge and expertise. The Geological and Natural History Survey and the State Board of Soil and Water Conservation Districts represent this kind of special service arrangement.

Other examples of applied research and demonstration projects conducted with state agencies are the Inland Lake Demonstration and the Small-Scale Waste Demonstration Projects. The existence of units such as the Recreation Resources

Center, which have enjoyed significant state fiscal support and which closely share a set of goals with a state agency; and educational programming by Extension faculty in the implementation of numerous pioneering state programs,⁹ make the Extension mission statement come alive. Thus, Extension and special mission units are another kind of linkage mechanism, achieved by formal and statutory organizational arrangements.

In sum, there is an extensive community of governmental users who employ expertise and technical information in addressing policy issues and problems in Wisconsin. The faculty, as individuals and as a part of organized units, play a major role in providing this community with research findings and skills necessary to deal with societal concerns. Communication and coordination between these nodes of users and suppliers takes place via a set of linkage processes. The network is established by various consultative approaches, by education and research application processes, and by special organizational arrangements. Taken together, this structure and the connective processes can be presented as a simple model of a remarkable relationship we call the "Wisconsin idea."

A Few Examples - The Flavor of the Wisconsin Idea Today

Professor of Public Administration Clara Penniman, in a 1977 presentation entitled "Seventy-five Years of State Government Collaboration," stated "No one in the University or in the state government could provide a current listing of joint projects, service, or varied types of cooperation. An extensive investigation could provide an inventory, but it would be almost immediately out of

⁹Born, Stephen M., Marvin T. Beatty, and Douglas A. Yanggen, 1971, "University Public Service Programs as They Relate to Water Resources Management in Wisconsin;" in Proceedings, 1971 National Symposium on Social and Economic Aspects of Water Resources Development, American Water Resources Association, Cornell University, Ithaca, New York, pp. 27-36.

date since the decentralized structure of University-state relations provides no centralized reporting."¹⁰ We do not propose to fill that gap in the record here! Rather, we have cited numerous examples of the kind of relationships extant today in our description of the "system," and will embellish that only enough to provide a little richer flavor of the functioning of the "Wisconsin Idea" today with two examples.

Coping With Energy Problems¹¹

In 1973, Wisconsin and the rest of the nation were "surprised" by an oil embargo that locally jeopardized "business as usual" transportation, and more importantly focused public attention on the finite nature of our fossil energy resources. In 1971, before energy had become a political issue, the Energy Systems and Policy Research Program (ESPRP) was being formed by several interested faculty at U.W.-Madison. These faculty -- from engineering, economics, and business -- had already perceived the rapidly changing nature of the energy issue in a period of uncertainty. Their research approach focussed on identifying the critical problems, designing alternative policies or actions, evaluating the consequences of alternative actions using a system of mathematical models, and disseminating results and methods to appropriate user institutions of the state. It should be emphasized that even prior to the birth of ESPRP, significant energy research was taking place at U.W.-Madison on solar energy, nuclear engineering, geologic investigations relevant to petroleum exploration, and environmental impact assessment.

In 1973, Governor Patrick Lucey invited a faculty member of ESPRP to a meeting at the Governor's mansion, after learning that the research group had

¹⁰ Penniman, 1977, op. cit.

¹¹ Much of this section has been extensively excerpted from Foell, W.K. and M.E. Hanson, in press, "Futurists and State Energy Policy: The Wisconsin Story;" Technological Forecasting and Social Change. We are indebted for their permission to freely use their work.

been studying possible electricity futures for the state using a new computer model (the model itself, the Wisconsin Regional Energy Model -- WISE -- was a pioneering effort in the development of state energy planning models). The Governor was concerned about the magnitude of the expansion plans of Wisconsin utilities for the state's electrical generating system. With utility executives and governmental advisors present, the researchers reviewed their work, which suggested the end of steady, rapid growth in electricity demand. For the first time, an overview of long-term statewide electricity demand and capacity began to come into focus -- thus assisting the state and the industry in dealing with future policy issues.

In 1975, the Legislature passed a Power Plant Siting law which required the filing and review of utility advance plans and marked a big step forward in energy planning. Research by ESPRP continued to provide a set of energy projections indicating a far lower rate of growth than utility forecasts. This work not only provided the regulatory agency with a different view of future needs, but influenced utility forecasting as well.

In the ensuing years, faculty served on numerous energy advisory bodies -- assisting in the analysis of energy conservation legislation and programs for the transportation sector, residential and commercial buildings, utility rate structures, etc. Difficult technical confronting government generally brought forth some assistance from faculty experts interested in seeing the application of their ideas and research. Faculty conducted training sessions, organized major energy-related analysis and planning capability within Wisconsin state government.

Of all the linkage activities of ESPRP faculty and others, one of the most effective was the moving of people into key governmental positions. One ESPRP faculty member became Director of the Office of Emergency Energy Assistance and later Chairman of the Public Service Commission, where much of

the ESPRP research was put into practice. Another faculty member associated with the program was appointed Director of the State Planning Office, which was later merged with the Emergency Energy Office. A number of successful energy initiatives stemmed from the development of this institutional capacity to address energy issues -- a well-regarded state energy conservation plan, significant energy legislation, the establishment of a federally-funded Energy Extension Service, and the relatively successful management of a severe energy crisis during the 1976-77 winter. Graduate students who had worked with ESPRP played a significant role. For example, a former student was a principal in moving the annual production and publication of Wisconsin Energy Statistics -- the state data base for policy analysis -- from the university to government.

The pervasiveness and value of the "Wisconsin Idea" are pointedly revealed by the state response to a U.S. Department of Energy proposal, widely publicized in the press, to consider Wisconsin as a candidate site for a nuclear waste repository. Governor Lucey appointed two state officials -- a public service commissioner and the Director of the Office of State Planning and Energy -- to co-chair and coordinate the state response: both were U.W. faculty members on leave to state government! A key role for reviewing geologic and hydrologic aspects of the repository proposals was assigned to the state Geological and Natural History Survey. Nationally-recognized experts on the University faculty contributed information on such key state concerns as radiation health effects.

These past few years have found faculty from campuses around the state working with government, utilities, and concerned publics on energy issues. They include an energy-conserving demonstration house in Milwaukee initiated by U.W.-Milwaukee architects; a demonstration of energy production from animal wastes aided by faculty from the University's Center System in northwestern Wisconsin; and Extension specialists working statewide on local energy

conservation projects, commonly with county-based faculty. And this is only a "bare-bones" sketch of recent energy-related activities of U.W. faculty.

The Land Grant, Agriculture Experiment Station
and Extension Acts

The extension of knowledge from research to practical application is the story of modern American Agriculture. The Land Grant Act of 1862 provided the lofty statement of purpose within which agriculture research, teaching, and extension was to grow and flourish: to use the land grant for "the endowment, support, and maintenance of a college... To teach such branches of learning as are related to agriculture... To promote the liberal and practical education of the industrial classes in the several pursuits and professions in life." The Act reflected the view that knowledge was to be applied, and that man could better his lot and move in an open system upwards.¹²

The Agricultural Experiment Station Act was subsequently passed by Congress in 1887 to provide funding for agricultural research and experimental farms. In 1914, Congress recognized the need for extending the knowledge being developed at the stations, and through other research programs, and enacted the Smith-Lever Act to provide funds for fledgling extension programs then underway at some Land Grant Colleges.

The three elements -- a university, research, and extension -- were in place and provided a powerful stimulus for a broadening of the "Wisconsin Idea."

The experiment farms are unique in this tripartite arrangement and represent the idea that the borders of the campus are at least the borders of the state (and in today's world, far beyond). They have played a pivotal role in the development of the state's agricultural economy. Eleven such farms,

¹²Caldwell, John Tyler, Heritage Horizons; Extension's Commitment to People, Journal of Extension, Madison, Wisconsin, 1976, p. 13.

representing the major soil and climatic conditions in Wisconsin, conduct research and demonstration projects of every major aspect of Wisconsin agriculture, development of new plant hybrids, livestock management and production, dairying, forage production, harvesting and storage, and new methods of pest control, to name a few. Moreover, the farms conduct research on new technologies and practices dealing broadly with management of Wisconsin's natural resources; soil and water conservation, pollution control, wildlife and forest management, energy conservation and use of solar energy on the farm and farm home.

Extension agents work hand in hand with local citizens and the faculty at the experimental farms in solving problems unique to each region. A consortium formed by U.W.-Madison, Extension, River Falls, Platteville, and Stevens Point now brings substantial additional faculty resources and a strengthening of the role of colleges and schools involved in dealing with both regional and statewide problems and in identifying emerging needs and new problems needing research.

Some Concerns for the Future

Based on discussions and interviews with university administrators and faculty and government officials nationwide, Worthley and Apfel¹³ identified a set of practical problems common to university-state government interchange. Their relatively comprehensive list, much of which has implications in some degree for Wisconsin, follows:

- a lack of compatibility between the more urgent needs of legislators and executives for practical and applied solutions and the university norm of emphasis on basic research and theory building
- a reluctance on the part of state officials to believe that universities are capable of providing meaningful assistance and a

¹³Worthley and Apfel, op. cit.

reluctance on the part of universities to believe that their contributions will be valued and implemented

- the lack of an effective information network for the identification of areas in which universities might be of assistance, and an inability on the part of universities to identify and marshal a team of qualified personnel within the response time required by government
- difficulties with the availability of faculty release time to work on a particular project
- the segmented nature of university organization, which makes inter-disciplinary research difficult
- a reluctance on the part of university faculty to become embroiled in the "world of politics" based on the assumption that such involvement would violate their professional norms of objectivity and independence
- a faculty reward system that bases tenure and promotion on criteria that generally exclude applied research and consulting with state government
- a lack of agreement on whether universities should work for state government as a service or for a reasonable consulting fee, i.e., as a means of supplementing faculty income or as a part of the public service mission of the university
- the lack of recognized publishing outlets for scholarly writings based on applied research
- the conflict between the frequent need of government for confidentiality of studies and results, and the values of the university to generate and disseminate knowledge and to remain apolitical
- a lack of understanding by academics and government officials of the environments and procedures of the other
- the concern of government staff that university faculty might supplant them

Many of these problems have been either minimized or solved in the course of the long-standing interaction between the University and government in Wisconsin. A few of them and some additional concerns, warrant further comment.

1. Inadequate rewards within the University System for public service activities:

Faculty may not get promoted or recognized for public service and applied research, although there is substantial variability among

departments and executive committees in this regard. There are cases of strong biases against such activity, versus the pursuit of theoretical research or research oriented towards national and global problems. Often, faculty participation on a project cannot be achieved with commensurate relief time; thus, some faculty involvement in government-related research not only lacks rewards, but represents an added burden on the participant.

Fortunately, there are signs of increased recognition of the value of public service activities, as evidenced in tenure and merit review criteria of campus units. The experience of the College of Agriculture and Life Sciences, with its long tradition of public service and research excellence, furnish useful guidance to other units. It is essential, however, that words be consistently validated with deeds for "Wisconsin Idea" relationships to flourish.

2. The network from within which expert resources are drawn should be expanded:

There is a tendency for campuses and research centers outside Madison to be somewhat isolated from some aspects of the "Wisconsin Idea." Agency staff in Madison have a natural propensity to call on Madison faculty who are proximal and who they have come to know, rather than seek out expertise elsewhere. Of course, in many instances it will be unnecessary to go farther. But in those instances where resources are not available at Madison, access to other institutions should be facilitated. The "Wisconsin Idea" encompasses the boundaries of the state, and the University today is a multi-unit system.

3. Policies and procedures related to University-government contracting for services should be reviewed:

It is becoming all too commonplace to pick up the newspapers and find headlines screaming "State Outside Pacts Costly" (Wisconsin State Journal, March 18, 1981). University faculty are commonly part of those "outside pacts." They are often bringing their knowledge to bear on some state issue, commonly at the request of an agency, at a remuneration level -- if there is any personal compensation -- below what they might command elsewhere. It should not be surprising that many faculty resent the innuendos in some media coverage that they are simply 'more consultants feeding at the taxpayer's trough.' Unfair attacks on government's use of outside consultants, particularly faculty, must be explained and challenged. Failure to do so could seriously undermine effective functioning of the "Wisconsin Idea."

This does not imply, however, that unacceptable contracting procedures should be defended. In spite of recent legislative enactments, there remains some uncertainty regarding the terms under which the University should serve as a provider of talent to government. While the subject of the processes by which expertise is procured from the University by governmental entities is the domain of the bookkeeper (and anathema to most faculty), impediments caused by complicated mechanics can present severe obstacles to the effective working of the "Wisconsin Idea."

University talent is secured through one of three means: agency to University institutional contracts; inter-change agreements; and personal service contracts with faculty. Although there are some policy guidelines for use of each of these arrangements, there are also apparent barriers and constraints. With inter-change agreements, where faculty time is shifted from University teaching and research responsibilities to specific activities desired by the contractor, special effort must be

made to reconcile the long lead times commonly associated with academic scheduling, and to provide for an effective transition into reduction of the faculty member's normal workload. Personal service contracts with faculty require administrative attention. There presently is substantial variability in the "ground rules" of the educational institutions and governmental agencies with regard to the terms and conditions of such contracts. Among the problems are justification standards for seeking such an arrangement (remembering that many faculty make substantial contributions gratis, as part of their public service role); appropriate levels of payment for faculty -- given the large number of other considerations, including area of speciality, nature of faculty appointment, other demands and opportunities facing the faculty member, etc.; and concerns for the efficacy of administrative processing and management of contracts. While abuses of personal service contracts and other procurement arrangements have been minimal, to the best of our knowledge, clarifying and simplifying the process can facilitate securing faculty by governmental agencies.¹⁴

4. In spite of a good record, the communication between governmental users and University suppliers of knowledge will need continuing attention in future years:

This is especially true of times like the present, when there is fiscal duress and erosion of public support for both governmental and academic institutions. Today's fiscal climate suggests that universities will need to aggressively seek multiple sources of financial support, including service to state government. Tighter budgets and future

¹⁴ Administrative and contracting guidelines and procedures have recently been revised; these changes, coupled with closer coordination between state government and the University System, should ameliorate some of the problems noted here.

declining enrollments presage this. State elected and budgetary officials will be looking for greater accountability and performance for those funds allocated to higher education, i.e., a greater return on this major public investment. Public service can be one measure of that return on investment. Governmental agencies, faced with their own staffing and budgetary constrictions, will be increasingly interested in faculty assistance to deal with the many complex issues they continue to face. Thus, the preconditions are favorable for the symbiotic interests that nourish the "Wisconsin Idea." The mutual respect, peer recognition, and trust which have characterized the "Wisconsin Idea" must not be victimized by competition for scarce fiscal resources, when the opportunity for positive university-government interaction is greater than ever. The "system" of users and suppliers and the links must be carefully sustained. Experimentation with innovative organizational brokerage, and other institutional approaches should be encouraged. The University will never be simply a research appendage of Wisconsin government, nor should it be. By means of good communication and effective functioning, expectations for the "Wisconsin Idea" can fit with reality.

Generations of University of Wisconsin educators have committed their talents and energies to activities which in the aggregate are the "Wisconsin Idea." In doing so, they have worked with one of the most persistently progressive governments in the nation. These faculty have transferred to generations of their students, convictions about the value and desirability of public service. We are concerned that today's political and financial climate not harm that tradition, and that today's students become tomorrow's practitioners -- in government, universities, or elsewhere -- of an "Idea" which has so greatly benefitted the citizens of our state.