

A HISTORICAL STUDY OF THE PARIS SMALL BUSINESS DEVELOPMENT CENTER
IN PARIS, TEXAS, 1986-2006

Donna Gayle Smith, B.B.A., M.B.A.

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APPROVED:

Kathleen Whitson, Major Professor
Marc Cutright, Committee Member
Mildred Golden Pryor, Committee Member
Daniel Chen, Coordinator of the Program in
Higher Education
Janice Holden, Chair of the Department of
Counseling and Higher Education
Jerry R. Thomas, Dean of the College of
Education
Mark Wardell, Dean of the Toulouse
Graduate School

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This historical study chronicled events of the development and implementation of the Paris Small Business Development Center at Paris Junior College in Paris, Texas from 1986-2006. Data was collected from primary and secondary sources and oral histories through personal interviews. The analysis included a brief history of higher education and the service mission and situated the study in the broader context as an extension program in higher education. This study provided a brief history of the U.S. Small Business Administration and America's Small Business Development Center Network as a background for the study.

This study is significant to scholars in the field of higher education for a number of reasons. It provides a historical analysis of a service program that extends the college to the community and demonstrates higher education and its role in economic development. It adds to the current body of research by advancing an understanding of a past to contemporary knowledge. Finally, by integrating historical perspectives from multiple disciplines in higher education, what happened and the context in which it happened can be more fully appreciated. This study also contributes to practical knowledge as it deepens the understanding of significant events and processes that contributed to the success of an outreach program in higher education.

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CHAPTER 1

INTRODUCTION

Institutions of higher education are increasingly recognized as significant contributors to economic growth (Agiomirgianakis, Asteriou, & Monastiriotes, 2002) and in local and state economic development efforts (Paytas, Gradeck, & Andrews, 2004). Economists and business leaders recognize the contribution of the skills and knowledge of the workforce to economic development and long-term economic growth (Schweke, 2004). Higher education has a significant “impact on the economic competitiveness of a society, as well as on the economic prosperity of education’s individual beneficiaries” (Shaffer & Wright, 2010, p. 44). Higher education is important to economic development for a number of reasons, many of which have been well-documented (Paytas, Gradeck, & Andrews, 2004; Shaffer & Wright, 2010). For instance, Scott (2009) considered that higher education plays three important roles in strengthening local economies and sustaining the local communities. First, in raising the skill levels of the existing population, higher education provides social mobility. Second, a direct contributor to economic development is the institutions’ and their employees’ and students’ expenditures on local goods and services. Third, higher education acts “as a bridge between local and global economies” (Scott, 2009, p. 681) and the cultures within those economies by facilitating the flow of ideas, skills, and knowledge all the while, progressing human capital formation.

Human capital has been defined as “skills and knowledge that individuals acquire through investments in schooling, on-the-job-training, and other types of experiences” (Unger, Rauch, Frese, & Rosenbusch, 2011, p. 343). Because its core responsibilities

include “education, innovation, knowledge transfer, and community engagement” (Shaffer & Wright, 2010, p. 1), higher education “is one of the main drivers of economic development” (Sahlberg, 2006, p. 267).

Human capital can be acquired through different channels including formal and informal education such as on-the-job training, seminars, and workshops. Although formal education has been recognized as the most reliable source for human capital in sustaining economic development (Echevarria, 2009), higher education is expected to deliver education “in ways, volumes and forms that are relevant to the productive process and to shaping the knowledge society” (Jongbloed, Enders, & Salerno, 2008, p. 306) including adapting to a diverse group of individuals who have different qualifications, expectations, and career aspirations. This includes extending education outside the institutions and making connections with businesses, industries, and communities.

The concept of extension, an early term for the third mission, began at Oxford and Cambridge (Thompson & Lamble, 2000) and has been part of the service mission theme in higher education that focuses on providing “higher educational services such as teaching, research, and a host of other academic services to the church, governments, individuals, public, and . . . the world” (Scott, 2006, p. 3). The defining characteristics of service have continuously adjusted as the relationship between higher education and American society requires “ongoing negotiation and compromise” (Chambers, 2005, pp. 12-13). The emphasis was placed on educating citizens or practitioners with the idea of preparing “students to lead purposeful, responsible, and creative lives” (Ramaley, 2009, p. 139). Recognizing that education should extend

beyond the walls of the institution, programs such as workforce and continuing education were established to further connect higher education with businesses, industries, and communities. Constituencies outside of the institution, such as governmental bodies and other public entities provide additional opportunities for higher education to develop programs to serve specific needs of the public. Indeed, the driving force here calls “upon institutions themselves as major intellectual and cultural resources for a community” (Ramaley, 2009, p. 139) to contribute “to the economic, social, and civic vitality of the states” (Longanecker, 2005, p. 57). In addition, by extending its services beyond the walls of the campus, “universities distinguished themselves by concentrating on practical, applied knowledge and a public service bent” (Roper & Hirth, 2005, p. 4). Capitalizing on extending higher education into the field, a new type of service mission was realized as other programs began developing across the nation.

In 1986, Paris Junior College in Paris, Texas, established the Paris Small Business Development Center, an extension program that is part of a larger nationwide commitment to provide management and technical assistance and practical education to current and prospective owners of small businesses. The nationwide Small Business Development Center (SBDC) Program stresses client education and is the federal government’s largest partnership program between the U.S. Small Business Administration (SBA), state and local governments, higher education institutions, private enterprise and local nonprofit economic development organizations (America’s Small Business Development Center [ASBDC], n.d.). The SBDC program reflects the commitment of federal, state and local policy makers, college and university officials

and training professionals, private and public sector, and small business men and women “who have come to America’s small business development centers seeking to improve their lives through America’s free enterprise system” (ASBDC, n.d. para. 3).

Background of Study

The foundation of the SBDC program is difficult to pinpoint (ASBDC, n.d.). However, as one of the most successful partnership programs with the U.S. Small Business Administration, the roots of providing assistance to the small business sector can be traced back the 1940s. Previously in 1932, President Herbert Hoover had established the Reconstruction Finance Corporation (RFC) to make loans to industrial and commercial business (Blackford, 2003). However, the majority of loans were granted to large businesses and concerns for small businesses not having the opportunity to compete with large businesses made their way through Congress. As a result of the unequal distribution of loans being granted to large businesses, Congress enacted the Small Business Mobilization Act of 1942 (U.S. Small Business Administration [SBA], n.d.) and introduced legislation to establish university-based business extension services (ASBDC, n.d.)

During the early 1950s and following a “series of well-publicized scandals involving favoritism in granting loans” (Blackford, 2003, p. 134), President Dwight D. Eisenhower proposed the abolishment of the Reconstruction Finance Corporation (RFC) and the creation of a new agency to ensure the continuation of aid given to small businesses. In 1953, Eisenhower signed into law legislation that abolished the RFC and established the SBA as a temporary agency (Blackford, 2003; U.S. Small Business

Administration, n.d.). By 1954, the SBA made progress by providing small business loans and guarantees for bank loans and other assistance with government contracts, technical and management assistance, and business training for small business owners. The SBA was made a permanent agency in 1958. As a continued effort to helping small businesses, the Investment Company Act of 1958 established the Small Business Investment Company (SBIC) Program to provide money for privately owned and operated venture capital investment companies and to help small businesses keep up with advancing technologies (U.S. Small Business Administration, n.d.).

Since 1958, the SBA has grown to include several programs and offices designed to meet the mandates of the Small Business Act. In 1964, the SBA established the Equal Opportunity Loan program that helped applicants living below the national poverty level start small businesses (U.S. Small Business Administration, n.d.). Also in 1964, the Service Corps of Retired Executives (SCORE) Association was established to provide counseling services to entrepreneurs and small business owners (ASBDC, n.d.). SCORE is a nonprofit organization made up of volunteer mentors, many of whom are retired business people and experienced small business owners. SCORE also sponsors corporations and businesses that allow the association to develop and implement its programs, projects, and resources. The Active Corps of Retired Executives (ACE) was formed in 1969, and in 1971 the Small Business Institute was founded. In 1978, revisions to the Small Business Act of 1953 redefined minority businesses as socially and economically disadvantaged small business concerns and required the establishment of the Office of Small and Disadvantaged Business Utilization. In 1979, the Office of Women's Business Ownership was established to

promote the participation of women who have been historically underserved or excluded.

After a series of conversations in 1975 between William C. Flewellen, Jr., the Dean of the University of Georgia's College of Business Administration and newly appointed member of the SBA advisory board, and Reed Powell, of California State Polytechnic University at Pomona and chair of the SBA, the men became convinced that every state would "benefit from a small business program that offered the resources of higher education, small business and government" (ASBDC, n.d, para. 7). Flewellen and Powell approached Administrators Thomas Kleppe and Mitchell Kobelinski with the idea, and in 1976, "Administrator Kobelinski formally announced plans for a University Business Development Center (UBDC) program" (ASBDC, n.d., para. 8) to fill an unmet need for small business planning and consulting (Chrisman, Nelson, Hoy, & Robinson, 1985).

In cooperation with universities in eight states, the SBA launched the University Business Development Center pilot program in December, 1976, with the first center opening at California State Polytechnic University at Pomona (ASBDC, n.d.). During the first half of 1977, seven additional centers were opened at California State University at Chico, University of Georgia, University of Missouri at St. Louis, University of Nebraska at Omaha, Rutgers University, University of Southern Maine, and the University of West Florida. Renaming the program, the Small Business Development Center Act of 1979 provided support for continuing the program with increased funding and administrative support. In 1979, the SBDC pilot program expanded to add centers in Arkansas, the District of Columbia, Minnesota, Pennsylvania, South Carolina, Utah and Washington.

In 1980, Senate Bill 918, as amended, was adopted by the House and then incorporated as Title II of Senate Bill 2698, which was signed into law (P.L. 96-302) by President Carter on July 2, 1980 (ASBDC, n.d.). Title II of The Small Business Development Act of 1980 authorized the SBDC program with an initial annual funding of \$20 million for 1981. “The new law specifically provided for federal funding to be matched one-for-one with non-federal funds, and it also required an evaluation of the program to be submitted to Congress by January 31, 1983” (ASBDC, n.d., para. 14). After an initial evaluation by a third-party contractor that indicated the SBDC had the potential for providing necessary small business assistance, and a GAO study found that even with the possibility of increasing taxes, SBDC clients favored expanding the program. The Small Business Development Center Act of 1980 (Title II of P.L. 96-302) made the pilot a permanent program that connects higher education, small business and government (ASBDC, n.d.).

Today, America’s Small Business Development Center (ASBDC) Network provides management assistance and education to current and prospective owners of small businesses. Due to recent budgetary reductions at both state and federal government levels and higher education institutions, the number of field centers has decreased from more than 1,000 in 2011 to approximately 900 in early 2013. Currently, there are approximately 900 delivery points in the United States, the District of Columbia, Guam, Puerto Rico, American Samoa and the U.S. Virgin Islands (U.S. Small Business Administration, n.d.) that are hosted by universities, colleges, and state economic development agencies (ASBDC, n.d.). The centers offer no-cost business and technical consulting services, low-cost training and access to resources. The SBDC

program is a cooperative endeavor of the private sector, the educational community, and local, state, and federal governments (U.S. Small Business Administration, n.d.).

America's Small Business Development Center Network

In 1979, a non-government funded alliance was formed to provide an exchange of ideas within the SBDC network. Formally known as the Association of Small Business Development Centers, ASBDC Network is contracted to conduct regular assessment and economic impact studies on the SBDC program. ASBDC is funded by dues from the member SBDCs.

The SBDC program is the SBA's largest matching grant-funded program that provides quality service to the small business sector. The SBDC program has 63 recipient organizations known as lead centers—one in each state (four in Texas and six in California), the District of Columbia, Puerto Rico, the Virgin Islands, Guam and American Samoa and their corresponding Service Centers that expand out to local communities (U.S. Small Business Administration, n.d.). The SBDC program is a partnership between the SBA's Office of Small Business Development Centers and District Offices that links the resources of federal, state and local governments with the resources of the educational community and the private sector to provide assistance to small businesses. SBDCs develop business counseling and training programs provide access to resources and informational tools, and other services that enhance the economic development goals and objectives of the program. The majority of the SBDC branch offices are managed by the higher education institution where they are physically located and are in practice, and higher education extension programs that

provide small business services in their local communities and regional areas. A part of being a host, the SBDC is to provide matching funds, facilities and administrative support for the consulting and education of prospective and existing small businesses.

The impact that the SBDCs have on assisting small businesses in developing and growing the economy is significant. For example, during the 2009/2010 reporting period, SBDC clients started more than 13,000 new businesses (Chrisman, 2011). Long term clients (with more than 5 hours of counseling time) added more than 61,000 new jobs and generated \$4.7 billion dollars in sales, and an additional \$5.1 billion in sales and 69,363 jobs were saved. Overall during the 2009/2010 timeframe, clients generated \$417 million in tax revenue for state and federal governments. In fiscal year 2012, the SBDC network provided business consulting services to 212,475 clients, provided training for 336,279 attendees, and helped clients obtain \$4 billion in financing (ASBDC, n.d.).

Texas Small Business Development Centers

There are four SBDC Regions in the State of Texas with lead offices located as follows: the Northwest Region headquartered at Texas Tech University in Lubbock; the North Region headquartered at the Bill Priest Institute of El Centro College in Dallas; the Southwest Texas Border Region headquartered at the University of Texas at San Antonio; and the Houston Region headquartered at the University of Houston. Each regional lead center provides administrative support and funding oversight authority to multiple SBDCs field offices in their respective territories. The SBDC field offices are

also hosted primarily by universities and colleges and serve multiple counties. The host institutions receive SBA grant funds through the lead centers.

North Texas Small Business Development Center Network

The North Texas SBDC began in 1984 at the University of Texas at Arlington (ASBDC, n.d.), but was moved in 1987 to the Dallas County Community College District at the Bill J. Priest Institute for Economic Development of El Centro College in Dallas (Hughes, 1994). The North Texas Regional Lead Center provides oversight for 13 SBDC field offices and 11 satellite locations in 49 counties in north and northeast Texas (North Texas Small Business Development Center, 2012). The Best Southwest SBDC, hosted by Cedar Valley College in Dallas County Community College District, serves the southwest area of Dallas County. Collin SBDC is hosted by Collin College and serves Collin County. Dallas SBDC, hosted by the Bill Priest Institute of El Centro College in the Dallas County Community College District, services startups and existing small businesses in Dallas and Rockwall Counties. The Dallas SBDC also includes a satellite office at the Garland Chamber of Commerce in Garland. The Grayson SBDC is hosted by Grayson County College in Denison, and serves Fannin and Grayson Counties. The Kilgore SBDC is hosted by Kilgore College in Longview, and serves Gregg, Harrison, Marion, Panola, Rusk and Upshur Counties. McLennan SBDC, hosted by McLennan Community College in Waco, serves Bell, Bosque, Coryell, Falls, Hill, Johnson and McLennan Counties. The Navarro SBDC is hosted by Navarro College in Corsicana and serves Ellis, Freestone, Limestone, and Navarro Counties. Navarro SBDC also includes satellite offices in Waxahachie, Mexia, and Fairfield. The North

Central Texas SBDC is hosted by North Central Texas College in Gainesville and services Cooke, Denton, and Montague Counties. The North Central Texas SBDC includes satellite offices at the Chamber of Commerce in Denton and on the Flower Mound Campus in Flower Mound. The Northeast SBDC, hosted by Northeast Texas Community College in Mt. Pleasant, serves Bowie, Camp, Cass, Franklin, Morris, and Titus Counties. The Northeast SBDC includes a satellite office located in Texarkana, Texas. The Paris SBDC is hosted by Paris Junior College in Paris and serves Delta, Hopkins, Hunt, Lamar, and Red River Counties. The Tarrant SBDC, hosted by Tarrant County College in Ft. Worth, serves Tarrant County. The Tarrant SBDC has satellite offices in North Richland Hills and Arlington. The Trinity Valley SBDC is hosted by Trinity Valley Community College in Athens, and services Anderson, Henderson, Kaufman, Rains, and Van Zandt Counties. Trinity Valley SBDC includes a satellite office in Palestine. The Tyler SBDC, hosted by Tyler Junior College in Tyler, serves Cherokee, Nacogdoches, Sabine, San Augustine, Shelby, Smith, and Wood Counties.

In addition to the field and satellite offices, the North Texas SBDC includes specialty centers that provide assistance to entrepreneurs in all 49 counties with technology issues, assistance with understanding the requirements for exporting to and importing from foreign countries, risk management, government contracting, and business sustainability (North Texas Small Business Development Center, 2012). The Government Contracting SBDC, hosted by the Bill J. Priest Institute for Economic Development of El Centro College in the Dallas County Community College District in Dallas, Texas, assists small business owners in learning how to offer goods and services to government agencies. The International SBDC is also hosted by the Bill J.

Priest Institute for Economic Development as well as the Dallas County Community College District and is located at the International Trade Center in Dallas. The International SBDC also includes a satellite office in Fort Worth. The International SBDC assists North Texas companies achieve and maintain global competitiveness through international trade. The Risk Management SBDC is also hosted by the Bill J. Priest Institute for Economic Development of El Centro College in the Dallas County Community College District in Dallas. The Risk Management SBDC helps small businesses examine their strengths and weaknesses, and to minimize, transfer, or eliminate areas of risk. Assistance is provided in the areas of data protection and recovery, computer and network security, homeland security, environmental issues and policies, human resources and food safety issues. The SBDC for Enterprise Excellence is hosted by the University of Texas at Arlington in Arlington and educates small businesses in sustainability using the triple bottom line approach. The Technology Commercialization SBDC hosted by the Bill J. Priest Institute for Economic Development of El Centro College in the Dallas County Community College District in Dallas assists entrepreneurs start technology-based companies and technology-based small businesses with intellectual property strategies.

Paris Junior College

The Small Business Development Center in Paris, Texas was established in 1986 at Paris Junior College. With the launch of the Paris SBDC, Paris Junior College made a commitment to reach out to prospective business owners and entrepreneurs by offering no-cost business and technical consulting services, as well as low-cost training

and access to resources in a way that meets the needs of a diverse group of individuals who have different qualifications, expectations, and aspirations of small business ownership. This commitment has persisted as Paris Junior College and the Paris SBDC continue to provide for entrepreneurs who are willing to start and expand small businesses but who want and need to develop new skills and competencies to be successful.

The main campus of Paris Junior College is located in Paris, Texas, approximately 100 miles northeast of Dallas, Texas. The main campus includes 19 buildings and residence halls on 54 acres of land situated in the southern area of the town. Since its establishment in 1924, Paris Junior College is reported to be one of the oldest community colleges in the state of Texas (Paris Junior College, 2013). The college has additional locations in Sulphur Springs, Texas, in Hopkins County, Greenville, Texas, in Hunt County, and offers courses in Commerce, Texas, at Texas A&M University-Commerce. Paris Junior College is classified as a medium-sized community college with student enrollment between 5,000-9,999. In Fall 2011, there were 5,936 students enrolled across the four campuses (Paris Junior College, 2011).

Statement of the Problem

The SBDC program has been a topic for research since its beginnings in 1977. A few students have studied the program in their dissertations, either as a case study or using the program's clients as participants in their studies. In addition, scholarly research has focused on evaluating the program's effectiveness in terms of economic impact (e.g., Chrisman & McMullan, 1996; Chrisman, et al., 1985; Elstrott, 1987;

Pelham, 1985; Wood, 1994) and efficiency (e.g., Lang & Golden, 1989; Thompson, Dharmapala, Gatewood, Macy, & Thrall, 1996). Presently, there are written records stored at Paris SBDC in Paris, Texas. These records consist of quarterly and annual performance reports and milestones, news articles and other artifacts, such as training schedules and counseling reports that are available and are at risk of being lost. Currently, there is no comprehensive or cohesive record of the history of the Paris SBDC at Paris Junior College in Paris, Texas. To address this problem, a historical analysis was conducted on the development of the Paris SBDC at Paris Junior College before valuable information about the Center's past is lost forever. In this study, the development of the Paris SBDC at Paris Junior College from its inception in 1986 to 2006 was examined.

Purpose of the Study

The purpose of this historical research was to chronicle the development of the Paris SBDC at Paris Junior College in Paris, Texas, from its establishment in 1986 to 2006. There were two objectives for conducting this historical analysis. The first objective was to provide a cohesive record that traces the forces that shaped and influenced the Paris SBDC's development as an extension program in higher education. The second objective related to challenges and opportunities for small business development in a five-county area in northeast Texas that has a mix of characteristics relating to metropolitan (urban) and nonmetropolitan (rural) populations. Special focus was made on the administration function of the Paris SBDC as a higher education

extension program and the human capital needs of entrepreneurs and small business owners.

Research Questions

The primary research questions pertained to issues of fact and analysis that establish a historical record of the development and implementation of the Paris SBDC at Paris Junior College in Paris, Texas. Additional questions addressed were as follows:

1. What events, factors and influences during the first twenty years accounted for the current organization and programs of the Paris SBDC at Paris Junior College as an extension program in higher education?
2. What were the perceived areas of opportunity that accounted for the evolution and growth of the Paris SBDC at Paris Junior College?
3. What were the perceived areas of challenges that restricted the evolution and growth of the Paris SBDC at Paris Junior College?

Significance of the Study

This study chronicled the first twenty years of the Paris SBDC and is valuable in studying the natural course of development, growth, and maturation of an academic service extension program. The results of this historical research provided information related to the needs of individuals with entrepreneurial aspiration, as well as academic institutions and government entities that provide educational resources for entrepreneurs and small businesses. Furthermore, this study provided a historical analysis of a service program that extends the college to the community and

demonstrates the role higher education plays in economic development. It adds to the current body of research by advancing our understanding of a service program as it developed and will identify opportunities and challenges of both service programs and entrepreneurial educational needs. This study also contributed to practical knowledge as it deepens our understanding of significant events and processes that contribute to the success of an extension program in higher education and chronicles events in the development of the Paris SBDC at Paris Junior College, in Paris, Texas. The results of this study will provide additional insight for institutions of higher education seeking to improve existing service programs. The results may also be used in new program development and in the design of entrepreneurial education that ensure success and growth for new and existing small business ventures.

Of particular interest for both research and practice is that the Paris SBDC's service area includes counties that have different urban influences and classifications as large-in a metropolitan, micropolitan that is adjacent to a large metropolitan and noncore with a town with at least 2,500 residents and is adjacent to a micropolitan (U.S. Department of Agriculture, 2007). These designations are defined more fully in this dissertation in the section describing the effects of geographic location on small businesses. Three of the counties are economically dependent on manufacturing. For more than several decades, scholars have claimed that there are additional challenges to economic development in rural areas and that they are typically "considered to be at a disadvantage in comparison to urban areas" (Chrisman, Gatewood, & Donlevy, 2002, p. 68). However, there is little evidence in recent literature that substantiate this concept (Lin, Buss, & Popovich, 1990). According to the U.S. Census Bureau, rural areas have

less than 2,500 residents and most counties include both rural and urban populations (U.S. Department of Agriculture, 2007). Much of the research in higher education, entrepreneurship, and small business development consider rural versus non-rural or urban areas. However, Chrisman et al. (2002) noted:

[S]tudies that seek to understand how to assist entrepreneurs with different types of problems (e.g., Chrisman, 1989), strategies (e.g., Chrisman & Danforth, 1995; Miller, McLeod, & Oh, 2001), or bases for competitive advantages (e.g., Chrisman, 1999; Chrisman & McMullan, 2000) may be more appropriate than studies seeking to differentiate populations of entrepreneurs based solely on whether they are located in rural or urban environments. (p. 77)

Currently, little is known and documented about SBDCs that assist entrepreneurs and small business owners in both rural and non-rural populations and the different types of problems that may exist within different populations. In addition, since the 2003 reclassification system by the U.S. Office of Management and Budget from metropolitan and nonmetropolitan areas to metropolitan, micropolitan, and noncore areas for statistical purposes, considerable attention has been given to micropolitan areas by policymakers (Davidsson & Rickman, 2011). This study adds to the limited research and practical understanding by analyzing the development of an SBDC and presents a holistic description and analysis from a twenty-year historical perspective. The Paris SBDC service area includes counties that are both rural and non-rural and crosses boundaries between metropolitan, micropolitan, and noncore areas.

Personal Statement of Bias

Because I have worked with some of the SBDCs in North Texas and in particular with the Paris SBDC since 2009, and live in the Center's service area, there was a potential for personal bias to influence the interpretation of the historical events of this

study. I did not approach this study with a blank slate but have existing perspectives from both a business consultant standpoint and as an owner of a small business. However, my combined experiences and education were instrumental and necessary in recognizing the relevant data and in developing significant categories. Throughout this study, I have gained a deeper understanding of the events that took place to develop the Paris SBDC, including the opportunities and challenges of a higher education extension program that is partially funded with grants resulting in dual reporting mandates. In addition, this Center's service area had opportunities and challenges from both rural and non-rural economic development perspectives. There was a potential for personal bias to influence the interpretation of the results of this study. However, measures, such as constant comparison of data and meeting the criteria for triangulation and trustworthiness of interpretation through peer debriefing, negative case analysis, and member checking, were taken to reduce this influence.

Limitations of the Study

This study was limited in several ways. The scope and design of a historical study of the inception and development of the Paris SBDC was restricted by the availability of relevant documents and memories of individuals willing to communicate their oral histories. In addition, the study dealt with events that occurred during a twenty-year period, with the result that some individuals important to this investigation were not able or available to relate their oral histories. This study was also restricted by the fact that the interpretation of information was done only by one principal investigator.

Delimitations of the Study

Although there may be mention of other higher education extension programs and SBDCs at other institutions, this study did not address the development of these programs or centers. In addition, the intent of this study was not to compare the Paris SBDC to other centers, nor was it intended to produce a quantitative economic impact or efficiency analysis of the center. The intent was to record its development of the Paris SBDC as an extension program in higher education. The national program of centers has mandates that are common to all centers. However, the services offered in each location are individualized according to the institution and the needs of the small businesses within that locale.

Organization of the Study

This historical research is organized into five chapters. Chapter 1, the present chapter, introduces the study and includes the background relevant to the study, the statement of the problem, the purpose of the study, research questions, and significance of the study. The chapter also provides a personal bias statement and a discussion of the limitations and delimitations of the study. Chapter 2 explores the relevant sources that frame the context for this historical research that chronicles the inception and development of the Paris SBDC at Paris Junior College in Paris, Texas, from 1986 to 2006. To understand the context for the study, Chapter 2 is divided into three sections. The first section provides a brief historical perspective on service extension programs. The second section reviews the literature on human capital needs of entrepreneurs and small business owners. The third section reviews the literature on

entrepreneurship in different geographic areas, such as rural and non-rural, and the recent reclassification system by the U.S. Office of Management and Budget from metropolitan and nonmetropolitan areas to metropolitan, micropolitan, and noncore areas. The methods and procedures that were used to gather and analyze data for the study are presented in Chapter 3. Chapter 4 includes the findings of the historical analysis of the Paris SBDC. Finally Chapter 5 provides a discussion of implications, continuing influences, and future directions.

CHAPTER 2

LITERATURE REVIEW

The purpose of this chapter was to explore the relevant sources that frame the context for this historical research that chronicles the inception and development of the Paris Small Business Development Center (SBDC) at Paris Junior College in Paris, Texas, from 1986 to 2006. This chapter is divided into three sections. The first section provides a brief historical perspective on service extension programs. The second section reviews the literature on human capital needs of entrepreneurs and small business owners. The third section reviews the literature on entrepreneurship in different geographic areas such as rural and non-rural and the recent reclassification system by the U.S. Office of Management and Budget from metropolitan and nonmetropolitan areas to metropolitan, micropolitan, and noncore areas. It should be noted that because this present study is a historical analysis, the literature reviewed in this chapter were integrated and became part of the data that were collected and analyze.

A Brief History of Higher Education's Service Mission

The concept of extension began at Oxford and Cambridge (Thompson & Lamble, 2000) and has been part of the service mission theme in higher education that focuses on providing "higher educational services such as teaching, research, and a host of other academic services to the church, governments, individuals, public, and . . . the world" (Scott, 2006, p. 3). The defining characteristics of service have been continuously adjusted because the relationship between higher education and American

society requires “ongoing negotiation and compromise” (Chambers, 2005, pp. 12-13). The emphasis has been placed on educating citizens or practitioners with the idea of preparing “students to lead purposeful, responsible, and creative lives” (Ramaley, 2009, p. 139). Recognizing that education should extend beyond the walls of the institution, programs such as workforce and continuing education, were established to further connect higher education with businesses, industries, and communities. Constituencies outside of the institution, such as governmental bodies and other public entities provide additional opportunities for higher education to develop programs to serve specific needs of the public. Indeed, the driving force here calls “upon institutions themselves as major intellectual and cultural resources for a community” (Ramaley, 2009, p. 139) to contribute “to the economic, social, and civic vitality of the states” (Longanecker, 2005, p. 57).

This section of the literature review provides a brief historical perspective of these changing views of higher education’s service mission. During the Colonial period in 1789, early colleges in the United States “developed around notions of acculturating the young . . . and preparing people not only for service as clergymen but as public servants as well” (Cohen & Kisker, 2010, p. 21). Students who received training during the colonial era “were instrumental in creating and sustaining the political, social, economic, cultural, and religious institutions and infrastructure that enabled the survival and eventual growth of the colonies” (Chambers, 2005, p. 13).

The expansion of the college to the western part of the United States in the period from 1790 to 1869 marked an era of changing curricula to include vocational studies (Cohen & Kisker, 2010) that would also serve in furthering the “development of

the American experiment” (Chambers, 2005, p. 13). “The Morrill Act of 1862, which established land-grant institutions, was an economic development initiative by which the young federal government hoped to encourage prosperity through widespread education in agriculture and practical arts” (Roper & Hirth, 2005, p. 1). The land grant colleges formed as a result of the Morrill Acts of 1862 and 1890 “turned higher education toward boarder areas of service” (Cohen & Kisker, 2010, p. 105). Universities began “conducting research to improve the efficiency and productivity of farming and domestic practices, while training engineers, draftsmen, and other professionals to design and build the developing nation” (Chambers, 2005, p. 14).

The Hatch Act of 1887 led to the creation of agricultural experiment stations that further enabled accomplishment of the land-grant mission (Roper & Hirth, 2005, p.3). These stations brought practical information to farmers about seeds, livestock, and chemicals and connected ordinary men and women with the services of higher education (Thompson & Lamble, 2000). Indeed, by extending its services beyond the walls of the campus, “universities distinguished themselves by concentrating on practical, applied knowledge and a public service bent” (Roper & Hirth, 2005, p. 4). Capitalizing on extending higher education into the field, a new type of service mission was realized and other programs began developing across the nation.

An early example during the late 1800s and early 1900s was the Wisconsin Idea which connected the university with individuals in the state (McCarthy, 1912). There were “two essential components [of the Wisconsin model]: 1. The use of scientific knowledge and expert advice for government planning, and 2. The development of educational programs” (Penfield, 1975, p. 109). A distinguishable element of the

Wisconsin Idea educational programs was extension beyond the walls of the university where “professors of the highest rank are sent out into the villages, shops and factories as . . . traveling teachers . . . bringing students in the field in touch with the university” (Penfield, 1975, pp. 132-133). As the success of the extension grew, other states tried to replicate the Wisconsin Idea.

Penfield (1975) studied a historical case of the University of California’s attempt to replicate the Wisconsin Idea. She wrote that the “decision to revitalize extension in California was made by University President Benjamin Ide Wheeler” (p. 110) after the idea of establishing a technical institution in Southern California was opposed by Berkley University administration and faculty. However, University President Wheeler did not fully understand the “ramifications of the Wisconsin model” (Penfield, 1975, p. 112), nor was there an existing mandate for University extension.

Penfield (1975) pointed out several incidences in which challenges were incurred when the goals of the institution conflicted with goals of the extension. One of the utilitarian approaches of the Wisconsin model, for example, was “an emphasis upon vocational programs which were below college grade” (Penfield, 1975, p. 112). This particular extension “threatened the faculty, which in its struggle for a sense of professional identity has not been willing to accept expansion of purpose—or ‘lowering standards’” (Penfield, 1975, p. 115). Furthermore, through the challenges realized in this case study, Penfield (1975) suggested that the service part of the university mission has a history of conflict in legitimacy.

Although Penfield (1975) provided an informative look at the University president’s desire to implement the Wisconsin Idea, the ability (or lack thereof) to obtain

adequate support from University administrators and faculty in implementing the extension program is an overriding challenge. In addition, Penfield (1975) argued that service extension programs are dependent upon being aligned with the university's goals, and that leadership of the institution must support the implementation.

The Wisconsin Idea continues today, although it has continued to evolve since its beginnings. Witte (2000) explained the evolution of the Wisconsin Idea is of the relationship between the university and the community it serves. The article details the origins of the Idea (1874-1914), explains the events that took the Wisconsin Idea to a national level (1914-1956), identifies the transition of the meaning of the Wisconsin Idea over time, and concludes with thoughts for carrying the concept into the future. Witte provided an exemplary perspective of the Wisconsin Idea from its beginning to the present day. Contrary to a singular meaning, Witte (2000) made a case that the Wisconsin Idea phrase should be “plural to signify the multiple meanings that have been associated with” (p. 7) the Wisconsin Idea through the “changes in the structure of the university and the community” (p. 7). Specifically, external organizations are increasing funding for faculty research that is mutually beneficial. The current practices of international extension services are also helping businesses expand their products to foreign markets, while state agencies are working with “foreign agencies to share ideas and innovation” (p. 15). Witte believed that these multiple ideas of extension and outreach still flourish and will continue to expand in the future.

The land-grant institutional “tradition of service declined significantly during the 1950s” (Roper & Hirth, 2005, p. 6) as faculty focused more on research rather than teaching and service (Bringle, Games, & Mallory, 1999). However, Congress and others

began realizing that small businesses needed protection and assistance in developing the knowledge and skills.

The Small Business Act of 1953 created the U. S. SBA, whose mandate was to assist small businesses by providing counseling, assistance and protection of the interest of small businesses (U.S. Small Business Administration, n.d.). The SBA established several supporting offices designed to meet the mandates of the Small Business Act. These offices include: Entrepreneurship Education, Native American Affairs, Women's Business Ownership, SCORE, the Small Business Training Network and SBDCs.

A program launched in 1963 by the U.S. Department of Commerce and the Area Redevelopment Act (ARA) of 1961 (Fatzinger, 1979) stimulated connection with institutions. This program was designed as a demonstration program to provide "management and technical assistance services to small businesses, communities, and development organizations" (Fatzinger, 1979, p. 59) by working through selected institutions of higher education. Specifically, the ARA and its successor agency, the Economic Development Administration (EDA), and 41 consultant-type centers located within universities all developed permanent economic outreach programs. Because of its effectiveness in creating jobs and capital investment, the program has been used as a model for the National Science Foundation, the Occupational Safety and Health Administration, the Department of Energy, and the U.S. SBA.

During the economic turmoil in the 1970s, higher education was called upon again to solve economic and social problems in society as it had in the mid-1800s (Holland, 1999). The 1970s and 1980s brought forth specific government

encouragement for “higher education to help solve economic woes” (Roper & Hirth, 2005, p. 8) and to fill an unmet need for small business planning and consulting (Chrisman et al., 1985). In cooperation with universities in eight states, the SBA launched the University Business Development Center pilot program in December, 1976, with the first center opening at California State Polytechnic University at Pomona (ASBDC, n.d.). Upon a preliminary assessment of the effectiveness of the program, Congress enacted the Small Business Development Center Act of 1980 as a permanent partnership program that connects higher education, small business and government (ASBDC, n.d., para. 7). Higher education began forming new roles toward economic development (Boyer, 1996) and “developing a better workforce and fostering healthy businesses” (Roper & Hirth, 2005, p. 8).

Since the 1980s, the concept of the service mission has continued to change and expand. Indeed, the change in terminology, such as engagement, have been added to higher education’s lexicon (Roper & Hirth, 2005, p. 10) indicating a broader scope of the service concept. Byrne (2000), for example, utilized the works and findings from the Kellogg Commission on the Future of State and Land-Grant Universities to make a case for American public universities to become more responsive to the needs of the society they serve. He discussed the defining parameters of “engagement” and stated that the role of public universities is to reach beyond their campuses to partner with those who will benefit from a shared endeavor. In addition, Byrne (2000) reiterated the Kellogg Commission’s seven-part test of the engaged university.

Byrne’s (2000) primary claim was that even though the current mission of universities is comprehensive and challenging, it will become even more so in the

future. He believed that universities, through extension and outreach programs, need to share expertise and resources with partners in order “to serve society in a more effective manner” (p. 17). He concluded that truly engaged universities will be a defining characteristic of educators in the future.

Gee (2010) recounted that it is the moral duty of American public universities to reach out to the communities and “apply knowledge to real-world problems, to enhance our neighborhoods and schools, to conduct research for the public good, and to fuel our nation’s economic prosperity” (p. 6). He stated that this duty is especially true for land-grant universities. Consistent with Jongloed et al. (2008), Gee (2010) also appealed to universities to redefine the “nature of scholarship and the ways” (p .10) that engagement is rewarded. In addition, he argued that universities should know their mission and extend the “transformative power of education to every person of willing heart” (Gee, 2010, p.11).

Franklin (2009) conducted a qualitative case analysis that focused on engagement activities of six land-grant universities. She established characteristics of partnership devised to promote economic and community development. Consistent with other related literature, Franklin believed that outreach and extension programs were part of a university’s mission (although specifically land-grant institutions). However, her study expanded this concept to include regional programs in addition to local community programs. Furthermore, Franklin (2009) also included discussion on the importance of having support from institutional leadership and having clear rules for engagement.

It is clear that higher education's third mission, service, has many different meanings (Roper & Hirth, 2005). As the relationship between higher education and American society continues to change in the future "ongoing negotiation and compromise" (Chambers, 2005, pp. 12-13), the meanings of service will most likely continue to change in many ways as the needs of society and the economy change.

Human Capital Needs of Entrepreneurs and Small Business Owners

The volatility of any economy creates both challenges and opportunities for prospective entrepreneurs and small businesses. Specifically, when the economy changes and businesses are forced to reduce their workforce, economic recovery depends on the willingness and readiness of people to start businesses and on their skills to successfully run them (Bandstätter, 2011). Economic downturns can impact the financial wellbeing of businesses and create the need to reduce their employee numbers. Some individuals who have been negatively affected by economic or financial crises look to the possibility of becoming self-employed or of starting a small business and need to develop new skills to succeed. Faced with reduced revenues, existing small companies look for new revenue streams as a way of staying in business and also need new and different knowledge and skills. It is at this point that higher education contributes to economic development by facilitating the flow of ideas, skills, and knowledge, all the while progressing human capital formation. Current research literature addresses factors such as human capital (Unger et al., 2011), social capital (Pirolo & Presutti, 2010), and entrepreneurial competencies as being necessary for entrepreneurial success (Man, 2006).

In the literature, the term *success* is defined in different ways, but generally it is defined in terms of growth and profitability. Simpson, Tuck, and Bellamy (2004) asserted that researchers have not taken into account the unique perceptions of success of business owners, and a lack of a comprehensive theoretical framework is problematic. Using a grounded theory approach to investigate small business success in the service sector, Simpson et al. (2004) identified the following four major categories defining success from their interviews of 14 small business owners and managers in the Sheffield, UK area and who had 1 to 18 employees.

1. Success means growth and profitability, and achieving success involves teamwork where everyone is constantly motivated to achieve results and then aim for the next level.

2. Success means enjoyment and comes from being “happy at work and to ensure staff and customers also enjoy their experiences” (Simpson et al., 2004, p. 489). Growing the business is not a priority.

3. Success means a sense of achievement, and this involves having shared values, vision, and creativity, and builds on company strengths. Recognition from others, both internal and external to the company is also seen as success.

4. Success is achievement and recognition. This category is different from the previous definition; whereas achievement is internal and recognition is external in the third category, the fourth category comes from a personal sense of achievement that is felt by the owner or manager and recognition from customers and validates the owner’s or manager’s personal sense of achievement.

Simpson et al. (2004) found that the fourth category was the weakest. Success is more focused on delivering the right service at the right time and customers having a sense of ownership in the company. It is clear that further research is needed to come to a consensus of defining success.

Much of the interest in entrepreneurship research has targeted the relationship between human capital and success (Unger et al., 2011). Although findings of many of these studies led to the conclusion that human capital and success are related and the majority assert that human capital increases entrepreneurial success, Unger et al. (2011) argued that the magnitude of this relationship remains unknown. Although Unger et al. (2011) found a positive relationship between human capital and success, the effect was low. This suggests that there are other variables that moderated the relationship between human capital and entrepreneurial success. Unger et al. (2011) recommended that researchers shift focus from a “static view of entrepreneurship to a process view” (p. 353). Simpson et al. (2004) indicated that there was conflicting evidence on human capital and success, and it was directly related to how small business owners define success and what constitutes human capital. For owners defining success as a combination of teamwork, growth and profitability, past experience and training may be equally important. For owners who define success as being happy in one’s work, prior knowledge and experience are more important than training. Achievement and recognition from the marketplace rely on experience in the business and market as being more important than education and training. There is conflicting evidence as to whether training contributes to success when success is a

personal sense of achievement, and recognition comes from customers getting the right service at the right time.

Entrepreneurial Learning as a Competency

Entrepreneurial learning has recently emerged in the literature as important to entrepreneurial success (Man, 2006). However, it is argued that the majority of these studies have focused on “what affects entrepreneurial learning and how it occurs” (p. 309) and little has been done to develop or understand entrepreneurial learning as a competency. Man (2006) contended that investigations into behavioral patterns of learning would allow appropriate education and training intervention. He then proposed a framework that considered entrepreneurial learning as a competency that can lead to acquiring additional competencies. Specifically, Man (2006) formulated the following six behavior patterns:

- (1) Actively seeking learning opportunities
- (2) Learning continuously
- (3) Learning selectively and purposely
- (4) Learning in depth into the trade
- (5) Improving and reflecting upon experience
- (6) Transferring what has been learned into current practices (p. 316)

Man (2006) further suggested that it was necessary to integrate skills, knowledge, and experience with entrepreneurial learning as a competency in order to achieve desired outcomes. Moreover, in his study, Man (2006) found that learning was affected by four dimensions: inputs, such as attitudes, emotions, values and personality;

process, such as experimentation and learning-by-doing; outcomes, such as developing additional competencies; and contexts, such as adapting and applying skills, knowledge, and other competencies to different situations. Indeed, “successful entrepreneurs are able to learn continuously because they need to respond to the changing demands in the external environment” (Man, 2006, p. 315).

Similar to the idea of entrepreneurial competencies, Paige (2009) brought forth a perspective on entrepreneurial learning as a mind-set. He stated that when we focus exclusively on the learner, our instructional strategies are bound to the present. “How can we envision preparing students to use tools that have yet to be invented to solve problems yet to be imagined, by focusing exclusively upon the perceived needs of the learning right now?” (Paige, 2009, p. 17). Alternatively, if we place our learning theory on the learning situation, the entrepreneurial learning theory “becomes a design for, not merely learner-centered, but learning-centered instruction” (Paige, 2009, p. 17). Paige (2009) argued that self-directed learning is a big part of the mind-set of successful entrepreneurial learning. Contrary to traditional focus on the learner, Paige (2009) made an emphasis on the learning situation. He stated that “the self-directed learning that arises out of one’s daily experiences represents as much as 90% of all we adults have come to know [and that] 90% of schema used for new learning probably are not developed within a formal teaching environment!” (p. 18). Therefore, entrepreneurial learning is often, and should be, a continuous process of acquiring knowledge that creates effectiveness in starting up and managing new ventures (Politis, 2005).

Entrepreneurial Learning as a Process

Reuber, Dyke, & Fischer (1990) found that entrepreneurs acquire knowledge through entrepreneurial experience and entrepreneurial knowledge (cited in Politis, 2005) and established this acquisition of knowledge to be experientially acquired knowledge (Politis, 2005). Distinguishing between the two concepts, Politis' (2005) framework advances our understanding of "entrepreneurial learning as an experiential process" (p. 401). Whereas entrepreneurial experience is gained through direct observation or participating in events associated with starting a new venture, gaining experientially-acquired knowledge is the wisdom and understanding (meaning) that is derived from transforming the experience into knowledge. In a study using Kolb's model to explore the impact that experience has on the level of individual learning, Pfeifer and Borozan (2011) concluded that Kolb's Learning Style Inventory could be a valuable tool for more effective entrepreneurial learning.

Research continues in the area of learning from experience. For example, failing in business is a painful, and possibly, damaging experience for entrepreneurs (Cope, 2011). However, within this experience there is a wealth of knowledge and learning gained (Politis, 2005; Shepard, 2003) which can increase the entrepreneur's level of preparedness for future ventures (Cope, 2011). Indeed, learning is an accumulating (Minniti & Bygrave, 2001) and continuous process (Man, 2006; Politis, 2005). Specifically, the "entrepreneur organizes past experiences into a set of information that, at any point in time, determines his stock of knowledge" (Minniti & Bygrave, 2001, p. 7). Over time, any act of entrepreneurship will change the content of the entrepreneurial knowledge in some way.

Minniti and Bygrave (2001) model “entrepreneurial learning as a calibrated algorithm of an iterated choice problem in which entrepreneurs learn by updating a subjective stock of knowledge accumulated [through] past experiences” (p. 5). The structural model of entrepreneurial learning states that failure is just as informative as success. Minniti and Bygrave (2001) provided a description of the possible entrepreneurial decision-making process and concluded that decisions taken by entrepreneurs is a function of both “direct knowledge of a specific market and general knowledge” (p. 13). Decisions, about future courses of action when faced with uncertainty, are made using both types of knowledge, but the “way in which entrepreneurs learn is influenced by the nature of the entrepreneurial act and the context they face when acting” (Pittaway, Missing, Hudson, & Maragh, 2009, p. 284). Entrepreneurs have a tendency to over-exploit actions that they perceive will generate desirable outcomes, “thereby exposing themselves to the risks and benefits associated with the properties of path dependence and, in particular, the possibility of settling in an inferior pattern of choice” (Minniti & Bygrave, 2001, p. 13). Entrepreneurs, therefore, gain knowledge through successes and failures and continuously learn through both.

Continuous Entrepreneurial Learning

In planning for a new venture, numerous marketing studies have emphasized the importance of gathering information about customers and competitors (Song, Wang, & Parry, 2010) and responding to changes in the external environment (Man, 2006). This further supports the idea of entrepreneurial learning as a continuous process (Man, 2006; Politis, 2005). However, “recent studies in the entrepreneurship literature argue

that . . . [collecting] . . . market information may not be related to new venture performance” (Song et al., 2010, p. 556) and that writing a business plan based on that information may not be valuable to the entrepreneur (Thompson, 2004). On the contrary, Song et al. (2010) found that the performance of new ventures is positively related to the formal processes of writing a business plan that incorporates external market information from both established and emerging markets. Additionally, Shane and Delmar (2004) found that new ventures that wrote business plans, which includes gathering information about customers and competitors (Song et al., 2010) and the external environment (Man, 2006), reduced venture termination by 46 percent. Furthermore, business planning prior to undertaking marketing activities, such as talking to customers and initiating marketing and promotional activities, reduced venture termination by 41 percent. Business plan writing (Shane & Delmar, 2004) and gathering information about the external environment (Man, 2006), including information about customers and competitors (Song et al., 2010), can be a daunting task for nascent entrepreneurs because it adds to the administrative complexity and can discourage entrepreneurs in starting their business (van Stel & Stunnenberg, 2006). Furthermore, once an entrepreneur has started a business, the longevity of the business is in jeopardy and the small business failure rate is about two-thirds the rate of small business start-ups after five-years (Van Auken, 1999). There is a consensus between the majority current research and practice that indicates an acceptance that business planning is necessary for the longevity of a small business.

The decision to start a new business, in response to lack of job opportunities, is a current focus of many of the unemployed (Cowling & Bygrave, 2007). People may be

willing to start a business. However, they may not be ready or have the necessary skills to successfully run these new businesses (Bandstätter, 2011).

Entrepreneurs and small business owners can acquire human capital through different channels including both formal education and informal education such as on-the-job training, seminars, and workshops. Formal education however, has been recognized as the most reliable source for human capital in sustaining economic development (Echevarria, 2009).

As such, university and college extension programs can be a valuable source for facilitating knowledge and skills to people who want to start and grow their small businesses. Drabenstott (2003) asserted that entrepreneurship is necessary to economic development and growth and should be the basis of new policy, especially in rural areas. Although he claimed that the existing entrepreneurship programs needed to be overhauled, Drabenstott (2003) recognized that more information is needed to identify what works best and in which region.

Entrepreneurship in Different Geographic Areas

Innovation, invention, and risk-taking have been central to the American idea of prosperity, opportunity, and freedom through entrepreneurship; and starting businesses has been part of the culture of the United States since the nation's beginning (Herd, 2010). As the nation developed and grew, small businesses have been the nation's primary source for job creation (Clark & Saade, 2010). Entrepreneurship and small businesses are the backbone of economic development in both urban and rural communities (Herd, 2010). However, the nature of these enterprises and the chances

for their success and longevity are often affected by the characteristics of the geographic region in which they are placed.

A study distinguishing geographic areas requires a discussion on definitions of rural and urban. Focusing on population settlement, the U.S. Census Bureau uses density to classify urban and non-rural (or rural and non-rural) areas. The Census Bureau defines rural areas as having fewer than 2,500 residents and recognizes that most counties include both rural and urban populations (U.S. Department of Agriculture, 2007). In 2003 the U.S. Office of Management and Budget (OMB) published a reclassification system that changed the areas previously classified as metropolitan and nonmetropolitan areas to metropolitan, micropolitan, and noncore areas for statistical purposes (Davidsson & Rickman, 2011). According to the United States Department of Agriculture, metropolitan areas are defined by the OMB as:

(1) central counties with one or more urbanized areas, and (2) outlying counties that are economically tied to the core counties as measured by work commuting. Outlying counties are included if 25 percent of workers living in the county commute to the central counties, or if 25 percent of the employment in the county consists of workers coming out from the central counties—the so-called "reverse" commuting pattern. (U.S. Department of Agriculture, 2007, para. 6)

“Micropolitan areas, sometimes called mini-metros” (Vias, 2012, p. S24), include “counties that have a principal city with a population between 10,000 and 50,000 or that have tight commuting links to” (Davidsson & Rickman, 2011, p. 179) a city with this designation.

Noncore areas are identified as “all remaining ‘noncore’ counties” (U.S. Department of Agriculture, 2007, para. 6) and would consist of county populations with fewer than 10,000 that are not tied economically to metropolitan or micropolitan areas.

Much of the research in higher education, entrepreneurship, and small business development considers rural versus non-rural or urban areas. Since the 2003 reclassification system by the OMB from metropolitan and nonmetropolitan areas to metropolitan, micropolitan, and noncore areas for statistical purposes, considerable attention has been given to micropolitan areas by policymakers (Davidsson & Rickman, 2011).

As noted previously, starting and growing a small business anywhere has both opportunities and challenges that have been well-documented (Dabson, 2001). However, the challenges may be more compounded in rural areas that have low population density and remoteness, which impedes the “access to markets, capital, labor, peers, and infrastructure, as well as the way they shape cultural attitudes towards entrepreneurship” (Dabson, 2001, p. 36). Historically, scholars have claimed there are additional challenges in economic development in rural areas and that they are typically “considered to be at a disadvantage in comparison to urban areas” (Chrisman et al., 2002, p. 68). The documented disadvantages of rural areas include lower education levels, higher illiteracy rates, poor-quality housing, less access to quality health care and social services, and a limited range of job opportunities (Herd, 2010) because of “low skill levels, a lack of skill diversity, a dearth of professionals, and a structural mismatch between available jobs and people” (Dabson, 2001 p. 36). In addition, poor

infrastructure, including transportation and telecommunications access, has been publicized as disadvantages to economic development in rural areas.

Since the passing of the Rural Development Act of 1972 however, much has changed in rural America (Ring, Peredo, & Chrisman, 2010). Drabenstott (2003) asserted that technological advances and globalization have reshaped the rural landscape. Prior to 1970, agriculture was at the forefront in rural economic development discussions (Drabenstott, 2003); however farms have become more productive, shifting the employment from agricultural activities to nonfarm jobs. As such, only 6.3 percent of the rural population lives on farms, and a large portion of their income comes from nonfarm jobs. Rural areas have grown bigger, and rural, in today's world, is not tied to agriculture (Lubischer, 2006).

Attracted by inexpensive labor, land, lower taxes and tax subsidies, the past 50 years have seen manufacturing grow to replace agriculture as the largest source of income in rural areas (Drabenstott, 2003), and in the last three decades, single manufacturing plants have often dominated rural communities (Dabson, 2001). However, recent economic issues and globalization have necessitated many factory closings and relocation to foreign locations in search of even less expensive labor and land (Drabenstott, 2003). The recession and global relocations during the past decade have resulted in nearly 200 factory closings in rural America (Drabenstott, 2003), and "employment in agriculture and other land-based industries has shrunk" (Ward & Brown, 2009, p.1238) in rural areas.

Advances in technology and improved telecommunication (Ward & Brown, 2009) have led to another shift in employment since the 1980s. The service industry has

increased in importance in the national economy during the past 30 years (Drabenstott, 2003) and has become a huge source of income across the nation, but in particular in the rural economy. However, because of the lower skill levels of rural populations, the service sector is lagging behind urban areas in growth mostly due to the need for highly skilled workers.

On one hand, the rural economies face different challenges from their urban counterparts, and this can appear discouraging (Drabenstott, 2003) and give the impression that rural economies are at a disadvantage (Chrisman et al., 2002). However, there are attractive opportunities as well. Many of these opportunities come from shifting patterns in industry, based on new technologies and processes that can be “applied to old-line industries” (Drabenstott, 2003, p. 88). For instance, agricultural extension programs might continue to work with farmers in developing pharmaceutical crops as an alternative to traditional commodity farming (Drabenstott, 2003), strengthening supply chains (Isserman, 2005), and new farmer-to-grocer alliances to bring a wider variety of farm-fresh products to consumers (Drabenstott, 2003).

In their study using employment insurance data from Arkansas, Iowa, Maine, and North Dakota, Lin et al. (1990) compared new business formation, job creation, and industrial diversification. Findings suggested that rural new businesses were just as competitive and diversified as urban area businesses, and that new business formation contributed to a large share of job creations in rural areas. In some instances, rural areas have been found to be “more prosperous than the nation as a whole” (Isserman, Feser, & Warren, 2009, p. 301). Prosperity, frequently measured by education (high school dropout rate), housing problems, poverty, and rate of unemployment, means that

a rural place has enough jobs and affordable housing for its residents, and that schools in the area are successful in graduating its children. Prosperous rural areas have diverse and vigorous economies and have “a strong regional dimension” (Isserman et al., 2009, p. 304).

In addition, with increasing globalization, “improved telecommunications and transport infrastructure have meant that rural areas have become bound into urban and regional development patterns in new ways” (Ward & Brown, 2009, p. 1238). Existing literature that distinguishes urban and/or rural areas or the reclassification of metropolitan, micropolitan, and noncore areas rarely considers “the complex flows and relationships which bind them together, [nor are these areas] considered in an integrated and holistic way” (Ward & Brown, 2009, p. 1238).

CHAPTER 3

METHODS

The purpose of this study was to chronicle historical events of the development and implementation of the Paris Small Business Development Center (SBDC) at Paris Junior College, in Paris, Texas, from 1986-2006. Data were collected from primary and secondary source records and from oral histories through personal interviews. The literature review included an overview of higher education and its role in economic development, as part of its service mission. In addition, it situated the study in the broader context as an outreach program in higher education. A brief history of the U.S. Small Business Administration (SBA) and America's Small Business Development Center (ASBDC) Network was provided in Chapter 1 of this dissertation to establish the background for the development and implementation of the Paris SBDC from 1986 to 2006. The overarching question that guided this study was: What events were instrumental in implementing the Paris SBDC at Paris Junior College? Additional questions were:

1. What events, factors and influences during the first twenty years accounted for the current organization and programs of the Paris SBDC at Paris Junior College as an extension program in higher education?
2. What were the perceived areas of opportunity that account for the evolution and growth of the Paris SBDC at Paris Junior College?
3. What were the perceived areas of challenges that restricted the evolution and growth of the Paris SBDC at Paris Junior College?

History provides a rich ground not only for historians, but for as non-historian researchers as well. Indeed, there has been a renewed interest for historical research in the social sciences (Rast, 2012) and in particular, the field of higher education as historians “have employed their disciplinary lens to advance several lines of significant postsecondary inquiry” (Eisenmann, 2004, p. 8). There is a need for historical research across all disciplines within the field of higher education. The value of historical research “lays with an appreciation that understanding the past can guide us in our decision-making for the future” (Miller-Rosser, Robinson-Malt, Chapman, & Francis, 2009, p.475). Historical research methods provide ways of connecting the past with the present (Taft, 1970) so that elements discovered in the historical analysis can be applied to contemporary concerns (Eisenmann, 2004).

Historical research employs a number of techniques to reveal historical accounts of the past. The terms historical research and historiography are often used interchangeably. However, there is a difference between the two methods. Whereas, historiography uses only secondary sources to learn about history from what other historians have written; historical research takes into account not only what other historians have written about a topic, but also gathers of primary and secondary data from a number of sources. Historical researchers search for facts, events, and oral histories that reveal historical accounts of the past and interpret data to make sense of that history (Janesick, 2010). For this reason, historical research is most often placed in qualitative paradigms.

Case studies involve “a choice of what is to be studied” (Stake, 2003, p. 134) and emerge “out of the desire to understand complex social phenomena” (Yin, 2009, p. 4).

The boundaries of the present study were limited to the case involved which, in this research, includes the Paris SBDC at Paris Junior College in Paris, Texas. Moreover, case studies are bounded by the period of time that is being studied. Yin (2009) characterized the case study as empirical inquiry that allows investigators to study a phenomenon within its real-life context. The present study was bounded by the period of time, 1986-2006, therefore this research was a case study. As the inquiry involves the investigation of past events, using primary as well as secondary sources, this research was also a historical analysis.

In this study, historical research methods were used to chronicle the background, development, and implementation of the Paris SBDC, hosted by Paris Junior College in Paris, Texas, from 1986 to 2006. Yin (2009) conveyed that historical methods deal with the “dead” past where relevant persons are not alive to tell what happened. In this tradition, the historian “must rely on primary documents, secondary documents, and cultural and physical artifacts as the main sources of evidence” (Yin, 2009, p. 11) and has no control over behavioral events. However, because the period of time for this study was within a more recent past and some of the persons relevant were alive to tell what happened, this study extended the distant historical research tradition and integrated the oral histories of persons relevant to this study.

Historical “events do not take place in a vacuum” (O’Brien, Remenyi, & Keaney, 2004, p. 136). Historical research considers not only specific events but also the circumstances that led up to and surround those events. The constructionist (naturalistic) paradigm suggests that contexts are important and that events and actions have restricted meaning unless the multiple contexts in which they take place are

understood. This research drew upon this and a number of other theories in the social sciences and higher education and integrates multiple disciplinary perspectives.

Researchers of history in the field of higher education have employed multiple disciplinary lenses to advance our understanding of “issues of access, social mobility, professionalism, gender, and regionalism” (Eisenmann, 2004, p. 8). Eisenmann (2004) noted that Historian John Thelin “worried that historians were ignoring potent current applications” (p. 9), and that historical research “deepens or corrects contemporary understandings” (p.12). Integrating historical perspectives from multiple disciplines in higher education allows us to more fully appreciate what happened and the context in which it happened. This implies that there exists a continuum from the past to the present and that the future can be informed by the past (O’Brien et al., 2004). In this present study, a number of disciplinary lens were important to understanding of the context of what happened. These included at minimum, economic, political, management, marketing, social and cultural perspectives. These perspectives and their context are discussed in this study.

Selection of Participants

The participants selected for this study were persons who have knowledge and experience with the program. Specifically, oral histories were gathered from people who were willing and able to provide personal accounts of their experiences with Paris SBDC at various points in time. Because the goal of this research was to investigate and document the inception and development of a particular extension program at one institution, selection of participants was not random and a purposeful sample for

gathering the oral histories was used. The purposeful sample included participants who could tell the history of the Paris SBDC from different perspectives and who had served multiple roles. Below is the list of four participants, with multiple perspectives of the Paris SBDC, who were interviewed for this study.

- Former SBDC Director – Perspectives of higher education administration, higher education, government, and business partnerships, counseling, training, community leadership, and small business ownership
- SBDC Counselors – Perspectives of counseling, training, community leadership, banking and loan processing, and small business ownership
- SBDC clients – Perspectives of counseling, training, community leadership, and small business ownership
- Personnel from another institution – Perspectives of higher education administration of higher education, higher education and government partnerships, counseling, training, career development, and community leadership

Data Collection

This historical research was conducted using multiple sources of primary and secondary data, including documents and personal interviews for oral histories of relevant persons that reveal historical accounts of the development and implementation of the Paris SBDC. Both primary and secondary documents, as well as cultural and physical artifacts, were the main sources of data. Specific documents included quarterly performance reports; records related to financing, administering, and managing the

program; newspaper articles from multiple sources; correspondence among relevant persons involved with the program; literature reviewed in Chapter 2 of this dissertation; scholarly works published during the time period; and legislative and regulations enacted. The search for documents dated within the period of time of this study, 1986-2006, allowed me to trace the development and implementation of the Paris SBDC and present a holistic description and analysis from a historical perspective.

A purposeful sample was an integral part of this study's evolving design. The strategy for maximum variation sampling provided information-rich "cases that cut across some range of variation" (Glesne, 2011, p. 45). It was initially assumed that I would develop an evolving understanding to guide the purposeful collection of additional data. This occurred and as data were collected and analyzed, it became clear that additional data needed to be gathered to further refine the understanding of the development and implementation of the Paris SBDC. The purpose for collecting, analyzing, and synthesizing the data that was based on "informational, not statistical, considerations . . . to maximize information, not facilitate generalization" (Lincoln & Guba, 1985, p. 202).

Documents

Like other qualitative methods, document analyses require systematic reviews and evaluations of its content (Bowen, 2009). Documents take on a variety forms such as, diaries and journals, meeting minutes, reports, newspapers, photos and other artifacts. Previous studies were also considered to be documents, as they provided description and interpretation of a source for secondary data. In a majority of the

research studies that have been published, previous studies were included as part of the literature review and were not listed as documents to be analyzed. However, in this historical research study, scholarly works and other literature published during 1986-2006 were included where necessary for context. As previously mentioned, historical “events do not take place in a vacuum” (O’Brien et al., 2004, p. 136). Therefore, the literature reviewed for this study added another layer for discovering the complexities in context with what was important to researchers and practitioners. Indeed, “Documents of all types can help the researcher uncover meaning, develop understanding, and discover insights relevant to the research problem” (Merriam, 1988, p. 118). Including these sources of data in this study also provided a way of triangulating data by corroborating the “findings across data sets and thus reduce the impact of potential biases that can exist in a single study” (Bowen, 2009, p. 28).

Different types of documents “serve a variety of purposes as part of a research undertaking” (Bowen, 2009, p. 29). First, “documents provide background information as well as historical insight” (Bowen, 2009, p. 29). An analysis of different types of documents published and unpublished during this study’s time have deepened the understanding of the roots that influenced the development and implementation of the Small Business Network and more specifically, the Paris SBDC. The documents can be used to contextualize data collected during the interviews (Bowen, 2009). The second purpose for documents as sources of data suggested that some questions needed to be asked during the interviews and provided ways in which situations were interpreted and observed during 1986-2006. The different types of documents presented opportunities that allowed data to interact with each other. Third, the different types of documents that

were used in this study provided “a means of tracking change and development” (Bowen, 2009, p. 30) of the SBDC. Fourth, the combinations of the documents analyzed for this study, provided a way to verify findings. Bowen (2009) stated that when “there is a convergence of information from different sources, readers of the research report usually has greater confidence in the trustworthiness (credibility) of the findings” (Bowen, 2009, p. 30).

Data were collected from multiple document sources and aided in revealing “the complexity of a situation” (Glesne, 2011, p. 47) and also met the criteria for triangulation. Most of the documents that were obtained came from the Paris SBDC. The documents included quarterly performance reports; records related to financing, administering, and managing the program; and newspaper articles from multiple sources.

Interviews

In addition to gathering documents of different types, interviews were conducted with relevant persons for their oral histories and were sought purposefully to place events within context and provide a deeper understanding of what happened and why it happened. A naturalistic methodology (Lincoln & Guba, 1985) was used employing ethnographic interviews with a particular focus in discovering the history as told by persons relevant to this study. Janesick (2010, p. 16) offered the following perspectives on oral histories:

- Oral history is a type of revisiting of experience, and so a type of educative activity.

- Oral history is also dialogical . . . [in which both] the researcher and the researched are active in oral history.
- Oral history is about the excitement and engagement of some lived experience.
- Oral history validates subjectivity and embraces it.
- Oral history can be a key element in documenting stories of those on the periphery of society.

Spradley (1980) described the interview as a culture of social occasions that can be “identified primarily by the kind of talking that takes place” (Spradley, 1980, p. 55). In this way, the interview is a speech event that portrays “cultural rules for beginning, ending, taking turns, asking questions, pausing, and even how close to stand to other people” (Spradley, 1980, p. 55). Spradley (1980) recommended that researchers “think of ethnographic interviews as a series of friendly conversations into which the researcher slowly introduces new elements to assist informants to respond as informants” (Spradley, 1980, p. 58). He cautioned the interviewers not to introduce new elements into the conversation too quickly as the informant may feel like he or she is being interrogated. From his experience as an ethnographer, Spradley (1980) identified three key elements of the interview:

1. Explicit purpose. When an ethnographer and informant meet for the interview, both are aware “that the talking is supposed to go somewhere” (Spradley, 1980, p. 59). It is the responsibility of the ethnographer to state his or her explicit purpose for the interview.

2. Ethnographic explanation. There are five types of explanations that the ethnographer must repeat every time the ethnographer and informant meets. First is the explanation of the project and what it is all about. Second is how the ethnographer will be recording the interview. Third is to remind the informant to use his or her native language. Spradley (1980) warns the ethnographer to remind informants to talk as they do naturally and in their everyday setting and “not to use their translation competence (Spradley, 1980, p. 58). Fourth is to explain the type of interview that will be conducted in the present interview. This is especially important if there has been a series of interviews with the same informant. For instance, the informant may expect the present interview to follow the same format as previous interviews. Fifth is question explanation. This is similar to the interview type as the types of questions may need to be different from the questions from previous interview questions.
3. Ethnographic questions. Spradley (1980) identified three types of interview questions. First, description questions ask the informant to “tell about” or “describe” something, an event, occasion, and so forth. Descriptive questions enable the ethnographer “to collect an ongoing sample of an informant’s language” (Spradley, 1980, p. 60). Second, structural “questions enable the ethnographer to discover information about domains” (Spradley, 1980, p. 60). From these types of questions, the ethnographer can “find out how informants have organized their knowledge. Third, contrast questions provide a way “to find out what an

informant means by the various terms used in his [or her] native language” (Spradley, 1980, p. 60) and allows the ethnographer to ascertain meaning dimensions that the informants use “to distinguish the objects and events in their world” (Spradley, 1980, p. 60).

Broad questions were developed to obtain a general sense of what happened from the perspectives of the participants interviewed for this study (see Appendix B). Additional interview questions were added to prompt for specific responses to address the research questions for the study and gain deeper insight. As noted by Bowen (2009), documents may suggest some questions that need to be asked during the interviews. The interview questions did not change as the analyses progressed. However, follow-up questions and member checking activities were used to clarify, expand, and interpret the findings.

Interviews were conducted face-to-face. Each interview varied from one and to two hours. Observations were made of voice, intonations, and body language.

Table 1 below shows the primary and secondary sources and methods used for collecting data (i.e., documents and interviews) that were a central part of this historical research.

Table 1

Collection of Data Type and Usage

Type of Data	Type of Data	Uses of Data	Purpose
Primary Source Material and Documentary Evidence	Textual data: <ul style="list-style-type: none"> · Historical and Chronological Data · Administrative Procedures · Legislative Records · Newspaper Articles · Performance Reports 	Provides official and semi-official accounts of the development and implementation of the Paris SBDC; corroborates data gathered from other sources	Assists in discovering activities, processes, forces, and the context that influenced, enabled, or constrained the development and implementation of the Paris SBDC
Secondary Source Material and Documentary Evidence	Textual data: <ul style="list-style-type: none"> · Newspaper Articles · Scholarly Works 	Provides accounts reported in the media and provides interpretations, and understanding of context; corroborates data gathered from other sources	Assists in discovering activities, processes, forces, and the context that influenced, enabled, or constrained the development and implementation of the Paris SBDC
Interviews	Textual data: <ul style="list-style-type: none"> · Participants' constructions and reconstruction · Historical and contextual information 	Provides oral histories of relevant persons in their own words, interpretation, and understanding of the Paris SBDC; corroborate data gathered from other sources	Assists in discovering activities, processes, forces, and the context that influenced, enabled, or constrained the development and implementation of the Paris SBDC

Data Analysis

In this study, a combination of historical research techniques and qualitative methods were used to analyze the data. Timelines, using numerical data collected from the Paris SBDC's performance and financial reports, were developed with Microsoft Excel to reveal trends in the data. The qualitative analysis of data was comprised of analyzing data for changes over time, similarities and differences, coding and categorizing, and constantly comparing. Analyses of the data were conducted simultaneously with data collection from the documents and interviews so that the focus of the study was shaped in the way that the data direct. This consisted of "skimming (superficial examination), reading (thorough examination), and interpretation" (Bowen, 2009, p. 332) and was important in order to process and organize the information obtained from the literature and other documents into categories that related directly to the question of "what happened?" Transcriptions of the audio-taped interviews were continuously checked against field notes and documents and were integrated into the interpretation of the findings. Preliminary timeline trending, data coding and analysis began as soon as the first document, transcript, and field notes became available. Data coding and analysis continued until such a time that the data met Lincoln and Guba's (1985) criteria for stopping data collection and analysis.

Merriam (1988) conveyed that ongoing analysis reduces "the risk of ending up with data that are unfocused, repetitious, and overwhelming in the sheer volume" (p. 124). Indeed, Lincoln and Guba (1985) cautioned that "the inquirer will need to have recourse to rules that will guide a 'stop collecting and process' decision" (p. 350) and

proposed four frameworks for knowing when to stop collecting data: exhaustion of sources, saturation of categories, emergence of regularities, and overextension.

Constant comparison method of analysis (Glesne, 2011; Lincoln and Guba, 1985) were used as a way of making comparisons of previously coded data to identify and confirm patterns within the themes as they emerged (Glesne, 2011). In this way, focused “attention on unifying aspects of the culture or setting, on what people usually do, and with whom they usually interact” (Glesne, 2011, p. 188) was a key element to analyzing the data. I spent time thinking with the data and reflecting upon what I was learning. Throughout the process of engaging with the data, constantly reflecting on what I noticed, why I had noticed it, how I was interpreting it, and how I knew that my interpretation was the right one was important for me to make necessary connections and gain deeper insights for my final write-up of the story. Glesne (2011) referred this as “theoretical triangulation [that] can lead to trustworthiness of interpretations” (Glesne, 2011, p. 212).

In this historical research, triangulation of data was employed to ensure comprehensive data analysis and helped in revealing the complexity of the development of the Paris SBDC. Specifically, data from primary and secondary documents were checked and cross-checked against each other to generate a consensus and authenticity of the documents. Data gathered from the interviews was checked for consistency and cross-checked against primary and secondary documents. The process of triangulation through checking and cross-checking different sources of data and methods of data collection was used as a basis for interpreting the data.

Credibility and Trustworthiness

Lincoln & Guba (1985) suggested that prolonged engagement, persistent observation, triangulation, peer debriefing, negative case analysis, referential adequacy, and member checking would increase the probability that credible findings and interpretations would be made. For this study, the data were gathered from a number of documentary sources that were consistent with triangulation. In addition, the oral histories of relevant persons added another layer for triangulation. Finally, the interpretations of my findings were checked and verified by the participants of the study and other persons who had knowledge of the Paris SBDC during the twenty-year period of this historical research.

CHAPTER 4

FINDINGS

This chapter reports the findings of the historical analysis of data collected relevant to this study. This study traced the development of the Paris Small Business Development Center (SBDC) at Paris Junior College located in Paris, Texas. Results of this historical analysis are organized sequentially from its inception in 1986 through 2006. As the first year of an extension program is critical in establishing administration and activities for sustainability, the findings from the historical analysis of launch of the Paris SBDC from 1986-1987 are detailed first with the findings from years 2-20 combined. Major areas of the findings include administrative reporting, administrative activities, and human capital needs. The primary research questions pertained to issues of fact and analysis that establish a historical record of the development and implementation of the Paris SBDC at Paris Junior College in Paris, Texas. Additional questions asked during the analysis were:

1. What events, factors and influences during the first twenty years accounted for the current organization and programs of the Paris SBDC at Paris Junior College as an extension program in higher education?
2. What were the perceived areas of opportunity that account for the evolution and growth of the Paris SBDC at Paris Junior College?
3. What were the perceived areas of challenges that restricted the evolution and growth of the Paris SBDC at Paris Junior College?

Introduction

The setting of this study is Paris, Texas, and its surrounding area consisting of five counties: Delta, Hopkins, Hunt, Lamar, and Red River in Northeast Texas. Because of the interconnectivity of the people and economies, these five counties have built and maintained a “strong regional dimension” (Isserman et al., 2009, p. 304) since 1815 when Anglo settlement began. Having a terrain of mostly pasture and farmlands, the number of farms and ranches grew steadily until the 1940s when people began moving away from the farmlands to the towns and small communities in search of jobs. As the number of farms began to decline, the number of employees in business began increasing (Ludeman, 2010). During the 1940s and 1950s, agriculture remained dominant in the regional economy. However by 1958, growth of manufacturing in the region had prompted a shift from agriculture economic dependence to a heavy economic dependence on manufacturing.

Ever mindful of the changing economic dependence, shifting population patterns and training needs of community and businesses in the local area, administrators, faculty, and staff at Paris Junior College in Paris, Texas, have continuously searched for ways to further the economic development and growth since its beginnings in 1924. When Jimmie Hancock, Dean of Instructional Support Services, Continuing Education and Off-Campus Centers (1982-2005), received a Request for Proposal (RFP) for a matching grant at the end of 1985 calling for colleges and universities to submit a proposal to subcontract services to entrepreneurs and small business owners in their local area, it came as no surprise to those who knew her that Hancock was very interested in answering the RFP. Up to this point in the history of Paris Junior College,

the only class offered to educate entrepreneurs and small business owners was one three-semester credit hour course in entrepreneurship. The majority of the classes offered through its continuing education program were in response to information received during local business training of employees and general business classes open to anyone in the community. With this in mind, Hancock discussed with her colleagues the pros and cons of adding a center with the express purpose of assisting entrepreneurs and the small business community. Gaining consensus from many of those she spoke with, Hancock wrote the proposal and approached Dennis Michaelis, President of Paris Junior College (1983-1988) for his approval and authorizing signature on the document. Michaelis agreed to approve the proposal with one stipulation: the new center could not cost Paris Junior College any additional money. Because Hancock had already spoken with and gained consensus among many of the faculty and staff, she felt confident that the new center would be a valuable addition to Paris Junior College and would be in line with its mission. Hancock submitted the proposal to Northeast Texas SBDC and the contract was awarded in August 1986.

The First Year of the Paris Small Business Development Center: 1986-1987

The history of the Paris SBDC began in 1986 with a subcontractor agreement and the award of matching grant funding between Paris Junior College and the United States Small Business Administration (SBA) through the Northeast Texas Small Business Development Center at Dallas County Community College District. The Paris SBDC, located in the Alford Center on the Paris Junior College main campus in Paris, Texas ("Business development center," [ca. 1987]) officially opened its doors on

December 1, 1986 with Pat Bell as Director (Bell, 1987a). Bell served as Director of the Paris SBDC from December, 1986 until her retirement in August, 2011.

Administrative Reporting: 1986-1987

This section of the findings shows a succession of the quarterly reports submitted by the Paris SBDC during the first year of operations. It reflects the changes in reporting requirements that were influenced by directives from the U. S. Small Business Administration as the program began developing nationally and as more SBDCs were implemented throughout the United States.

On January 6, 1987, the first quarterly performance report was submitted from Pat Bell to Norb Dettman, Regional Director of the North Texas SBDC (Bell, 1987a). With minimal instructions on information to be included in the report, the Paris SBDC Director prepared the report in memo format and reported activities performed from September 15 through December 15, 1986. Although the Paris SBDC did not commence until December 1, this report included an account of the activities leading up to the establishment of the center as well as its first 15 days of operation. The first report included the accomplished number of short-term counseling cases, number of in-depth counseling cases, number of training units held, number of training attendees, and an explanation of other activities.

Adapting to more detailed instructions for reporting, Bell prepared the second quarterly performance report, for the December, 15, 1986, to March 15, 1987, time period, reflecting changes in the report format and content that were required by the regional SBDC. Whereas the first report was written in memo format, the subsequent

performance reports for the start-up year were formatted to address specific items, including: number of counseling cases and training programs; special emphasis programs; problems; personnel resources; unplanned out-of-state travel; outreach efforts; research and publications; private consultants; assistance provided; innovative activities; financial expenditures; and certification of the director's time (Bell, 1987b). In two of the four quarterly performance reports, a comparison of number of planned milestones to the number of actual milestones that were accomplished was included.

The comparison of planned milestones to the accomplished milestones was not included as attachments in the third or fourth quarter performance reports. However, during the final quarter of the initial grant period, a year-to-date counseling milestones, as compared to actual accomplishments worksheet, indicated that tracking the counseling milestones was important to producing the quarterly performance reports (Bell, 1987c). The format for both third quarter and fourth quarter performance reports included specific items established in the second quarterly performance report (Bell, 1987c; Bell, 1987d). The reporting dates changed during the fourth quarter of the first year. Whereas, previous quarters were from the middle of the first month to the middle of the last month in each quarter, the fourth quarterly performance report extended the end date to the last of the month: June 15-September 29, 1987 (Bell, 1987c). The correction was hand-written in pencil noting the extended date from September 14 to September 29. Additional hand-written corrections were made to the number of counseling cases and counseling hours and to the training sessions and number of attendees. This correction of the extended end date to September 29, 1987 led to a minor issue of not meeting the first quarter of 1987-1988 training unit milestones (Bell,

1987c). Specifically, two training seminars held during the last two weeks of September 1987 were moved into the fourth quarter report and had been planned by the director to be counted during the first quarter performance report for the 1987-1988 grant period.

The quarterly performance reports also included a summary of financial information on the program (Bell, 1987b; Bell, 1987c; Bell, 1987d). Specifically reported were federal funds expended during each reporting period and a comparison to cumulative annual budget and expenditures to date. For the first year, total program funds allocated from both Paris Junior College and federal matching grant funding were \$64,456. Total expenditures for the start-up year was \$57,405.17 (Cullum, 1987).

Administrative Activities: 1986-1987

This section of the findings shows a progression of events and activities that occurred during the first year of operations. These activities reflect the evolutionary development from the launch of the Paris SBDC at Paris Junior College in Paris, Texas and documents the initial influences as the program began growing locally. The majority of activities during the first month revolved around setting up the new office, creating mailing lists of small businesses in the area, and identifying resources for information in anticipation of small business needs (Bell, 1987a). Additional activities consisted of meeting with members of the advisory board and faculty at Paris Junior College and area business professionals to establish a list of possible volunteer counselors and instructors for small business clients and training programs. Existing Paris Junior College personnel were used for services such as secretarial, librarian, faculty advisors, instructors, and counseling (P. Bell, personal communication, January 30, 2012).

In the effort to achieve the training and counseling milestones set by the North Texas SBDC regional office during the first year, the director identified and assigned faculty members and community leaders to assist with training initiatives and counseling small business owners. Bell recalled,

Well at first, I was it. I was the counselor. I was the trainer. I was the clerical assistant, and I was the director. What I did with the counseling is when they first came in, I would get the information to determine what they were looking for and needing and I would go from there. If they needed something that was more specific than I could give them help with, that's when I started bringing in the volunteer counselors and let them supplement what I was giving them. It was so hard for one person to have all the answers.

During the second quarter, December 15, 1986 to March 15, 1987, one of the faculty members at Paris Junior College was assigned to lead a seminar on statistical process control (Bell, 1987b). A local certified public accountant volunteered and conducted an informational seminar on the Tax Reform Act of 1986. Three business owners in the art industry agreed to, and jointly led, a special emphasis training program designed especially for artists who were considering or had already branched out to start their own businesses.

As the program grew and more small business owners sought assistance from the Paris SBDC, so too did the student population at Paris Junior College. Faculty members who had initially volunteered their time to help at the Paris SBDC, found themselves needing to get back to teaching their students. This initiated the need for the Paris SBDC to locate instructors outside of the college. During the last quarter of the first year, an article was placed in the local newspaper advertising for SBDC instructors (Bell, 1987c). Response to the advertisement was minimal and the search for community leaders to volunteer their time and expertise continued.

By the end of the first year, Director Bell had identified 15 volunteers from the local community to assist with counseling and training activities (Bell, 1987c). One of the training sessions on “How to Start and Stay in Business” was conducted by a volunteer from the Service Corps of Retired Executives (SCORE) Association, Dallas, Texas Chapter. SCORE was established to provide counseling services to entrepreneurs and small business owners (ASBDC, n.d.) and is a nonprofit organization made up of volunteer mentors, many of whom are retired business people and experienced small business owners.

Subsequent activities included outreach efforts to the community concerning the establishment and availability of services there were to be offered by the Paris SBDC. In particular, Director Bell met with personnel from the local chambers of commerce and banks and made several presentations in Paris, Texas and Lamar County (Bell, 1987b). Of particular note, one of the presentations was made to the Community Advancement Board in Mt. Vernon in Franklin County, Texas. News articles about the establishment and services to be provided by the Paris SBDC were printed in The Paris News, which was a daily journal, and the Lamar County Echo, which was printed on a weekly basis. In a continued effort of spreading the word about the Paris SBDC and its services, announcements about upcoming training classes and services were published in local newspapers and became standard procedure in marketing the Paris SBDC and the services the program provided to entrepreneurs and small business owners. The service area established for the Paris SBDC consisted of five-counties within the Paris, Texas territory: Delta County, Hopkins County, Hunt County, Lamar County, and Red River County. However, during the first year of operations, the majority of all outreach

activities were within Paris, Lamar County, Texas (Bell, 1987a; Bell, 1987b; Bell, 1987c; Bell, 1987d). This was instrumental in establishing contacts and information resources that would assist in the implementation and development of the Paris SBDC as an extension program at Paris Junior College.

Innovative activities involved reaching beyond Paris Junior College and the Paris SBDC's service area for specialized client assistance. The director established an arrangement with the Business and Industrial Development Center at Northeast Texas Community College in Mt. Pleasant, Texas to aid in helping local small business owners participate in government bids and contracting (Bell, 1987d). The Commerce Business Daily was located as a government procurement publication and added to the Paris SBDC's resource center. Searching for resources, whether it was volunteers to help with counseling and training, or materials and multimedia items for the resource library was a necessary part of establishing the Paris SBDC office during the first year. This was the beginning of a constant and continuous search for resources that would be beneficial to clients who needed to develop skills to successfully start and operate their small businesses (Bandstätter, 2011).

Human Capital Needs: 1986-1987

This section provides a discussion of findings relating to human capital and entrepreneurial needs during the first year launch of the Paris SBDC. The milestones established by the SBA and North Texas were the number clients counseled and the number of training sessions including the number of entrepreneurs and small business owners attending the training. Counseling efforts were reported as either short-term or

in-depth cases with a target of 10 short-term clients and 4 in-depth counseling sessions (Bell, 1987a). Training initiatives were reported in training units, which included a count of training seminars conducted and the number of attendees for the reporting period. As a result of the late opening of its facilities and hiring the first director, the proposed milestones established for the first quarter were not accomplished. However, the newly created SBDC assisted its first short-term client and began preparing for the first training seminar that was to be held in January, 1987.

During the second quarter of the program implementation, the Paris SBDC counseled ten small business owners and held four training sessions with 62 attendees (Bell, 1987b). The only milestone that was not accomplished was during the December 15, 1986 to March 15, 1987 time period was two (2) in-depth counseling cases. What constituted an in-depth counseling was the number of hours spent with each client (P. Bell, personal communication, April 30, 2009). When individual clients reached five-hours of counseling services, they were removed from short-term cases and reported as in-depth in sequential reporting periods.

The summary of the number of counseling cases and training programs continued to reveal a growing number of small business owners seeking assistance from the Paris SBDC during its start-up year. During the third quarter, March 15 through June 14, 1987, the Paris SBDC handled 18 counseling cases for a total of 74 hours and held two training sessions with 70 participants (Bell, 1987d).

During the December 15, 1986 to March 15, 1987 time period, clients requested assistance in human resources, marketing, and accounting areas (Bell, 1987b). As a result of previous activities to establish a list of possible volunteer counselors, five local

experts became involved with the Paris SBDC and counseled with small business owners who sought assistance. In particular, a retired personnel manager assisted one of the clients with writing job descriptions, setting up wage and salary policies as well as policies for general hiring practices for personnel. A retired and former small business owner assisted a new business owner with marketing activities to gain potential customers and establish the business within the community. A retired certified public accountant volunteered and assisted a local artist with setting up a bookkeeping and accounting system that followed general accepted accounting practices.

Counseling cases and training initiatives continued to grow as word of the services being offered to entrepreneurs and small businesses spread throughout the North Texas region. By the end of the first year, the Paris SBDC had accomplished 59 counseling cases totaling 150 hours and provided training to 208 individuals attending the ten training seminars (Bell, 1987c). Even with a late start on December 1, 1986 during the first quarter of operations, the Paris SBDC met the annual milestones established by the North Texas SBDC at Dallas County Community College District for the initial grant period.

Paris Small Business Development Center: Years 2 Through 20

With the successful launch and first year of the Paris SBDC, Director Pat Bell continued to reach out to the communities in the Paris SBDC and Paris Junior College's service area during the next 19 years. This section reports the findings for Years 2 through 20 and shows a continual response to the small business community needs for assistance and training.

Administrative Reporting: 1987-2006

The next four years (1987-1990) marked significant growth in awareness of the Small Business Development Center on the national front in the legislature and small business research. Because the program was partially funded through a federal grant from the U.S. Small Business Administration, continuation of the program became a concern for individual Centers. Pat Bell (personal communication, January 30, 2012), former director of the Paris SBDC, recounted that she and other SBDC directors in the North Texas region would worry every year about whether or not the program would continue to be funded. However, with nationwide media coverage in support of small businesses in events such as Small Business Week (which still occurs every year in early May), momentum for the SBDC program became recognized as a necessary program for assisting entrepreneurs and small business owners in starting and growing businesses that were vital to economic development and growth nationwide. As large businesses expanded internationally, small businesses needed assistance with importing and exporting so they could continue to compete (Bell, 1998). Focus on minority and veteran business assistance also became a priority for the SBDC program on a national scale. The reporting requirements of the Paris SBDC continued to change to include items such as international business, minority and veteran assistance.

The Quarterly Performance reporting structure established at the end of the first year began changing during the second quarter of the 1987-1988 grant year. In particular, for the January 1 through March 31, 1988 report, counseling and training initiatives turned from summative paragraphs (see Figure 1) to a tabled matrix (see

Figure 2) to show the comparison between projected incidents and actual accomplishments during the reporting period (Bell, 1988b; Bell, 1988c).

SMALL BUSINESS DEVELOPMENT CENTER
Paris Junior College Subcenter
Quarterly Performance Report
September 29, 1987 - December 31, 1987

A. Number of Counseling Cases and Training Programs:

The Paris subcenter handled 13 individual clients during the first quarter. Total counseling hours were 30. The subcenter held one training session with 10 participants. Two training sessions held the last two weeks in September were counted for last fiscal year due to the extension the SBDC received thereby leaving the first quarter of the new fiscal year short of training seminars. The SBDC will be making up this shortage in subsequent quarters.

Figure 4.1: Performance Report Example 1 for 1987-1988

SMALL BUSINESS DEVELOPMENT CENTER
AT
PARIS JUNIOR COLLEGE
Quarterly Performance Report
January 1, 1988 - March 31, 1988

A. Number of Counseling Cases and Training Programs.

Counseling: Accomplished	Projected	
New Counseling Cases	15	54
Continuous Cases		2
Training:		
Programs	2	4
Number of Participants	24	74

Figure 4.2: Performance Report Example 2 for 1987-1988

Instead of the previously reported cases separated into short-term and in-depth counseling cases, the new matrix identified new counseling cases and continuous

cases. New counseling cases were the number of new small business clients who sought assistance during the reporting period. Continuous cases were the number of small business clients who had an ongoing need for assistance that was too complex to complete in one counseling session. Interesting enough was that counseling hours were not included in the matrix.

Training program reporting was changed so that in addition to the number of programs and participants served during the reporting periods, the projected programs and participants were also included. Another minor change occurred, in the April 1, 1988-June 30, 1988 performance report which added a section for training that was scheduled, but did not materialize. Specifically, a workshop on how to motivate people, scheduled in Sulphur Springs, Texas was postponed by the Hopkins County Chamber of Commerce “due to a perceived lack of interest” (Bell, 1988a, p. 1). Not all scheduled classes made and they had to be cancelled. This was not seen as a negative by the staff or faculty at Paris Junior College and the Paris SBDC. “We still got our name out there by advertising the class and that was still important” (P. Bell, personal communication, May 10, 2014).

A second change for the same reporting period was in the financial expenditures section of the report. Previously, a paragraph summarized the current period’s federal grant expenditures with a comparison of cumulative annual federal budget to actual federal spending. The new reporting of financial expenditures was a table with three columns showing the total program budget for the grant period, the amount expended to end of the quarter, and the remaining balance (Bell, 1988b; Bell, 1988c). Whereas prior summative narratives accounted only for the federal matched allocation and federal

dollars spent, the revised format reported the combined local funds and federal match dollars. This change was a positive move and allowed the capturing of total funds budgeted and expended for the program.

During the April 1- June 30, 1990 reporting period yet another change in the required reporting occurred (Bell, 1990a; Bell, 1990b). The layout of the report was somewhat consistent with the previous report layout, but the categories and content changed significantly. Table 2 shows the changes in reporting categories.

Table 2

Changes in Reporting Categories

Previously Reported Categories	Change in Categories
A. Number of Counseling Cases and Training Programs	Number of Counseling Cases and Training Programs (no change)
B. Special Emphasis Programs	100 Advocacy
C. Problems	200 Capital Formation
D. Personnel Resources	300 Innovation and Technology Transfer
E. Unplanned Out-of-State Travel	400 International Trade
F. Outreach Efforts	500 Minority Small Business
G. Research and Publications	Development
H. Private Consultants	600 Resource Development
I. Assistance Provided	700 Procurement
J. Innovative Activities	800 Special Focus Groups
K. Request by SBA Project Officer	900 Economic Development
L. Financial Expenditures	1000 Research
	1100 Other Activities
	1200 Success Stories
	1300 Travel
	1400 Problems
	1500 Financial Information

While these changes maintained the previous reporting categories, there was a transfer of content to the changed categories (Bell, 1990a). For example, Special Emphasis Programs included as the narrative, “See F. Outreach Efforts, 100 Advocacy” (p. 1). Although the description of Outreach Efforts was not part of the new categories, referencing where the narrative for the item was moved, indicated an attempt to interpret how the old categories related to the new categories. Of particular note was the change from the category of “assistance provided to clients” to client “success stories.” Where previously, the reporting included any and all assistance provided to clients, the category change suggested that only the success stories were to be reported. This, however, was not necessarily the case because other categories reported assistance provided to clients. The new success stories category was added to capture the stories of clients who had started their business after seeking guidance from the Paris SBDC. In addition, when clients came to the Center for help in completing SBA loan applications and were later granted loan monies, these successes were also reported as success stories. This information was accumulated from the SBDCs nationwide to present to the legislature and was important in the justification of continued funding for the program.

For the next few reporting periods after the initial change in reporting categories, what was reported in each category continued to adjust as the Paris SBDC director’s interpretation of category meanings began to reflect what the North Texas Regional Lead Office expected. Thus, there was an evolutionary development from a position of being unsure of what was to be reported in the categories, to a position of gaining a solid understanding of the reporting requirements by the SBA and North Texas SBDC.

The procurement category, for example, continued to reflect changes from generic description to specific events. During the second quarter of the 1991-1992 grant period, the director reported: "All clients interested in government contracting are referred to the Business and Industrial development Center at Northeast Texas Community College in Mt. Pleasant for assistance in this area" (Bell, 1992, p. 3). In the semi-annual report for 1993-1994, however, the director became more detailed in reporting events such as "Counseled with client ... on establishing a new business and government procurement. Referred to ... the BID center" (Bell, 1994, p. 5), where BID was shortened for the Business and Industrial Development Center in Mt. Pleasant, Texas. In these cases as well as others throughout each of the reports, the category of procurement specifically addressed issues and assistance having to do with government contracting with one notable exception. During the April 1, 1996 to September 30, 1996 reporting period, a client was referred to the Center for Business Development about "bidding on housing authority construction contracts" (Bell, 1996, p. 4).

Another area of general to more specific explanation was in the category for Research. In practice, research could be anything from contacting potential resources to meet the specific needs of the clients or to attending various workshops for training on new systems and programs that were to become part of the administrative functions or additions to services offered by the SBDC. For example, the North Texas Regional Center in Dallas, Texas upgraded the reporting system in 1992 to CCMIS. All of the local centers and their personnel had to be trained on the new system and this was reported as Research. However, every so often a research incident was reported that

extended beyond looking up phone numbers or information from various marketplace entities to conducting “a survey of the small businesses in Lamar county concerning current assessment and needs analysis” (Bell, 1994, p. 6). Technology advancements in both the availability of software programs to support reporting and tracking requirements also impacted the hardware requirements to support the new programs. The change to the CCMIS system by the North Texas Regional SBDC in Dallas, Texas, also created the need for the Paris SBDC to upgrade its equipment to keep up with and maintain compatibility as technology continued to advance and become more sophisticated.

In 1993, new equipment was purchased to meet the demands of the growth of the Paris SBDC as well as the reporting systems that had been upgraded the previous year. The performance report for April 1, 1993 through September 30, 1993 reflected changes in the type of font as well as presentation of information for the activities. For example, under the advocacy, procurement, and economic development categories, the dates of activities continued to be reported. However, in other categories, such as capital formation, innovation and technology transfer, international trade, minority small business development, and resource development, the activities were listed as bulleted points. In the October 1, 1994 to March 31, 1995 semi-annual performance reports, four bar graphs were included in the report. These charts illustrated a comparison of projected to accomplished milestones for one time and continuous counseling cases; number of counseling hours; number of training programs; and number of people who attended the training seminars and workshops. “We got new software and I was learning how to make charts, so I put them in the report” (P. Bell, personal

communication, April 30, 2009). This was the only time the graphic representation of the milestones appeared in the performance reports.

The semi-annual performance report for April 1, 1994 to September 30, 1994 another change in reporting occurred. Whereas in previous reports, a list of assistance provided was sorted by date, this report sorted the activities and assistance by location. This organization by city within the Paris SBDC service area did not continue past the ninth year and reverted back to sorting by date combining all activities during the tenth year, specifically in the semi-annual performance report for October 1, 1995 to March 31, 1996.

From October 1991 through September 1996, the program continued to grow and expand services to meet the needs of its clientele. Part of this growth can be contributed to the expansion of services amongst the counties where the Paris SBDC offered counseling and training to small businesses and individuals who were planning on starting businesses. Although there were some changes in performance reporting requirements, the major categories for what was to be reported was relatively consistent. The exceptions were the addition, in 1994, of category 1600 that focused on women-owned businesses, and in 1995, category 1700 Economic Impact of the SBDC service area was required to be reported. Because of the previous and continuing public and legislative concerns over the effectiveness of the program, the economic impact of small businesses assisted by the SBDCs was added to the performance reports during the last quarter of the 1994-1995 grant year as an additional reporting category.

Economic impact of the national SBDC program was a major concern. The first national study on the economic impact of Small Business Development Center

counseling activities was conducted during the 1990-1991 grant year by James J. Chrisman and Frances Katrishen (1994). The purpose of the study was to analyze how the 1990 SBDC counseling activities affected client performance in 1991 on the national level. Specifically, a comparison of sales increases and employment experiences for clients who had received a minimum of five hours of counseling, were compared with “the average changes in performance for all businesses in the United States during [the same] time period” (Chrisman & Katrishen, 1994, p. 271). Results of the national study suggested that in 1991 the participating clients of all SBDCs participating in the study generated more than \$3.7 billion in new sales and approximately 65,000 new jobs. There was no specific report on the economic impact or local documentation of the Paris SBDC. The initial study on the economic impact of Small Business Development Center counseling activities were thought to be isolated or occasional events. However, just about every year following the initial study, surveys were sent to all long term clients of the SBDCs requesting economic impact information. Clients who had at least five hours of counseling assistance the previous year were considered to be “long term clients,” a term still used today in assigning milestones for counseling hours and in reporting on performance of the SBDCs and their clients. Recognizing the significance of the initial study and the subsequent surveys on future funding and continuation of the SBDC program, economic impact reporting became known among the individual SBDCs as the Chrisman Report. After several years of gathering this information on a national level, it became clear that economic impact was important enough to include in the performance reports. The survey instrument used in the Chrisman and Katrishen (1994) national study had a significant influence on how counseling hours and economic

impact were reported by the Paris SBDC.

A second major change was in the time periods of the performance report from quarterly reporting to semi-annual reporting. As the program grew and more clients sought assistance from the SBDCs nationwide and in the North Texas region, it became apparent that the directors were spending a lot of time compiling the reports every quarter. To help reduce some of that workload, the directive came from the North Texas SBDC that the performance reports were to be submitted semi-annually. This change occurred at the beginning of the 1992-1993 grant period.

The next years of reporting continued along the same path as previous years reflecting minor adjustments in the general layout of the performance reports and in the way that activities and events that were reported. In February 1997, Katrina R. Wade-Miller from the network office at North Texas SBDC sent a "North Texas SBDC Reporting Procedures" document to the local SBDCs. This document was meant as an example of their Annual Performance Report and reflected minor re-writing of the Annual Reports from each of the centers within the region. As a result, however, in subsequent performance reports, the Paris SBDC began to adjust the way events and activities were written. Specifically, in previous performance reports, activities were presented as bulleted text. However, following the guidance provided in the example document, the director adjusted the write-up in several of the categories to be in paragraph form.

In addition, in October 1997, two memos written by Katrina R. Wade-Miller, MIS Coordinator at North Texas SBDC, were faxed to the local centers. The memo on reporting was a directive to have all data downloaded by a certain timeframe so that the

Regional Office could merge the data from all of the local centers. In addition, the memo requested that the narratives be submitted earlier than normal so that some of the accomplishments could be included in the North Texas SBDC Certification Self Study. The second memo was instruction on how to gather data for the Economic Impact Matrix. Page 1 of the Matrix included total number of counseling cases, number of hours, hours per case, number of established businesses the center served, number of new jobs that were created, and number of jobs that were retained for the grant year being reported. Page 2 of the Matrix included the dollar amounts for the reporting period for the following categories: capital formation for SBA loans, capital formation for non-SBA loans, government procurement, export, sales, state and federal taxes.

Economic impact continued to be reported reflecting an ongoing need to justify the assistance provided by the SBDCs to small businesses. Milestones for the number of counseling cases as well as training units and attendees previously tracked had been relatively constant up to this point in the program. However, during the grant period, 1997-1998, economic impact was not only reported as category 1700, but became part of the reported milestones exhibited on the first page of the final performance report along with the counseling and training milestones. The mid-year performance reports continued to report milestones, projected and accomplished, for the reporting period. However, the mid-year reports did not include economic impact accomplished by the Paris SBDC's clients.

A deviation in milestones reported for the mid-year and final year performance report occurred on the grant period, 1999-2000 final report. Whereas previous and subsequent reports reflected the number of milestones projected and accomplished for

the six months for the reporting period, the 1999-2000 Final Report included the total milestones for the year. However, this was a result of a miscommunication relative to reporting the annual projections and actual accomplished milestones. The next report showed the correction back to reporting semi-annual even though the title was final for the grant year.

As the years progressed and the Paris SBDC continued to grow and expand services, very few problems arose that were significant enough to be reported in the quarterly performance reports of the early years or the semi-annual performance reports of the later years. However, during the 2000-2001 Final Report, a major problem was included as follows:

The Paris SBDC experienced computer problems resulting from lightning strikes. Two computers had to be replaced, and one hard drive in a third computer had to be replaced. Regional director Liz Klimback allocated funds to the Paris SBDC to cover these expenses. All computers are now up and running. Surge protectors were purchased for each machine to provide some protection from future problems of this type. Additionally, CD writers were installed on each machine to provide an easy and quick means of backing up data. (Bell, 2001, p. 8).

This was a hard lesson in backing up the computers periodically. It was because the Paris SBDC and Paris Junior College did not have a contingency budget set aside for catastrophic events that the regional office at the North Texas SBDC stepped in to cover the costs to replace the equipment.

Following the 1995 addition of 1700 Economic Impact category, the reporting categories remained constant until 2002. During the 2002-2003 mid-year performance report, category 1800 was added to account for assistance provided to veterans, to service connected-disabled veteran-owned businesses, and to reservists on active duty. Just prior to these changes, the Veterans Health Administration had undergone a major

reform in the implementation of universal primary care. National conversation about veteran rights and benefits filtered throughout other government agencies and created urgency in promoting additional programs and services to veterans. The SBA was no exception. Agencies had to pay attention to what was happening politically, and with the Veterans Administration for example, health care reform was adding more benefits and reporting services so funding would continue. As a result of this political climate, any state agency that offered programs of any sort, needed to pay attention to what was going on in Congress. Staying abreast of these conversations led to many agencies, such as the SBA, to add programs and services to support veterans.

During the 2005-2006 mid-year report, categories 1900 Manufacturing and 2000 Online Activity were added to reporting. These were added due to the recognition of major cultural and economic changes that had occurred in the US over the previous two or three decades. As previously discussed, technological advances and globalization reshaped the rural landscape. Whereas agriculture had been at the forefront in rural economic development discussions, farms had become more productive. As a result, employment shifted from agricultural activities to nonfarm jobs. (Drabenstott, 2003). A small percentage of the rural population lives on farms, and a large portion of their income comes from nonfarm jobs. While rural areas have grown bigger, those rural areas are no longer tied to agriculture (Lubischer, 2006).

Manufacturing began replacing agriculture as the largest source of income in rural areas as a result of inexpensive labor and land as well as lower taxes and tax subsidies. However, during the late 1990s and early 2000s, many of the manufacturing factories were forced out of operations and many of the factories were relocated to

foreign locations as economic issues and globalization caused their managers to seek even less expensive labor and land. In fact, Drabenstott (2003) reported that the recession and global relocations during the past decade resulted in nearly 200 factory closings in rural America. Ward and Brown (2009) concurred with Drabenstott (2003) and noted that “employment in agriculture and other land-based industries has shrunk” (p.1238) in rural areas. In order to keep track of how many manufacturing firms were seeking assistance from the SBDCs on a national level, the SBA added this category to the reporting requirements.

Alternatively, during this same period, technological advances had presented opportunities for brick-and-mortar retail stores throughout the nation. Small businesses also began seeking ways to remain competitive in the online environment. As an added bonus, many of these small retail firms began realizing that their local market share could be expanded beyond the physical boundaries of a specific location through the use of technology, and in particular, the Internet.

Administrative Activities: 1987-2006

From 1987 through 1991, Director Bell became more involved in reaching out to the local and business communities by attending events that were held in Paris. Because of the connections Bell made, she was often invited as guest speaker at several of the events. During the grant year 1987-1988, Bell promoted the new (at that time) small business development center, not only by participating as a guest speaker at multiple local occasions, but also by submitting frequent news releases to the local newspapers. A newspaper article dated December 20, 1987 announced the first year

anniversary of the Paris Small Business Development Center (“Business development center marks first year,” 1987). See Figure 3. This article “generated a special news story -- full page with multiple pictures” (Bell, 1988c, p.1). The full page article was printed in *The Paris News* on Sunday, January 17, 1988, page 1D. Bell was a firm believer in the power of advertising. “Each article printed generates several telephone calls from new and potential clients” (Bell, 1988c, p.1).

Business Development Center marks first year

The Small Business Development Center, located in the Alford Center on the Paris Junior College campus, has just completed its first year of operation.

Since opening Dec. 1, 1986, the center has held 98 counseling sessions, 11 training seminars and recruited 10 counselors. In addition, the center has added numerous resources in the form of books, video cassettes, audio cassettes and magazine for small business.


The SBDC was established through a matching grant between the Small Business Administration and Paris Junior College. The Paris Center serves Lamar, Red River, Delta, Hopkins, and Hunt counties and part of Fannin County. Its purpose is to provide small business owners and managers with practical assistance needed to survive, grow and prosper.

Counseling is provided free of charge by a staff of volunteer counselors with many years of experience as small business owners. Low cost training seminars are provided throughout the year to provide assistance on a larger scale. Numerous books, videos and audio cassettes are available to be checked out of the center ranging in subjects from how to start your own business to marketing, advertising, franchises, management, ways to avoid bankruptcy, hiring and firing, and record-keeping.

Beginning Jan. 15, a small-business management consultant will be available in the Center the first and third Fridays of each month from 10 a.m. to 1 p.m. Other counseling times are available on request.

For more information on the SBDC and the services it offers, or to make an appointment, contact Pat Bell, director of the SBDC, at 214-784-9446.

IRA HEADQUARTERS



JAMES CAPPS
(Representative)

9.44%	U.S. GOVERNMENT GUARANTEED BONDS
8.25%	FEDERAL INCOME TAX FREE MUNICIPAL BONDS*
10.25%	IRA AND KEOGH** RETIREMENT PLANS

Oil allowable

Figure 4.3: Business development center marks first year

Small Business Week during the May, 8-14, 1988 time period influenced an increase in outreach activities for the director of the Paris SBDC. National and local news media made the small businesses in America a central topic for new coverage in

a move that was critical to the program’s development. Indeed, The Paris News ran several articles announcing Small Business Week during the weeks prior to and during Small Business Week. One of the articles dated, April 10, 1988 (see Figure 4) contained information about the Paris SBDC and some of the events that were planned for the local community (“Small businesses honored,” 1988). The highlight of the week was during the recognition dinner on May 10, 1988 when the first Small Business Person of the Year was announced (Bell, 1988a). “Bob McCarley, owner of Paris Lumber and Building Center was honored as the first Small Business Person of the Year” (p. 3). Paris Lumber had made a strong comeback after the business was demolished during the tornado that hit Paris in 1982 (Kimbrough, 1988). McCarley was also recognized for his service to the community.



Figure 4.4: Small businesses honored.

Participant A in this study recalled,

We started at the chamber banquet and started recognizing small business person of the year. Nobody was doing that. They were giving out industry of the year awards and best landscape awards and awards for this and that. But there was nothing for small businesses . . . and yet there were many

more small business members of the chambers than anybody else. So we started with that and it still going on today.

Capitalizing on public awareness for small businesses, the director of the Paris SBDC expanded outreach efforts from Lamar County to Delta, Red River, Hopkins, and Hunt counties. Meetings with the Delta County Chamber of Commerce manager and the president of the Retail Merchants Association in Cooper, Texas revealed a need for assistance with preparing for expected growth in retail trade within Delta County as a result of completion of a new large recreational and water supply reservoir, Cooper Lake. Because of she had limited knowledge in this area, “the SBDC director contacted Dr. Norman Whitehorn of the Texas Agricultural Extension Service for his assistance” (Bell, 1988c, p.1). Whitehorn not only met with the Retail Merchants Association to discuss a consumer opinion survey to help guide the retailers in planning increases in retail trade, but he also met with city and county officials about helping “cities with populations under 20,000 plan for economic development” (p. 2) using a Texas Cities Analysis and Planning survey. Red River Chamber of Commerce president Dan Simmons asked for a presentation to be given to the chamber board so they could decide how to use the Paris SBDC’s services. During the 1987-1988 grant year, the director of the Paris SBDC and personnel from the Hopkins County Chamber of Commerce began planning a series of workshops for small businesses and counseling in Sulphur Springs, Texas. It was at this point that Bell began reaching out further in the community for small business counselors to volunteer for service within Hopkins County, Texas.

During the second quarter of the 1988-1989 grant year, the offices of the Paris SBDC moved from the Alford Center inside the Paris Junior College main campus

building in Paris, Texas to 2400 Clarksville Street, just across the street of the main campus. Bell stated that the building was empty and she thought it would be easier for the clients. "Parking was right out front and so they didn't need to walk through the halls with classes going on to see us" (P. Bell, personal communication, June 24, 2014) The first few times that Bell asked if the offices could move, Jimmye Hancock, Dean of Instructional Support Services, Continuing Education and Off-Campus Centers (1982-2005), told her that the President would deny the request. As previously stated, programs must have the support of institutional if the program was to, not only survive, but grow (Franklin, 2009; Penfield, 1975). Although in this case and to this point in the history, the prospect for the continuation of the Paris SBDC was promising because the program had the support of other leaders, faculty, and staff at Paris Junior College. It was not until 1988 when Bobby Walters became president of Paris Junior College that the move to the empty building was requested and approved. Walters was a leader that believed in assisting the community with gaining the skills necessary to advance their economic welfare. The move to the new location across the street from the Paris Junior College main campus was a positive move and the Paris SBDC continued to develop and grow. See Figure 5.



Figure 4.5: Paris SBDC at 2400 Clarksville St. in Paris, Texas

Promoting the Paris SBDC began as soon as the program launched and much of what the director did during the first year of program implementation continued throughout her tenure. One of the first and foremost activities promoting the Paris SBDC's services was the marketing efforts through various media. Bell was adamant in her belief that getting the word out to as many people as possible was the way to bring in clients who would benefit from the services that the Paris SBDC offered. Bell did a lot of advertising and used different mediums, such as the local newspapers, local radio stations, and direct mail. Bell pre-recorded messages about the SBDC and its services that would be aired during the upcoming months. In several instances, the director participated in live interview programs and offered tips and advice for starting a small business. The interviews and radio spots became a regular advocacy activity for the program in the upcoming years.

On October 21, 1990, the "Dear Pat" column began making an appearance in The Paris News (Bell, 1991b). Bell said that she sometimes chose questions to answer in her "Dear Pat" column that clients asked when they came to the Paris SBDC for assistance (P. Bell, personal communication, July 26, 2011). Other questions and

answers were driven by events occurring around Paris and the surrounding communities. A few of the focused topics for the “Dear Pat” column included doing market research through customer surveys, SBA loan programs, expanding a home-based business, writing a business plan, interviewing without asking illegal questions, and reducing tax liability.

At times developing resources and volunteers to help the small business clients led to other newspaper articles on various topics designed to help small businesses (Bell, 1991b). In December of 1990, for example, Bell contacted the Paris Police Department to conduct a training seminar on crime prevention for small businesses. This contact resulted in printing a three-part series on preventing crimes in the local newspaper. The first article, *Retailers can take steps to avoid shoplifting*, written by Todd Varner, Crime Prevention Office of the Paris Police Department in Paris, Texas appeared in the Sunday, December 9, 1990 The Paris News. The second article, *Tips for deterring a burglar presented*, also written by Varner, was printed on Sunday, December 16, 1990 in The Paris News. The third and final article of the series, *Police offer more tips on preventing theft*, written by Varner, appeared in the Sunday, December 23, 1990 in The Paris News.

Bell constantly searched for ways to bring in more clients to the Paris SBDC and continued to bring topics that would be of interest to the community (P. Bell, personal communication, April 30, 2009). Outreach efforts and advocacy activities specifically began taking shape as the director expanded in the area of promoting the services provided by the Paris SBDC. The director became a member of, as well as chaired, a number of committees, including the Small Business Roundtable at Chamber of

Commerce locations within the Paris SBDC service area. The director also attended grand opening ceremonies of small businesses. These activities led to building relationships and close social ties in the local communities (Pirolo & Presutti, 2010). In small communities that are more rural than non-rural, social ties in the community are important not only to the individuals involved, but also to any endeavor, whether it be an institutional extension program or a business venture. Because of these relationships, partnerships were formed between the Paris SBDC and various entities in the surrounding communities.

Toward the end of the 1990-1991 grant year, for example, Bell met “with Dr. Steve Schwiff of East Texas State University (now Texas A&M University-Commerce) and Mary Sue Cole of Hunt County Extension Service regarding co-sponsoring small business seminars in Hunt County,” (Bell, 1991a, p. 1) Texas. In addition, the Paris SBDC was invited to provide training to students and the public and to set up a booth at job fairs held on the university campus.

Participant C in this study recalled:

We collaborated with the Small Business Development Center to post workshops on how to start your own business and then how to finance your own business. We did two separate workshops on that and they also attended a session on updating your network. That was the very kick off for the first day of Fall. The first school class day. They would set a table up at the event and would promote any students or faculty or staff that were interested in starting their own business. They would have their materials available for them. They also attended our job fairs, I believe they attended two jobs fairs, to promote their services to anyone that might be thinking about starting their own business.

There were benefits to both institutions. Participant C also stated:

Right off the bat, the first thing I heard [the SBDC instructor] say was that if you are a student and you are thinking about starting your own business, you must have good credit. Don't ruin your credit while you're in college. And I thought, you know, and that's something I have shared, it's something that was

valuable to me when students are here and we're doing a career counseling, I'd like to talk about starting my own business. We always talk about that [with the students]. Be sure to get your credit up there and be sure you don't mess it up.

Alternatively, the Paris SBDC benefited because Texas A&M University-Commerce would market the workshops for the training events and the university made the setting "more like a classroom and more of a learning environment" (Participant C) and brought in people who wanted to learn about how to start their businesses and about financing. Sometimes the students, faculty, and other attendees to the workshops went to the Paris SBDC for more information on starting their businesses. So, the workshops led to bringing in more clients who started businesses.

Bell also worked with the Economic Development Corporations on different projects including providing guidance to the Economic Development Corporation in Sulphur Springs in Hopkins County. In 1997 she met with Director John Trickette and assisted in the development of "a plan for the city [of Sulphur Springs] to enter into [the] hazardous waste remediation and disposal business" (Bell, 1997, p. 6).

During the 1989-1990 grant year, the legislature and public continued to look for justifying budget dollars to the SBA for the small business development centers program. As previously stated, it is important for governmental agencies, businesses, institutions of higher education, and other organizations to pay attention to what is happening politically in congressional conversations. During the April 1-June 30, 1990 reporting period, it came as no surprise to the Paris SBDC and other centers within the SBDC network when Economic Development was added as a category to be reported. Although the director of the Paris SBDC had previously reported some of her economic development activities, because of the change in reporting mandates, Bell began

specifically targeting groups focused on economic development. One of the ways she did this was by attending various roundtables and committee meetings. During the 1997-1998 grant year, Bell joined the Northeast Texas Economic Development Roundtable as a member. This “group comprised of economic professionals, chamber of commerce executives, utility company executives, and others involved with increasing business opportunities within their communities” (Bell, 1998, p. 7). In 1999, Director Bell became “a member of the Texas Economic Development Commission, a state organization of economic development professionals promoting business opportunities in Texas. This group is a watchdog for legislation passed affecting businesses operating in Texas” (Bell, 1999, p. 4). In addition, the director was a member of the Lamar County Chamber of Commerce, the Hopkins County Chamber of Commerce, the Delta County Chamber of Commerce, and the Clarksville Chamber of Commerce. When the full time counselor was hired, he also became involved in many of the activities for economic development including becoming a member of the Lamar County Chamber of Commerce and Hopkins County Chamber of Commerce.

Additional economic development activities included partnering with the Paris Economic Development Corporation to encourage small business start-ups in the area and to provide assistance with writing business plans and detailed cash-flow statements. Business plans with cash-flow statements were, and still are today, extremely important as part of the loan process. Indeed, banks and other lending institutions required both, but focused more on cash-flow projections. In some instances, banking officers would refer a small business owner, or a prospective owner,

to the Paris SBDC to obtain assistance in gathering and presenting the financial information that was necessary before a loan application would be accepted.

During the 1989-1990 grant year, the SBA established the First Step Program aimed specifically for aspiring entrepreneurs who wanted to start small businesses. As a result of the addition of the First Step program, Bell began contacting the banks in the Paris SBDC service area. She specifically met with area bankers to discuss the program and services provided by the SBDC. Information about both the First Step program and the SBDC services were mailed to all of the banks in the Paris service area. When the full time counselor was hired, part of his duties were also to visit with bankers to let them know about the Paris SBDC and its services. When asked about challenges seen as restricting the evolution and growth of the Paris SBDC, participant D in this study responded:

Some of the biggest problems and challenges is the community banking. And the mind set of community bankers. Many community bankers do not understand or appreciate the benefit and the profits associated with doing SBA lending . . . You really do get the good old boy network. My career goes all the way back to loans being done literally on the shake of the hand and a one page document to now there are seven levels of approval and an SBA file that rivals the Dallas telephone directory. If they still have telephone directories. So the bankers have been problematic because they're bankers. We could have been the greatest source for the bankers to assist people in getting loans. As you know many times bankers send people to us instead of saying no and we can't put lipstick on all the pigs that we get. But oftentimes, there are bankers that really do utilize us, that say, go to them, get a business plan, get a cash flow model, run it by these folks let them tell you whether what you're trying to do makes sense and let them bring it back to us and we'll take a look at it. We do get that, but we don't get enough of that. A lot of bankers, they do it rogue. They either have one of their junior people do the cash flow or whatever. I don't understand that and it's never good to do it that way. Never. I mean, if a banker creates a cash flow for the bank, well that is an inherent conflict of interest. So you're not getting as much of the needed buy in from the client in order to properly do one.

Resource development and continuing to find volunteers to provide counseling and training was an ongoing concern for Bell. In 1990, one of the leading volunteers for both counseling and training informed Bell that he would be leaving the service area and would be unable to continue his volunteer activities with the Paris SBDC. Because many of the volunteers were retired business leaders and business owners and were not always available when the clients needed help, Bell recalled that she had to constantly search for volunteers to help (P. Bell, personal communication, April 30, 2009). The growth of the program during the first five years and the issue with finding volunteers led to the Paris SBDC to begin looking for ways to fund a permanent counseling position. During the first quarter of the 1990-1991 grant year, the Paris SBDC was able to hire a part-time counseling employee and shortly thereafter, a part-time clerical employee joined the staff.

With the addition of the part-time counselor, the milestones (projected and accomplished) for counseling increased. While the projected milestones were not increased as a result of the addition of the counselor, the Paris SBDC was able to increase the number of classes offered to the communities. Therefore, the accomplished training units and number of participants also increased.

During the next few years, the Paris SBDC continued to exceed its milestones. Because of this continued growth of not only the Paris SBDC, but also the SBDCs nationwide, the SBA increased the funding for the 1993-1994 grant year. It was during that year that the part-time positions were expanded to full-time employment for both the counselor and the secretary. Since the part-time counselor was a retired small business owner, he did not want to continue with the Paris SBDC and moved on to

pursue other opportunities. When asked about challenges that may have restricted the evolution and growth of the Paris SBDC, participant A in this study recalled:

It just started out as the director and nothing else. That went along for several years until we finally got some provisional funding to hire a part-time counselor. What [we] actually did was up to that point, because the instructors could only do so much . . . was use volunteers and use people from the community that were willing to donate their time and their expertise to work with others. That worked really well in most cases. Finally [we] did get some additional funding so hired a part-time counselor. That worked a lot better for us. Then [we hired] a part-time assistant to help out because the part-time counselor, and we were still using some of the volunteers, so the workload increased. And finally [we were able] to get enough funding for the entire program, not just Paris but the others too. We ended up with a full-time director, a full-time counselor, and a full-time assistant.

Participant D in the study stated:

The restriction of growth comes about because we are a grant funded program. The grant money comes from the SBA that's set aside for the SBDCs. Grant money comes from the state of Texas and in kind money usually comes from the host of school. And most of the host schools are community colleges or junior colleges. There's not very many host schools that are universities. Some. So as such, there is a real and perceived attitude towards the SBDCs that we're not part of the school. We're administratively paid by the school, we have in kind where they provide office and utilities . . . Our pay is restricted to that of the most junior instructor . . . so as a result people in this day in age say I can't work for that or live for that, I can't. So that cuts back on the number of qualified applicants for the SBDC side. So that's stifling growth.

Hiring the full time counselor provided opportunities for the Paris SBDC to expand advising areas in record keeping, accounting, and loan application assistance. Specifically hired for his Certified Public Accountant (CPA) credentials, Rudy Slusher became a vital part of the success of small businesses in the five county territory. Although several of the volunteers and the previous part time counselor were CPAs, the full time position offered perspectives of permanency to the clients. Christensen and Klyver (2006) noted that the interactive perspectives take place in the counseling process. There is a critical exchange of ideas that impacts the adoption process.

Human Capital Needs: 1987-2006

Formal and informal education such as on-the-job training, seminars, and workshops can be used to enhance the quantity of human capital and thereby supply the human capital needs of organizations. Echevarria (2009) noted that formal education has generally been recognized as the most dependable source for human capital and that human capital is necessary in sustaining economic development. Jongbloed, Enders, and Salemo (2008) noted that society expects higher education to deliver education “in ways, volumes and forms that are relevant to the productive process and to shaping the knowledge society” (p. 306). This includes being able to adapt to diversity where individuals have different credentials, expectations, and career objectives. As previously stated, during the 1989-1990 grant year, the SBA along with the national SBDC network initiated the First Step program to specifically address the needs of individuals who were thinking about starting a business. Training provided under the First Step included focal areas such as, assessing the strengths and weaknesses of the individual to determine if business ownership was right for them, assessing the feasibility of the business idea, and providing resources for information to find capital for starting the business.

The Paris SBDC also began expanding out of Lamar County and making connections in the surrounding counties of Delta, Hopkins, and Red River. This generated an increase in counseling activities. Counseling cases more than doubled from 59 clients in the first year to 120 clients during the second year. The expansion into Hunt County continued to increase the number of clients and training activities. By the

end of the twentieth year the Paris SBDC had an accumulating record of 5,846 counseling cases and 11,003 individuals who had attended training provided by the Paris SBDC. This growth by far exceeded expectations and milestones established for the Paris SBDC. The accumulating milestones planned at the end of the twentieth year were 4,657 counseling cases and 5,772 training attendees. Figure 6 shows the annual growth in milestones versus accomplished for counseling cases for twenty years of the Paris SBDC beginning of September, 1986 through the end of September, 2006. Figure 7 shows the annual growth in milestones versus accomplished for training attendees for same period beginning of September, 1986 through the end of September, 2006.

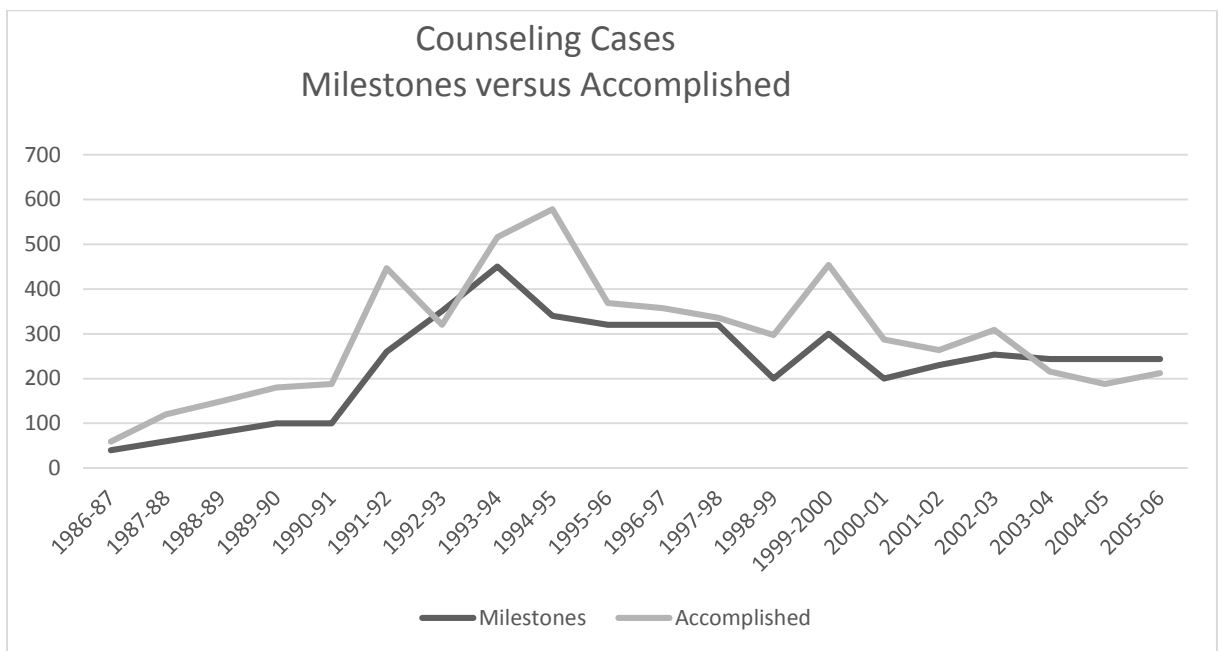


Figure 4.6: Counseling cases: Milestones versus accomplished for 1986-2006

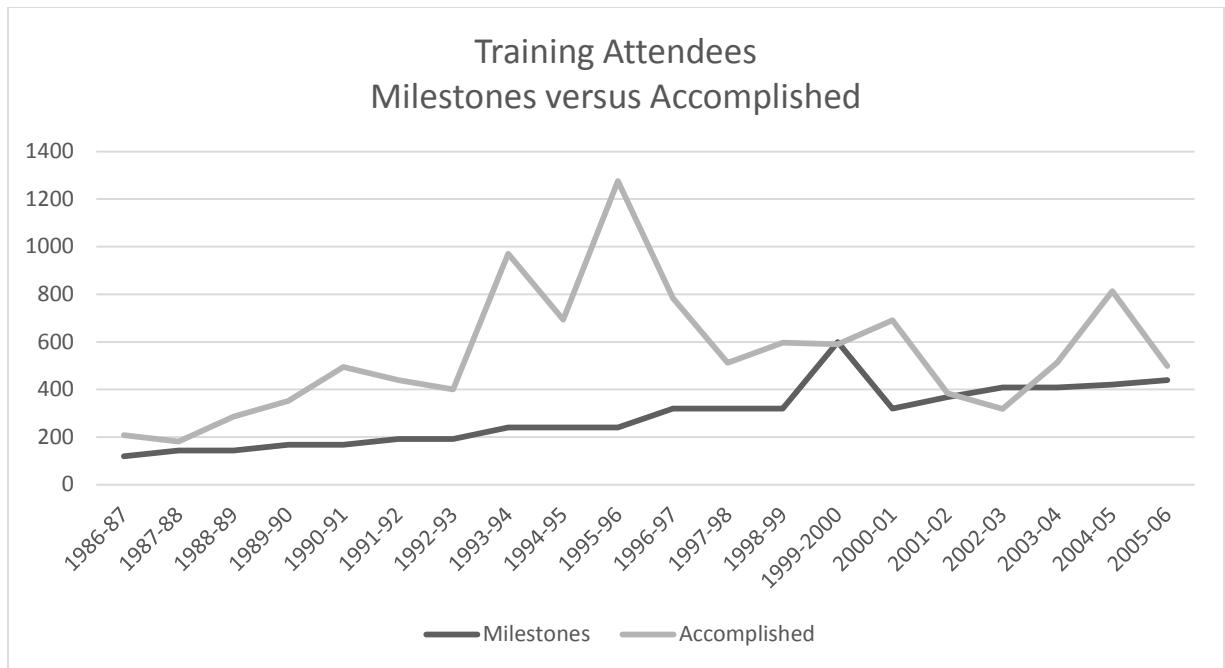


Figure 4.7: Training attendees: Milestones versus accomplished for 1986-2006

In periods of economic volatility, potential entrepreneurs and small business owners experience both challenges and opportunities. For example, with economic volatility and particularly in recessionary periods, businesses often eliminate workers. It is during these periods of time that economic recovery can be triggered by entrepreneurial people who are willing and ready to start businesses and utilize their capabilities and skills to successfully operate them (Bandstatter, 2011). Since economic volatility and recessionary periods negatively impact the financial capabilities of businesses, their employees are also negatively impacted as the businesses reduce the hours employees can work and/or reduce the number of employees. Some of the people who are negatively affected by economic and financial crises seek various employment options including self-employment. As a result, those seeking to start a new business often need to learn new skills. Also, as small businesses experience reduced revenues and other financial problems, in order to help their businesses

survive, the owners seek new revenue streams. Some owners or prospective owners learn or seek ways to gain additional skills and capabilities to compensate for being unemployed. Some people decide to use the skills they already have. Participant B in this study recalled:

The barrier of entry in rural America is way low. Now, because the barrier of entry into a new business is low, that can be a good thing or it can be a bad thing. The good thing is you can literally, for twenty-five dollars, come up with a name, register that name, open up a checking account and you're in business. As a sole proprietor. If you're a tradesman, because you've got your own tools, you don't have to have a building, you don't have to have utilities, you don't have to have employees, you don't have to have equipment, [and] you don't have to have anything. So the barrier of entry on trade people is very, very low. That's a very good thing because you can get into business that way . . . that is an advantage to some people in rural America. You can become a handyman just like that.

The clients who sought assistance from the Paris SBDC throughout the first twenty years wanted general information on how to start their small businesses, marketing and advertising their businesses, how to obtain financing to either start or expand and bookkeeping assistance, importing and exporting, buying a business, and help with writing a business plan. When asked about opportunities seen as important to the evolution and growth of the Paris SBDC, participant D in this study responded:

Keep in mind, I came about here in the great recession period where there were no jobs. So . . . create your own job, start your own business seminars were given for people that could not find employment anywhere but had a skill. So we assisted those people, taking those skills and allowing them to generate a business and create their own job. Historically, many of them failed, but some of them didn't. The SBDCs provided the opportunities, possibilities that is, where before they were too intimidated, too afraid to try it on their own. That's my primary job as a counselor: to remove the fear. I've always used the acronym future events appearing real as the source of the word. Which means, people are more afraid of the future than anything that's in the present or the past. What's gonna happen? I could fail, I could do all this stuff. I'm just trying to remove the fear. I feel that is the main thing that the SBDC over the years has done is all the people they've talked to and shared with them the possibility of doing this yourself. Create your own job. Start your own business, don't be afraid of it.

When asked what the counselors did when a client first came in, participant D in the study stated:

Well, usually the steps are you listen to them pitch it. So you're listening to their pitch and you try to grasp what they're concept is and then you try to grasp what niche this is filling. I'm a firm believer in you've got to fill a niche. I mean, it's far harder to come in with a new automobile in an automobile market unless you come up with something that is so different and unusual. So you listen to their pitch, then you determine in your own mind if it's even feasible or not and then you start asking yourself, well how did this farmer come up with this thought? What makes him qualified to know this?

At that point, a counselor would typically try to lead the client to come to the realization of how feasible the idea really is. In most cases, the clients would be assigned the task of completing a feasibility study. Tasks like these were, and still are today, assigned to the clients themselves. One reason for that is that clients need the experience and learning that comes from doing the actual work (Chrisman & McMullan, 2004). Participant D in this study stated,

Well the client is the one that knows the business. If [someone is] sitting here doing his cash flow, the guy doesn't know anything about payroll, payroll taxes. So if he's not doing it, he's not understanding it. I mean, it is a learning experience. To me, building a cash flow and building a business plan is a learning experience for this person who wants to be in business.

There were times when clients came in to inquire about starting a business and if there was no idea to pitch, the counselor would send them home to think about their passion, about what they enjoyed doing, and about how they could turn that into a feasible business idea. Having a skill, especially one that you enjoy using was how many of the clients were able to come up with an idea for a business.

When asked what a counselor did when a client who already had a business, participant D responded:

They've experienced these ups and downs. They've experienced the emotions of tight cash flow. In many cases, they're coming to [the SBDC] because they're kind of at the end of the trail. And those are really sad. I mean, I've had that. It's very, very difficult to do what you can. But basically you just tell them here's what you can try, here's what you can do. You painted yourself in this corner, you can't get out of it, and any conventional solutions are gone. So you're gonna have to go to something that's unconventional and start up again or just let it go.

A distinctive situation arose in 1988 when a foreign national with a unique set of skills sought the help of the Paris SBDC to legally purchase an existing business within the Center's service area (Bell, 1988b). The director connected with Congressman Chapman for his assistance with providing the necessary forms to the client and the business owner. Drabentstott (2003) noted that rural areas tend to have lower skills than urban populations and that these areas have need for highly skilled workers. The client was able to proceed with purchasing this business because "his skills were unique to [the] area and no one locally could do the job" (Bell, 1988b, p. 2).

Software companies would periodically provide the SBDCs with programs to be used and promoted to small businesses owners. In 1989, the Paris SBDC was furnished with a business planning software program developed by Control Data Corporation. Excited by the opportunity to use the new software, one of the volunteers worked with a client who had requested assistance with writing his business plan (Bell, 1989c). Unfortunately, the program was complicated and not very user friendly. In addition, the director of the Paris SBDC and the counselor could not find someone who had knowledge of the program. The result was that although the counselor believed the program to be comprehensive and good, for practical reasons, "a simpler program would be of greater benefit for the majority of SBDC clients" (Bell, 1989c, p. 2).

When asked about the Paris SBDC's service area and how the physical location plays into the rural or non-rural location for small businesses in the five counties, participant D responded:

It can be at a major advantage or it can be at a major disadvantage by how well you're established in your community. It still comes down to who you know and if you're a person who knows people then you have a major leg up because to get that loan you just gotta go in and see Bobby Joe and Bobby Joe has known you and your daddy and your daddy before him and he can, as you know all banks, I don't care if they're small community or city banks, they have their lending limits. So they can go in and hit a certain lending limit and hit a hundred, or 200,000 dollar loan without even going to a committee that's in the larger community banks. The others, don't work that way. Now if you don't know anybody in that town, and you go into there, there is no advantage in there, just like there isn't any advantage in a big city. That's an advantage [of being in a rural area].

Participant B in this study recalled:

Paris is still lower rural market. Here is the difference: take a Century 21 judged by realtors in Dallas, or an Eby Holiday in Dallas. Now they have their commercial divisions and they have their farm and ranch divisions but they are operating in Dallas. Those guys are reaching out into the rural areas now. The realtor in Lamar County, more importantly if you went to Red River County which is even more rural, they always had to be cross-trained in residential, farm and ranch and commercial properties. Here, you had to know all three markets. Wasn't enough business around here just do one. Their markets go up and down, considerably more than our markets do. Both in frequency and in how far they go up and how far they go down. Our market is a more stable market. But by the same token it doesn't have the appreciation which often times can correct for mistakes, or bad investments or what have you. We have to be very, very knowledgeable about what's going on and can become profitable in what the dangers are if it's not... a higher risk. A higher risk in our part of the country because you've got to have everything nailed down pretty tight. What can work and what won't work.

The dominant themes for the type of small business assistance during the 1987-1991 years, as reported in the quarterly performance reports, were starting and financing small businesses. Because of the majority of assistance sought during this timeframe were in the areas of starting a business and financing the business, the

director made a conscientious effort to schedule training on these two areas of as major topics. Personnel from the SBA were recruited to provide training on the SBA's loan programs. Retired small business owners from the Dallas, Texas SCORE chapter were recruited to provide training and information on how to start and manage a small business. Additional training topics corresponded with the assistance provided to clients during the first five years of operations and around seasonal situations. For example, in 1991 during the months of March and April, a local certified public accountant and volunteer consultant with the Paris SBDC provided training on tax strategies and recordkeeping for small businesses. As the SBDC program continued to grow, it followed along similar topics as previously mentioned. Starting a small business, SBA loans, and financing small businesses became continual training topics that were offered each quarter. In addition, the Paris SBDC worked with the Continuing Education division at Paris Junior College to add classes and workshops that were in high demand from the community, regardless of whether or not training was for small businesses or the employees of larger businesses. One of the training workshops that had been in demand since 2003 was the accounting management software, Quickbooks. Participant D in this study stated:

There's three major pieces to a counselor. There's the marketing side of it, there is clearly the banking side of it, of how to make a client bankable, and then there's the record keeping and the overall management of the business. These are the three major components of the entrepreneur business owner that we have to address. I'm constantly getting, because it's rural, I get sometimes... I don't get personally involved with them, but I have a personal relationship with them. There's a dialogue that's very easy [and] I have to bring them back on track . . . I have to keep them focused sometimes. I guess what I'm saying, in some situations, not a lot, some, I almost become a silent partner. A nonpaid silent partner, but I have to give them constant business advice whether to get this truck or that truck or that trailer or that piece of machinery or that piece of machinery costs this but the labor to run it is minimum wage and it takes one

person to run it and you run that equipment for 3 shifts, 24/7 and until you can't run it anymore.

Although the major themes in starting a new small business and financial and accounting assistance continued to be requested as the top counseling assistance and training activities, there were also requests for particular areas that required specialized knowledge for the counselor. During the second quarter of the 1991-1992 reporting period, for instance, a client requested assistance with obtaining information on exporting cows from the United States to Japan. Because of limited knowledge of the Paris SBDC personnel on international trade and export regulations, the client was referred to the regional Export Assistance Center and the International Business Center in Dallas, Texas. The director remarked that without access to the specialty centers, the Paris SBDC would not have been able to help as many people as they did (P. Bell, personal communication, July 26, 2011).

Participant B of this study recalled,

Farm land has been very risky due to the drought. Ranch land, well a lot of the people have downsized their herds at this point, so much so that now and at one point the land had got so high that they could not afford to buy it for the cows and now the cows are so high. I mean a cow that used to bring 8 or 900 dollars, some of the cow/calf I think are going now are 3,300 bucks. And so the price of meat is going through the roof.

People in rural areas tend to rearrange and combine resources at their disposal to create new opportunities. Indeed, this has been referred to as bricolage by a number of scholars (See Baker & Nelson, 2005). Participant A in this studied stated: "People in rural areas, in this area, always could be quite inventive. They still are."

When asked about experiences of the training provided by the Paris SBDC, participant B in this study recalled:

I went to Quickbooks training and I've been to some others because of the fact that I've had pretty close contact with the SBDC. I went to other training courses and classes, things like that. Including some things that involved the community development... some of that has positioned me . . . But the classes we had some over in Commerce, there were any number of programs here but some over in Dallas even. Sometimes I didn't think they were as useful because I didn't think they applied to [my business] and I'd get there and I'd go through class and when I came out I wasn't real excited but [my business]? I [think my business and other] businesses have the basics that are still the same. Whether you're selling fruits and vegetables or selling apples. You've got some basics. You got to get into and if we're not careful, we'll lose them. We have more regulations and more government stuff than some people in our firm, in our industry but still the basics are there.

Participant C in this study, recalled:

It was a very good training. [The instructor] came with handbooks. She had hands on [experience] and she answered practical questions. [The instructor] shared with them that follow up individually would be happy for them, to meet with them that she was in Paris but she would be back at Commerce once a week. She would be happy to help them with their business plan and their market research and that sort of thing. I sat through [the same workshop] two or three times and every time I heard something new that I didn't hear before, and one of the things that resonated with me is that it's something that I can share with students as they're coming along and they say one day I would like to own my own business.

In helping small business owners and aspiring new business ownership, the Paris SBDC facilitated the developing of competencies by providing one-on-one counseling and training to people who actively sought learning opportunities, wanted to learn continuously, learned purposely, reflected and improved based on experience, and used that new knowledge (Man, 2006) to their current situation (Paige, 2009). Furthermore, many of the clients have reflected that owning a small business, especially in the rural areas in Northeast Texas, means that they must always and continuously look for ways to acquire knowledge and try new things to survive. Some of the ideas for new businesses or diversifying into new or different areas of businesses have been facilitated by technological advances and expansion into the smaller and more rural

communities. Previous research indicated that rural areas are thought to be at a disadvantage and some noted they are disadvantaged because they lack technology. In the Paris SBDC service area, this was not the case. In fact, since the late 1990s, technology advances and the Internet became regular topics for both counseling and training. One of the participants in this study was quick to say that because their business was not a franchise, they could try anything they wanted including how they marketed on the Internet. Participant D in this study stated:

Things are in the clouds, everything is going to the cloud. Business of records, accounting, everything is going to the cloud. Even if you're a dairy farmer, you know, you've got to be in touch with that . . . One of the strangest things I've ever seen . . . These people, on Quickbooks . . . they had electricity, they had a computer, they had internet. That's all they had. No TV, no radio. [We're all] going tech.

Summary of Findings

The precluding history of the Paris Small Business Development Center at Paris Junior College in Paris, Texas, began in 1975 with the aim to fulfill an unmet need for small business planning and consulting (Chrisman et al, 1985) using the resources of higher education, small business and government (ASBDC, n.d). Upon the authorization of the Small Business Development Center Act of 1980, the SBA provided support for continuation of the program and in 1986, Paris Junior College responded to and was awarded the subcontract to open the Paris Small Business Development Center in Paris, Texas. This section provides a summation of the findings in relation to the research questions that guided this historical analysis.

Research Question 1: What events, factors and influences during the first twenty years accounted for the current organization and programs of the Paris SBDC at Paris Junior College as an extension program in higher education?

In September 1986 when Paris Junior College entered into a subcontractor agreement and was awarded funding through a matching grant between Paris Junior College and the United States Small Business Administration (SBA) through the North Texas Small Business Development Center at Dallas County Community College District, the Paris Small Business Development Center was created. The Paris SBDC became an important organization in a five-county area that could provide assistance to small businesses and entrepreneurs. These counties included Delta, Hopkins, Hunt, Lamar, and Red River.

The Paris SBDC is a grant funded program within Paris Junior College. The administration of the program falls inside the college's area of responsibility and is thus an extension program in higher education. However, the North Texas SBDC at Dallas County Community College District provides oversight for the Paris SBDC as mandated at the federal level by the SBA. The organizational structure dictates dual reporting roles in both administration of the program and performance. To Paris Junior College, the Paris SBDC is an extension program. To the SBA through North Texas SBDC, the Paris SBDC is a subcenter. This structure created a complex and dynamic environment for events and factors that influenced the inception and evolution of the Paris SBDC. On one hand, the personnel and facility decisions were and are still made within the realm of PJC. On the other hand, the North Texas SBDC had and still has influence over personnel decision, especially in the positions of the directors and counselors.

The development of Paris SBDC was influenced by events that occurred on national, state, and local levels. On the national level were the Congressional discussions that influenced the addition of categories in the performance report and

other reporting mandates. These mandates in reporting categories were the primary influences modifying the kinds of activities that were performed. Specifically, the major changes in reporting categories, which occurred during the April 1- June 30, 1990 reporting period, included reporting on Veteran-owned and Women-owned businesses. These changes created shifts in activities that focused small businesses owners and prospective owners who were veterans and women. Changes in reporting requirements to include economic development within the communities and economic impact of the clients within the Paris SBDC service area also influenced activities and led to the development of partnerships with multiple entities, such as the Economic Development Corporations, Chambers of Commerce, and other higher education institutions, like Texas A&M University-Commerce. Perhaps one of the most influential studies relative to the reporting of economic impact of the counseling activities was the James J. Chrisman and Frances Katrishen (1994) national study conducted in 1991. This study led to the annual reporting of economic impact which continues today with the end of the fiscal year surveys that are still being sent to SBDC clients.

Also on the national level that trickled down to the local level, media coverage and special events, such as the Small Business Week, called attention to small businesses as being important to the economy, both nationally and locally. During Small Business Week in May of 1988, national and local news media influenced an increase in outreach activities for the director of the Paris SBDC. One of those activities was starting the Small Business Person of the Year award to give recognition to small business owners who had contributed to the local economy and community. Events like

this and ribbon cuttings ceremonies for business openings helped to increase public awareness for the Paris SBDC and draw in more clients who needed assistance.

On the state level, the Northeast Texas SBDC had direct influence in allocating the specified milestones and budget allocations to the subcenters, and specific to this study, the Paris SBDC. The events that took place within the local area were often driven by the chambers of commerce and the economic development corporations within the Paris SBDC service area. The partnerships that were developed as a result of the outreach conducted by the director and counselors were instrumental in the growth that was evident during the twenty years under study: 1986-2006.

Research Question 2: What were the perceived areas of opportunity that account for the evolution and growth of the Paris SBDC at Paris Junior College?

Perhaps the most significant opportunity was that prior to the launch of the Paris SBDC, there were no organizations that could provide help for small business owners who needed assistance. The Paris SBDC at Paris Junior College changed that by adding services aimed specifically toward small business ownership. In addition, the resources of the specialty centers at the North Texas SBDC created learning opportunities for personnel of the Paris SBDC and their clients, specifically in the areas of advancing technologies, importing and exporting regulations and procedures, and government contracting particulars.

Advances in technology and improved telecommunication (Ward & Brown, 2009) in the area created opportunities (Drabenstott, 2003) for the Paris SBDC, Paris Junior College, and the industries within the five counties where the Paris SBDC offered its services. Although the small business owners and prospective owners and Paris SBDC

staff consider Paris, Texas and its surrounding communities to be rural, they nevertheless have technology and the Internet. The Internet afforded more opportunities for the many of the small businesses to expand their market share outside of the physical boundaries of location. "You've got to start thinking outside of the box, it's not just plain old vanilla business the way it used to be done. Business is completely different, business is very mobile, very dynamic" (Participant D). Indeed, many of the small business owners led the way in marketing before their big business counterparts did. They were not afraid to try new things even though it presented a huge risk for them. In one instance, a small company was the first to use a new internet service that expanded their marketing efforts globally and were able to increase their market share over the franchised competition in the local area (Participant B).

Barriers to entering into a small business were and are still low in the rural areas in the Paris SBDC service area. People who have trade skills and have their own tools, for example, can start a business without any real difficulty. All it takes is a declaration of a business start-up. The close social ties within the community also facilitated many of those businesses starting and having an instant customer base with family and friends and friends of family and friends. The five counties in the Paris SBDC service area closely tied together through family and work structures. People in Greenville, Texas, for instance, drive to Paris and Sulphur Springs for shopping and work. Each of these towns is in a different county. The partnerships that were developed between the Paris SBDC, the chambers of commerce, Texas A&M University-Commerce, and the economic development corporations, just to name a few were a result of building social connections based on mutual concerns for helping small businesses within the area.

Research Question 3: What were the perceived areas of challenges that restricted the evolution and growth of the Paris SBDC at Paris Junior College?

Alternatively, the social networks have created and continue to create challenges for small business owners and prospective owners who did not have close ties to the community. Participant D in the study suggested, "It still comes down to who you are, and if you're a person who knows people then you have a major leg [up]." Throughout the history of the Paris SBDC, the banks and lending institutions were generally seen as a challenge because they were not interested in using the SBA loans to help the small businesses in the area. Some of the bankers did help the owners and prospective owners in preparing business plans and in particular their cash flow statements. This presented challenges for the owners because they were not able to learn how to obtain and understand the numbers needed (payroll and payroll taxes) to project the financial aspects of the business (Participant D).

The President of Paris Junior College during the first two years of implementation of the Paris SBDC program was not extremely supportive and this was a challenge to the successful launch of the center. There was, however, strong support for the program by the Dean of Instructional Support Services, Continuing Education and Off-Campus Centers. The faculty and staff at Paris Junior College were also supportive as indicated by their willingness to volunteer as instructors and counselors when their time allowed. Previous research indicated that leadership within the institution must be supportive of the extension program, otherwise the program would not survive (Franklin, 2009; Penfield, 1975). Penfield pointed out several incidences in which challenges were incurred when the goals of the institution conflicted with goals of the extension, one of

which was “an emphasis upon vocational programs which were below college grade” (Penfield, 1975, p. 112). Because of the mission of Paris Junior College and the strong support by the administration and faculty, these challenges were mitigated in this area. The challenges came when the faculty could no longer devote their time to assist in the counseling and training of the Paris SBDC clients. Director Bell searched for and was able to find volunteers within the communities, but there were still challenges in retaining the community leaders for an extended period of time.

Additional challenges that restricted the growth came from the way in which the program was administered. Specifically, the administration of the program resided inside the college’s area of responsibility, but the North Texas SBDC at Dallas County Community College District provided oversight for the Paris SBDC as mandated at the federal level by the SBA. The organizational structure dictated dual reporting roles in both administration of the program and performance. One of the challenges was in the pay structure established by Paris Junior College. This limited the “number of qualified applicants” (Participant D) for open positions.

The history of the Paris Small Business Development Center at Paris Junior College in Paris, Texas has been written based on an analysis of documents obtained from the archives at the Paris SBDC, literature reviewed for this study, and from oral histories of persons who had knowledge of the history of the Paris SBDC and its service area. Both the areas of the opportunity and challenges that accounted for the evolution and growth at Paris SBDC have been explored. Chapter 5 provides implications, continuing influences, and future directions.

CHAPTER 5

IMPLICATIONS, CONTINUING INFLUENCES, AND FUTURE DIRECTIONS

This chapter provides the implications, continuing influences, and future directions derived from this historical study. The purpose of this historical research was to chronicle the development and implementation of the Paris SBDC at Paris Junior College in Paris, Texas, from its establishment in 1986 to 2006.

The findings suggested that higher education programs that are funded, either in part or fully, through government grants must have someone on the staff who is aware of conversations taking place on the national, state, and local levels. This is important for getting a sense of new and updated reporting requirements. Implications for not keeping abreast of what is occurring in congress for example, could lead to a restructuring of program reports and the content provided therein. Case in point was the major changes to reporting categories during the 1989-1990 grant year that affected the way activities were reported as well as how those changes were interpreted. This brings to mind another major finding in the way information is communicated that has implications to the program staff. During the first year and with the first quarterly report, Director Bell had initially presented the report in a memo format, but later had to revise the format to a standard. She did not have any direction on how to report and only limited direction on what was to be reported. In addition, having an awareness of events taking place nationally could prevent a last minute scrambling to gather data needed to fulfill any ongoing changes in reporting requirements. Almost all of the categories in the required reports impacted the activities of the Paris SBDC. Specific changes to report women-owned business and veteran-owned businesses in particular, led to adjustments

to offer different training and marketing efforts to these targeted groups. Future research could focus on studying specifically how communication occurs from the grantor to the grantee and any subcontractors involved in program launch and implementation, and could investigate ways that might improve the communications process.

Being aware of and keeping track of the needs of the small businesses in the local service areas are also important. The findings suggested that the questions asked and assistance sought by Paris SBDC clients triggered different approaches to counseling, new training seminars, and even new ways to market the Paris SBDC and its services. For instance, the “Dear Pat” newspaper column served dual purposes. One was to continuously get the word out about the program and the second was to address common questions that were being asked by clients during that time period. This was also a key area for the longevity of the Paris SBDC and will continue to be for the program and other programs that are implemented in the future. Programs must continuously adapt to meet the changing needs of their clientele, customers, or students. Indeed, research in higher education and its service mission calls for the development and implementation of programs that connect with businesses, industries, and communities to become “major intellectual and cultural resources for a community” (Ramaley, 2009, p. 139). In doing this, higher education will continue to contribute “to the economic, social, and civic vitality of the states” (Longanecker, 2005, p. 57). Future research on other higher education programs could investigate program longevity and its relationship to how a program adapts to meet the needs of businesses, industries, and communities.

The findings of this study in the area of leadership support were contrary to previous research findings mentioned earlier. Penfield (1975) for example, found that, in addition to conflicting goals of the institution, the lack leadership and faculty support affected the successful launch of the Wisconsin Idea replication. In the instance of the launch of the Paris SBDC not having full presidential support, other leaders in the institution and faculty support for the program positively impacted the successful launch. Future research could investigate and compare university programs with community college programs to find out what the differences are and how these differences affect the success of these programs.

One of the challenges to the administration of the program was in the pay structure established by Paris Junior College. This limited the “number of qualified applicants” (Participant D) for open positions. Not having a good selection for qualified applicants has implication for hiring someone who may not be the right fit for the program. The colleges that host SBDCs might consider investigating this area as a way to improve operations by attracting and retaining qualified counselors.

Another challenge that presents an opportunity for the Paris SBDC as well as other SBDCs is in the area of assisting clients with completing loan applications. Lending institutions and in particular banks in the Paris SBDC service area not being willing to loan money to small businesses, even with the SBA guaranteed loan program was and still is a challenge. This has a couple implications. First, it limits the ability for the SBDC and their clients to start and expand businesses. Second, the SBDCs need to go out of the service area to locate lending institutions that are willing to provide SBA loans or conventional loans to small businesses. During the twenty years of this

historical analysis, the director and counselors continued to reach out to the local bankers. Findings suggested that social ties and building relationships were an integral part of the success of the Paris SBDC. Perhaps a more focused attempt to build relationships with the personnel at the local banks and bring them to co-counsel with clients on funding opportunities would help reduce the challenge. Future research could help identify solutions to this challenge and could be significant to the SBDCs and other programs, including government programs that provide assistance to small businesses.

The opportunities to develop partnerships within a community are vast. The Paris SBDC and its service area covered territory that has a mix of characteristics relating to metropolitan (urban) and nonmetropolitan (rural) populations. The findings of this study revealed no differences in the way the Paris SBDC offered its services. The partnerships were sought with all of the chambers of commerce and other institutions within each of the communities. The most rural of the counties, Red River, was perceived as the most challenging for business start-ups. And yet the innovativeness of one of the ranchers to think outside of the box and search for ways to export cows to another country suggests that there are endless possibilities and ideas for businesses still to come that are worth exploring. Future research might investigate the innovations and ideas for businesses that could work best for rural populations.

APPENDIX A
IRB APPROVAL AND INFORMED CONSENT FORM



A green light to greatness.

OFFICE OF RESEARCH INTEGRITY AND COMPLIANCE

January 15, 2014

Supervising Investigator: Dr. Kathleen Whitson
Student Investigator: Donna Anderson
Department of Sociology
University of North Texas

Re: Human Subjects Application No. 13582

Dear Dr. Whitson:

As permitted by federal law and regulations governing the use of human subjects in research projects (45 CFR 46), the UNT Institutional Review Board has reviewed your proposed project titled "A Historical Study of the Paris Small Business Development Center in Paris, Texas, 1986 - 2006." The risks inherent in this research are minimal, and the potential benefits to the subject outweigh those risks. The submitted protocol is hereby approved for the use of human subjects in this study. **Federal Policy 45 CFR 46.109(e) stipulates that IRB approval is for one year only, January 15, 2014 to January 14, 2015.**

Enclosed is the consent document with stamped IRB approval. Please copy and **use this form only** for your study subjects.

It is your responsibility according to U.S. Department of Health and Human Services regulations to submit annual and terminal progress reports to the IRB for this project. The IRB must also review this project prior to any modifications. **If continuing review is not granted before January 14, 2015, IRB approval of this research expires on that date.**

Please contact Shelia Bourns, Research Compliance Analyst at extension 2018 if you wish to make changes or need additional information.

Sincerely,

Patricia L. Kaminski, Ph.D.
Associate Professor
Department of Psychology
Chair, Institutional Review Board

PK/sb

UNIVERSITY OF NORTH TEXAS

1155 Union Circle #310979 Denton, Texas 76203-5017
940.369.4643 940.369.7486 fax www.research.unt.edu

University of North Texas Institutional Review Board

Informed Consent Form

You are invited to participate in a research study about the historical development of the Paris Small Business Development Center at Paris Junior College in Paris, Texas. Before agreeing to participate in this research study, it is important that you read and understand the following explanation of the purpose, benefits and risks of the study and how it will be conducted. Please ask any questions you may have before agreeing to participate in this study.

Title of Study: AN HISTORICAL STUDY OF THE PARIS SMALL BUSINESS DEVELOPMENT CENTER IN PARIS, TEXAS, 1986-2006

Student Investigator: Donna Gayle Smith Anderson, a Ph.D. in Higher Education candidate at the University of North Texas (UNT) Department of Higher Education.

Supervising Investigator: Dr. Kathleen Whitson, Major Professor at the University of North Texas (UNT) Department of Higher Education.

Purpose of the Study: You are being asked to participate in a research study which involves an historical analysis that chronicles the development of the Paris Small Business Development Center at Paris Junior College in Paris, Texas, from its establishment in 1986 to 2006.

Study Procedures: If you agree to be included in this study, you will be asked to participate in an interview of approximately 2 hours in length. During the interview, the investigator will be taking notes. With your permission, the interview will be audio recorded so that your comments can be recalled more accurately. The primary questions that will be asked are available for your review. You do not have to answer all of the questions in order to participate. Following the interview, you may be contacted by telephone or email to answer follow-up questions or to clarify interview comments.

Foreseeable Risks: No foreseeable risks are involved in this study.

Benefits to the Subjects or Others: This study is not expected to be of any direct benefit to you, but we hope to learn more about the events and forces that shaped and influenced the Center's development as an higher education extension program. This study may benefit academic institutions and government entities that provide educational resources for entrepreneurs and small businesses. This study may also advance our understanding of a service program as it developed and identify opportunities and challenges of both service programs and entrepreneurial educational needs.

Compensation for Participants: None.

APPROVED BY THE UNT IRB
DATE 1/15/14 BY 1/14/15

Procedures for Maintaining Confidentiality of Research Records: Your participation in this study is completely voluntary. During the interview, the investigator will be taking notes. You may also be asked for your permission to audio record the interview so that your comments can be recalled more accurately. The audio recordings and notes of the interviews will be destroyed after the research study is finished. The individual records of this study will be kept private. Your signed consent form will be secured in a locked file cabinet and kept separate from your interview material. The confidentiality of your individual information will be maintained in any publications or presentations regarding this study. I will use generic descriptors to protect your identity in the study. Your participation is voluntary and if you agree to participate, you may withdraw from the study at any time, even after we start the interview.

Questions about the Study: If you have any questions about the study, you may contact Donna Anderson at Donna.Anderson@tamuc.edu or Dr. Kathleen Whitson at Kathleen.Whitson@unt.edu, Professor at the University of North Texas (UNT) Department of Higher Education.

Review for the Protection of Participants: This research study has been reviewed and approved by the UNT Institutional Review Board (IRB). The UNT IRB can be contacted at (940) 565-3940 with any questions regarding the rights of research subjects.

Research Participants' Rights:

Your participation in the interview confirms that you have read all of the above and that you agree to all of the following:

- Donna Anderson has explained the study to you and you have had an opportunity to contact him/her with any questions about the study. You have been informed of the possible benefits and the potential risks of the study.
- You understand that you do not have to take part in this study, and your refusal to participate or your decision to withdraw will involve no penalty or loss of rights or benefits. The study personnel may choose to stop your participation at any time.
- You understand why the study is being conducted and how it will be performed.
- You understand your rights as a research participant and you voluntarily consent to participate in this study.
- You have been told you will receive a copy of this form.

APPROVED BY THE UNT IRB
DATE 4/15/14 TO 4/14/15
[Signature]

I have read the above information. I have asked questions and have received answers. I voluntarily consent to participate in this study.

Printed Name of Participant

Signature of Participant

Date

For the Student Investigator:

I certify that I have reviewed the contents of this form with the subject signing above. I have explained the possible benefits and the potential risks and/or discomforts of the study. It is my opinion that the participant understood the explanation.

Signature of Student Investigator

Date

APPROVED BY THE UNT IRB
FROM 1/15/14 TO 1/14/15
JB

APPENDIX B
INTERVIEW QUESTIONS

INTERVIEW QUESTIONS

The purpose of this historical research study is to chronicle the development of the Paris Small Business Development Center at Paris Junior College in Paris, Texas, from its establishment in 1986 to 2006.

Before we begin, please verify that you have read and signed the informed consent stating that you are voluntarily agreeing to participate in this study.

Because I am interested in hearing about everything that is important to you regarding the Paris Small Business Development Center and its history, I will ask broad questions. In the event that I am not sure about what you mean or I need you to clarify or expand on something you say, I may ask more specific questions.

1. What was your affiliation with the Paris Small Business Development Center?
2. What opportunities do you see as important in the evolution and growth of the Paris Small Business Development Center at Paris Junior College?

If the participant does not discuss the following, ask such questions as:

- a. Tell me about what you believe accounts for the Paris Small Business Development Center's success and longevity?
 - i. What did/does the Center do well?

- ii. How did that benefit you?
3. What challenges do you think may have restricted the evolution and growth of the Paris Small Business Development Center at Paris Junior College?

If the participant does not discuss the following, ask such questions as:

- a. What did/does the Center do not-so-well?
 - b. Why was that a problem?
 - c. What recommendations would you make improvement?
4. What role did you play in the major events or decision points that accounts for the current organization and programs of the Paris Small Business Development Center at Paris Junior College as an extension program in higher education?

If the participant does not discuss the following, ask such questions as:

- a. Who or what most influenced the events or decisions?
 - b. In what ways were the results positive? How did that benefit you? The Center? The College? The Clients?
 - c. In what ways were the results negative? Why was that a problem?
5. What can you tell me about the organizational structure of the Paris Small Business Development Center during your affiliation with the program?

If the participant does not discuss the following, ask such questions as:

- a. How was this organizational structure appropriate for the administration of the Center?
 - b. How were the resources (staff, funding, and facilities) allocated?
 - c. What were the advantages (opportunities)? How did that benefit you? The Center? The College? The Clients?
 - d. What were disadvantages (challenges) of the organizational structure? Why was that a problem?
6. What can you tell me about the Center's service area (Delta, Hopkins, Hunt, Lamar, and Red River counties) and the physical locations?

If the participant does not discuss the following, ask such questions as:

- a. Do you believe the counties are rural or urban? Why do you think that?
 - b. What advantages and opportunities for small businesses are there for these counties? How do they take advantage of these opportunities?
 - c. What disadvantages and challenges for small businesses are there for these counties? How can they overcome these challenges?
 - d. Have there been or should there be any differences in the way counseling or training are delivered to clients across counties?
7. What have been your experiences with the Paris Small Business Development Center regarding counseling?

For personnel/volunteers involved with counseling clients and/or assisting small businesses (i.e., SBDC Directors and Counselors; Chamber of Commerce Personnel, Bank Officials and Loan Officers)

- a. When an individual with a new idea for a business comes to your office for the first time, what do you do?

If the participant does not discuss the following, ask such questions as:

- i. Are there any topics you feel is important to be specifically addressed during the first counseling session?
- ii. How do you address those topics?
- iii. Do you recommend that an individual not try to start a particular new business? Why/why not? If yes, how do you make this recommendation?

- b. When an owner or manager of a business comes to your office for the first time, what do you do?

If the participant does not discuss the following, ask such questions as:

- i. Are there any topics you feel is important to be specifically addressed during the first counseling session?

- ii. How do you address those topics?
- iii. What do you do if you believe the business will not succeed?
- iv. How do you define success?

For Paris Small Business Development Center Clients

- a. How did you first hear about the Paris Small Business Development Center?
 - b. Why did you seek assistance from the Paris Small Business Development Center?
 - c. When you first went to the Paris Small Business Development Center, what were your expectations? Explain how your expectations were met / not met?
 - d. If expectations were not met, what did you do? Did you seek help from somewhere else?
8. What have been your experiences with the Paris Small Business Development Center regarding entrepreneurial training?

If the participant does not discuss the following, ask such questions as:

- a. What knowledge and skills do you believe is important for individuals starting and running (owner and/or manager) a business need to have? Why do you think those are necessary?

- b. Have you attended (*instructed*) training with the Paris Small Business Development Center?
 - c. What were your expectations?
 - d. Explain how your expectations were met / not met?
 - e. If expectations were not met, what did you do? *Probe for attendees:* Did you seek training from somewhere else? *Probe for instructors:* Did you make changes to your curriculum?
9. What recommendations would you make about other services the Center can or could have offered that might be beneficial to the community, the college, and/or the clients? Why is the important?
10. Is there anything you think I should know that the questions did not allow you to tell?

APPENDIX C

INITIAL CORRESPONDENCE TO POTENTIAL PARTICIPANTS

Initial Correspondence to Potential Participants

Dear (Name):

My name is Donna Anderson. I am a doctoral candidate in the Higher Education program at the University of North Texas. I am conducting qualitative historical research for my dissertation on the Paris Small Business Development Center at Paris Junior College, Paris, Texas. During the next few months, I hope to interview several people who have knowledge of and experience with the Paris Small Business Development Center since it began in 1986 through 2006. I am interested in hearing about your experiences with the Center and having you participate in this research project.

I am hopeful that you will consent to being a part of this study. Your knowledge and experiences with the Center are valuable to this historical research and will help provide information into the needs of individuals with entrepreneurial aspiration, as well as academic institutions and government entities that provide educational resources for entrepreneurs and small businesses. I believe that providing a cohesive record of the development of the Paris Small Business Development Center will also provide insight for colleges and universities seeking to improve existing service programs or with developing new programs to better meet the needs of small businesses.

Should you agree to participate in this study, I would like to interview you at a time and location that is convenient for you. The interview will take approximately 2 hours. Following the interview, you may be contacted by telephone or email to answer follow-up questions or to clarify interview comments.

I will follow UNT's research standards and ethical codes to protect your identity. Your signed consent form will be secured in a locked file cabinet and kept separate from your interview material. Your interview will be confidential and I will use generic descriptors in the study. Your participation is voluntary and if you agree to participate, you may withdraw from the study at any time, even after we start the interview. Questions regarding your rights as a participant may be directed to the University of North Texas Institutional Review Board at (940) 565-3940.

I appreciate your consideration in participating in this study. I will call you sometime during the next few days to answer any questions you have about the study and, if you agree to participate, to schedule a time and location for the interview. You may also contact me by email at donna.anderson@tamuc.edu.

Sincerely,

Donna Anderson

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