

PARTNERS AND PARALLELS

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TASK FORCE ON SEA GRANT RELATIONSHIPS
JUNE 1979

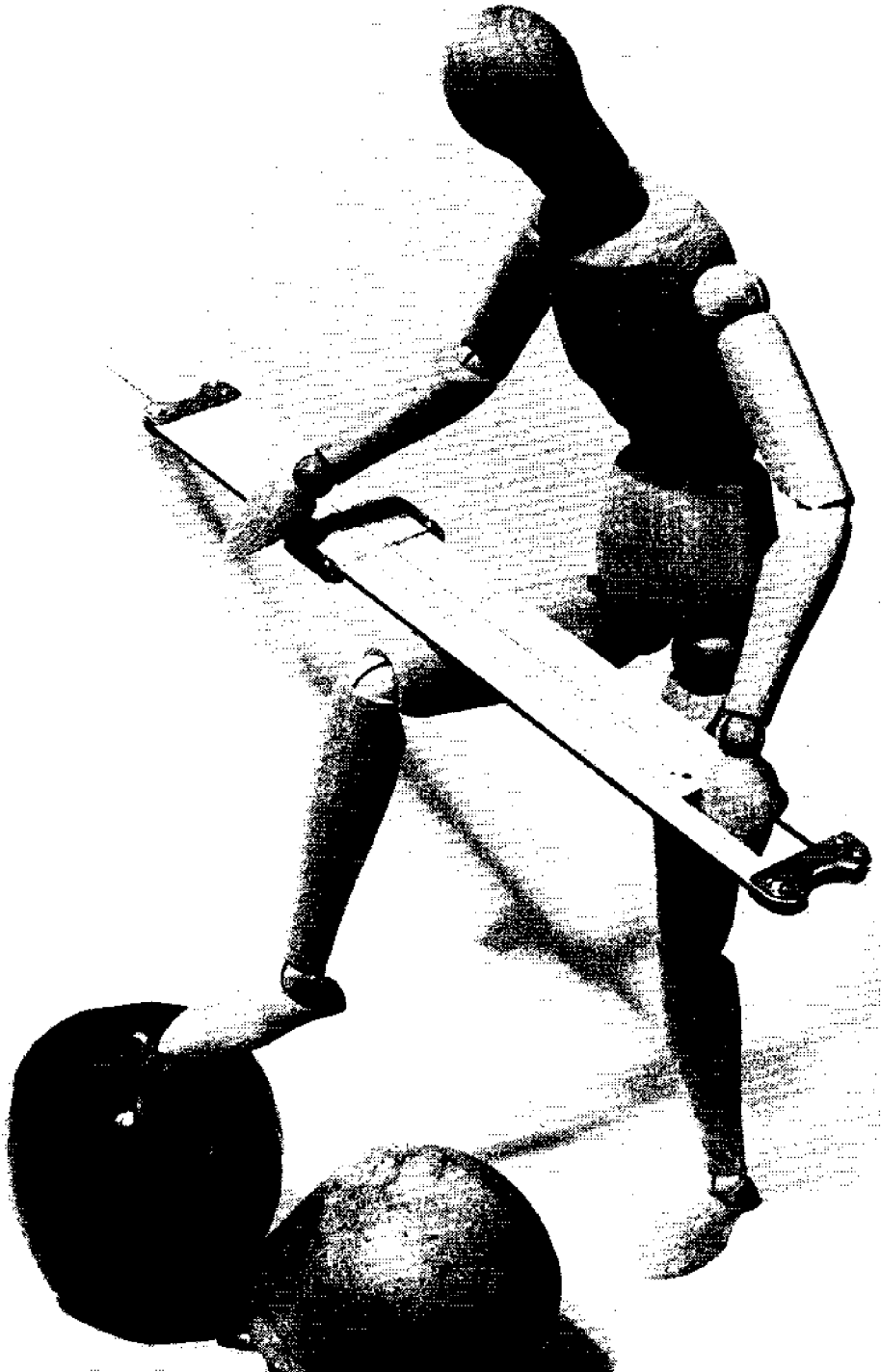
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The Task Force on Sea Grant Relationships conducted its assignment on behalf of the Extension Committee on Organization and Policy (ECOP). ECOP members are Extension directors named to the committee by its parent organization, the National Association of State Universities and Land Grant Colleges (NASULGC). This report, approved by ECOP in January 1979, was published on behalf of the committee by the Oregon State University Extension Service. For copies, write Gwil Evans, Chairman, Extension Communication, Oregon State University, Corvallis, OR 97331. Telephone is (503) 754-3311.

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INTRODUCTION



In spring 1978, when David L. Call, then Cornell's Extension director, was chairman of the Extension Committee on Organization and Policy (ECOP), he formed the ECOP Task Force on Sea Grant Relationships. The task force was to examine the outreach functions (called variously Extension, Advisory, public service, and other names) of Land Grant and Sea Grant institutions and the relationships between them. It was to identify problems—existing and potential—and to note solutions to them, where possible. This is the report of that task force.

The idea for such a task force grew from observations by many people, most of whom were involved with Land Grant and Sea Grant programs. They recognized that Sea Grant, created a decade earlier, was maturing. With that maturation came organizational structures, ties with other agencies and programs, obligations to various publics and clients, commitments to goals and objectives, and increased complexity of organizational structures, procedures, and requirements. They saw common questions that continued to challenge administrators in Sea Grant and in its host institutions. With time, people who had been party to early agreements and operating practices had advanced or moved to other activities; new people began asking some of the same questions that were dealt with 10 years

earlier, and they added some new questions, too. Some people looked for and found parallels between Sea Grant and Land Grant. Others emphasized that such comparisons might be drawn only so far. Some Sea Grant programs operated in close association with Land Grant institutions, while others were being carried on—quite successfully—in institutions with little tradition of public service or outreach. Diversity was natural. All recognized the importance of deriving the greatest public benefit from the public and private support enjoyed by Land Grant and Sea Grant institutions. Thus, the Task Force on Sea Grant Relationships was formed to explore similarities and differences, to identify present and potential partnerships, to point out parallels and to make suggestions about how they might be more fully developed.

None of our Task Force members believes this report is all that need be done. Indeed, it may be only the first step. It is descriptive more than it is prescriptive. We felt the importance of providing an accurate description of the situation and circumstances in which Sea Grant and Land Grant outreach programs are conducted today.

Chairman Call urged an assessment of “. . . the state of affairs in the states where Sea Grant activities are currently underway.” The task force has provided a first such assessment.

When he formed the Task Force, Chairman Call pointed out that Sea Grant and Land Grant managers have expressed a need to know more about how individual states handle various administrative matters such as the Extension Management Information System, penalty mail, overhead, and staff appointments. Indeed, there is a plethora of detailed administrative questions that might be asked. Our investigation suggests there are as many potential answers (and workable ones) as there are creative managers in the systems who are addressing those questions.

We cannot publish this report of our work without also suggesting to you, the reader, what to expect within its covers and offering some tips on how you might use it. First, expect to find thoughtful summaries and descriptions of what we have observed. We have outlined the legal foundations and agreements for Land Grant and Sea Grant outreach programs. We

have identified goals we feel are shared, and national programs of common concern. We have sought to describe the varied and sometimes complex organization and diverse programs that operate under the same banners nationwide. We have dealt with some of the operational issues that must be resolved, if for no other reason than to get administrative details out of the way so our program people can concentrate on programs. And, finally, we have identified some of the commitments we feel necessary for our programs to reach fruition, to realize not only the immediate objectives, but also the dreams.

As reader, you should not expect to find neat lists of steps to take within the Sea Grant or Land Grant program closest to you. Instead, use this report in conjunction with your own abilities. Read it, and be ready to learn that you are not alone facing an unresolved question of organization. Read it, and be ready to identify an opportunity to adapt a policy or practice from another institution to meet a need at your own. Read it, and expect to consider philosophies and strategies that, if you were to explore and adopt them, may help resolve a problem you have wrestled for some time. Read it, and be alert for gems of wisdom that may address a matter you face today. Those are our hopes for our report and for you.

THE TASK FORCE ON SEA GRANT RELATIONSHIPS*

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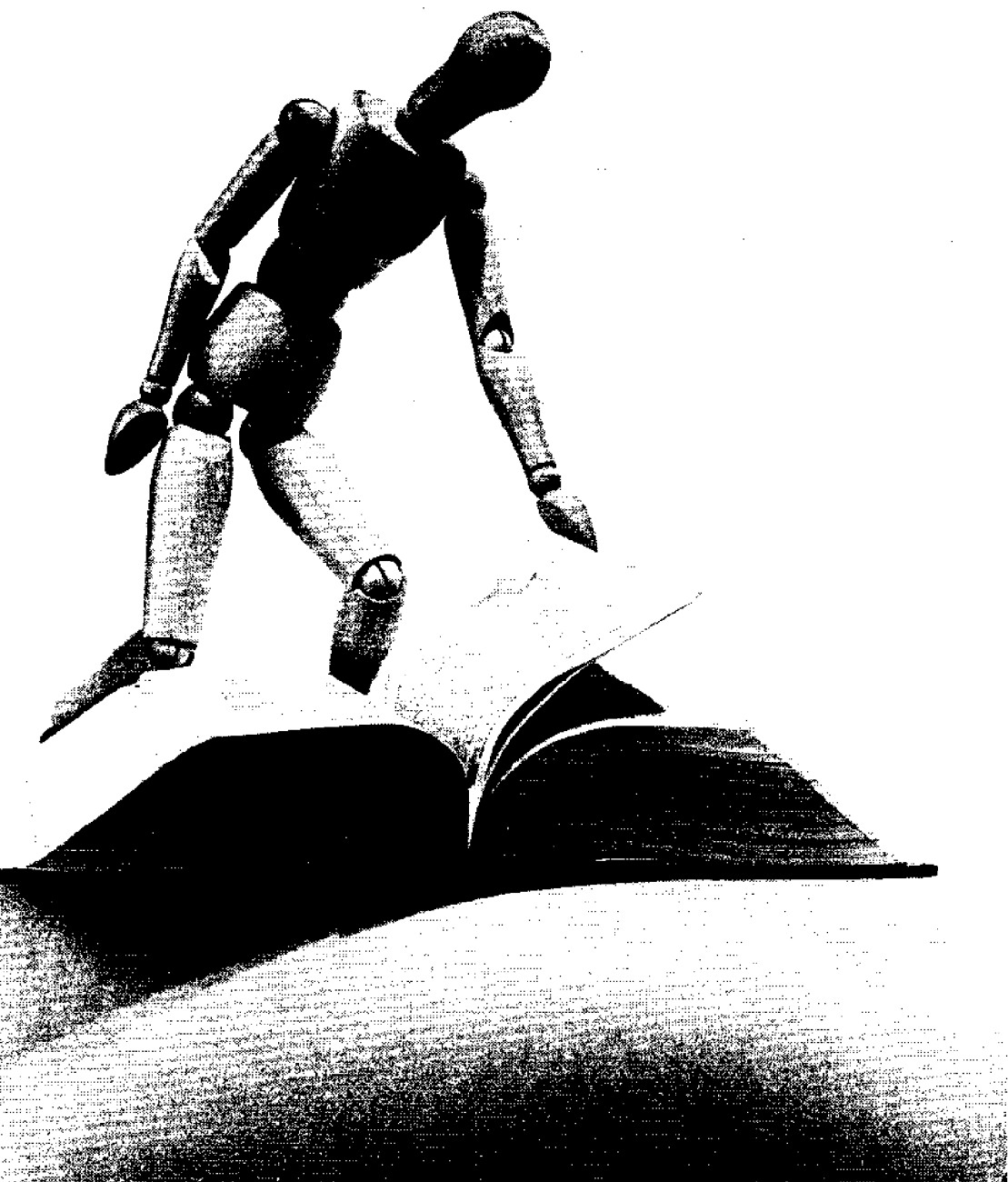
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FOUNDING LEGISLATION AND RELATED ACTS



That Land Grant and Sea Grant programs share a responsibility for extending information to people they serve is clear. The differences in terminology (nomenclature), however, lead to some confusion from time to time. It occurs in contexts where one of the labels is the more familiar and comfortable for some parties, while the other label is more familiar and comfortable to others. For the most part, people in Land Grant-Sea Grant settings have become accustomed to using the labels interchangeably or, at least, understanding their relative interchangeability. A larger issue and more substantive one is not what label to apply, but what is the proper role and function for the outreach activity, whatever name it carries. Looking ahead, we draw from page 31 of this report to characterize some of the perspectives.

One perspective views Extension and Advisory as communicating and publicizing research findings. Another contends that finding researchable problems and giving people information from research is the essence of Extension. Still another perspective holds that Extension and Advisory should be more oriented to helping people define and recognize their needs, make choices, and use research findings and other information to achieve their desired goals.

As a task force, we advocate no specific role for extension or advisory work. As has long been the case in Land Grant programs, that is best left to determination at the local level where there are people who understand and interpret local needs.

Finally, a word on style in this report. Where we refer to the outreach function in its broadest sense, we use the terms *extension* and *advisory services* (without capitalizing them). Where we refer specifically to the Cooperative Extension Service, we use *Extension* (with a capital *E*); to Sea Grant Marine Advisory Program, we use *Advisory* (with a capital *A*).

Cooperative Extension

In history, the role of cooperative Extension education has been straightforward, self-limiting, and relatively simple to define. "Cooperative" denotes support and program assistance from federal, state, and local sources. From its beginnings, cooperative Extension programs were intended to apply the on-campus store of knowledge of the Land Grant university to practical problems of production agriculture and to enhance rural family living.

Although the federal Smith-Lever Act of 1914, which launched a nationwide system of agricultural extension education, was amended frequently and was rewritten by the 83rd Congress in 1953, its basic purpose remained essentially the same: "To aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of same . . ."

Sea Grant Advisory Services

The Sea Grant legislation (National Sea Grant College and Program Act of 1966, PL 89-688) mandated three functions of a public-serving university, long familiar in Land Grant circles, of education and training, research, and extension (or outreach). The extension element of Sea Grant was called *advisory services*. This name has been maintained for clarity in most of the 31 current programs, regardless of the administrative arrangements of the individual institutions.

The National Sea Grant College Act

The nation's Sea Grant program was created October 15, 1966, when President Lyndon B. Johnson signed Public Law (PL) 89-688, the National Sea Grant College and Program Act

of 1966. The purpose of the act is to accelerate national development of marine resources, including conserving and managing them wisely, and increasing to the greatest amount possible the social and economic benefits from them.

The term "Sea Grant" was chosen first by Athelstan Spilhaus* to emphasize a parallel between the needs of the United States in mid-20th century with respect to its marine resources and the needs of the country 100 years earlier with respect to the land (when the Morrill Act of 1862 established the Land Grant program). Like Land Grant, Sea Grant provides the means through which scholars and institutions of higher education can apply their knowledge and talents to the practical needs of the nation and the world. It shares with Land Grant the concept of extension/advisory services.

Originally assigned to the National Science Foundation, the national Sea Grant program was transferred in October 1970 to the National Oceanic and Atmospheric Administration (NOAA) of the U.S. Department of Commerce (USDC) by the President's Reorganization Plan No. 4. Within NOAA, the program is administered by the Office of Sea Grant.

In 1976, PL 94-461 created an "Amendment to the National Sea Grant College and Program Act of 1966" and retitled it the "National Sea Grant Program Act." In 1978, PL 95-428 again amended the 1966 act, and, again, it was retitled, this time as "The National Sea Grant College Program Act." Both amendments emphasized the importance of advisory work and its impact on federal programs.

The outreach mandate of Sea Grant, advisory services, is intended to conduct marine programs that are useful, cooperative, and educational. Useful in the sense that they address and serve practical ends; cooperative in the sense that they carry information and assistance from a variety of sources; and educational in that they *teach* and, in so doing, help recipients to be

* For many years Spilhaus was a physical oceanographer at Woods Hole Oceanographic Institution. He is former dean of the Institute of Technology at the University of Minnesota, former president of the Franklin Institute, former Woodrow Wilson Scholar at the Smithsonian Institution, and consultant to the National Oceanic and Atmospheric Administration.

better prepared to address similar problems in the future and to make decisions about them. They are intended to be marine: addressed to a broad, marine-oriented constituency and emphasizing marine resources and the marine environment.

The Smith-Lever Act

The Smith-Lever Act, which became law in 1914, provides for cooperation between Land Grant colleges (most of them now universities) and the U.S. Department of Agriculture (USDA) to extend practical information. The charge provides that cooperative agricultural extension work shall consist of giving instruction and practical demonstrations in agriculture, home economics, and related subjects. The act further provides that the Secretary of Agriculture and the state agricultural college shall agree on how the charge will be fulfilled.

The Intergovernmental Cooperation Act

Cooperation between federal agencies, and state and local governments, is mandated by the Intergovernmental Cooperation Act of 1968 (PL 90-577). Objectives of the act are:

To achieve the fullest cooperation and coordination of activities among the levels of government in order to improve the operations of our federal system in an increasingly complex society, to improve the administration of grants-in-aid to the States, and to permit provision of reimbursable technical services to State and local governments, to establish coordinated intergovernmental policy and administration of development assistance programs. . . .

The Coastal Zone Management Act

The Coastal Zone Management Act of 1972 (PL 92-583) establishes a national policy for developing a national program for management, beneficial use, protection, and development of the land and water resources of the nation's coastal zones. The policy declares that federal agencies engaged in programs affecting the coastal zone will cooperate and participate with

state and local governments. It encourages federal, state, and local government and public participation in the development of coastal zone management programs. It emphasizes the extreme ecological fragility of the coastal zone environment and its vulnerability to destruction by human alterations.

The Food and Agriculture Act

Before 1977, aquaculture was the responsibility of the Department of the Interior but the Food and Agriculture Act of 1977 (PL 95-113) emphasized aquaculture. Section 1404(4) of the act called for expanded agricultural research and extension to meet a rising demand for food. Section 1402(8) (D) asserted a need for aquacultural research and extension. In defining aquaculture (Section 1404(3)), the act includes species produced and harvested in both fresh and salt water. Not only does the act require the Secretary of Agriculture to coordinate research and extension activities among federal agencies, but it goes on to establish a Joint Council on Food and Agricultural Sciences. The Council is to coordinate research, extension, and teaching activities of the federal government, states, colleges and universities, and other public and private institutions. The Senate report accompanying the act directed that USDA Extension programs be expanded to serve aquaculture.

Implementing agreements

To help participating agencies and institutions achieve their objectives, several agreements have been negotiated and executive memoranda promulgated that affect extension and advisory programs. They include a memorandum of agreement between NOAA (USDC) and Extension Service (USDA) (November 15, 1974) (see Appendix 2); a Secretary of Agriculture memorandum entitled "Lead Responsibility for Aquaculture Programs" (April 12, 1978) (see Appendix 3); and a Secretary of Agriculture memorandum "Departmental Programs in Agriculture" (October 30, 1978) (see Appendix 4); and a memorandum of agreement between the Fish and Wildlife Service of the United States Department of the Interior (USDI) and NOAA (December 4, 1977) (see Appendix 5).

COMMON GOALS: EXTENSION AND ADVISORY



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The task force identified goals its members felt were shared by Land Grant Extension and Sea Grant Advisory programs. The shared goals are five:

- to extend research-based objective information to people who can use it;
- to identify problems that need research attention;
- to increase people's awareness of marine resources;
- to conduct educational programs to encourage more effective conservation and use of natural resources; and
- to develop linkages to make it easier to work on common problems and to serve common audiences.

To extend information

Land Grant and Sea Grant share a responsibility for extending practical information, usually based on research, to people who will apply it to solve practical problems. The acts that established Land Grant and Sea Grant deal with developing and applying objective knowledge to major concerns of the society that supports them. Both seek to achieve their goals through education rather than through regulation, administra-

tive management, or other devices. Land Grant and Sea Grant emphasize a variety of practical, sound, and effective ways of reaching actual and potential users with research results.

To identify problems

Land Grant and Sea Grant work with client groups to identify problems that may be addressed through research. Frequently, there is no clear line between land and marine resources. Many problems are interrelated and require complementary solutions.

To increase awareness

Land Grant and Sea Grant attempt to help people recognize and be increasingly aware of the roles that our nation's marine resources play—not only nationally, but internationally. Similar concerns are shared within states, regions, and localities. For example, in the areas of food, minerals, energy, transportation, waste disposal and assimilation, and water supply, the resources of the sea and the Great Lakes are an essential part of our national resource treasure.

Solving the problems that affect these resources requires careful assessment of existing and potential resources—both land and marine—and rational approaches to their management. Those careful assessments and rational approaches may be achieved only if and when citizens are aware of the resources, their value, their alternative uses, and the problems surrounding them.

To conduct conservation education

People who use and manage natural resources today repeatedly tell Land Grant and Sea Grant institutions of their personal and professional needs for more information, more education. In response, the institutions have designed and they conduct natural resource educational programs that address not only today's users and managers, but tomorrow's as well. They include both formal and informal programs for kindergarten through high school, for formal higher education, and for all kinds of continuing adult education.

In many cases, advisory and extension educators are working with all or parts of the same audience. In Sea Grant, both its education and training element and its Advisory element are conducting formal programs with elementary and secondary school teachers and pupils. Extension works with the same groups via informal programs for youth and adult leaders.

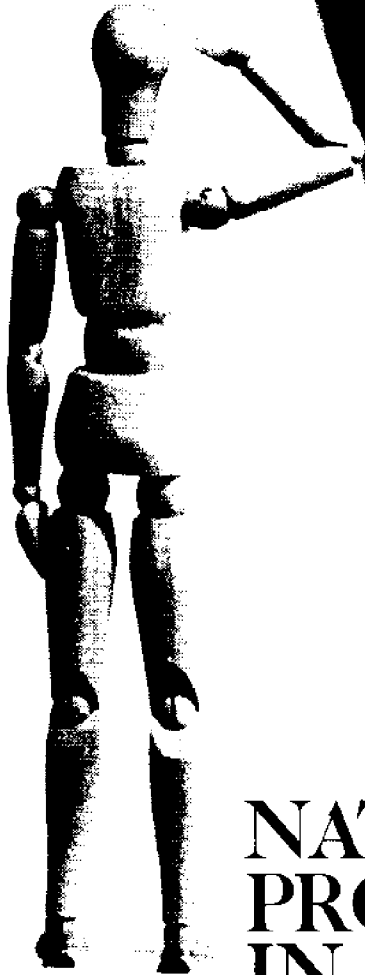
Most Extension programs can be categorized as continuing informal education for adults. Sea Grant Advisory programs reach parts of the same broad audience group.

Educational programs for clients of both Land Grant and Sea Grant embrace scientific and technical matters, but—importantly—also the social sciences, which provide the framework for putting knowledge-based programs into action.

Programs on the effective use of natural resources require an emphasis on preservation of the base of renewable natural resources and careful husbandry of non-renewable resources.

To develop linkages

Land Grant and Sea Grant share the need and the opportunity to work together with other agencies and organizations. Not only are administrative links crucial, but so, too, are program links. Linkages include those among agencies of NOAA and USDA, but by no means are limited to them. They include cooperation with other government agencies from local level to federal; industry and industrial groups; and public- and special-interest groups.



**NATIONAL
PROGRAMS
IN COMMON**

There are opportunities for Land Grant and Sea Grant, as partners, to address national needs. In general, the opportunities are those where their organizational strengths are complementary, where both programs face the challenge of transferring current knowledge and technical know-how, where there is a need for information drawn from the intellectual base of the university and other sources, where it must be synthesized into a form usable by a non-technically trained audience, and where common audiences exist.

Specifically, such opportunities for partnership exist in the areas of environment, economic development, energy development and conservation, and consumer and public issues. Undoubtedly, there are others.

Environment

Pollution. Controlling pollution calls for the attention of programs in agriculture, forestry, community development, and marine resources. Section 208 of PL 92-500, Federal Water Pollution Control Act of 1972, describes the need for development of best management practices to reduce non-point-source pollution from agriculture. A concern of equivalent magnitude exists in forestry, where sediment pollution results from constructing logging roads and harvesting timber. Construction of transportation networks, housing, and commercial properties results in sediment pollution and invites community resource

development educational programs to help control it. Water pollution immediately impacts the quality of the habitat for fish and shellfish and becomes a problem of concern for the Advisory program. Use of pesticides on agricultural land and forests further adds to the complexity of the problem.

The processing side of renewable natural resource industries—including agriculture, forestry, and marine-based industry—often are point sources of pollution. They must dispose of byproducts and wastes, so they share an interest in finding socially acceptable ways of doing so. Land Grant and Sea Grant have the knowledge and skills to offer educational programs in new technology, developing standards, using byproducts or wastes, and in creating or maintaining jobs.

Land use. Land is a scarce resource. Determining its use through carefully structured public participation involving informed citizens has been a long-time concern of community development programs. Land along the coast has been part of such work, but national and local policies that emphasize and encourage coastal zone management provide an impetus to examine specific characteristics of the coast, to evaluate compatibility of present and future uses of the coastal zone, and to develop means to accomplish priority goals. The impact of such decisions is important to communities along the oceans and Great Lakes coasts because it determines much about what the area will be like as a place to work and live. Educational programs require comparable skills regardless of whether they apply to the coast or inland, whether they apply to agricultural and forest lands or to residential and recreational land.

Water use. Water presents difficult choices for certain parts of the country. All outreach program areas are affected because any decisions affect whether water is available and what it costs. Uses may include water for agriculture, for augmenting supplies during periods of low flow, for generating electricity, for cooling power plants, or for transportation. Outreach programs can be effective sources of objective information about alternative choices among policies. They may also be sources of information about using more efficiently (and reusing) what water is available.

Economic development

Jobs. Our population and work force continue to grow, thereby creating possibilities for expanded economic growth and employment. The private sector attempts to invest its capital to maximize net returns while states or regions are continually evaluating their relative positions to maintain employment. There is a constant search for new opportunities to use natural resources more efficiently, especially those that would provide increased employment in the production, processing, and transferring of products and services to the consuming public. Developing possibilities for currently underutilized species is a major thrust for some Advisory programs, for example.

While much economic activity is generated by major industrial companies, there is a growing public concern for small business, particularly about ways to support its competitive position. The needs of a small business are similar to those of larger firms whether it is a fishing business, agricultural farm or ranch, or woodlot. Needs include learning about and using suitable techniques in producing, marketing, and managing. Businesses also must stay abreast of laws and regulations affecting taxes, environmental controls, occupational safety, product liability, and other matters.

Public services. To function, almost any economic enterprise requires some basic public services. These include such public investments as roads, water supply and sewage handling facilities, police and fire protection, and schools. These are complemented by public utilities that provide electricity, gas, and telephone service. Advisory programs encompass development interest on a whole range of water-related activities that may require a substantial public investment in jetties, port facilities, and navigational aids before private activity may take place.

Transportation. Water transportation is of crucial importance to maintaining competitive position for many agricultural and forestry firms that depend on low-cost water transportation for moving raw products. Expanding agricultural and forestry exports also rely on water transportation for access to foreign markets. At the same time, those who furnish such

transportation rely heavily on the Advisory program for information on alternative investment and management strategies, new methods of handling products, technical improvements in equipment, and government policies that affect their competitive position.

Coastal recreation. Water-related recreation has always appealed to Americans. While existing Extension programs help people develop and manage recreational businesses, the Advisory program emphasized recreational possibilities on the *coasts*. Educational programs about coastal recreation span the range from helping develop facilities that encourage business to increasing understanding of the unique coastal environment.

Energy development and conservation

Almost everyone is concerned about energy. Our country is a high consumer of energy. Shortages and increasing costs have attracted attention, as has our large and growing deficit in international trade.

So far, broadly based approaches to the problem include developing alternate energy sources and encouraging more efficient energy use. Both options provide some promise in the long run, but only conservation and efficient use hold much hope for the immediate future. Because all people are affected, all outreach program areas are affected as well. Managers must pay even closer attention to production, harvesting, processing, and distribution techniques. Families must make decisions about home heating, recreation, and living style. Educational programs can help people learn about and decide on energy-efficient alternatives.

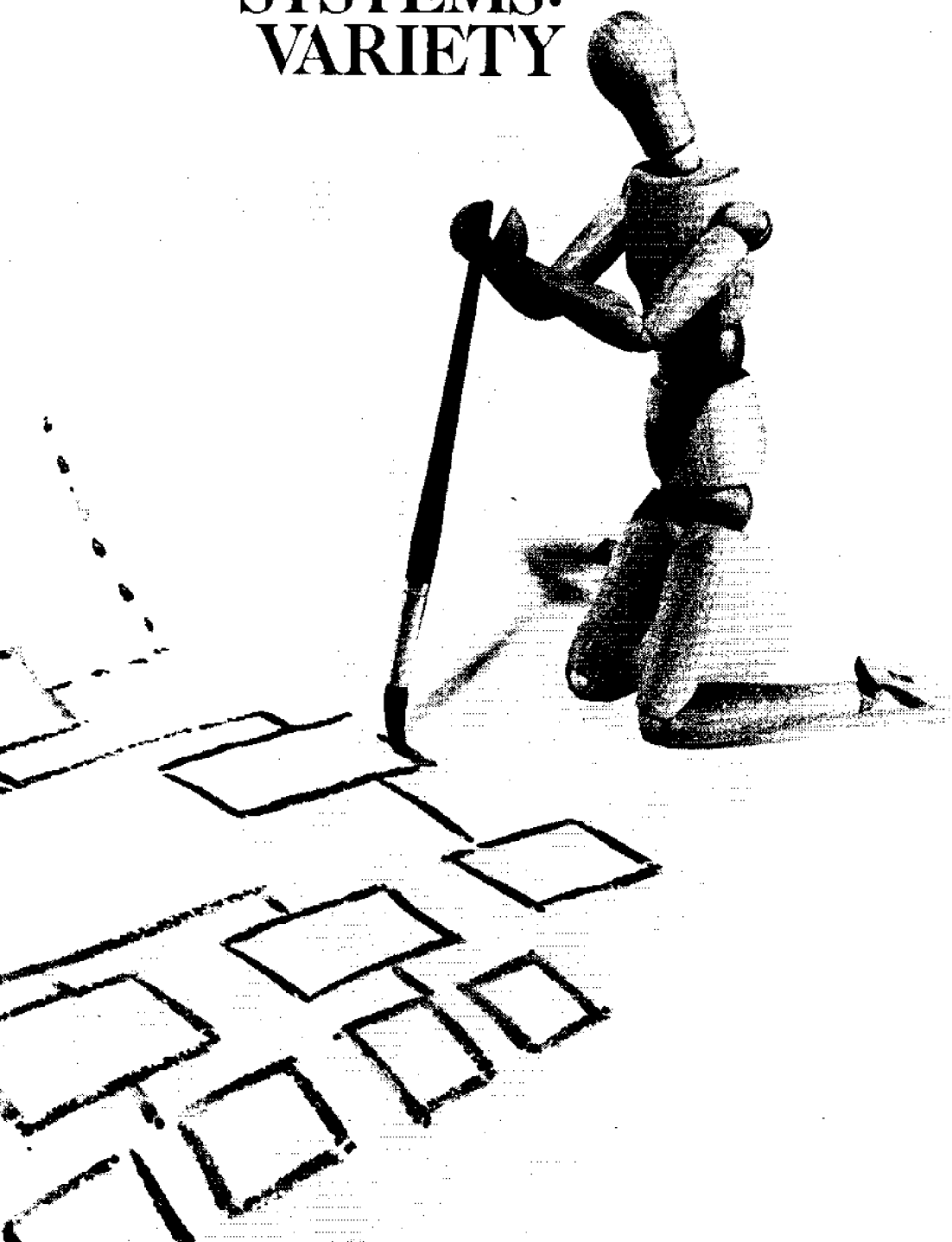
Consumer and public issues

Food and nutrition. Consumers constantly analyze how they will balance expenses with income when prices of everything—including food—are rising. With rising prices, they are more willing to consider other possibilities, such as consuming more fish and shellfish. This creates opportunities for educational programs in nutrition, food preparation, and food preservation.

Food safety. Consumers are faced with numerous choices among food products whose availability in many forms leads to concerns about food safety. These concerns arise out of uncertainty about how the product is produced and processed, about what is added to it, about how it is prepared in fast-food outlets or restaurants. There's a need to inform people about how these activities affect nutrition and health.

Natural resource appreciation. As Americans better understand the finite character of natural resources, they want to understand the uniqueness of the specific resources, and their individual contribution to life. Extension and Advisory programs are in a position to assist. Most parts of the Land Grant university, including Extension, are involved in discovering new information about basic biologic and physical relationships that provide insight into why things happen as they do. Thus, the entire university is the base for educational programs that assist citizens to learn more about the world they live in, and provide a framework for evaluating policy changes affecting use of natural resources.

MANAGEMENT SYSTEMS: VARIETY



The structure and management of Sea Grant Advisory activities within states vary considerably—more so than Extension organizational arrangements. While Extension is structured and perceived as an integral part of the teaching, research, and outreach missions of the Land Grant system, Advisory ranges from being a part of this triad to being the *only* Sea Grant function at some institutions. In some instances, the Advisory activity is located and operated through non-Land Grant systems. This section examines briefly the management arrangements within the larger institutional framework; then it deals with management structures within the Advisory unit itself.

There are few instances where the management arrangements for Advisory programs are identical from state to state. The variations reflect institutional arrangements (and realities) as well as priorities within states. Despite this variation, four general patterns seem to recur.

Pattern A

The Land Grant institution is the Sea Grant college or institution. The Advisory program is operated through Extension in a coordinating relationship with Sea Grant. Advisory typic-

ally is perceived as a program element in Extension. For example, Oregon identifies six Extension program areas as: agriculture, family living/home economics, 4-H youth, community development, forestry, and *marine resources*. While few states have given such prominent labelling to Advisory, they typically are viewed as a distinct effort often similar to Extension's Expanded Food and Nutrition Education Program (EFNEP) or urban gardening in that respect. States (and a commonwealth) that may conform most closely to Pattern A are Alaska, Connecticut, Louisiana, Maine, Maryland, Oregon, and Puerto Rico.

Pattern B

Advisory service (or portions of it) operates through Extension, but the Sea Grant institutional support comes to a consortium of institutions, with the recipient institution typically not Land Grant. Administration within the organizational structure is similar to that in Pattern A, except the head of the Advisory program typically has an administrative link not only to the director of Extension, but to the Sea Grant director (or a member of the director's staff). In these instances, the Sea Grant director and Advisory program leader frequently are in different institutions. States that may conform most closely to Pattern B are Alabama, Florida, Massachusetts, Michigan, Mississippi, New Jersey, New York, North Carolina, and South Carolina.

Pattern C

The Advisory program is integrated into Extension to some degree but Extension does not exclusively operate it. The Extension director relates to the Sea Grant director in a manner similar to their relationship to directors of continuing education. Thus, two rather well-developed and related efforts must integrate and coordinate their work either through or with the concurrence of the Sea Grant director (as in Minnesota and Texas) or through higher level officials (as in California and Virginia). States that may conform most closely to Pattern C are California, Minnesota, Texas, and Virginia.

Pattern D

Extension has no responsibility for administering or programming the Advisory program, but the two may relate closely. The Sea Grant director and Extension director, while sometimes in the same institution, have no administrative relationship. States that may conform most closely to Pattern D are Delaware, Hawaii, New Hampshire, Rhode Island, Washington, and Wisconsin. (For example, the Advisory function may be within the broader general extension function and coordinated through that structure with Cooperative Extension.)

Management within Advisory

The structure *within* the Advisory programs has similar characteristics from state to state, although the framework of the parent institution may vary widely. Advisory structures typically include a program leader, coordinator or director (all these titles are used), and additional university-based staff, usually with a specialized focus.

In those states with coastlines separated from the campus, regional specialists or agents (an agent is more a generalist) may exist. Most states' resources are not adequate to support Advisory staff in each coastal county.

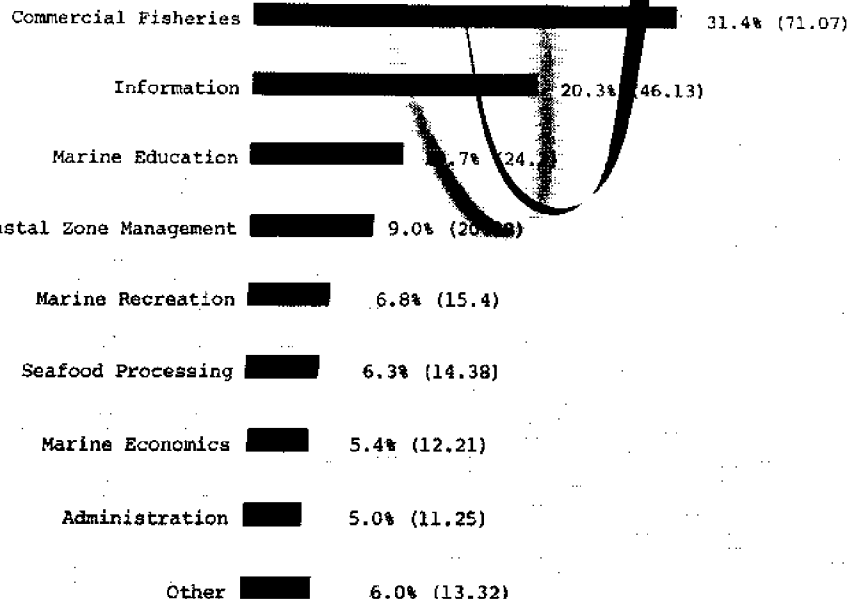
Similar to Extension, the size of Advisory staff within a state varies as does the range of administrative appointments. Full-time Advisory staff per state range from as few as 3 to more than 15. In some states staff are appointed in academic departments and hold faculty rank. In other states, staff appointments are in institutes, Extension, or similar groupings and often do not carry faculty status.

ADVISORY: DIVERSE NAMES, SUBJECTS

SUBJECT ASSIGNMENTS IN 27 ADVISORY PROGRAMS

January 1978

Expressed in percentage of full-time equivalents and in full-time equivalents ().



Sea Grant advisory work began in diversity, evolved diversely, and continues to deliver diverse programs. Its emphasis has reflected, in many instances, historic strengths of the several universities. At Massachusetts Institute of Technology, for example, the emphasis began and continues in engineering. At Oregon State University, a major share of effort involves fisheries. In most situations, an honest attempt has been made to develop an Advisory program that reflects both the strengths of the parent university and the perceived needs of the clientele it serves.

Noteworthy within the diverse character of the programs are two attributes in particular. First, nomenclature varies from place to place: the name applied to a function at one institution often is different from the name applied to the same function at another institution. The converse may be true: the same name may be used to describe distinctly different functions. Second, subject-matter assignments of marine advisory personnel vary widely from institution to institution.

Nomenclature diversity

Let's take the matter of nomenclature first. Personnel commonly carry the title *agent*, *specialist*, or some form of administrative title. In the Land Grant model, *agents* traditionally are Extension professionals stationed in the field, away from the university campus or major research field station. Their assignments usually are geographical; that is, they are responsible for certain educational programs within a county, among two or three counties, or within a metropolitan area, for example. Usually an agent is assigned responsibilities on a full-time basis.

In the same Land Grant model, *specialists*, by comparison, are stationed on campus, have assignments by discipline (eco-

nomics, entomology, animal science, food technology, and so forth), and often are housed in and are part of the subject-matter department most closely related to their specialty. In most cases, specialists hold degrees more advanced than those held by agents. In contrast with agents, whose duties usually are full-time, specialists may hold split appointments in which they are an Extension specialist for as little as 5 percent of their time. In such cases, appointments are shared with research and/or resident instruction functions within a department to comprise a full-time assignment.

As they assign titles, a few Sea Grant programs follow an historic path of Extension in Land Grant universities. In Alaska, California, Florida, Oregon, and Texas, field staff members are called agents; campus-based staff members are called specialists. In other programs, all advisory personnel except administrators are called specialists, even those with field responsibilities. Some have said this practice (of avoiding the use of the term *agent*) occurs because there is no tradition on those campuses for using such a term and it carries no established connotation locally to encourage its use.

Another factor in Sea Grant nomenclature should not be ignored. In some institutions, Sea Grant personnel feel they face a risk simply stated as "Big Extension Service, little Sea Grant Advisory program." Whether the perception is valid, whether there is a risk of being overshadowed by or lost within Extension, the result has been to avoid following the same rules for naming staff members within Sea Grant as within Extension.

Thus, for several reasons, nomenclature varies between Land Grant and Sea Grant Extension-Advisory staff titles, and from university to university. Despite this diversity, we do not detect any major problems presented by the diversity and we urge there be no mandates for uniformity.

Subject-matter diversity

Members of this task force found no already tabulated information about the assignments of marine advisory staff members across the country. One of our members generated the data using an unpublished administrative document as source: *NOAA Marine Advisory Services Directory*, January 1978.

Titles Assigned in 27 Sea Grant Advisory Programs
January 1978.

Job function	Number of persons (Full-time and part-time)
Agent	90
Specialist	182
Administrator	40
Approximate full-time equivalents	228

Commercial fisheries (including aquaculture, fin- and shell-fisheries) is the identified assignment for approximately 30 per cent of the full-time equivalency (FTE) represented by the nation's Sea Grant Advisory personnel in January 1978. There were more than 70 FTE assigned to commercial fisheries.

Information and publications assignments made up slightly more than 20 percent of the FTE in advisory work. The equivalent of about 46 persons were so assigned. This may seem high, but it may reflect lumping and splitting of various sorts. For example, in a number of Sea Grant institutions, all information programs—whether they relate to research publications, administrative matters, or Advisory bulletins—are assigned to Advisory activities. Further justifying the investment in information and communication is the practical orientation of the Sea Grant Program. Its practical nature means substantial energy needs to be channeled into the dissemination of information to diverse client audiences.

The broad category of marine education comprised about 10 percent of the national effort and more than 20 FTE.

There are few full-time administrators for Advisory programs. In most instances, the administrator performs other duties, either as a specialist or as a Sea Grant program administrator. In fact, a number of the Sea Grant directors report themselves as having direct Advisory program administrative duties. Conversely, a few Sea Grant directors are listed and perform as Advisory specialists for a portion of their assignment.

PRACTICAL OPERATIONS



Effective working relationships between Land Grant and Sea Grant involve various operational issues. Those that arise—even with varying degrees of integration of the two programs—are common to any effort to coordinate extension programs, whether with other units in a university or with other educational agencies. Questions emerge about identity, equity, similarities and differences, status, and control. The operational issues include, but certainly are not limited to:

- Different perspectives of extension
- Program accountability
- Cost sharing and identity
- Relative size of programs
- Personnel management practices
- Staff appointment arrangement
- Compatibility of planning mechanisms
- Implementing civil rights policies
- Financial support of Advisory by Extension
- Definition of youth work
- Relationship with the research community
- Relationship among academic units

The remainder of this section deals briefly with each of these issues. It assumes some degree of integration of Advisory and Extension and points up matters to which program leaders and others should attend.

Different perspectives of Extension

One perspective views Extension and Advisory as communicating and publicizing research findings. Another contends

that finding researchable problems and giving people information from research is the essence of Extension. Still another perspective holds that Extension and Advisory should be more oriented to helping people define and recognize their needs, make choices, and use research findings and other information to achieve their desired goals.

Extension administrators tend to favor the third perspective. Regardless of the view held, the greater the degree of convergence in concept of extension between the Extension and Advisory leadership in a state, the more likely an effective integrated program can be achieved.

Program accountability

Extension within a state operates in a partnership relationship with the USDA. Accountability is achieved through a state plan of work and through follow-up statistical and narrative reports. Budget implementation occurs within a broad set of guidelines. Federal funding is provided primarily by formula. Thus, the state Extension Service has substantial discretion in its relationship to its clients, and in the scope and content of its program. Sea Grant operates on a project-proposal basis. It injects some influence from the Sea Grant parent agency and from the peer-review process. It also contributes to a slightly different time perspective. Five- to ten-year plans are common among Extension programs. At least for matters of accountability and administration, the Advisory program appears more closely tied to the Sea Grant one- to two-year project-proposal cycle.

While Extension administrators generally have had experience in project management and attendant influence on programs by grantors, administrators in both programs should insure the lines of communication remain open. They should decide how to handle decision-making in matters of mutual interest and agree on timing for budget, personnel, and program planning.

Cost sharing and identity

In many of the integrated operations (Patterns A and B of page 23), program materials and Advisory information are dis-

tributed by penalty mail. Penalty mail regulations require a clear identification of organization and program. In some cases, the shared identity for Advisory and Extension cause some Sea Grant people to fear an overshadowing by Extension. Beyond that, there may be occasions when the Sea Grant identity *needs* to stand alone. Cooperating administrators must recognize such situations and agree on how to mail materials and handle the costs.

Relative size of programs

Advisory is almost always smaller than Extension in number of staff and dollars budgeted. In addition, Advisory is of relatively recent origin: 1968 compared to 1914 for Extension. It is understandable that Sea Grant administrators would have a concern for quick and highly visible impact. Likewise, staff of the Advisory program in an integrated arrangement could feel that they are not as "important" in the total organization or that they have less prestige in the total organization than the members of the other program areas in Extension.

In such cases, leaders of both organizations need to pay special attention to the staff feelings and concerns for equality. Especially, Extension administrators may need to lead the way through extra effort to insure a feeling of staff equality and comparability of programs. The overall success of an integrated approach will be influenced by the degree that staff and administration feel they are equal and are achieving mutual objectives.

Personnel management practices

Advisory programs seek to attract the most qualified people possible as staff members, of course. To do so, personnel practices must be directed toward and must communicate with graduates of marine-related curriculums and others whom Sea Grant programs seek to employ. Administrators must pay attention to job titles, procedures followed in recruiting, and selection processes. For example, debate has occurred over the use of *agent* as title (see page 28 of this report). While accepted

and, in fact, highly respected in Extension, *agent* is reported to have a regulatory connotation in some marine communities. Similarly, the recruiting practices used in Extension may not reach the people who are particularly suited for Advisory assignments. Adjustments in the overall system or special efforts for marine personnel in integrated programs could be necessary.

As in other areas, a clear understanding between the administrators and supervisors of Extension and those responsible for Advisory work is essential. Many Extension organizations operate on more of a collegial model than a traditional hierarchical arrangement. Questions about who is to be involved and what influence they have in the selection, assignment, and retention of personnel should be clearly understood and agreed upon. Further, practices and policies should be reviewed from time to time. As mutual respect for individuals involved in a cooperative relationship increases over a period of time, the willingness to delegate responsibility and defer to others' judgments increases.

Staff appointment arrangement

In a few cases, the use of what may be perceived to be less than "full status" appointments, either in independent Advisory programs or those affiliated with Extension, has resulted in staff uneasiness about job security, career advancement, and employee compensation programs. Particular concern has been expressed in some cases about fringe-benefit packages. Such uneasiness can lead to high turnover and the inability to attract and retain competent employees. On the other hand, Extension organizations will have to continually assess the financial obligations associated with granting permanent-employee status to grant-funded employees. Administrators should recognize that attention and emphasis on "the differences" in personnel management appear to inhibit cooperation and development of a mutual commitment by staff to program objectives.

Compatibility of planning mechanisms

Existing program components in the national Extension Management Information System (EMIS) (a mechanism for

collecting and processing information about how Extension resources are applied and with what results) do not provide appropriate planning and reporting categories for the Advisory program. States in which Extension and Advisory wish to operate an integrated information system based on EMIS must construct a state management information system that will fulfill the integrated program needs at the state level and accommodate both the USDA-Extension and the Sea Grant needs at the federal level. As in other areas, the use of a single system for developing and reporting programs eliminates another vestige of "different" in day-to-day operations.

Implementing civil rights policies

While the Advisory program operates within the framework of the Civil Rights Act of 1964 and other federal laws and regulations, directions for implementing outreach programs are not as specific for Advisory as they are for Extension. While the approach used in Extension is basically operational, for Advisory certain difficulties in implementing the approach seem to appear. For example, there is not a comparable document for Advisory like the *Census of Agriculture*. The current census data do not break out marine-oriented groups into separate or identifiable categories, and thus the existing data source is of little value in determining the number and characteristics of potential audiences.

In some cases, specific studies would be appropriate to increase staff understanding of the target audience and to provide data necessary to fulfill affirmative action and equal employment opportunity requirements. Where Advisory and Extension programs are being operated in a fully cooperative nature, special attention by the program administrators will be necessary to resolve operational problems.

Financial support of Advisory by Extension

Some states make a minimal dollar commitment to support of personnel and operational aspects of the Advisory program. In many of the integrated programs, a substantial portion of

the required match is provided by Extension from state and county dollars. In addition, some states are providing budgeted state dollars in support of the program. In other cases, counties are making increased contributions to the program similar to the arrangement for agents in the Extension program. In some of those cases the personnel are employed by the university and jointly paid by university and county funds.

Some administrators feel that a real dollar commitment from Extension to support Advisory efforts will be essential to future program growth and effectiveness. A converse point can be made that the match dollars provided by most of the organizations *are* real dollars. The staff and support dollars invested by Extension, while not in direct dollars, have been both indirect (such as administrative support and legitimizing roles) and direct (such as teaching faculty, program materials, and research data from ongoing research programs beyond those funded by Sea Grant).

Definition of youth work

The Sea Grant program approaches youth as a total audience without regard to organization affiliation or relationship. Extension conducts its youth education program largely through 4-H. Where the Extension youth education program is structured to channel youth work through 4-H programs, it may be difficult to conduct the youth-education components of the Advisory effort. In any event, it is not necessary that Advisory youth programs be forced into any particular mold. Several states have demonstrated compatibility of programs and objectives.

Administrators should develop an understanding among themselves and with the staff of how Extension staff will relate to Advisory youth programs and how the efforts directed toward youth by the Advisory program will be classified within Extension. The concern appears more of a definitional problem than a problem created by budgeting or legislative mandate.

Relationship with the research community

Although Extension and Advisory programs rely on new knowledge derived from research, they seldom share a common

organizational pattern linking them with the university-based research community.

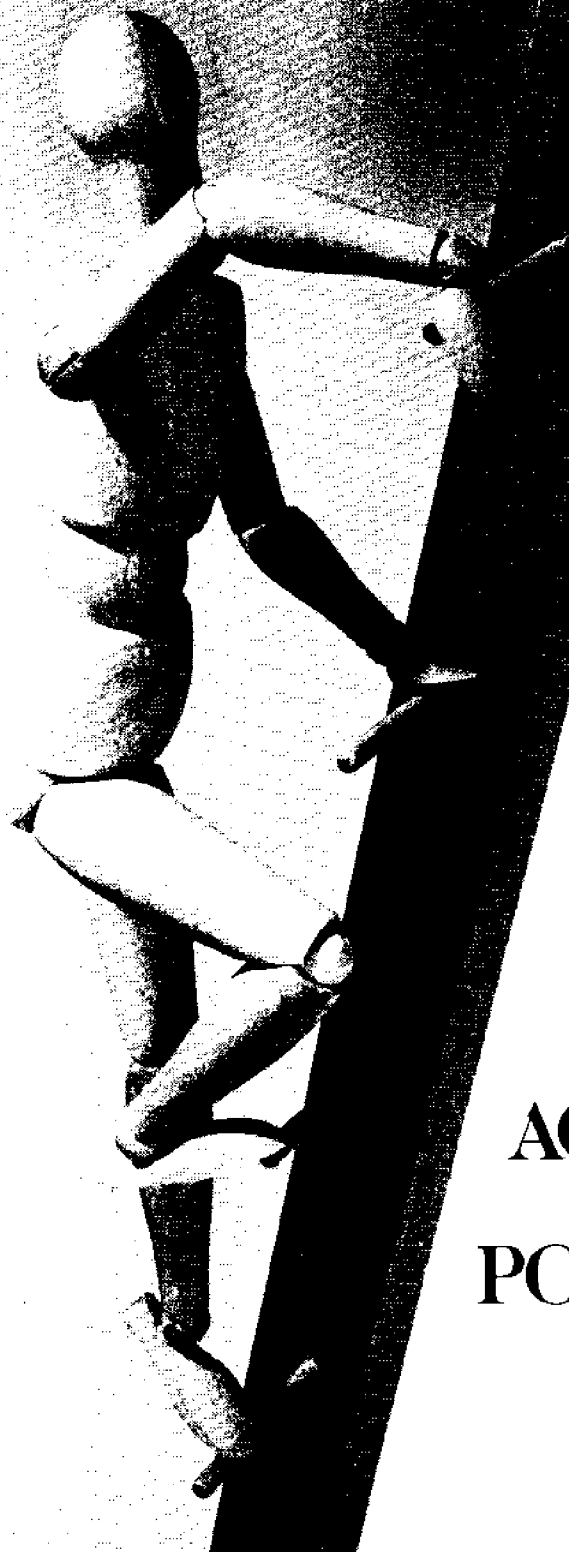
Historically, extension and research functions were in the same basic units, a precedent encouraging and legitimizing close working relationships and many informal arrangements. Sometimes, funding for the two university functions flowed through the same basic administrative structure, thus enhancing integrated effort.

On the other hand, the research disciplines important to Extension frequently have not been those important to Sea Grant. Thus, Sea Grant directors and Advisory program leaders have forged new relationships and have sought to fabricate and nurture a research-Advisory relationship even closer than Land Grant's. Most Sea Grant leaders have been in positions to assure such unity of purpose among their three functional elements. Both formal and informal arrangements exist that encourage effective interaction between research and Advisory staff for the building of effective programs. An administrative relationship linking the Advisory program with the Land Grant university provides an opportunity to tap a broader base of disciplines and a pool of research knowledge for solving marine problems.

Relationship with academic units

In some programs, the statewide or program-wide support staff of Advisory has not been affiliated with a university academic department. Placing them in the departments provides increased opportunity for interaction with researchers. Thus, it increases the possibility for translating problems into research programs and extracting research findings for integration into the Extension program. On the other hand, placing those statewide-support people in academic departments could result in loss of some "direct" control over their day-to-day activities.

Regardless of the approach followed, a clear understanding of the roles and responsibilities and the mode of operation of the statewide support staff must be developed between Sea Grant and departmental administrators.



**ACHIEVING
FULL
POTENTIAL**

There is much common ground in the national needs, programs, and goals of Advisory and Extension. Differences in terms of clientele, resources, and program emphasis make the Advisory effort unique. Nevertheless, the overall goal of both programs, namely to serve the public in the broadest sense, demands a strong common commitment. Although NOAA, USDA, and the universities represent a complex and diverse array of organizations, they also constitute a remarkably comprehensive body of talent and resources. It is this talent and these resources which must be marshaled to achieve our common goals.

Government

On the government side it is essential that the various components of USDC's NOAA and USDA, and their strong in-house technical and scientific capabilities, be easily accessible to Advisory and Extension. This will require a sympathetic understanding of the outreach mission by the directors and staffs of these components. Administrative fiat is not enough; careful and thorough education through a continual dialogue between outreach people and government laboratories and groups will be required. This means there must be ready and continual *access* to these government groups by university outreach people.

University

On the university side there will need to be, first of all, an institutional commitment including on-going support of Advisory work, much as universities have supported Extension. Sea Grant programs are committing major resources—time, money, equipment, and people—to building a high-quality and genuinely effective Advisory program. Support for these activities comes from both the federal government and the state or university. In nearly all cases the state or university considers its support to be for its entire Sea Grant program and leaves to program-advisory bodies decisions about what resources go to the Advisory function. The level of support for Advisory is also strongly influenced by the policies and grant actions of the Office of Sea Grant and NOAA.

The institutional commitment to Advisory, although it exists in fact, often is indirect and sometimes is not fully accepted by the institution. Although this situation may seem to represent a weakness, it is quite natural when viewed in the very brief history of the national Sea Grant program. Real institutional commitment to Advisory—fully accepted and understood—will come only when the publics being served recognize its value and express their satisfaction with the programs they are receiving.

Local

We are led then to the local scene where the heart of Advisory activity takes place. It is at the local level where commitment must be earned. The degree of success of Advisory in identifying and meeting the needs of the local clientele will determine the level of local support which, in turn, will be reflected in institutional support. "Local" means not only groups in specific locations, but also entire industries, businesses, and public interest groups concerned with the sea and its resources. If Advisory does not succeed at this level, it cannot expect to receive the ongoing commitment of the institutions and states.

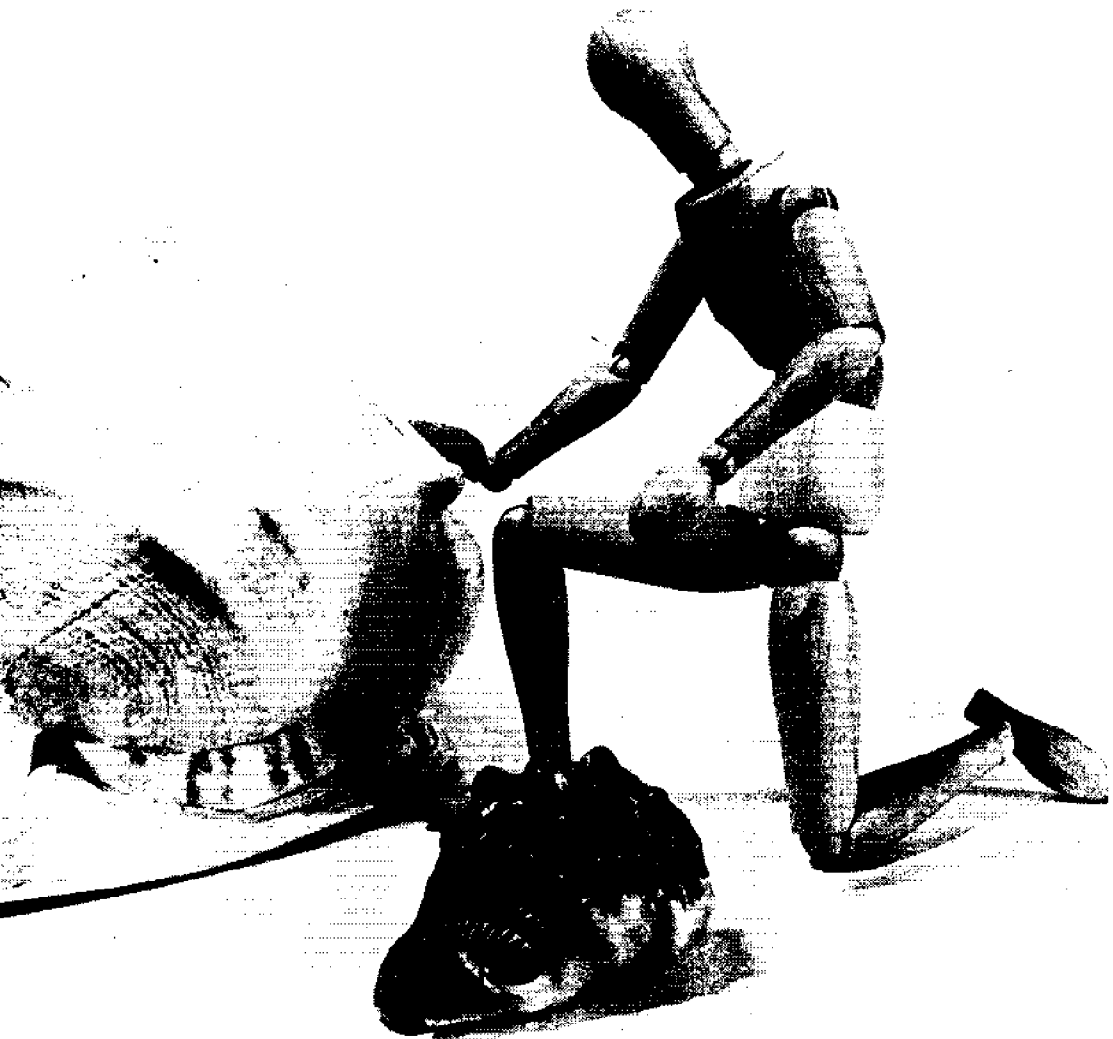
Few Advisory programs are yet fully matured. Most, with added capacity, could address other needs their present and potential clients identify. Some still are striving to achieve that

critical mass necessary for optimum program delivery. Given earned support from the local level, Advisory will require continued and increasing support from the universities, states, and federal government. It is essential that the value of Advisory be assessed continuously and carefully, and clearly communicated to institutional administrators, state legislators, federal agencies, and the Congress. The criterion for continuing support is contained in the concept that financial commitments at any level are investments which, if properly made and faithfully carried out, will yield dividends far in excess of the original investment.

Finally, the commitment of talented people is the keystone to any successful program. Although perhaps not easy to find, this resource of talent exists and is readily available given firm organizational support by federal agencies and universities, plus strong leadership at the Sea Grant and Extension levels.

The land and marine resources of this nation are too valuable and too limited to waste or destroy by ineffective use and management. A truly effective partnership between government and the universities will lead to genuine stewardship of our resources.

APPENDIXES



- Appendix 1: Names and addresses of task force members
- Appendix 2: Memorandum of agreement between the National Oceanic and Atmospheric Administration, U.S. Department of Commerce, and Extension Service, U.S. Department of Agriculture
- Appendix 3: USDA Secretary's memorandum, "Lead Responsibility for Aquaculture Programs" (April 12, 1978)
- Appendix 4: USDA Secretary's letter, "Departmental Programs in Aquaculture" (October 30, 1978)
- Appendix 5: Memorandum of agreement between the Fish and Wildlife Service, U.S. Department of the Interior, and the National Oceanic and Atmospheric Administration, U.S. Department of Commerce

APPENDIX 1

Names and Addresses of Task Force Members

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John T. Woeste, Associate
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Gainesville, FL 32611

APPENDIX 2

Memorandum of Agreement Between the National Oceanic and Atmospheric Administration, U.S. Department of Commerce, and Extension Service, U.S. Department of Agriculture

I. Purpose

The purpose of this agreement is to establish policies and administrative arrangements which will provide for a working relationship between the National Oceanic and Atmospheric Administration (NOAA), Department of Commerce, and Extension Service (ES), Department of Agriculture, in those areas of endeavor determined to be of mutual interest and within the respective authorities of the parties.

II. Background and authorities

NOAA is charged with the responsibility of carrying out programs relating to the exploration, development, and conservation of ocean resources, both living and nonliving, which contribute to the health, safety, and welfare of people and the efficient use of the environment.

In connection with such programs, NOAA is authorized under the National Sea Grant College and Program Act of 1966, as amended (33 U.S.C. 1121 *et seq.*), and the Fish and Wildlife Act of 1956, as amended (16 U.S.C. 742a *et seq.*), to conduct advisory and cooperative programs for the purpose of disseminating useful information pertaining to marine resources and marine environmental use to marine users and others.

As a part of the National Sea Grant Program, grants are made to suitable public or private institutions of higher education, institutes, laboratories, and public or private agencies for the purpose of accelerating national development of marine and Great Lakes resources. Sea Grant institutional recipients are required to conduct advisory services. In addition, Sea Grant advisory service projects are funded separately and through coherent grants.

ES engages in agricultural extension work pursuant to the Smith-Lever Act, as amended (7 U.S.C. 341-349), to aid in diffusing among the people of the United States useful and practicable information on subjects relating to agriculture and home economics.

Many marine extension and advisory programs conducted by NOAA include the dissemination of useful and practicable information of mutual interest to NOAA and ES. Accordingly, cooperation and coordinated efforts in the conduct of such programs will be mutually beneficial and will avoid needless duplicative efforts.

III. Responsibilities of agencies

- A. Pursuant to this agreement, NOAA, represented by the Office of Sea Grant will:
1. Prepare a plan for development of marine extension and advisory programs in coastal and other interested states.
 2. Advise ES of those marine extension and advisory programs which are deemed to pertain to the Cooperative Extension Service.
 3. Upon the express agreement of ES that certain of the marine extension and advisory programs are of mutual interest, coordinate with ES the design of educational programs through which the useful and practicable information generated by NOAA may be disseminated to the people of the United States with the participation of interested State Cooperative Extension Services.
 4. Coordinate with ES the development and support of such educational programs on a national, regional, state, or local basis, as appropriate, with participating State Cooperative Extension Services.
 5. Cooperate with ES in the preparation of educational materials which may be used on a national, regional, state, or local basis.
 6. Provide funding support for such programs at state and local levels as appropriate.

7. Keep ES informed on the status of NOAA activities with State Extension Services, including negotiations relating to cooperative program development and funding.

B. Pursuant to this agreement, ES will:

1. Determine whether certain of the marine extension and advisory programs proposed by NOAA pertain to subjects relating to agriculture and home economics as authorized by the Smith-Lever Act, and are of mutual interest.
2. Cooperate with NOAA in the design of appropriate educational programs through which the useful and practicable information generated by NOAA may be disseminated to the people of the United States with the participation of interested State Cooperative Extension Services.
3. Provide channels of communication and distribution to the Cooperative Extension Services for information relating to such educational programs.
4. Coordinate with NOAA the development and conduct of such training programs through participating State Cooperative Extension Services.
5. Provide feedback to NOAA of current information on marine resources and environment problems concerning agriculture and rural communities, and information from State Cooperative Extension Services to assist NOAA in evaluating the cooperative programs and in developing new programs of mutual concern.
6. Assist in negotiations of contracts and agreements, as appropriate, between the State Cooperative Extension Services and NOAA.

IV. Programming, budgeting, funding, and reimbursement arrangements

This agreement is not a fiscal or funds-obligating document. Any joint endeavors involving reimbursement or transfer of

funds between the parties to this agreement will be handled in accordance with prescribed financial procedures, and will be the subject of subsidiary agreements which shall be effected in writing by representatives of both parties to this agreement.

V. Publication

The results of marine advisory educational programs funded by NOAA and carried out by State Cooperative Extension Services will be published in accordance with the National Sea Grant Program publication guidelines. (Reference—Program Description and Suggestions for Preparing Proposals. The National Sea Grant Program, Rockville, Maryland, May 1972.)

VI. Public affairs/press liaison

Releases to the press, public announcements, and communications with the Congress concerning marine extension and advisory programs can be made by either party to this agreement following advanced coordination by representatives of each party. Credit will be given to NOAA and ES interests as appropriate.

VII. Amendments and review

This agreement may be amended at any time by the mutual written consent of the parties to this agreement. This agreement will be reviewed periodically, but not less than annually. It may be subject to reconsideration at such other times as may be required and as agreed to by the parties to this agreement.

VIII. Implementation

NOAA, Office of Sea Grant, and ES will each assign a senior staff member to serve in a liaison capacity to satisfy requirements of this agreement.

IX. Term of the Agreement

This agreement will become effective upon the signature of both the approving officials of the respective agencies entering into this agreement.

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IX. Term of the Agreement

This agreement will become effective upon the signature of both the approving officials of the respective agencies entering into this agreement.

The terms of this agreement will remain in effect until terminated by (1) mutual agreement or (2) ninety-day advance written notice by either party.

Approved:

/s/ Robert M. White

Robert M. White, Administrator
National Oceanic and Atmospheric Administration
U.S. Department of Commerce

Date: November 15, 1974

/s/ Edwin L. Kirby

Edwin L. Kirby, Administrator
Extension Service
U.S. Department of Agriculture

Date: November 15, 1974

APPENDIX 3
Secretary of Agriculture
Memorandum on Aquaculture

April 12, 1978

SUBJ: Lead Responsibility for Aquaculture Programs

TO: M. Rupert Cutler, Assistant Secretary for Conservation, Research, and Education

Aquaculture is rapidly becoming a significant component of the Department of Agriculture programs in food production, land and water conservation, rural development, and other agricultural programs of major responsibility of the Department. I am concerned that the Department does whatever is necessary and proper, in respect to balance with other established programs, to fully support commercial, recreational, and home-use aquaculture in the U.S. for: the benefit of farmers, small businessmen, and the public in general; the conservation and use of the land and water resources; the economy of the Nation.

In view of the major involvement of SEA, SCS, and other Conservation, Research, and Education agencies in aquaculture programs, I am directing your office to be responsible for coordinating and leading the Department's activities.

Please work with the other appropriate Assistant Secretaries to ensure maximum coordination of this activity.

/s/ Bob Bergland

Secretary

APPENDIX 4
Secretary of Agriculture
Memorandum on Aquaculture

October 30, 1978

SUBJ: Departmental Programs in Aquaculture

TO: Assistant Secretaries

The President vetoed the "National Aquaculture Act of 1978." The Administration considered the numerous broad-reaching provisions of the bill to be premature and was especially concerned about offering new loan guarantee and insurance programs unless and until a clear need for them has been established. However, in the veto message, the Administration recognized the importance of aquaculture and stated that Federal agencies have the legislative authorities they need to provide research and technical and financial assistance to the aquaculture industry.

Fish farmers continue to voice their opinions that Federal programs, including those of the Department of Agriculture, are not fully responsive to their needs.

I am convinced that aquaculture—water-based agriculture—has great potential as a new food source of global dimension and, as such, is of high-priority importance to this Department. I want to reaffirm my commitment to developing a viable aquaculture program. Complete Departmental participation is required.

I am asking each agency to assess present programs, to inventory statutory authorities, and to identify opportunities for new and expanded programs in aquaculture. Programming should be considered on the basis of existing budgets and personnel ceiling levels.

I am directing the Assistant Secretary for Conservation, Research, and Education to continue to exercise coordination and lead responsibility in this matter for the Department. It may be

necessary to establish a more formal coordinating mechanism to insure maximum effectiveness for all USDA programs.

A report of each agency's assessment of authorities and new and expanded program opportunities in aquaculture should be submitted to Assistant Secretary Cutler by December 15, 1978.

Bob Bergland

Secretary

APPENDIX 5

Memorandum of Agreement Between the Fish and Wildlife Service U.S. Department of the Interior and the National Oceanic and Atmospheric Administration U.S. Department of Commerce

I. Purpose

The purpose of this agreement is to establish policies and administrative arrangements which will provide a working relationship between the Fish and Wildlife Service (FWS), U.S. Department of the Interior, and the National Oceanic and Atmospheric Administration (NOAA), U.S. Department of Commerce, for the purpose of providing more effective procedures for planning, coordinating, and developing fish and wildlife extension services of mutual interest for the benefit of the Nation and within the respective authorities of both parties.

II. Background and authorities

The FWS is charged with the responsibility for carrying out programs relating to fish and wildlife throughout the Nation, in accordance with the Fish and Wildlife Coordination Act, as amended (16 U.S.C. 661 *et seq.*) and the Fish and Wildlife Act of 1956, as amended (16 U.S.C. 742a *et seq.*); and with other authorities.

NOAA is charged with the responsibility of carrying out programs relating to the exploration, development, and conservation of ocean resources, both living and nonliving, which contribute to the health, safety, and welfare of people and the efficient use of the environment in accordance with the provisions contained in Executive Reorganization Plan Number 4 of 1970 (84 Stat. 2090).

In connection with such programs, NOAA is authorized under the Sea Grant Program Improvement Act of 1976, as amended (33 U.S.C. 1121 *et seq.*), and the Fish and Wildlife Act of 1956, as amended (16 U.S.C. 742a *et seq.*), to conduct advisory and cooperative programs for the purpose of disseminating useful information pertaining to marine resources and marine environmental use to marine users and others.

As part of the National Sea Grant Program, grants are made to suitable public or private institutions of higher education, institutes, laboratories, and public or private agencies for the purpose of increasing the understanding, assessment, development, utilization, and conservation of marine and Great Lakes' resources. In addition, Sea Grant advisory service projects are funded separately and through coherent grants.

Many programs conducted by FWS and NOAA include the dissemination of useful and practical information of mutual interest to both agencies. Accordingly, cooperation and coordinated efforts in the conduct of such programs will be mutually beneficial and will avoid needless duplicative efforts.

III. Responsibilities of agencies

A. Pursuant to this agreement, FWS, will:

1. Provide technical assistance on fish and wildlife matters to marine extension and advisory programs.
2. Make its published information available to marine extension and advisory programs.
3. Cooperate with NOAA in the design, development, and support of educational programs and materials of mutual

interest through which appropriate information generated by FWS may be disseminated to the people of the United States through interested marine extension and advisory programs.

4. Cooperate with interested marine extension and advisory programs in the preparation of educational programs and materials that may be used by marine extension and advisory programs on a regional, state, or local basis.
 5. Keep NOAA informed on the status of FWS activities with marine extension and advisory programs, including negotiations relating to cooperative program developments.
 6. Provide feedback and information to NOAA concerning fish and wildlife problems of mutual concern to assist NOAA in evaluating cooperative programs and in developing new programs of mutual interest.
 7. Keep NOAA informed on the status of FWS national and regional objectives.
- B. Pursuant to this agreement, NOAA, represented by the Office of Sea Grant, will:
1. Cooperate with FWS in the design of appropriate educational programs and materials for dissemination to the people of the United States through interested marine extension and advisory programs.
 2. Provide channels of communication and distribution to marine extension and advisory programs for information relating to such educational programs and materials.
 3. Encourage effective involvement of marine extension and advisory programs in appropriate FWS programs.
 4. Encourage coordination between marine extension and advisory programs and FWS in the development and conduct of fish and wildlife programs.
 5. Encourage marine extension and advisory programs to seek effective involvement, when appropriate, of state

fish and wildlife agencies in cooperative marine advisory and FWS efforts.

6. Provide feedback and information from marine extension and advisory programs concerning fish and wildlife problems and to assist FWS in evaluating cooperative programs and in developing new programs of mutual interest.

IV. Programming, budgeting, and reimbursement arrangements

This agreement is not a fiscal or funds-obligating document. Any joint endeavors involving reimbursement or transfer of funds between the parties to this agreement will be handled in accordance with prescribed financial procedures, and will be the subject of subsidiary agreements that shall be effected in writing by representatives of both parties to this agreement.

V. Public affairs/press liaison

Publications, releases to the press, public announcements, and communication with the Congress concerning or stemming from joint programs can be made by either party to this agreement, or by both jointly, following approval by the appropriate representative of the other party. Credit will be given to FWS and NOAA interests as appropriate.

VI. Amendments and review

This agreement may be amended at any time by the mutual written consent of the parties to this agreement.

This agreement will be reviewed periodically, but not less than annually. It may be subject to reconsideration at such other times as may be required and as agreed to by the parties to this agreement.

VII. Implementation

FWS and NOAA, Office of Sea Grant will each assign a senior staff member to serve in a liaison capacity to satisfy the requirements of this agreement.

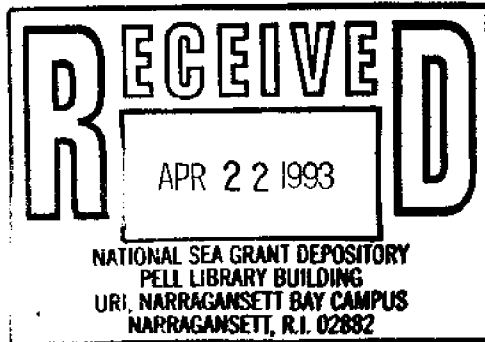
VIII. Terms of the agreement

This agreement will become effective upon the signature of both approving officials of the respective agencies entering into this agreement.

The terms of this agreement will remain in effect until terminated by (1) mutual agreement, or (2) ninety-day advance written notice by either party.

Dec. 4, 1977 /s/ Lynn A. Greenwalt
Lynn A. Greenwalt, Director
Fish and Wildlife Service
U.S. Department of the Interior

Dec. 4, 1977 /s/ Richard A. Frank
Richard A. Frank, Administrator
National Oceanic and Atmospheric
Administration
U.S. Department of Commerce



PARTNERS AND PARALLELS



TASK FORCE ON SEA GRANT RELATIONSHIPS
JUNE 1979