

A STUDY OF THE PERCEPTIONS OF COMMUNITY COLLEGE
ADMINISTRATORS AND FACULTY TO CHANGE

by

Diana Youdell

A Thesis
Presented to the University of Manitoba
in fulfillment of the
thesis requirement for the degree of
Master of Education
in Educational Administration and Foundations

Winnipeg, Manitoba

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A thesis submitted to the Faculty of Graduate Studies of
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ABSTRACT

This is a descriptive study which identifies the perceptions of both faculty and administrators towards the changes at Assiniboine Community College in Brandon, Manitoba, between April 1984 and October 1988. The study explores the impact of these perceptions upon the College's ability to respond to further change initiatives. The focus of the change experience during the five years of the study was the implementation of what came to be called the "1984 initiatives," a plan developed by Post Secondary, Adult and Continuing Education Division (P.A.C.E.) of the Department of Education to respond more effectively to the needs of the Manitoban post-secondary non-university training sector.

Data were collected by survey with an instrument which reflected fifteen characteristics of change prevalent in the literature. These characteristics were chosen to represent both the content and process of change. The procedure used for the research was a literature review, group meetings to introduce the research to the participants and the distribution of the survey instrument.

Study findings based upon the responses from 16 administrators and 70 faculty shows general dissatisfaction in the responses of both faculty and administrators, with the issues surrounding leadership both at Assiniboine Community College and central office P.A.C.E. to overshadow the requirements of the 1984 initiatives. With the exception of senior administrators, findings suggest a perception of a

lack of clarity and relevance in the content of the 1984 initiatives with no general understanding of the complexity of the proposed changes. Quality and practicality issues affected very few participants in the proposed changes as many of the intended outcomes were never realized. Process issues polarized negatively around the administrative function. Historically individuals saw themselves as open to change and expressed personal commitment to their profession. The lack of administrative involvement and support reinforced personal autonomy within the classrooms. With the perception that professional development was inadequate, time lines unrealistic; and information flow between the P.A.C.E. Division and Assiniboine Community College and within the College to be ineffective; reliance upon personal skill and maintenance of professional autonomy to serve students within the traditional pedagogical model of instruction was preferable for the majority of faculty. The lack of peer relationship in providing the supporting environment necessary for risk taking behaviors and team work further isolated individuals.

Providing an environment with strong leadership which delegates authority within the institution allowing departmental autonomy, strength in programming excellence and personal accountability for the individuals who have the specialized knowledge to respond to client needs, will greatly enhance the institution's adaptability. In responding to the experiences of the previous five years (1984- 1988)

both administrators and faculty have demonstrated their creativity in adaptation. The challenge is to allow them to use this energy for the institution's benefit.

A strong expression of future receptivity to change from both groupings softens the previous experience's negative connotations.

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CHAPTER I

INTRODUCTION

This study identifies the perceptions of both faculty and administrators towards change in Assiniboine Community College. Continued capacity for, and readiness to change, which everyone agrees is essential in colleges throughout Canada today, depends to a large extent upon the ability of the faculty and administrators within the colleges to anticipate environmental shifts and respond appropriately.

Theoretical approaches to organizational change emphasize the impact of individuals' attitudes upon the success of the change efforts. Etzioni (1972), in describing large scale educational change efforts and their lack of success, suggests that attitudes are stable, as are habits, which makes re-educative efforts difficult. An attitude is defined as a learned predisposition to respond consistently in a positive or negative way to some person, object or situation. The suggestion that stability in attitude can lead to relatively accurate behavior prediction is supported by Jacobsen (1973) who states:

... as the individual acquires more and more attitudes - as he "assimilates" more and more objects in his world - his improvisations towards these objects and his fresh examination and interpretation of them decrease. His actions become stereotyped, predictable and consistent.

"One's perception of past change experience is related to further perceptions and then attitude development towards future

change" (Russell and Warmbrod, 1977). If this is so, effective plans for change can be built upon the knowledge gained from individuals' past experience and their resulting attitudes. This is not to suggest that individuals' perceptions and resulting attitudes are the only determinant of successful change outcomes in education organizations, but that they are recognized as a major one.

The expression of an attitude through behavior is rooted in the value system of the individual. Since behavior can occur for many different reasons, it is difficult to attach specific causality to isolated incidents of behavior. However, over time, patterns of behavior allow conjecture as to the reasons for repeated behavior. In identifying the perceptions of individuals within institutional groupings towards previous change experiences some exploration can be made towards the impact of these group perceptions on future institutional viability (Stern and Keislar, 1977).

Academic perceptions of the colleges' internal environments may have no support in the form of objective data (Oliver, 1973; Morrison, 1983; Levin, 1986; Dennison, 1986). This study will provide information from the perspective of both College administrators and faculty regarding the institutions' ability to respond to further changes. The degree of adaptability within the organization is going to determine the degree of viability within this educational institution.

Identifying the attitudes of the key stakeholders within the system will provide insight for planning. The attitudes of faculty and administrators within the colleges are going to have a tremendous impact upon the implementation of a new vision for the colleges. As Alfred (1984) suggests, "the increasing velocity in the change process is going to be largely dependent upon the attitudes of those in positions of leadership."

THE SETTING

Assiniboine Community College's main campus and its Business and Industrial Training Centre are located in Brandon, Manitoba, a community of approximately 38,000 people, located 120 miles west of Winnipeg on the Trans Canada highway. Brandon is primarily a service centre for the surrounding agricultural area, and the trading area population is approximately 185,000. Assiniboine Community College also has a Parkland Campus in Dauphin, Manitoba. Assiniboine's enrollment totals nearly 6,000 students annually. Approximately 1,500 are enrolled in full-time day programs in the areas of business, trades, technologies, applied arts and developmental programs, about 1,700 in agricultural and special programs for business and industry, and another 2,700 in evening or part-time programs. Full-time staff complement is approximately 200, including 130 instructors and 70 support staff.

Like most Community Colleges in Canada, Assiniboine Community College is a College in transition. Peterson and Blackburn have noted (1985),

...higher education faces an increasingly complex environment in which its principal resources, students and money, are likely to be declining or constrained; in which demands for new programs and delivery systems are changing and extensive; professional career opportunities will continue to be limited for faculty; stress on coordination and control is likely to continue between institutions and governments; and competition among institutions will increase.

In Manitoba, these pressures were brought into focus by the initiatives announced by the Province in April, 1984. The essence of the 1984 initiatives was to provide greater accessibility and equality in adult training opportunities, provide flexibility and adaptability in training programs and support student entry and successful completion of training with an integrated student support system. These initiatives were designed to provide Manitoba with a well trained work force, particularly to include special needs people, women and minority groups.

The Post Secondary, Adult, and Continuing Education Division, within the Department of Education responsible for this massive undertaking had responsibilities which included: "The Three Community Colleges with 1,000 staff and 35,000 full and part-time students; Student Aid, Adult and Continuing Education (which focused mainly upon Literacy and English as a Second Language training for adults); Core Area Training and Employment Agency (Winnipeg); A Programming Branch and the Central Administrative function with Financial and Personnel operations which served the entire division. In total, P.A.C.E. amounted to some 1200 staff and a budget of approximately \$55 million in 1983-1984" (Levin 1986).

In April of 1984, after two intense years of planning, the strategy developed by the senior members of P.A.C.E. was announced. The plan was far reaching, affecting every system within the P.A.C.E. Division. The specific goals were:

1. to develop adaptive and flexible training for the new social and economic conditions;
2. to develop and foster adult education;
3. to increase accessibility and equality in results;
4. to develop an integrative success based student support system; and
5. to enlarge the capacity to market the human and technical skills of the province. (Hemphill, 1984)

The major initiatives included:

1. phased modularization of training programs (individualized competency based learning);
2. expansion of computer assisted learning;
3. generic skill training;
4. increased use of industry as a training site;
5. increased use of high schools in training;
6. integration of training with economic development priorities;
7. introduction of a new planning and evaluation system;
8. use of modern technology to deliver programs at a distance;
9. expansion of community based training through outreach satellite centres;
10. increased opportunities for part time study;
11. accreditation for non formal training programs and experiential learning;

12. redesign for adult basic education training in a competency format;
13. broadened access programs for women and handicapped workers;
14. increased linkages across student aid and other special student access areas;
15. development of a computer based student assistance and counselling system;
16. establishment of an integrated student financial and academic counselling network;
17. creation of a community advisory committee for each of the Community Colleges;
18. development of new programs in Adult English as a Second Language and Literacy;
19. establishment of an international technical assistance office and increased involvement in international education; and
20. major focus upon staff development.

The rationale given by Mrs. Hemphill, then the Minister of Education, was,

It has been more than a decade since the Community Colleges were reorganized. It is time for their renewal. In the past year my staff have completed an extensive study which shows the need for a streamlining of college administration, retraining of some staff and provision of new training spaces within existing budgets. A little over one year ago I announced the creation of the Post-Secondary Adult and Continuing Education (P.A.C.E.) Division which has responsibility for Community Colleges as part of my department's reorganization. Our purpose was to make post-secondary training more accessible both in terms of regional access and increased access to groups such as part-time students, native people and the unemployed.

From my position as a faculty member during this time (1984-1988) it was evident that the plan was seen by many individuals within

the system as an unnecessary imposition. The centralized decision making coupled with the low participation rate of both administrators and faculty within the Colleges (in the planning process) provided a time lag for information flow which prevented most middle managers and faculty from really understanding the magnitude of the initiative. Without the knowledge base and a clear perception of their inclusion, commitment to the initiative was low for both faculty and administrators. There was not enough information available to allow individuals to determine accurately how these proposed initiatives would impact upon the 'grass roots' of the institutions. The faculty and administrators who recognized the value of the initiatives and supported them often found themselves in a no-win situation. Participation in activities related to the change strategy meant dealing with the harangue of the disenchanted. Unclear roles and responsibilities, lack of direction and resources, delegation of responsibility without authority and lack of coordination between program goals and activities to reach those goals ensured that even those individuals committed to the initiatives experienced severe frustration and often social isolation.

My experience and resulting perceptions were not generally reflective of other faculty during this time. The major reason for this difference in perception was my personal decision (in 1980) to prepare for a change in instructional responsibilities. The decision by P.A.C.E. to initiate several program closures in 1983 provided me the opportunity for reassignment and retraining support through the Career Options Program.

Many individuals were shocked and upset by the program closures, feeling that the reasons given were inadequate and the resulting redeployment options limited. However, the situation could, as Dr. Morrison suggested in his explanatory meeting with redeployed staff in May of 1983, be an opportunity for freedom and career enhancement. Many individuals involved in these program changes did not perceive redeployment as career enhancement. Although the number of faculty involved in redeployment at Assiniboine Community College was low, the general response was one of distress and anger at the managing of the situation. Decisions were made and implemented without consultation at the local level, central office was considered an enigma to the local people. The events of 1983 coupled with the inconsistency in leadership (two acting directors between 1983 - 1985, each inexperienced in College management) found Assiniboine Community College apprehensive in responding to the announcements of April 1984, but not in my perception initially resistant to the proposed plans.

STATEMENT OF THE PROBLEM

Organizational approaches to major change strategies have tended to be rational and over simplified and inappropriate in directing complex, conflict ridden organizations which more closely resemble organized anarchy than rational goal directed systems (Lotto and Clark 1986). However, a variable which is always evident in studies of organizational change is the attitude of the participants. If, as many writers suggest, (Halloran, 1967; Russell and Warmbrod, 1977;

Fullan, 1982; Morrison, 1984) experience determines the likely response of individuals to new experience, then it is in an organization's best interests to provide individuals with experiences which promote organizational viability. Educational institutions which are tied to political interests often experience quite severe swings in policy and consequently directives. These directives usually provide definite plans for change and require immediate responses from the individuals in upper and middle management and faculty positions throughout the organizations. These calls for change are often not linked to recognized organizational needs (or necessarily goals). This causes severe strain as the process of change (and resistance) takes its toll.

Traditional planning systems assume that the organization in question is tightly coupled in a variety of ways:

- 1) By processes and products the sequential connectedness of goals, programs, actions and outputs (or problems, solutions and decisions) is integral to a technical system such as Management by Objectives.
- 2) By organizational units. The concept that the success or failure of one organizational unit affects the success or failure of others in the same institution creates the condition for planning by consensus, which is critical to traditional planning systems. Such systems must assume that there are organizational goals that transcend sub unit or individual goals and that the interdependency of the system will suggest agreement to such goals by sub units or individuals on the basis of enlightened self-interest.
- 3) Across organizational levels, the very concept of organizational goals implies that there is a cumulation across hierarchical organizational levels that allows for the emergence of supra goals.

In educational institutions, especially of higher education such cumulation is an infrequent phenomenon...Communication across hierarchical levels lacks fidelity, it seems often to be unconnected altogether (Lotto & Clark, 1986).

The consequence of such planning for change is built in failure in planned performance outcomes. This is to suggest that planned changes for educational institutions which do not consider the internal and external environments as 'fluid' entities, and which do not consider the individual organizational characteristics are likely to produce many unintended consequences.

In exploring the idea that organizational change can be induced from external pressures, (Terreberry, 1968) clarifies,

...the capacity of any system for adapting to changing contingencies is inversely related to its dependence upon instinct, habit or tradition. Adaptability exists by definition to the extent that a system can survive externally induced change in its transactional interdependencies, therefore viability of the organization equals adaptability. This adaptability is a function of the organizational systems' ability to learn and to perform according to changing environmental contingencies.

This need for organizational adaptability to environmental unpredictability is recognized as crucial for organizational viability (Baldrige, 1974). The unpredictability of our social, political, and especially economic environments, cause the undermining of rational long range planning strategies and their predictions of change, while supporting the institutional forces against change (Fullan, 1982), and

therefore organizational viability. Change process takes time and an environment which supports and encourages the change activity (Kanter, 1985). If the culture of the environment is hostile to change, individuals who do not conform are going to experience tremendous stress and frequently return to the 'expected' cultural behavior. If organizations do not explore the perceptions and attitudes of their employees' experiences, how can accurate predictions of organizational responses to environmental demands for change be made?

Baldrige (1975) suggests an approach to managing educational organizations which allows for a risk taking, problem solving approach in which he and Campbell (1972) emphasize the importance of individuals within organizations having the freedom and flexibility to respond as they feel is appropriate:

...We must be in the business of creating organizations with built-in capacities for assessing needs and creating viable alternatives. The adoption of any specific innovation is a sideline activity that must not consume our energies. Our continuing enterprise should be the building of flexible organizations responsive to environments, organizations with reserves of expertise and resources to sustain long range problem solving.

Here then is the problem, how can our self-satisfied, traditional and inflexible (Levin 1986) Community Colleges provide both administration and faculty with positive change experiences which build skills in adaptability, flexibility, and problem solving within the confines of an imposed plan for change? How can the viability of the College be enhanced within the realities of fiscal restraint, and

reduced public and political support? This study suggests that first we need a clear picture of who we are and where we are, before we can determine where we are going, or how we are going to get there.

PURPOSE OF THE STUDY

This is a study of the changes at Assiniboine Community College between April 1984 and October 1988. More specifically, the study will seek to:

1. identify the perceptions of both faculty members and administrators in the College of what are called "the 1984 initiatives" and the processes by which they were implemented; and,
2. explore the possible impacts of these perceptions upon the long-term institutional adaptability of the College.

The study assumes, with Russell and Warmbrod (1977), that perceptions of past change are related to perceptions toward future change, and that effective plans for change can be built upon the knowledge gained from individuals' experience and their resulting attitudes. Although individuals' behavior does not allow consistent prediction of attitudes and value orientations (Russell and Warmbrod, 1977), it can be hypothesized that those individuals who demonstrate positive orientation to previous change experiences are likely to be positively predisposed to further change. The study also assumes that Community Colleges in Manitoba need staff to be open to fiscal restraint, changing methodology, technology and student demands for quality in educational experience (Peterson, 1984). Since attitudes towards change are linked inextricably to institutional adaptability, identification of faculty and administrator perceptions of the 1984 initiatives will help identify the ability of the institution to

respond to further demands for change.

RESEARCH QUESTIONS

This study has two purposes. The first is to identify the perceptions of both administrators and faculty members in Assiniboine Community College to the 1984 initiatives. Perceptions of the content of the change and the process by which they were implemented will be sought.

The second purpose is to explore the possible impacts of these perceptions upon the long term institutional adaptability of the College.

LIMITATIONS

The personal involvement of the researcher as a faculty member of the College during the time of the study adds a degree of subjectivity to the study.

Because the research spans a five-year time period, it may be difficult for individuals to recall accurately the events and activities being studied. Voluntary participation in this study may cause fluctuations in the response rate between groupings and departments due to local sensitivities towards the topic.

DELIMITATIONS

The study was delimited to the on-campus faculty and administrators from Assiniboine Community College, Brandon, Manitoba.

DEFINITIONS

The following definitions refer specifically to the 1984 initiatives. Other definitions are located in Chapter 1 and Chapter 2.

Administrator: Full time permanent employees holding civil service classification: Department Heads, Chairpersons, Deans, Vice Presidents, Presidents.

Branch: Within the P.A.C.E. Division each unit which reports to the Assistant Deputy Minister is referred to as a branch. In this report the term "branch" is used to refer to each Community College, the Adult and Continuing Education Branch, the Programming Branch, the Student Aid Branch, Personnel and Administrative and Financial Services.

Competency: The knowledge, attitudes and skills necessary to perform a given occupational task.

Computer-Aided Learning (CAL): A generalized term relating to and encompassing CSI, CAI, and CMI as defined below.

Computer-Assisted Instruction (CAI): A method of instruction using computers, in which the individual interacts with computer programs to provide forms of learning via drill and practice, simulation, testing, etc.

Computer-Managed Instruction (CMI): Use of the computer to manage, record and control the instruction/learning environment by providing record-keeping functions, electronic communications, cataloguing, and learning resources such as CAI.

Computer Support For Instruction (CSI): The use of the computer in direct applications which relate directly to occupational training requirements, such as accounting, word processing, management tools, computer-aided drafting and design, etc.

Educational Reform: Using McCaig's (1981) clarification of educational reform, taken from Deleon and Kluchnikov's definition:

The term embodies three essential components which differentiate it from innovation or change: (a) it is generally at a systems-wide level; (b) it generally requires a substantial break with the past; (c) it is generally at the political, policy, strategic level and requires subsequent participation by groups, other than the formulators in translation and implementation at the administrative and operative levels.

Faculty: Full time instructional faculty holding permanent civil service classification, Adult Basic Education, B. or C.

Generic Skills: Behaviors which are common to the performance of many tasks carried out in a wide range of occupations.

Individualized Competency-Based Learning (ICBL): A learning system delivered on an individual basis through the medium of learning activity packages which guide and assist the learner in the development of identified competencies.

Initiatives: Those proposed activities which when combined, formed the strategic plan.

Implementation: Those activities which bring about the realization of the strategic plan.

Imposed Change Strategy: A unilateral plan for educational reform which precludes participation by the individuals involved in implementation.

Post Secondary, Adult, and Continuing Education: A division within the Department of Education responsible for: Student Aid, Adult and Continuing Education, Programming Branch, Core Area Training and Employment Agency, Red River Community College, Assiniboine Community College and Keewatin Community College. The administrative, financial and personnel functions of these related areas was also under P.A.C.E.'s jurisdiction.

Network: A method by which information consisting of voice, data, or images are electronically transmitted between locations.

Strategy: A plan of action designed to induce educational reform.

CHAPTER II

REVIEW OF THE LITERATURE

Educational reform and innovation is difficult and often unsuccessful (Etzioni, 1972). The reasons for this are diverse and complex. However, the institutions' ability to respond to the environment must be recognized to be critically linked to the behavior of its employees. The importance of identifying attitudes in determining the behavior of individuals is recognized by Halloran (1967) who states:

...If we know something about individuals' attitudes, then not only do we have a brief summary of what has gone before in the individuals' experience that may effect his behavior, but we may also be able to say something useful about his aspirations, his motivations, his striving towards his goals and to know something about why, along the way, he deals as he does with a great variety of social objects and values. In short, despite its limitations, it is a step in the right direction of reducing the complex to the simple, it helps to make sense and give meaning to the individual behavior and in all probability, it is the best basis for prediction yet devised.

Huberman (1983) identified with this need to understand and deal with the human dimension of educational change.

...We encourage new inventions (and innovations) but we do not know how to go about making the necessary changes in attitude and behavior which accompany them. Our knowledge of changes in human systems lags far behind our physical technologies.

Fullan (1982) suggests that individuals are not interested in change for changes sake - it is too painful and requires too much effort!

The ingredients of successful reforms and innovations in

educational organizations are many and complex. Early research on change and many accepted management practices include a negotiated settlement with participants as to what will be changed and to what degree. This leads to a 'comfort' level with the amount of change occurring and prevents observable differences in behavior from developing (Crandall, 1983). The incremental nature of these accomplishments tends to resemble previous institutional patterns and prevents the trauma associated with any real change occurring. Status quo is maintained and change is minimized. This is not a useful approach in bureaucracies where tradition and resistance to change is the normal institutional pattern (Scarf, 1986).

All real change experiences, whether imposed or sought out, will include a sense of loss, anxiety and struggles. These are natural and inevitable and prepare for the use of a known reliable construct to bridge the ambivalence of the transition period (Marris, 1975). A collaborative approach to implementing comprehensive change even with appropriate administrative leadership will produce turmoil and resistance. The resulting tension must be attended to as an inevitable stage in the process of changing behavior practices and patterns (Hall & Loucks, 1976). Strong leadership is critical at this stage.

The assimilation of the meaning of the proposed change must be integrated into the participating individuals' reality in order for the appropriate new behaviors to emerge. As Marris (1975) clearly says:

...No one can resolve the crisis of integration on behalf of another. Every attempt to preempt conflict, argument, protest by rational planning, can only be abortive; however reasonable the proposed changes, the process of implementing them must still allow the impulse of rejection to play itself out. When those who have power to manipulate changes act as if they have only to explain, and when their explanations are not at once accepted, shrug off opposition as ignorance or prejudice, they express a profound contempt for the meaning of lives other than their own. For the reformers have already assimilated these changes to make sense to them, perhaps through months and years of analysis and debate. If they deny others the opportunity to do the same they treat them as puppets dangling by the threads of their own conceptions.

Perceptual change follows the acquisition of new knowledge, in fact, recognizing new perceptions in situations which offer alternatives to the habitual way of perceiving one's self are required before any real changes in behavior will occur (Bennis, 1976).

The review of literature undertaken in this chapter focused upon the various characteristics associated with the understanding and acceptance of the proposed change and the personal experience of individuals with the components of change process. The personal synthesis of the qualitative work by Miles and Huberman, Berman and McLaughlin, and the rational approach to studying change of Michael Fullan, provided the framework for this research and the identification of the characteristics to be studied. The characteristics are divided by change content and change process. The characteristics of the content of the change to be reviewed are; clarity, relevance, complexity, quality and practicality. With

respect to the process of change, the following will be reviewed: historical experience with change, administrative involvement, administrative support, central office policy, information systems, peer relationships, faculty participation, professional development, personal sense of efficacy and time allowances.

Several major studies provided the data for the identification of these characteristics, The Dissemination Efforts Supporting School Improvement (DESSI): (Crandall, 1983; Huberman and Miles, 1981; Huberman, 1983; Loucks and Cox, 1982), Federal Programs Supporting Educational Change (F.P.S.E.C. also known as the Rand Change Agent Study), (Berman and McLaughlin, 1979) and the Experimental Schools project (Rosenblum and Louis, 1979; Corwin, 1977). Fullan (1982) emphasizes the dynamic nature of the interaction between the characteristics as the content of the change is implemented.

The process is not linear nor are the characteristics isolated as the process of change is experienced by the participants. It is the combination of these interacting characteristics which provides the foundation for an individual's perception (and therefore experience) of change. It is upon this repeated experience that attitudes towards change are developed (Wargo, 1972; Sarason, 1971; Berman and McLaughlin, 1979). Fullan (1982) provides a synthesis of these characteristics and models a rational approach to the study of change. He suggests that the greater number of these characteristics working positively towards

the intended outcomes the more likely change is to occur as originally defined.

Relevance

A common problem in educational change (innovation) is the lack of attention given to adequate organizational needs assessment prior to the decision to change. Rosenblum and Louis (1979) identify many examples of innovations not linked to prioritized needs. Formal recognition of unmet needs was one of the readiness factors identified in organizations viewed as prepared for change. Emrick and Peterson (1978) and Louis and Sieber (1979) stress the linkage between effective implementation and the identification of the specific needs of organizations. Relatively smooth implementation occurs in situations where the relevance of the intended change causes no cognitive dissonance to those involved in the implementation process. The plan is seen as appropriate in meeting institutional needs in the implementation process. Anxiety may be experienced with other requirements (new behaviors) but the relevance issue will not in itself cause delay unless the plan is blatantly against the self interest of individuals or groups (Huberman, 1983). The self interest of users has been shown to work with the institutional relevance of the intended change as in the case of individuals' professional growth and career shifts (Huberman and Miles, 1984).

Clarity

Two issues emerge when exploring the clarity of an intended

change. First is the meaning of the intended change, both subjectively (what is meant) and objectively (what is stated). What are the goals? Are they precise and consistent? How congruent are these goals with organizational philosophy and behaviors? Unspecified methods of implementation often act to further confuse the situation. Many individuals have documented these issues (Gross, 1971; Miles, 1978; Gideonse, 1979).

The second issue relates to policy statements. Policies are often stated in general terms in order to prevent conflict and enhance acceptance, causing confusion in interpretation (Weatherly, 1979; Sarason and Doris, 1979; Elmore, 1980). Oversimplification causes false clarity (Fullan, 1982) with the depth in understanding and acceptance remaining at a skeptical and superficial level. Unclear and unspecified requirements can cause severe frustration in the development of new behaviors.

Complexity

The depth and scope of the proposed change, whether organizational structure, technological changes or the individual's social experience will influence the degree of individual emotional reaction (Leavitt, 1964). The amount of change required by individuals depends upon their cognitive, social and emotional starting points. Crandall (1983) found it advantageous to separate early adapters from laggards (Havelock's 1973 terminology). The DESSI study provides data to suggest that the more complex the change attempted, the greater the resulting amount of change in teachers'

behavior (Berman and McLaughlin, 1978). Simple changes were easier to attempt, but may not accomplish as much as complex change introduced in an incremental manner (Yin and Vogal, 1977). Rosenblum and Louis (1979) found that those districts which undertook changes with a greater number of components implemented them more effectively than those districts which introduced a smaller number of change components. This would support the studies by Baldrige et al (1975) that suggest the size and complexity of an organization are positively correlated to innovativeness within its interrelated systems. The requirement for a greater degree of coordination, cooperation, and collaboration within a multi dimensional, loosely coupled setting allows opportunity for problem solving skills to develop in response to the many conflict situations individuals experience (Hage and Aiken, 1967). The greater number of people with specialized training provides a more flexible human resource than entrenched employees in a smaller tightly coupled organization who are not required to respond to a 'turbulent' environment.

Quality and Practicality

Huberman (1983) suggests that the quality of the planned change is often inadequate because the planners are separated from the implementers. His example of educational programs exported to different cultural regions serves efficiently to highlight the discrepancies in perceptions of 'quality'.

For many problems encountered in relation to quality, the situational knowledge of the teachers is essential in the decisions

about the specific items (Connelly and Elbaz, 1980; Huberman, 1980; Roberts, 1980). Educational innovations which required changes in classroom materials found many to be lacking in practical quality (Silberman, 1970; Sarason, 1971). Early development of program materials which were designed to be self sufficient for the individuals using them lacked instructional methods and proved to be a disaster (Stern and Keislar, 1977). Local materials preparation proved to be much more successful. Berman and McLaughlin (1976) found that

...the exercise of 're-inventing the wheel' can provide for staff an important opportunity to work through and understand project concepts. Without this 'learning by doing' it is doubtful that projects attempting to achieve teacher change would be effective.

The DESSI study has demonstrated that program quality significantly influenced the change in practice (Crandall, 1983; Louis and Rosenblum, 1981). Developing quality and practicality in innovative classroom materials or instructor behaviors require sustained assistance and 'little latitude' to make changes initially (Huberman and Miles, 1984) so that the innovation is not subverted by their anxiety (Sarason, 1981; Marris, 1975). This anxiety is replaced by commitment to the project as new behaviors are mastered, or adjustments to the materials are made; both enhance quality and practicality. Problems encountered during the implementation process are dealt with by providing stable, consistent administrative assistance. This is crucial in the production of significant change in the organization and the development of mastery by the teachers

which in turn leads to heightened commitment (Huberman and Miles, 1984). Program materials must pass the 'practicality ethic' of teachers through sustained use. If teachers do not experience a sense of meaning and enthusiasm through the practical use of new materials and behaviors they will soon abandon the effort (Fullan, 1982).

Historical Experience With Change.

..Most attempts at collective change in education seem to fail, and failure means frustration, wasted time, feelings of incompetence and lack of support and disillusionment. The importance of the...history of innovative attempts can be stated in the form of a proposition: the more the teachers or others have had a negative experience within previous implementation attempts.... the more cynical or apathetic they will be about the next changed presented to them. (Fullan, 1982).

Herriot and Gross (1979) use assessment studies by Goodlad and Klein (1970) and Gross et al (1971) to show that educational changes in many schools were in fact never carried out. Organizations can develop a 'culture' which resists change and this leads to an incapacity for organizational change as well as a lack of individual capability for it (Berman and McLaughlin, 1979). Lambright et al (1980) argue that many teachers have become skeptical about change. Fullan (1982) emphasizes the impact of personal psychological history with change as a major determinant of how seriously people approach further change experiences.

Administrative Involvement

Administrative behavior towards subordinates, particularly the quality of interpersonal interactions, has been shown to promote

positive work experiences, socialization into the work role and development of identification with and commitment to the organization (Hage, 1980; Katz and Kahn, 1978; Morris and Sherman, 1981). Active administrative involvement which supports implementation of an educational innovation is identified by Berman and McLaughlin (1977) as a strong influence in maintaining the fidelity of an innovation. Huberman (1984) goes so far as to suggest that "strong and continuous pressure of administrators" correlates positively with successful implementation. He calls this pressure "sustained assistance." However, most of the literature provides a picture of strong influence but low instructional leadership roles for administrators (Fullan, 1982; Leithwood and McDonald, 1981). This active involvement of administrators in the change process acts to legitimize the change and indicate the degree of commitment. Administrative commitment serves as a prompt for the serious participation on the part of subordinates. The necessary understanding of teachers' concerns comes from the level of interaction between the individuals and the degree of participation of the administrators in professional development activities designed for the teachers (Berman and McLaughlin, 1978). Administrators are not generally perceived to take an active role in the necessary strategies to promote involvement (Moore and Langknecht, 1986). Part of the reason for this is that administrators have no more preparation for the psychological and sociological problems they encounter in change experiences than do the teachers. They are in the same state of anxiety (Lewin in Milton, 1981; Marris, 1975) as any other individual

encountering a new situation. Starbuck (1983) suggests that they are more threatened by this anxiety in new situations because they have more to lose.

Administrative Support

These characteristics of administration involvement and support both fit within the leadership role an administrator provides, but they are qualitatively different. Involvement is active participation in a sustained and consistent manner throughout the whole process of change. Support is seen as psychological (quality in interpersonal communication), physical (through the active participation) and administrative (provision of adequate resources and management or organizational climate), and is critical for change (Emrick and Peterson, 1978). Support and involvement must be obvious through behavior and resource availability. Many innovations are richer in ambition than resources. The withdrawal of financial or human resources after the adoption of an innovation serves as an indicator to everyone that commitment to the change is lacking (Berman and McLaughlin, 1979).

Central Office Policy

Central office decision makers are responsible for planning the content and adoption process of the intended change. Teachers tend to be concerned with the practicality of the implementation process and the relevance and quality of the content of the innovation. This leads to differences in perception, which Cowden and Cohen (1979) suggest

may appear to be rational planning to one group but resistance to change to another.

Rosenblum and Louis (1979) did an analysis of the impact of central office authority and classroom autonomy upon implementation. Central office authority was positively associated with wide implementation. Strong classroom autonomy was negatively associated with implementation.

Rosenblum and Louis also found that centrality and cohesiveness in central office policy and behavior were crucial in identifying the conditions and ultimate success of the change process. Conflict in goals, values and interests in the relationship between central office administrators, project managers, and school staff act as impediments to change (Charters and Pellegrin, 1972; Gross et al , 1971; Lindquist, 1974).

The difficulties encountered when central office policy is not congruent with local preferences is demonstrated by the balance of power remaining with the individuals in the classrooms (McCaig, 1981). Educational institutions are recognized as complex organizations with 'levels' of autonomous units. Influence of the policy makers upon this local autonomy is seen as marginal unless local interest, preference, and incentive is in support of the central office intention.

Information Systems

Adequate information systems are necessary throughout the change process (Berman, 1981; Moore and Langknecht, 1986). Fullan emphasized the evaluative nature of the information required to be linked to the degree of improvement or desired outcome. This need not be a formal system to be effective; however, a study by Edmonds (1982) has demonstrated the strong relationship between implementation and school improvement based upon the effective use of an information system.

Information systems are crucial to the adoption phase of change process. The adequate dissemination of information regarding the content and intention of the proposed plan is vital in providing staff with clarity and concreteness in the central office expression of intent. The importance of verbal interaction is not to be neglected, simply supplemented with adequate resources. The understanding of complex change may need to be coupled with professional development activities where philosophical issues are examined relating to the intended change. The 'form' of the information is less important than the availability of it. Proceeding through the change process with adequate information is equally important in adoption/initiation, implementation and continuation (Berman and McLaughlin, 1977; Richie, 1986).

Peer Relationships

The quality of working relationships between teachers and the success of implementation efforts have been shown to be strongly

correlated (Berman and McLaughlin, 1978; Huberman and Miles 1984; Lotto and Clark 1986; Rosenblum and Louis 1979). Interaction is the primary source of learning; resocialization is the change process. Developing new skills, behaviors and meanings depends significantly upon the exchange of ideas within a supportive environment (Sarason, 1971). Huberman (1983) stresses the need for strong peer assistance, especially if administrative 'strong arming' is not forthcoming. The consolidation of the new skills is especially sensitive to the institutional environment. A rewarding and intellectually stimulating environment can encourage and enhance working conditions, but unrewarding experiences cause individuals to minimize contact and this kind of isolation inhibits the social support process so necessary to successful change experience (Fullan, 1982).

Faculty Participation

Teacher participation in decisions concerning project operations and modifications was found to correlate strongly with effective implementation and continuation. Berman and McLaughlin (1978) found that those teachers closest to problems are in the best positions to suggest remedies. The importance of feeling a sense of belonging to an institution through a shared power base, a sense of collegiality and low conflict is stressed by Miles (1979). The more real choices you can offer people, the more control individuals will feel (Kanter, 1985). Day (1971) noted, "A faculty member's satisfaction with his job is determined in large measure by his perceived participation in the decision making process."

In discussing shared responsibility in educational institutions, Keeton (1971) suggests, "The spirit of collaboration which respects the rights and contributions of the different parties is not to be confused with weakness or timidity." In fact,

....the nature of one's involvement colors one's commitment and affect toward the activity. Organizational sanction or legitimization of individual involvement in planning frequently affirms and tightens the bond between the individual and the organization. On the other hand, organizations which deny legitimate planning involvement to individual stakeholders risk alienating them (Lotto and Clark, 1986).

Many others support this view (Maslow, 1965; Herzberg, 1960; McGregor, 1960; Argyris, 1964; McCaig, 1981). Kelly (1972) provides a summation,

...Member participation in developing and implementing organizational objectives is crucial to a decrease in alienation, improved decision making, increased involvement and commitment to the organization. Also a sense of control over bureaucracy, improved organizational adaptation to societal change as well as opportunity for increased individual psychological growth.

The tendency for individuals effected by an imposed change strategy, but not included in some way to effect a control over the changes influence upon their environment, will offer both overt and covert behaviors. As Waterman (1987) says:

...The traditional management model demeans non managers. It celebrates hierarchy. Bosses decide things and workers carry them out. It is what author Richard Pascale refers to as the big brain school of management. People at the top do the thinking. People down the line obey the orders.

Waterman continues,

...If a decision has come from somewhere else, few of us can get very excited about making it work. If a decision arrives complete with detail on how to carry it out, we may even take perverse delight in screwing it up. But if the idea (or part of it) is ours in the first place..... well its hard not to like that idea and its source.

J. B. Richie (1986), in identifying the reasons why appropriate changes in academic organizations may be resisted, recognizes a common theme in popular management books.

...In Search of Excellence, The Change Masters, A Passion for Excellence, Re-Inventing the Corporation, and Intrapreneurial is that those in executive roles must create an organizational culture that modifies many of the traditional ways of doing things and facilitates ongoing change by members of the organization. Successful organizations do not just change for the sake of change but they do change when such actions will make the organization more effective.

This is not always evident in politically dominated educational bureaucracies.

This focus upon organizational culture is further emphasized by Edgar Schein (1985) who states, "The only thing of real importance that leaders do is to create and manage culture, and the unique talent of leaders is their capability to work with culture." He goes on to suggest that this is the integrating variable leading to organizational effectiveness. The key to this organizational culture is the fundamental beliefs, opinions and attitudes shared by members of an organization. The nature of participation which impacts upon this view of culture is clarified by Richie (1986).

1. The degree to which participants have skills and information relevant to the decision under consideration;
2. The degree that participants perceive that their involvement can really affect the outcome;
3. The degree to which participants perceive that their contributions will be recognized and rewarded;
4. The sense of legitimacy felt by the participants;
5. The degree of difference in status or expertise between the participants; and
6. The degree of trust, honesty, and confidence between superior and subordinates.

The issue of participation in the decision making process is recognized by the Human Relations school of thought as necessary for individual commitment to change. This idea is challenged by Crandall (1983); Huberman (1981); and Richie (1986) in that commitment to the change becomes a reality only after the new behavior required has been learned and put into place effectively.

The question of uninformed participation in the decision making process is not the subject of this study. However, if, as Crandall suggests, educational innovations can be successful with little or no early involvement in problem solving, selection or decision making, a different management picture emerges. Strong autocratic leadership, effective peer relationships, classroom management strategies which are 'coached' to effectiveness, and participation in materials development have been identified as factors in successful change outcomes. Along with the credibility of practitioner-presenters who share the realities of the classroom experience and present behaviors perceived to be successful and effective in practice.

Crandall (1981) suggests that these variables cause the cycle of emulation, implementation and replication to occur with fidelity.

Rosenblum and Louis (1981) emphasize that in the research findings a negative correlation exists between active staff participation in early decision making phases and successful implementation (Corwin, 1977; Yin, 1977). These findings are not incongruent with the findings of Berman and McLaughlin. The important aspect of participation is the timing and the degree of legitimacy of the participation. Pseudo-democracy increases teacher dissatisfaction and resistance to the innovation.

Professional Development

Fullan (1982) notes;

The fact is that our primary value concerns our need to help ourselves change and learn, for us to feel that we are growing in our understanding of where we have been, where we are, and what we are about, and that we are enjoying what we are doing. To help others to change without this being preceded and accompanied by an exquisite awareness of the process in ourselves is 'delivering a product or service' which truly has little or no significance for our personal or intellectual growth.

Fullan points out the irony of professional development for teachers having a dismal record of success. Since we are 'socialized' to feel responsibility for offering education to others, how can we be so ineffective at re-socializing ourselves?

Change involves differences in what one thinks and what one does. In defining professional development as learning new things which are thought to be desirable, we can see the change process

immediately, and the potential for disagreement. Huberman (1983), when describing professional development designed to prepare teachers for a new experience, found that many individuals described the change as complex, unclear, confusing and difficult. Participants, both faculty and administrators, described the first six to eighteen months of using the innovation as difficult, overwhelming and humiliating. These teachers credited the success of the innovations to the strong administrative support and the skill of the helping teacher (Fullan, 1982). Different types of professional development along with appropriate patterns of assistance are crucial to the successful outcomes of any innovative change. The importance of an experiential approach is apparent from the research (Berman and McLaughlin, 1975; Huberman, 1983).

Personal Sense Of Efficacy

"There is a critical difference between the ability or willingness of implementors to comply with rules and their capacity to deliver a service. Implementation depends more upon capacity than compliance" (Elmore, 1980). Success in major change efforts was identified in the R.A.N.D. study as strongly related to teachers' sense of efficacy (Berman and McLaughlin 1977). Rosabeth Kanter (1984) stresses the importance of providing conditions, (especially inside large organizations) that make it possible for individuals to get the power to experiment, create, develop, test, and consequently to innovate. Allowing individuals the freedom to experience success as a result of their own efforts is recognized by many as the first

step in developing a personal sense of efficacy. Patricia Cross (1985) in her paper "Educational Reform and the Community Colleges" contrasts the conditions for corporate excellence described by Peters and Waterman (1982) as the opposite of the prevailing conditions in educational institutions today. The corporate emphasis upon the attitude and enthusiasm of the ordinary employee who produces extraordinary performance (leading to the success of these companies), is not only required but demanded. An atmosphere of positive regard for 'ordinary' individuals is essential for the success of an organization. Peters and Waterman observed that less excellent organizations take a negative view of their employees. When organizational goals and objectives are out of reach of the majority of the participants, an atmosphere of resentment prevails and individuals think of themselves and their organizations as inadequate.

Time Allowance

The amount of time required to bring an educational innovation into being is extremely difficult to assess adequately. The timing of events must be guided by an understanding of all the idiosyncratic variables which impact on each particular setting (Fullan 1982). The planners of an innovation are concerned with the adoption process and not the perspective of the implementers. Sarason (1971) recognizes that this causes fatal delays in implementation. Inadequate time allowances which are disruptive to other organizational behavior patterns also inhibit the acceptance of the innovation (Slaugh 1984). Focusing only upon the technical rationality of the change (goals and

means) is not sufficient; the personal and social conditions must be viewed from an implementor's perspective, otherwise time constraints will confirm the "fallacy of rationalism" (Wise 1977).

Groupings

With tenured faculty and administrators in unionized community colleges, changing the environment by removing individuals who are not responsive to change is difficult. Recognizing the groupings most likely to support change efforts is more useful. In the community college, this includes the administrative hierarchy from president to department head. Rogers and Shoemaker, (1971) suggests that younger, socially active, more cosmopolitan, better educated males are more prone to innovative behavior.

Other studies suggest that change is less likely among individuals who tend to be older (Aranya and Jacobson, 1975; Becker, et al, 1979; Lee, 1971; Sheldon, 1971) are less well educated (Alutto, et al, 1973; Becker, et al, 1979; Grusky, 1966; Koch and Steers, 1978; Stevens, et al, 1978; Morris and Sherman, 1981) married and female (Hrebiniak and Alutto, 1972) and have longer tenure than fellow employees (Buchanan, 1974; Hall and Schneider, 1972; Pfeffer and Lawler, 1980).

SUMMARY

As stated earlier in this research (p. 11) the academic perceptions of the Community Colleges in Manitoba are of a set of traditional, self-serving institutions, with a determined mind-set which preserves the status quo. Dennison (1984) suggested that,

...survival of the Community Colleges will involve a painful, honest, deliberate delineation of what they really are and how they will respond to the demands of the 1980's. Their survival will depend upon a societal view of them as imaginative, innovative educational institutions which are truly sensitive to the realities of Canada in this decade. In particular, faculty must develop a role which is consistent with the notion of the Community College as an institution within its own right.

While recognizing that the design of educational bureaucracies resists change (Scarf, 1986) and the inherent difficulties in communicating effectively between the hierarchal levels of bureaucrats (Berman et al, 1974) the fact remains that in politically dominated bureaucratic organizations the mission, directive or plan for institutional change is a top down mandate. These imposed changes cause tension, anxiety, resistance and conflict. This is a normal and necessary part of change process and can be planned for and managed effectively.

As stated previously in this research (p. 21) the depth and scope of the proposed change, whether organizational structure, technological changes, or the individual's social experience, (attitudes, knowledge and skill) will exaggerate the degree of individual emotional reaction (Leavitt, 1964). Assisting individuals through this normal reaction to change process requires an understanding of change process, a personal strength in commitment to the proposed change, and the necessary leadership skills to deal with the inevitable conflict and dissention which accompanies major change. This requires the ability to take risks, Etzioni, (1972) observed that

risk taking is not encouraged since recognition in higher education is based upon reputation, and this is not developed with risk taking behaviors. Since innovation requires risk, the environmental atmosphere within the college is crucial to the capacity of the institution to change (Herzberg, 1966). Organizations get behavior that they reward not behavior that they require (Nadler and Lawler, 1977).

The mind set which precedes each individual's perception of the intention of the change content already suggests attitudes for the experience of the change process, depending whether the individual is positively or negatively predisposed to the intended consequences of the proposed changes.

Commitment to and understanding of the proposed change content, and a positive experience during the implementation of the change, provides individuals with a strong base for fidelity in proposed change outcomes.

CHAPTER III

METHODOLOGY

DESIGN OF THE STUDY

This is a descriptive study utilizing survey research techniques. The investigation was conducted using a qualitative data collection methodology advocated by Miles and Huberman (1984). The strength of qualitative data is that they provide explanations of processes occurring within the local context and with a chronological order. It also provides the benefit of serendipitous findings and allows researcher's explorations to go beyond their original preconceptions. Ensuring the external validity of the data in authenticity and meaning is supported by the formalization and orderliness of the process of data collection, data reduction, data display and data analysis. Clarity in procedure so that replication could easily occur is critical to the recognition of this type of study as a legitimate research tool.

POPULATION OF THE STUDY

Assiniboine Community College (A.C.C.) was the site for this study during October, 1988. Of the 130 employees, 103 comprised the sample population for this investigation, 16 administrators and 87 faculty. An enthusiastic response, 88 of a possible 103 surveys were returned, and this allows generalizations to be made within each of the representative groupings.

INSTRUMENT

The instrument developed for this research contained four parts (Appendix B). The first part focused on demographic information. Demographic data were limited to role, age, sex, department, credential and length of service.

Part two identified the initial responses each individual had to the change, and also identified any involvement in formal retraining that occurred as a preparation for changed responsibilities.

The third part was an eighty item survey tied to the fifteen characteristics of change identified earlier (p. 18 of this research). The items requested responses on a four point scale. Space for respondents to add personal comments was provided at the bottom of each page.

The final part of the instrument focused upon the modularization of training programs. It requested respondents to identify the actual changes which they implemented based upon the program modularization (Individualized Competency Based Learning) initiative in six different areas - the classroom or laboratory, student behavior outcomes, college operation, expansion to existing programs, management practice and established routines or institutional patterns of behavior and what they would have preferred to have experienced. Many individuals within the college equated the 1984 initiatives with the Individualized Competency Based Learning directive because of its immediate impact upon everyone it concerned.

This fourth part of the instrument was open ended, enabling individuals to respond at their discretion.

The length of the instrument seemed to be a threat to the response rate. However, as several educational researchers (Cronbach, 1975; Patton, 1978, Webb, et al, 1965, Gay, 1987) recognized, if the target population was interested in the topic or had a personal stake in the issues raised, they were more likely to commit the time required to complete a long and demanding survey.

DATA COLLECTION

The instrument was piloted at Assiniboine Community College on a random sample of 10 individuals from the target population. The purpose of the pilot was to provide content validation based upon the literature review, which was previewed by the pilot respondents. There was no difficulty with the pilot and only minor changes in terminology were made. A second pre-test with a random sample of 15 individuals from the target population was carried out to duplicate the administrative conditions for the distribution of the survey. The individuals participating in the pilots were included in the departmental survey distribution.

The researcher arranged meeting times appropriate to each department, Engineering, Trades and Technology; Applied Arts and Developmental Studies; and Business, within an eight-day time period beginning October 24, 1988. These group meetings were held to introduce the research and then define the topic, clarify the instrument and answer all questions. These meetings also provided a

forum for discussions related to confidentiality and the risk of negative repercussions. Dialogue was also encouraged later, during the time of the survey's completion. The meetings were concluded within an eight day period and a survey return time of one week was requested.

Administrators and faculty who were not able to attend the pre-arranged meetings were approached individually and, if they expressed interest, received the same presentation as the groups. The standardization of the presentation of the information regarding the research was also intended to minimize any bias, confusion, rumor or influence which may have occurred as a result of the personal involvement of the researcher as a member of the college faculty.

DATA ANALYSIS

Data analysis followed Miles' and Huberman's (1984) suggestions for efficient coding of qualitative data, namely data reduction, data display and data analysis. Data reduction was achieved through computer analysis to give frequency distribution patterns in percentages of respondents to each item. These were then grouped according to the fifteen characteristics of change used as the basis for the study. It is particularly important according to Miles and Huberman (1984) to support qualitative data with frequency responses in order to see what you have with large numbers of data, to verify a hunch or hypothesis, to keep yourself analytically honest, and minimize bias. These data were complemented by the manual coding of additional information and comments which were classified into the

fifteen characteristics of change for both administrators and faculty.

Data display included tables for each of the characteristics identified in change content and process. The tables provide response data which included the survey items relating to each characteristic, the number of responses of the total population to each of the choices on a four point scale. The narrative text, which includes individuals' comments from each of the departments and groupings gives further integration of the data and offers a logical chain of evidence in support of the conclusions drawn by the researcher. Conclusions were drawn from the patterns and themes evident in the responses. Validation of these conclusions through "intersubjective consensus" or argumentation and review with colleagues (Miles' and Huberman's (1984) terminology) provide the confirmation and verification of the conclusions. This is the necessary last step of data analysis. It occurred as group presentations were made to each of the departments to provide the findings of the study to the participants during the summer of 1989.

CHAPTER IV

RESULTS

The results are presented in several parts. The introductory section outlines the return rate for the instrument. Next are the data regarding program closures and perceptions of individuals towards job threat (Table 7). Respondents' perceptions of the willingness and ability of staff at Assiniboine Community College to respond to demands for change are detailed in Table 8. Finally, perceptions of change content and process are profiled with narrative text which draws upon the literature review for focus, tables which provide frequency distributions of the total population to each of the items, and comments drawn directly from the raw data from both administrators and faculty.

RETURN RATE FOR THE INSTRUMENT

Table 1 presents the return rate by role of respondent. A total of 103 surveys were distributed, with 88 individuals returning completed questionnaires. Personal contact with non-respondents identified them as individuals who were not interested in participating or were too busy to complete the questionnaire. Non-respondents included 2 administrators and 13 faculty. Groupings are adequately represented for a generalization of the findings. The age profiles of respondents at Assiniboine Community College are detailed in Table 2. Table 3 provides information on the gender of respondents; 28.4% of the total group were female, the majority of whom were employed within the Business Department. The largest number

of respondents were from the Engineering, Trades and Technology Department (Table 4). The majority of staff have an undergraduate degree or higher academic achievement (Table 5). Table 6 shows that only 22% of the College population had less than 5 years of teaching experience; 40% had 16 or more years of classroom experience. Total responses identified by the tables may be less than 100% because of non-respondents, N=88.

Table 1

Questionnaire Return By Role of Respondent

	Distribution	Return
	N	N
Faculty/Instructor	84	70
Department Head	8	7
Chairperson	5	5
Dean	1	1
Vice President	2	2
President	1	1
Role missing	2	2
TOTAL	<u>103</u>	<u>88</u>

Table 2

Age of Respondents

	Frequency	Percent
	N	
25-30	2	2.3
31-35	13	15.1
36-40	17	19.8
41-45	15	17.4
46-50	16	18.6
51-65	22	25.6
65-70	1	1.2

Table 3

Sex of Respondents

	Frequency N	Percent
Male	63	71.6
Female	25	28.4

Table 4

Department of Respondents

	Frequency N	Percent
Applied Arts	25	29.4
Business	17	20
E.T & T.	36	42.4
Other	7	8.2
Missing	3	

Table 5

Credential of Respondents

	Frequency N	Percent
High school	3	3.4
Journeyman Certificate	5	5.7
Teaching Certificate	26	29.5
Undergraduate degree	46	52.3
Masters	6	6.8
Ph. D.	2	2.3

Table 6

Respondents' Length of Employment Within the College System

	Frequency N	Percent
1- 2 years	7	8
3- 5 years	13	14.8
6- 9 years	16	18.2
10-15 years	16	18.2
16-20 years	19	21.6
20 + years	17	19.3

Program Closures and Perceptions of Job Threat

In response to the Community College program closures in 1983, the Department of Education and the Manitoba Government Employees' Association developed a formal retraining program which was intended to facilitate the redeployment of individuals and prepare them for new assignments. The Career Options Program was designed to offer long term job security through planned retraining; to provide a practice place for retraining and skill development and to link present initiatives to future priorities. Staff whose jobs were in jeopardy through changes in technology, market conditions or government initiatives were channeled toward the Career Options Program. Since acceptance into the Career Options Program seemed to guarantee another position, this program provided a measure of assurance that the possibility of job loss was minimal. Assiniboine Community College has supported 13 individuals (Hogue 1989) since 1984 through various Career Options Programs. Other sources of support for retraining were available from the individual departments.

Although the program closures of 1983 caused considerable tension within the college environment, the perception of real job threat seems to have been minimal. The Career Options Program was an avenue of security for those individuals who were re-deployed. Table 7 details responses to the items related to perception of job threat and change in work load. While 80% of respondents were aware of program closures and 30% felt a change in work load as a direct

result of program closures, only 17% of the total actually felt job threatened by the situation. Table 8 provides information on the perceptions of individuals towards their general willingness and ability to adapt to the demands for change. 10% of the total population felt unable to respond to the demands of the initiatives. Although 57% agreed that administrative pressure was involved in securing compliance from staff, 75% felt compelled as professionals to respond.

Table 7
Perceptions of Job Threat

	S/A	A	D	S/D	N/A
I was aware that some programs were closed.	25	45	5	4	6
Program closure did affect my work load.	9	18	28	14	16
I did perceive myself to be job threatened.	6	9	32	26	13

Table 8
Respondents' Perceptions of the Willingness and Ability of Staff to Respond to the Demands for Change

	S/A	A	D	S/D	N/A
I was able to respond to demands for change.	20	52	5	1	8
Administrative pressure was involved in my decision to participate in the initiatives.	18	30	19	7	10
As a professional I felt compelled to respond.	19	44	10	1	9
I did not wish to respond.	0	9	37	23	15

PERCEPTIONS OF THE CONTENT OF CHANGE

Clarity

The importance of clarity in any intended change plan cannot be over-emphasized. Ambiguity leaves room for individual interpretation and invites digression from intended outcomes. Survey items focused upon the clarity of the goals of the initiatives, college goals and others' expectations at the departmental level. Participants were asked if the goals of the 1984 initiatives were clear to them; 45% of the respondents agreed. 42% felt the college goals and objectives were clear. When asked if individuals were clear about what was expected from them personally, 52.3% were clear, 46.5% unclear as to other's expectations. In response to the statement, "clear direction was received while implementing the initiatives" 16.5% were in agreement; 76% of the total population felt direction to be unclear. Approximately 50% of the population expressed disagreement with statements of clarity not only with the 1984 initiatives but also with the college goals and objectives, local expectations and directives concerning implementation. It was evident that neither faculty or administrators enjoyed a clear view of what was meant by the plan for change.

Table 9

Perceived Clarity of the 1984 Initiatives

	S/A	A	D	S/D	N/A
The goals of the 1984 initiatives were clear to me.	5	34	33	10	4
This college did have clear cut goals and objectives.	1	29	36	9	6
I was clear about what people expected me to do.	5	40	27	13	1
Clear direction was received in the implementing process.	6	14	39	26	6

Typical comments included:

The administration was split with the 'old' guard and the new, it was difficult, no one really knew what was going on!

Directions were clear at times, but college goals needed to be much more evident.

Major initiatives were not different from college goals.

Many of us suspected a (central office) hidden agenda, but it was never clear to me.

ICBL was never clearly understood. It was not until 1988 when an experienced knowledgeable professional was brought in that the extent of our lack of knowledge about ICBL was evident.

Morale was at an all time low, many people blame the initiatives, but I think it is primarily from the lack of communication from administrators and a general lack of understanding about what was happening here.

Several comments reflected frustration:

The emphasis upon the student in this initiative was never clear to most faculty.

I was not always clear on what was expected and although there were people who could advise me, I didn't have time to consult them.

The initiatives were a good idea. Lack of direction is still a problem - I'm not sure why!

Direction is very vague. No one seems sure where our priorities are. Initial planning was poor, we reinvented the wheel; it was crazy.

Different departments had differing views upon the clarity of the 1984 initiatives. One individual from Applied Arts commented:

Yes, our department was clear about the requirements of the initiatives, but many were not.

But the view from the business department was somewhat different;

I have never had a clear picture of goals, nor have I had the impression that others had a clear picture either.

Relevance

Did the staff at Assiniboine Community College perceive the 1984 initiatives to be relevant in meeting college needs? Emrick and Peterson (1978) stressed that the special needs of an organization must be recognized formally when preparing for change. Table 10 summarizes responses to the survey items related to the relevance of the 1984 initiatives. These items sought perceptions of faculty and administrative commitment to college goals and whether this plan was actually perceived to be a positive change for the community college. The practical needs of students, though often spoken about with

genuine concern, did not outweigh the perceptions of a dominant political will.

Table 10

Perceived Relevance of the 1984 Initiatives

	S/A	A	D	S/D	N/A
The community college needed renewal in 1984.	14	40	12	3	13
In my experience faculty were strongly committed to college goals.	00	22	42	15	3
In my experience administrators were strongly committed to college goals.	3	27	35	7	6
Faculty saw the 1984 initiatives as a positive experience for the community college.	00	11	43	22	6
Administrators saw the 1984 initiatives as a positive experience for the community college.	5	37	19	4	9
The 1984 initiatives were imposed for political rather than practical reasons.	14	29	20	5	13
The 1984 initiatives have met the needs of the students.	2	21	31	17	8

Approximately 66% of faculty and administrators at Assiniboine Community College thought that the college system needed renewal in 1984 however, the majority of respondents still saw the 1984 initiatives as being imposed for political rather than practical reasons. Senior administrators admitted freely: The plan was

unrealistic. We had to modify in order to reflect we will do what we can, more with less!

Another commented:

There was nothing wrong with "Morrison's Dream" but we had neither the human or fiscal resources to make it happen.

One wrote:

The initiatives were imposed as a way of anticipating the more complex environment we were entering, they gave the colleges a wider perspective; more than 'manpower trainers,

And finally:

Unfortunately, the central office planners did not become emotionally involved in the plan, there were no resources to bridge the gap between the informed planners and the uninformed implementers.

Although some mixed opinion was evident, the majority of the senior administrators expressed opinions reflecting the initiatives as clear and relevant. When asked if the administrators saw the 1984 initiatives as a positive experience for the Community College, over 50% of the respondents replied affirmatively. Conversely faculty overwhelmingly saw the initiatives as a negative experience for the college. Administrators shared the faculty perception that faculty did not perceive the initiatives to be a positive experience for the college. Given this difference in perception regarding the positive effect upon the College experience, it was not surprising to find that almost 70% of the total respondents viewed faculty as being less committed to College goals than are administrators. It is noteworthy that the majority of administrators did not perceive their own group as being committed to College goals.

Faculty comments regarding the relevance of the 1984 initiatives reflected scepticism.

Management decided that we would be involved, does our view of relevance really matter?

All that happened was the name was changed and programs written up in standard format. Content didn't change that much. Faculty did not want to participate, in fact they couldn't see the relevance at all. People just didn't participate.

The goals of the initiatives have always been part of the teaching program. Nothing is different in my department.

Changes are not incorporated for the students' benefit, but for administrative expedience. Programs in our area were cut by 180 hours not because students didn't require the time but because the staff must not be put into an overtime position. It is irrelevant that some students will face difficulties completing the material within the revised time allowance.

Administrators have not yet accepted the fact that some individuals are not understanding what is required and maybe don't have the skills to comply.

Changes cannot (in most cases) be attributed to the 1984 initiatives.

Did the 1984 initiatives met the needs of the students? It was intended to offer streamlined training focused totally upon students' needs and abilities. Less than 30% of faculty and administrators perceived the college to be meeting students' needs through behaviors linked to the 1984 initiatives.

Complexity

The 1984 initiatives required changes to the organizational structure of the College, a change in teaching technology and a change in peer relationships, with an expectation that individuals would cooperate and collaborate with staff from other departments and

Colleges. From a theoretical point of view the proposed changes were complex. The focus of the items in Table 11 clarifies perceptions relating to the amount of change that the initiatives required for most faculty and whether this was a major change in instructional behavior. The evidence of a philosophic and practical change which should have occurred when moving from a traditional pedagogical classroom approach could be inferred from the item related to the shift from teacher centered instruction to student centered learning.

Table 11

Perceptions of the Complexity of the 1984 Initiatives

	S/A	A	D	S/D	N/A
I perceived the initiatives to be a major change for most faculty.	15	45	21	00	4
Most faculty did require major changes in instructional behavior.	12	39	25	2	5
The shift from teacher centered to student centered learning has been accomplished at Assiniboine Community College.	2	10	41	24	4

Both faculty and administrators considered the 1984 initiatives to be a major change experience for faculty which required philosophical and behavioral changes in instructional approach. The required shift to student centered instruction was not accomplished, according to the perceptions of 80% of the respondents.

Senior management recognized the complexity of the environment as well as the complexity of the intended change. The perceptions of

senior managers regarding the environment as cynical and hostile in anticipation of the proposed change was not reflected in the data. To conclude that the environment became cynical and hostile as a result of the change experience would require further research.

Faculty responded to the impact of the change through their experience with college management as it effected the classroom situation. Many were not aware of other issues. The majority of faculty were prepared as professionals to participate in innovation. The unfavorable response of the faculty and middle managers developed over the time of the implementation through repeated experiences which were perceived to be unrewarding. A faculty member expressed his frustration this way;

I responded to the initiatives for the wrong reasons. I am a professional, but my feelings were and to some extent still are negative, because the educational knowledge and experience of myself and fellow instructors was ignored. We were not allowed to be part of the decision making process. We were treated in a totally unprofessional way.

And another:

A participatory approach was never attempted, in staff meetings with administrators, I always had the feeling that someone was ramming a philosophical viewpoint down my throat rather than asking for my assistance in meeting college goals. I am recognized by my peers as having pride in my work. I work diligently and conscientiously. The move to competency based education is in my opinion just another instructional technique - certainly not the only instructional method.

Finally:

Modularization of programs received lots of lip service but lack of funding and changes in college structure hampered the idea from reaching its full potential. Most programs were not up to the standard they could/should have been.

Quality and Practicality

With accessibility and flexibility of programming being the major focus of the 1984 initiatives, developing programs into individualized competency based format was an integral part of the overall plan. Faculty were required to participate in inter-college and inter-department meetings to coordinate the process of identifying program content and program development needs. Since classes were ongoing during this time, participation was by a representative who, although unable to cancel classes, could rearrange schedules and was also willing to participate. This often meant middle managers represented faculty. An individual was appointed as coordinator for Individualized Competency Based Learning and plans evolved to facilitate system wide communication. Faculty were identified to participate in curriculum committee work, to develop classroom materials and facilitate classroom delivery.

Insert Table 12 here

How did administrators and faculty view this initial planning? (Table 12). To the statement "involvement of faculty in the materials development was well planned", 70% of the total group responded with disagreement. Stronger negative response was expressed

Table 12

Perceived Quality and Practicality in the Development
Phase of the 1984 Initiative; Competency Based Education

	S/A	A	D	S/D	N/A
Involvement of faculty in the materials development was well planned.	00	15	30	28	8
Most faculty involved in the materials development volunteered their services.	1	7	52	11	9
Departments did plan together and coordinate their efforts.	1	21	28	16	10
The quality of local material production exceeded the 'imported' materials.	3	16	25	9	20
Most faculty have used the program materials that were developed locally.	4	31	18	4	16
It was beneficial to relieve instructors of their teaching assignments to develop materials.	27	41	5	2	6

to the statement about voluntary participation with over 70% of the total disagreeing that people volunteered their services. The greater majority of administrators thought that departments planned and coordinated their efforts. Approximately 57% of the faculty was involved in competency based programming throughout the time 1984-1988. The method of relieving instructors from their instructional responsibility to concentrate upon development work was viewed as a positive step. Nearly 80% of the respondents saw this as beneficial.

Benefits to the developers did not apparently translate into the quality of local materials. The majority of people thought imported materials to be superior, but many instructors were directed to use program materials developed locally. Through the more recent trial runs improvements had been undertaken, which improved perceptions regarding the local materials. As Fullan (1982) stressed, the enthusiasm for the new materials through the ongoing use and improvement of them, could only be developed if the materials passed the 'practicality ethic' of the teachers.

Faculty comments reflected their concern about quality in programming and staff assignments.

The materials developed here were generally inadequate.

I am concerned about community perception. I have the feeling that we are perceived to be a quagmire of half-hearted ideas and half-hearted efforts. We need a commitment from all staff to community service and excellence in education and training.

Our students think that we are second rate and in fact we do not have the resources or equipment we need for competency based instruction. We need professional development and equipment. The quality and practicality of materials during the implementation process were never fully clear.

Shifts in workload are never considered when people are laid off or moved up. It causes people already teaching a full load additional work, they resent it.

No time allowance for revisions, a full teaching load precludes any extra stuff, there isn't time.

We are trying to implement CBL in a traditional setting, support services are not geared to facilitate students in this mode, neither are other instructors.

Administrators commented upon the quality of the materials developed locally that a definite improvement had occurred recently (1987-88). In reporting the practicality of the changes administrators recognized the advantages:

No question that the initiatives would provide a practical solution to student accessibility and training flexibility.

Others thought that the imposition of the plan was the only way to effect a change within the college system.

They also recognized the difficulties:

From a management point of view, the whole process has been stressful. Robbing Peter to pay Paul. A big juggling act. Not enough resources to do what was required.

From department heads there was a plea for more rigorous selection of candidates for program development:

...Educational innovations should be made out as an opportunity open to a few good instructors and good programs. The resources should be directed in a narrow and concentrated (way) so as to produce some very good role models. We need people to want to get on side rather than resisting.

PERCEPTIONS OF THE PROCESS OF CHANGE

Historical Experience With Change

Fullan (1982) stressed the importance of an institution's previous experiences with change as a preparation for further experiences. If past experience was negative then it was going to be difficult to change the 'institutional mind set.'

The first documentation of the Manitoba Community Colleges as inflexible institutions came with the Oliver Report (1973). It suggested that the maintenance of this inflexibility was encouraged by various policies and routines which were in place. Rigid admissions policy, timetabling inflexibilities, lengthy approval processes and evidence of a general unwillingness to adapt to the changing social environment were given as examples of maintenance behavior. More recent work by Morrison (1984), Woodley (1987) and Stalker (1984) called attention to the lack of strategic planning, a plea for funding stability and from Woodley, attention to the leadership behaviors of managers specifically at Assiniboine Community College.

With an extremely strong survey response from the total population to the statement, "I was able to respond to demands for change" (Table 8), and less than a 10% response to the item "I did not wish to respond" (Table 8), there seems to have been some difference in perception about the initial openness of faculty and administrators at Assiniboine Community College towards the 1984 initiatives.

Table 13
Perceptions of Assiniboine Community College's
Previous Experience with Change

	S/A	A	D	S/D	N/A
Historically, many opportunities were available for innovative educational activities at Assiniboine Community College	4	35	18	11	12
I had actively sought opportunities to be involved in innovative projects.	11	39	20	1	12
Traditions are less strong now.	6	48	21	2	6
It is now easier to modify established courses than it was in 1984.	4	25	30	9	12

Table 13 shows that almost 50% of the respondents thought that historically there had been many opportunities for education innovation at Assiniboine Community College, and 59% had actively sought opportunities to be involved in innovative projects. In response to the statement, 'Tradition is less strong now,' well over 60% agreed, although only 36% felt that it was easier to modify established courses now than it was in 1984 .

One faculty person expressed a common theme relating to previous change efforts and the management hierarchy at Assiniboine Community College, indicating that it was overwhelming and acted as a prohibitive force.

Some individuals felt that change was not worth the price. If you wanted to make a change the administrative labyrinth was certainly daunting. Advisory boards and external agencies added to the bureaucracy.

Other comments from faculty were:

Responsibility is so diffused that the only easy decision about anything is "No"! We have developed an unprecedented rigidity into our system, we were paralyzed by our efforts to be adaptive and flexible. Individuals must be given the freedom to be accountable and make the system work. Paper control must be minimized along with the layers of dubious management.

We never have planned effectively at Assiniboine Community College. Consequences of erratic decisions were never considered, the immediate moment was what was always the issue, crisis management kept everyone in turmoil.

Additional comments from administrators were:

Staff morale at this college has, in my opinion, gotten steadily worse in the last 5/6 years. Part of this problem was the lack of support for the president of this college by his subordinates. This has tended to spread completely through the organization. It is my feeling the president has done the job for which he was hired (that of improving the visibility of the college both provincially and nationally.)

The major change in college administration along with the resource problems and C.E.I.C. changes caused senior administrators to be in a state of flux. Too many things were happening at the same time.

Faculty preoccupation with their classrooms and the resource situation was preempted by the frustration with management requirements. Expressions of that frustration included:

Personalities have become stumbling blocks. Some managers just do not have the skills to deliver (or organize) competency based programs.

How do you promote an adult treatment attitude while being forced to impose an excessively rigid attendance policy that duplicates grade school? How do you cope with an administrator who has a fetish for attendance figures to which one of the better college computers has been entirely devoted?"

Administrative Involvement and Support

The literature identified administrative support and involvement as critical to the success of the change process. Support in the form of resource allocation and management of the organizational climate with an emphasis upon the quality of the interpersonal interaction was fundamental to the perceptions of individuals in the degree of commitment to the change the administrative hierarchy was displaying. The active involvement of administrators required sustained and consistent participation throughout the period of implementation. Table 14 provides a summary of perceptions within the college about the administrative support and involvement available to staff and ultimately, the effectiveness of the leadership during the 1984 initiatives.

Table 14

Perceptions of Administrative Involvement and Support
During the Implementation of the 1984 Initiatives

	S/A	A	D	S/D	N/A
Administrators shared in an enrichment process from interaction with faculty in implementing the 1984 initiatives.	1	13	34	20	10
Most faculty considered the administrators to provide effective leadership.	1	6	44	22	6
Administrative involvement was strongly felt.	10	22	36	6	7
Administrative support was evident from the obvious commitment of administrators to the 1984 initiatives.	3	21	34	12	8

In response to the statements regarding involvement and support from the administrators during the 1984 initiatives, administrators overwhelmingly (61%) perceived involvement to be lacking; faculty agreed (49%) but by a smaller majority.

Administrative support was also perceived to be lacking but the administrator response frequency was more evenly balanced with 41% in agreement with the statement and 52% disagreeing. Since almost 50% of the faculty felt administrative commitment to be lacking from the support available for them, did they consider the administrative leadership to be effective? The response was overwhelmingly negative, as not only 83% of faculty expressed disagreement with the effective leadership statement but also 83% of the administrators. As was expected the perception that administrators shared in an enrichment process from the interaction with faculty during the implementation of the initiatives was low. Only 17% of the total group felt some enrichment was experienced. Comments from both faculty and administrators reflected the alienation and disaffection which developed:

Initially I was negative. I didn't relish the budget/staffing shortages.

From a college management point of view the whole process was stressful.

I feel very strongly that the resistance to change increased with the lack of direction or support and that the plans that were presented in an imposed way. Assiniboine Community College is an organizational example of change undertaken in an autocratic manner which has ignored the opinions of students and staff. Benefits to students or instructional process were not and are never considered.

Support, yes - practical help, no. We have more people in administration and staff roles, I don't think this has helped in the classroom.

Administrative comment was generally resented, but I have experienced the individualized approach to education as generally positive.

It is funny how this system (institution) treats people. They ignore you and hope you will go away, they plan around you, it can drive you crazy.

No one capitalized on other's experience.

Being aware that nothing is ever done about staff who do not carry their own load, hardly encourages anyone to work hard. Personal work ethic is the motivation for anyone I know to work hard, the College certainly doesn't promote it. Middle management must learn to manage and communicate with respect, they are a block to progressive education...

Management in my area is in large part the problem, rather than being part of the solution to our various problems.

Managers are self effacing and isolated from staff. Personal goals are foremost in their minds.

My perception of administrative norms is distance, control by decree and lack of understanding of classroom conditions and needs.

I would welcome administrative involvement and association, presently I have none.

Educational and financial resources were never available.

I feel that the administration failed to show a clear goal or direction in my course and department, thus I often feel abandoned and highly stressed by the environment.

Management were high handed, not understanding the implications of I.C.B.L., they lacked the experience regarding development and implementation of programs converted to I.C.B.L.

Any motivation towards excellence in instruction did not come from management or financial consideration. It was my professional work ethic and my immediate colleagues.

We operate on crisis management, very painful for everyone.

I have a lot of trust and confidence in my immediate supervisor but very little for anyone higher up. Personal careers seem to take precedence over students' programs or faculty.

Support mechanisms were never in place to produce the desired outcomes, and still are not.

As we watch Crocus Plains, the local vocational regional secondary high school get new equipment, facilities and a seemingly endless supply of funding, the morale here is bound to drop. We budget over years to get a part of the equipment that is required, departments take turns to order. We cannot train people efficiently or effectively in this situation. We look ridiculous, but in reality it is the individuals who allocate the funding who need to attend to the real training needs of this province, training needs which are not in the high school setting. As we drop further behind in state of the art training our tolerance for external criticism drops, we know that we need managers to provide us with the resources and autonomy to do the job of training people for employment.

Resources are inadequate and the credibility of those responsible for imposing the plan was lost as they pushed to impose an impossible situation on demoralized staff.

Central Office Policy

It was widely recognized that local autonomy was likely to take precedence over central office policy if the considerations regarding local needs were not incorporated into the central office plan. Local autonomy could be felt as an impediment to intended change outcomes if the philosophical stance of central office policy makers was incongruent with local values, goals and interests. Table 15 documents the perceptions of faculty and administrators of the impact of central office policy, from philosophical agreement between faculty at Assiniboine Community College and the central office planners to changed classroom behaviors.

Over 60% of the total population agreed philosophically with the content of the 1984 initiatives. When asked if this philosophical

stance facilitated involvement which would lead to behavior change, both administrators and faculty were evenly divided, with 44% in agreement with the philosophical stance of individuals facilitating involvement, and 43% in disagreement. If philosophical stance was congruent between local people and central office policy, and 50% of the population felt that philosophical congruency facilitated involvement, did these two conditions assist with changes in faculty behavior? Since the classroom activity was where the intended outcomes of the 1984 initiatives should have been evident, did faculty change behaviors and experience changes in classroom activity? A similar response showed administrators and faculty in agreement.

Table 15

Perceptions of Central Office Policy Impact

	S/A	A	D	S/D	N/A
Philosophical agreement with the content of the 1984 initiatives was linked to actual changes in individual faculty behavior.	9	24	24	10	11
Philosophical agreement with the 1984 initiatives did facilitate involvement leading to personal behavior change.	6	27	26	7	10
I was in philosophical agreement with the content of the 1984 initiatives.	6	45	16	5	8
The 1984 initiatives made a difference to my classroom activity (eg: traditional instruction to competency based format)	7	11	27	15	22

Over 42% of the total responses indicated that behavior change through involvement was perceived to be linked to philosophical agreement with the central office plan. The response to the statement "The 1984 initiatives had made a difference to my classroom activity" provided an interesting picture of local autonomy. Less than 20% of faculty perceived the initiatives to have made a difference in classroom activity, 50% of the total group perceived that the initiatives had not made a difference and 25% thought the question did not apply. Only 11% of the administrators identified that the initiatives had made a difference in the classroom. The remaining administrative responses were evenly distributed, with 40% in disagreement (they perceived no change in classroom activity) and 40% identified the item as not applicable. The high response of 'not applicable' could have indicated a lack of clarity in the item, however, the overall population response did support the low participation rates over time (Tables 19-21). It was evident from the administrative comments that efforts of central office planners to involve senior managers in discussions regarding the changes which the social conditions demanded in college operations were not fruitful. There was little evidence of effective communication in the attempt to transmit this information. In fact, central office planners thought that without the imposition of the change plan no change would occur at all throughout the system. Maureen Hemphill's press releases (1984) reflected this perception.

Comments from administrators and faculty highlighted the differences between senior administrative perceptions and other staff.

An administrator clarified his predicament:

The mandate to 'renew' the colleges came with a promise of 1.2 million dollars for Assiniboine Community College and extra staff positions. These never did materialize. We eventually received \$25,000.00 and three staff positions, totally inadequate.

Provisions for professional development were critical for positive outcomes. The inadequate resource allocation prevented many of the support processes from happening.

Senior managers did not appear to know what was happening in the classrooms,

The initiatives were imposed even though it was obvious to staff that some of them were unworkable with present resource levels and the tight unionization.

The plan was conceptually brilliant; however, senior management are too far removed from the instructional process. It is my lasting impression that administrators parroted the party line and, being unsure of themselves, they resorted to doctrinaire and inflexible attitudes when questioned by thoughtful staff.

Many of our college functions are suffering as a result of the lack of funds. In fact, funding difficulties began in 1983 just prior to these initiatives. We are really in trouble when state of the art training is required, we just don't have it, equipment, facility or people.

Central Office did not have the resources either financial or human to undertake these initiatives.

It was apparent that senior levels of management had access to information which allowed them to rationalize the various difficulties they experienced. Staff in other areas, without this information, felt severe frustration and alienation. Unable to comply with requests for innovation which were often perceived as unnecessary, the rift between the organizational layers became more apparent. The

following comments encapsulate this frustration:

Administrators only perceived faculty to be effective if faculty did what the administrators required, no questions asked. Senior administrators were committed to goals and saw the initiatives as a positive experience, however chair people and department heads gave the impression that "it was a pain in the neck". This is the attitude I felt at first but I have changed, I am much more positive.

Middle managers agree to changes to appease senior managers who could be less interested in 'real' classroom activity. Senior people want resources that reflect progress but don't want to be involved in the 'real work'!

Information Systems

The communication system planned for the implementation of the 1984 initiatives was extensive. It involved the development of a brochure which was developed and disseminated from central office (P.A.C.E.) and itemized professional development opportunities, program development information and news within the system generally. The staff position of Independent Competency Based Learning coordinator was initiated within each college and this person was responsible for disseminating inter college and in-house information. Curriculum committees for various program areas were also active, providing links between the various groupings of internal and external stakeholders. Program planning and evaluation committees provided further information regarding impending changes. Survey items in Table 16 are related to the dissemination of information during the time of the study and explored both vertical and horizontal communication links.

Table 16

Perceptions of the Information Dissemination
During the Implementation of the 1984 Initiatives

	S/A	A	D	S/D	N/A
Sufficient information was disseminated effectively to me about the initiatives.	3	21	35	23	3
Your department received adequate information about what was going on in other departments.	2	15	47	18	3
This college told your department what it needed to know to do its job in the best possible way.	3	8	37	18	12
Information about important events and situations was shared by your department.	4	39	26	10	1
Communication generally was effective between administration and faculty.	00	14	38	24	5
Information was widely shared in this college so that those who made decisions had access.	00	12	43	23	6

With many faculty expressing a lack of clarity regarding not only the 1984 initiatives, but also college goals, the survey item relating to dissemination of information confirmed the perception that insufficient information was disseminated effectively about the initiatives, 68% of respondents thought this dissemination ineffective. If the global distribution of information was perceived to be ineffective, did communication links between departments alleviate the top down provision of information by providing inter-departmental communication? Administrators and faculty (76%) both

agreed that adequate information dissemination from other departments did not occur. Was the college seen to be providing information which was required by departments in order that they did the best possible job? Some 70% of the total group disagreed with this statement, only 14% gave a positive response. A much higher number of individuals felt that information about important events was shared. The general effectiveness of the communication between faculty and administrators was seen as adequate by only 17% of the total group. This was reflective of the information documented in the Administrative Involvement and Support section of this study. General consensus seemed to be that information was not widely shared. These faculty comments encapsulated many expressions of dislike for the 'coffee table' communication process, which was perceived to be the dominant communication method by many individuals:

The 'coffee table' communication pattern which was extremely destructive built upon mis-information and distortions of others' opinions. The lack of staff meetings for information dissemination and discussion was a major factor in individual negative reaction. People heard rumours only, never facts.

I was told (in the cafeteria, over lunch) by an administrator that instructors were required to conform or leave.....

Information and opportunities for informed interaction were and are limited, the department head and instructors in this area seem intent upon sabotaging any new initiatives. There must be a non threatening forum to discuss relevant trends and issues (and mistakes) without the pressure to conform to the traditional model of instruction for children.

Peer Relationships and Perceived Sense of Efficacy

Strong peer relationships are advocated for situations where change efforts are in progress without the benefit of what Huberman

and Miles term administrative "strong arming" (1983). The confidence to explore new ideas and educational philosophies required a non threatening, open environment. The exchange of information could only progress to changed behaviors, new skills and enhanced professionalism if the institutional environment was 'ready.' Peer relationships formed a critical aspect of the implementation process.

Few departments at Assiniboine Community College had one individual working to the exclusion of other faculty. The requirement for team effort and cooperation with inter college groups and other college groups was essential. The 1984 initiatives called for cross college cooperation with consistency in approach to program development, evaluative process and new program design. The requirement was for people to interact and collaborate at various levels of the P.A.C.E. organization. The faculty/administrator relationship which had been identified as critical to an organizational change process appeared strained from the available data in this study. Since success was evident in some areas of the College, exploration of peer relationships and their improvement throughout this change experience may have offered evidence of the supportive environments necessary for an experience of success in change process. Table 17 shows that a total of 62% of the respondents felt peer relationships had not improved since 1984 with the greater majority (68%) of administrators in agreement.

Table 17

Perceptions of Peer Relationship and Efficacy

	S/A	A	D	S/D	N/A
Peer relationships have improved since 1984.	2	16	40	10	12
Faculty worked effectively in teams to develop program materials.	00	20	30	17	12
Faculty should be responsible for each other's performance.	3	31	17	12	1
Most administrators considered faculty to be effective.	1	30	27	7	10
Most faculty within the college demonstrated flexibility in meeting students' needs.	4	43	27	6	3
As a faculty member I could help even the most difficult or unmotivated student.	6	22	33	7	11
As an administrator I could help most faculty attain teaching satisfaction in the classroom.	2	11	14	2	45

A faculty member commented:

There is no incentive at Assiniboine Community College to do the job well. Capable employees are laid off while incompetent people are retained, usually with reduced workloads. The better work you do, the more you are expected to do.

Wrote two others:

Patronage here is rampant, the same people are given all the perks.

Often doing a job well meant more work and more responsibility while others not as competent were given less work and responsibility but the same benefits.

Finally, an expression of anger:

Managers make biased decisions, people here are very angry at the discrepancies evident in supervisory decisions.

It was apparent from the comments, many individuals felt adequate within their own abilities. The majority of respondents were not ready to be responsible for their colleagues and not surprisingly, only 40% of the total population saw faculty as effective from an administrative perspective. 45% of faculty respondents perceived faculty to be flexible in meeting students' needs compared to 50% of administrators. 30% of faculty thought that they could have helped the most difficult or unmotivated student. Similarly, only 50% of administrators thought that they could have helped faculty to attain a level of teaching satisfaction within the classroom. Since administrators were responsible for the performance of their staff, and instructors were responsible for students' performance, these response frequencies did not suggest an atmosphere of raging confidence in either faculty or administrators.

Faculty members provided support for the negative data on team work effectiveness; only 25% of the total population and 2% of administrators thought that faculty worked effectively together in teams.

The team members did not participate effectively in reaching consensus on package content. They (the packs) were used without any kind of control. Quality was a big 'issue'. Faculty involved in development work often appeared to have conflicting opinions as to what they were expected to accomplish and how.

Unfortunately, administrators of program development sort of knew what was needed to be done, but they either didn't know or were not prepared to disclose how it should be done. This being the case they couldn't convince me that it should be done in a particular way. Assessments of time allocations or anything else were impossible in this situation, no one had any idea.

Our department was functioning well with a team approach to competency format prior to the 1984 initiatives, definitely student centered and successful in meeting students' needs, but no one seemed to realize it.

Faculty Participation

There was strong support in the literature on organizational change for a participatory approach, especially in educational organizations where the expectation of most faculty members was for a shared power base with an emphasis upon academic freedom, collegiality and collaborative problem solving. However, a case could be made for a less democratic method of managing change process, especially in large bureaucratic organizations where all members of faculty did not share the same educational background or expectations.

This autocratic approach to change management stressed the importance of the relevance and clarity of the institution's goal and the legitimate involvement of individuals before the change process impacted upon their working environment. This legitimate involvement, besides depending upon strong leadership for the support the individual may have required, must provide a sense of recognition for the individual's contribution. The initial planning involvement which Lotto and Clark (1986) believed affirmed and tightened the bond between individuals and their organizations was one of the keys to preventing alienation. Tables 18-21 provides the participation rates

of individuals as they became aware of the initiatives, became involved in planning and implementing and finally, in changed classroom behaviors. Tables 19-21 indicated a low rate of involvement throughout the 1984-1988 time period. 1985 was the high point for involvement in planning for the implementation and also for implementing with a high of 23%. A change in approach to instruction peaked in 1986 with a high of 22%.

Table 18

Respondents' Awareness of the 1984 Initiatives

	Frequency	Percent
1984	54	62.1
1985	14	16.1
1986	7	8.0
1987	2	2.3
1988	4	4.6
Never aware	6	6.9
No response	1	

Table 19

Respondents' Involvement in Planning for the
Implementation of the 1984 Initiatives

	Frequency	Percent
1984	19	22.6
1985	25	29.8
1986	11	13.1
1987	1	1.2
1988	2	2.4
Never involved in planning	26	31.0
No response	4	

Table 20

Respondents' Involvement in Implementing
the 1984 Initiatives

	Frequency	Percent
1984	9	10.7
1985	20	23.8
1986	21	25.0
1987	9	10.7
1988	5	6.0
Never involved in implementing	20	23.8
No response	4	

Table 21

Respondents' Change in Approach to Instruction
as a Result of the 1984

	Frequency	Percent
1984	3	3.6
1985	11	13.1
1986	19	22.6
1987	10	11.9
1988	5	6.0
No change in approach to instruction	36	42.9
No response	4	

The negative correlation between active staff participation in early decision making phases and successful implementation which Rosenblum and Louis (1979) emphasize should not be a factor in the successful implementation of the 1984 initiatives since very few individuals were involved from Assiniboine Community College in the initial planning. In order that legitimate involvement could occur individuals needed to have been able to participate with valuable knowledge which was perceived to be useful to the decision makers. Table 21 identified the response of the population at Assiniboine Community College to questions about faculty involvement during

the planning and implementation of the 1984 initiatives. First, was the 'know how' available at the college which could have been useful to decision makers? If yes, then were people who would be affected by the change consulted, or in some way included, prior to the decision making stage? Items in Table 22 focused upon these issues.

Table 22

Perceptions of Faculty Involvement Through
Consultation, Collaboration and Participation
in the Implementation of the 1984 Initiatives

	S/A	A	D	S/D	N/A
People at all levels of the college had knowhow which could be of use to decision makers.	10	39	22	9	4
When decisions were being made, persons affected were asked for their ideas.	1	18	39	28	
Decisions were made at those levels where the most adequate and accurate information was available.	00	18	33	18	8

Approximately 57% of the total group felt that people from all levels of the college had 'know-how' which could have been of use to decision makers. Were decisions made at those levels where accurate and adequate information was available? Few people (23%) thought this was the case, while 50% of the administrators agreed with the majority of faculty. The legitimacy of involvement required that individuals affected by the change plan were consulted, involved and supported during their involvement. The initial interaction was critical to further interaction. The response to the statement, "Those affected were asked for ideas about impending changes," was extremely forceful.

Over 70% of administrators and 80% of faculty disagreed. The feeling that people were able to participate was confirmed from the 85% response evident in Table 8, that they were willing (in fact compelled) to participate as professionals was also evident in Table 8. That both faculty and administrators perceived themselves to be uninvolved in the decision making and not considered important within the overall context of the change plan is clear. Comments from both groups included:

Staff were not consulted, initiatives were obviously unworkable given the inadequate resource allocation and leadership

Initiatives were imposed even though it was obvious to staff that some of them were unworkable.

Decisions are not always made in consultation and they are often conflicting.

The initiatives were shoved down people's throats. Policy was in place before the colleges realized what was happening. The result of this is a negative backlash.

If the college is serious about meeting its goals then they must take staff seriously and develop incentives.

We are not encouraged to participate or associate with administrators, especially top managers but also middle managers.

We have created a monster in the form of staff attitude, no cooperation - no enjoyment - a hostile environment.

Both faculty and administrators perceived the participation to have been minimal.

Professional Development

The professional development component of the 1984 initiatives was an integral part of the original plan. The process of 're-socializing' individuals to reflect the 'new' focus was to occur primarily through a series of workshops which were to be delivered by local people, and were scheduled to begin June, 1984. These sessions were to complement visits to sites of other competency based instructional units, and support any form of appropriate professional development staff wished to initiate. The participation rates in professional development at Assiniboine Community College while preparing for the 1984 initiatives were extremely high. This could have reflected a faculty perception that the administrative climate was favorable for professional development. Foley (1988) suggested that the administrative climate was an important determinant of professional development participation; this was especially apparent in relation to individuals with extensive college teaching experience.

Participation in these professional development opportunities was not mandatory, in fact for instructors timetabled with classes, it was difficult to attend. Classes had to be re-scheduled. Evidently, this was not a deterrent to attendance since 85% of the total population participated in some form of professional development in preparation for the 1984 initiatives (Table 23). Less than 20% of the total population perceived this preparation to be appropriate. Almost 50% of the total population thought that the professional development

Table 23

Perceptions of the Professional Development Opportunities
Provided at Assiniboine Community College in Preparation
for the 1984 Initiatives

	S/A	A	D	S/D	N/A
The degree of professional development required for the majority of individuals involved in the implementation was minor.	3	31	25	12	10
Staff development prior to participation in implementing the 1984 initiatives was appropriate.	00	16	34	13	16
I participated in professional development opportunities.	10	61	5	2	5
The professional development provided in preparation for the implementation of the initiatives was beneficial.	1	37	16	10	14
The professional development was supportive and ongoing.	1	18	33	14	12
Professional development was provided by credible trainers.	2	18	30	13	13
Professional development included practice of the new behaviors which were required to implement the initiatives.	2	12	37	10	14
Administrators provided adequate 'coaching' in the new instructional techniques.	1	20	22	8	22

opportunities were beneficial, particularly the administrators.

It was confusing that 40% of the group perceived professional development requirements to be minor, and yet 60% indicated that faculty required major changes in instructional behavior (Table 11).

The negative response to the appropriateness of the preparation reflected the replies to statements regarding the credibility of the trainers and the amount of ongoing administrative support. Both faculty and administrators perceived the trainers who provided the professional development to have had less credibility than they would have preferred. 50% of the administrators agreed with the majority of faculty who felt that administrative support was not evident. This disenchantment in preparation for the change process continued with neither faculty nor administrators perceiving themselves as having had adequate coaching or practice of these new behaviors that they were expected to provide. Comments from all departments both in administrative and faculty groupings reflected the lack of confidence in the administrative structure and frustration with the preparatory phase of the implementation. Many individuals thought that the professional development facilitators lacked knowledge and experience. There was a perception that there was no one within the institution (or department) who had the training to prepare other staff. As one faculty commented:

No one was recognized as an expert.

One administrator articulated another opinion:

I personally have not been challenged by the level of interaction and discovery available!

A positive individual responded:

I think the college does an excellent job of encouraging professional development. This is a real advantage to working here - professional development was beneficial in 1984 but not nearly enough. The credibility of the trainers was really an issue for me.

Finally, one other person noted:

Unfortunately, I was involved in program development but was unable to implement the program-administrative discretion. Competent assistance (my perception) was not available to direct me in what exactly was to be done, how best to do it, nor rationale for why it should be done in a particular way.

Administrative participation in professional development activities was seen as critical to the active involvement of administrators in the change process. Without the perception of active involvement the change was seen as less legitimate and the administrative degree of commitment to the intended change was questioned. 83% of the administrative group participated in the professional development opportunities. This should have theoretically aided in forming perceptions of administrative commitment, but this was not apparent from faculty responses and additional comments from both faculty and administrators reflected a feeling of abandonment.

No help in putting any of this into practice. I did not perceive anyone to know more than I. They might have the principles but were not available for discussions regarding practical consideration.

Managers should be opening opportunities to professional development not limiting them.

Lack of funds prevented central office from providing the professional development that was required, most individuals relegated their energies to providing local inexperienced training programs that served no useful purpose.

Time Allowance

An administrator's comment regarding the 'informed planners' and the 'uniformed implementers' served as an appropriate introduction to the critical distinction between the reality of the implementers and the planners' 'fallacy of rationalism' (Wise 1977), which guided the planners' projections of time requirements. Without an adequate understanding of the personal and social conditions of the implementors, the strength in the technical rationality of the planners was lost. For example, the 1984 initiatives required that 10% of all college programs be designed, developed and ready for delivery in competency based format by September 1985, with the remainder of the programs revolving into the development/implementation phase over the next 5 years. A completion date of 1990 was set. The plan included a three year cycle of program evaluation and an immediate schedule for professional development. This information was disclosed to the rural and northern community college populations from Red River Community College by teleconference in April of 1984. All this was to be done without refusing students entry into ongoing programs in September, 1985 and with the expectation that training already in progress would continue. The items in Table 24 indicate a strong negative response to the adequacy of the projected time requirements. The high N/A response reflected the individuals who perceived themselves to have been uninvolved (Table 19-20).

Did faculty and administrators within Assiniboine Community College perceive the time allowances planned to be based upon

reasonable approximations of work requirements?. Only 26% of responding faculty agreed along with 50% of administrators that time allowances were based upon reasonable projections. When the projected time requirements were focused upon acquiring particular tasks and behaviors agreement dropped slightly.

Table 24

Perceptions of Time Allowance Projections in
Preparation for Implementing the Competency
Based Learning Initiative

	S/A	A	D	S/D	N/A
Time allowances were based upon reasonable approximations of work requirements.	1	20	22	8	22
Time allowances were adequate for me to become comfortable with tasks and behaviors.	7	26	14	7	22
Time was available for adequate materials preparation.	2	16	35	16	9
The process of program material development was beneficial to me.	7	26	14	7	22
Opportunities for pilot trials and revisions were adequate.	00	1	13	36	17

Materials development brought much greater dissatisfaction with time allocations. Both faculty and administrators overwhelmingly agreed that time was not available for adequate materials development even when development was seen as advantageous. Opportunity for pilot

trials and revisions of the newly developed materials brought a greater expression of disagreement from faculty than administrators although a greater number of administrators disagreed with the allocation of time for these trials and revisions. Many administrators and faculty expressed tremendous frustration with the unrealistic time lines. These, coupled with the inadequate resources made the whole experience distressing. To quote:

Never enough time. The original timeline of 5 years for total College adaptation was completely unrealistic.

Not enough time was allowed for the development work, often the task listings were not developed adequately. Time was wasted in developing materials already available.

Not enough time for initial development, many instructors in our department were developing and teaching full time loads. It was a nightmare.

Using materials developed elsewhere was financially viable, but people would often show no commitment when using others' 'packs'. The cost both financial and human was exorbitant!

It is evident that the projected time allocations for developmental work impacted most negatively upon faculty. The combined responsibilities of curriculum development and daily classroom instruction were frustrated by inadequate time allowances, both from central office planners and local supervisors.

CHAPTER V

SUMMARY

This research had two purposes, the first to identify the perceptions of both administrators and faculty members in Assiniboine Community College to the 1984 initiatives. The second was to explore the possible impacts of these perceptions upon the long-term institutional adaptability of the College.

The resulting data reflected a bleak picture. Perceptions of change during the years 1984-1988 from the perspectives of both administrators and faculty were less than satisfying. The perceptions towards the content of the change were identified through the categories of 1) clarity; 2) relevance; 3) complexity; 4) and 5) quality and practicality.

Positive perceptions regarding the clarity of the proposed change were limited to senior administrators. Other administrators and faculty agreed that not only were the initiatives unclear, but College goals and objectives, and local expectations were also unclear. The relevance of the 1984 initiatives in meeting College goals were perceived to be of less importance than the dominant political will, in fact faculty overwhelmingly perceived the initiatives to be a negative experience for Assiniboine Community College.

Theoretically, the proposed changes contained in the 1984 initiatives were complex. Although all staff perceived the proposed changes to require a major shift both philosophically and behaviorally

from administrators and faculty, it was the classroom activity which was effected by the faculty response, with a disappointingly slow shift to student centered instruction. The categories of quality and practicality (was this proposed methodology actually beneficial for students within our institutional reality?) were perceived not to be open to opinion or fact. Concern with the appropriateness of programming changes were less important than getting the job done and making the change! Local curriculum development was seen to be inadequate with peer relationships not supporting effective team production.

Perceptions of change process were categorized in the following order; 1) historical experiences with change; 2) administrative involvement; 3) administrative support; 4) central office policy; 5) information systems; 6) peer relationships; 7) faculty participation; 8) professional development; 9) personal sense of efficacy; and 10) time allowances.

In responding to the College's previous experience with change, individuals expressed concern that the management hierarchy was prohibitive and that unprecedented rigidity had been introduced into the system. Almost 50% of respondents had actively sought involvement in previous change opportunities, but only 36% thought that modifications to established courses were easier to attempt now than in 1984.

The perceptions regarding leadership which encompassed the categories of administrative involvement and support elicited an expression of extreme discontent. Dissatisfaction with resource

allocations, administrative commitment, participation and interpersonal communication patterns provided an environment of alienation and distress. While over 60% of the respondents expressed philosophical agreement with the content of the 1984 initiatives, actual changes in classroom behavior were extremely low (less than 20%). This might suggest that the process of implementation rather than the proposed change content was the major source of difficulty. Local autonomy appeared to take precedence over central office policy.

Information systems which served interactions between committees at each of the Colleges, as well as within College activities, were seen as inadequate. Communication links (both vertical and horizontal) at Assiniboine Community College were seen to be disfunctional. A strong expression of distaste for the 'coffee table' communication pattern (perceived to be the dominant communication method) was expressed.

Peer relationships had not improved with the requirement for team work, or cooperative and collaborative group efforts requested in the 1984 initiatives. Confidence in personal abilities were seen to be stronger than confidence in collaboration. Consequently, individuals were not prepared to take responsibility for other's efforts either administratively or in instructional areas. The legitimacy of the involvement of individuals in any change process is critically linked to the appropriate level and timing of the participation. The adequacy of the support mechanisms, before an individual's working environment is affected, is also an important consideration in approaching change process. Over 62% of the

respondents were aware of the introduction to the initiatives in 1984. However, the high point in involvement occurred in 1985 with almost 30% of the respondents involved in planning for the implementation of the initiatives and by 1986 only 25% of the respondents were involved in implementation. 22% actually changed classroom behaviors in 1986, almost 12% in 1987 and 6% in 1988. This low rate of participation clearly reflected the feeling of being discounted which both administrators and faculty expressed in the narrative commentary. The lack of consultation and collaboration was particularly resented since many individuals felt that they had important contributions to make.

The response to the professional development opportunities were extremely positive, with 85% of the respondents participating in some form of professional development during the 1984-1988 time period. Unfortunately, less than 20% of the participants felt this development to be appropriate. Much of the dissatisfaction was linked to the perceptions of credibility of the trainers and the lack of ongoing administrative support. Neither faculty nor administrators felt adequately prepared for the new roles they were expected to assume.

Projected time allocations reflected the central office planner's realities. This served to frustrate the individuals who were responsible for implementing these plans, often without adequate resources and while still maintaining a teaching load. Tremendous frustration was expressed at the unrealistic expectations of the planning group, both central office and the local supervisors who were unable to provide adequately for the requirements of the implementors.

It is clear from these data that attempts to direct this institution from the top down were fraught with difficulty. It is also clear that with an institutional population expressing readiness and willingness to participate in change process, by not providing the required leadership is to abdicate responsibility. This research does not conclude that, as a result of this change experience, only a user model of total participation will ensure College viability. On the contrary it is through a balance of legitimate participation and strong leadership that demonstrates accountability and requires excellence can the College hope to remain a viable entity. It is by emphasizing competence, integrity and respect plus striving for equity and excellence in adult education that adaptability of individuals and the College will be enhanced.

IMPLICATIONS

The realities for the aging faculty and administrators at Assiniboine Community College include little academic freedom, a lack of career opportunities, demands for expanded expertise in management/teaching methodologies (without training time), increased work load, greater diversification in student ability and less available support services. Competence and enthusiasm for the task of instruction and support in the form of relationship both from colleagues and administrators will be critical.

An approach which allows individuals to respond to situational demands using their own reserves of creativity and skill would allow

legitimate participation in the College function. The requirement for excellence in leadership is of paramount importance as the literature confirms. Legitimate participation in change process, whether in planning, implementing or maintaining an innovation, will inevitably take the individual through the stages of distress identified by Marris (1975). Providing respectful support and assisting individuals through these stages, until conscious competence is acquired, is part of the normal routine of an administrator, staff person, or faculty member, in a leadership role.

The adaptability of the College relied upon its individual members to respond to pressure for change. The rational plan for change presented in 1984 relied upon a predictable timetable of events, many of which failed to occur; (for example anticipated financial support, development of new skills, program and curriculum development, and local enthusiasm for the plan.) As Mann (1986) suggests, "Change is a priority only if the current outcomes are perceived to be unsatisfactory and are able to be improved."

If Terreberry's (1968) definition of organizational adaptability is correct "the organization's ability to learn and perform according to changing environmental contingencies", then Assiniboine Community College could be seen to be adaptable. Adaptability was demonstrated by withstanding both internal and external pressures, without College viability being enhanced. The economic and political environments which have been particularly unstable in Manitoba during the last four years have provided support for the institutional forces against change.

It is evident that in requiring further changes of the individuals involved in the 1984 initiatives the approach which incorporates strong leadership with humanistic support and development will need to be cultivated. Conflicting organizational and personal goals lead both the organization and the individual to make choices. It is time in Manitoba to review the alternatives and allow the individuals responsible for our Community Colleges to make decisions and demonstrate their legitimate authority to make the necessary changes based upon their knowledge and technology. More than 40% of the individuals who have experienced the 1984 initiatives will be eligible to retire within 10 years. This will create a turnover in staff which will allow an infusion of new people, new ideas, creative approaches to adult learning, and a higher level of relevant skills. These attributes will be utilized more readily within an environment of openness and enthusiasm for productivity. Efforts of the management system to provide decentralization within the institution and encourage departmental autonomy, strength in programming excellence, and accountability will assist individuals in returning to a stance of energetic commitment to meeting institutional goals.

CONCLUSION

Educational institutions are not static entities but fluid, complex, and dynamic organisms, constantly shifting to the various internal and external pressures. To impose rigid constraints upon these 'living' environments is to restrict their creativity and energy for self-preservation and determination. While the 1984 initiatives provided a blueprint for innovation and responsiveness to special needs student groups, it also provided a straight jacket for implementation. The findings of this research suggest very little displeasure or disagreement with the intention of the 1984 initiatives, but tremendous agitation with the experience of implementation. The centralized controls prevented individuals from creative innovation and rewarded compliance. The behaviors that were identified initially as being detrimental to the innovation (Morrison, 1984), the imposition of authority and control, were the management behaviors resorted to. Decentralization, delegation of authority, open communication, local autonomy and accountability, along with reward systems which promote innovation and risk taking would be conducive to the proactive atmosphere required for effective goal attainment. "It is the College's orientation to the environment - how the environment is interpreted - which establishes the condition and the effects of the external environment on the College (Dennison and Levin, 1988). It is the College's ability to cope with the environment, not the environment itself which influences organizational adaptability.

Power must be distributed to the specialists, the department heads, the individuals with the specialized knowledge of the operating units. Change will not occur without their agreement and collaboration. The departments within the institution require the autonomy to be diverse and responsible for meeting their clients' needs. Less bureaucratic regulation, more flexibility and accountability in action and a much less rigid structure to enable an effective response to recognized clients' needs is a basic tenet of successful institutional adaptability.

RECOMMENDATIONS FOR FURTHER STUDY

This research focused upon individual's perceptions of change, and as such provides a view of their reality. For many participants the five years of the study had not provided a particularly satisfying professional experience, however during this time, many positive outcomes (which can be linked directly to the 1984 initiatives) are evident. Further research to determine the actual changes within P.A.C.E. Division would provide interesting data to document the effectiveness of the Manitoban College's progress as a community source of adult education and training.

Throughout the process of gathering data for this research, many individuals referred to the financial underpinnings of the plan, \$60 + million, plus an added pool of funding, that Dr. Morrison (1984) referred to as the 'fiscal bedrock' upon which this change initiative would rest. He reassured his Senior Management Committee:

...The only question which remains, and which must inform our planning, is how best to use and allocate our fiscal resources to the achievement of our goals?

This initial optimism was not shared throughout the life of the initiative as the continual struggle to extricate monies from an already depleted operating budget was an ongoing problem for the local managers. An examination of the policy, procedure and financial arrangement which P.A.C.E. Division organized to support these initiatives would supplement the data presented in this study. Although no data are presented within this research, exploration of the hypothesis that the financial situation at Assiniboine Community College greatly affected the staffing considerations, and consequently the reactions of staff to the management strategies would greatly enhance our understanding of the college environment.

To provide further balance to this study, research to identify the experiences of students at Assiniboine Community College during the 1983-1988 time period would provide an interesting reflection of the staff's experiences.

These data provided evidence of an institutional experience which identified some issues associated with change as far more potent than others. Although it has been gratifying to identify both faculty and administrator perceptions of their experience of change, a more focused study utilizing a simpler conceptual framework to elaborate upon the leadership function, particularly the communication patterns between faculty and administrators would provide insight for all managers facing the dilemmas associated with imposed change

directives. While this research supplied a great wealth of general information regarding perceptions of change, it provided little in-depth understanding as to the cause of the disappointing outcomes of the 1984 initiatives.

The study of change, as suggested in the introductory section of this research, is complex and difficult to approach in a straight forward manner without over simplifying the complexities of the various dynamics. Many factors were involved in the change process identified in this research and many avenues of research remain.

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APPENDIX A

Dear

The enclosed questionnaire is designed to gather data about faculty and administrator perceptions of change at Assiniboine Community College, specifically, the 1984 initiatives and the process by which they were implemented. I am interested in your personal experiences during the last five years.

The specific goals of the 1984 initiatives, intended to increase Assiniboine Community College's response to student needs, were:

- 1) to develop adaptive and flexible training for the new social and educational conditions;
- 2) to develop and foster adult education;
- 3) to increase accessibility and equality in results;
- 4) to develop an integrative success based student support system and
- 5) to enlarge the capacity to market the human and technical skills of the province.

The purpose of this research is to identify the impact of this imposed change upon faculty and administrators at Assiniboine Community College, and their resulting receptivity towards further change experiences. Research shows that perceptions of past experiences impact upon future behaviors, therefore plans for college effectiveness can be enhanced by the knowledge gained from individuals' past experiences.

In volunteering to participate in this study, you will be providing vital information regarding the outcomes of the 1984 initiatives, as well as your perceptions of this institution's response to imposed change.

The questionnaire should take no more than one hour to complete. It is important that you answer each question as thoughtfully and frankly as possible. This is not a test and there are no right or wrong answers.

Confidentiality is assured as completion of the identification sheet requires designation by role, age, length of service and gender only. Any questions you do not feel comfortable answering please leave open. Add any comments you feel are relevant or enriching to the research. I am available at 725-4530, ext. 290 (W) or 728-3616 (H) if you wish to discuss any aspects of this study.

Please return the completed questionnaire in the envelope provided, before November 3, 1988.

Your participation in this project is greatly appreciated. Thank you for your support.

Sincerely

Diana Youdell
Graduate Student
Faculty of Educational
Administration & Foundations
University of Manitoba

APPENDIX B

INTRODUCTION TO THE QUESTIONNAIRE

Assiniboine Community College has been experiencing the impact of a changing economic, political and social environment. The nature of this environmental pressure is experienced by staff within the system as a series of directives for change. Since 1984 many examples are available. Admission criteria for student entry into programs, open entry and exit to programs and program modularization into competency format serve as examples of directives which have effected staff within the college.

This questionnaire is designed to collect data reflecting your perceptions regarding imposed change experiences and (section 4) your preferences as to how you would like to experience changes which are imposed upon the system.

There are four parts to this questionnaire,

- Basic Personal Information
- Initial response to the "1984 initiative".
- Perceptions of the '1984 initiatives'.
- Program Modularization - experiences and preferences.

PART I
BASIC PERSONAL INFORMATION

1. What is your role?

What is your age?

Faculty

☐

25-30

☐

Department Head

☐

31-35

☐

Chairperson

☐

36-40

☐

Dean

☐

41-45

☐

Vice President

☐

46-50

☐

President

☐

51-65

☐

65-70

☐

2. What is your gender?

M

☐

F

☐

3. What is the highest level of training have you completed?

High School

Journeymans Certification

Undergraduate Degree

Masters Degree

Ph.D

☐
☐
☐
☐
☐

4. What is the length of your employment within the college system?

1-2 years

3-5 years

6-9 years

10-15 years

16-20 years

21-30 years

☐
☐
☐
☐
☐
☐

PART II
INITIAL RESPONSE TO THE '1984 INITIATIVES'

1. When did you first become aware of the 1984 initiatives? Please mark an "X" at the appropriate place on the time line.

April 1984 1985 1986 1987 April 1988 Was Never
 |-----|-----|-----|-----|
 Aware

2. When did you first become involved in planning for the implementation of the 1984 initiatives? Please mark an "X" at the appropriate place on the time line.

April 1984 1985 1986 1987 April 1988 Not
 |-----|-----|-----|-----|
 Involved

3. When did you first become involved in implementing (eg: materials development) for the 1984 initiatives? Please mark an "X" at the appropriate place on the time line.

PART II - continued

4. When did you change your approach to instruction as a direct result of the '1984 initiatives'? Please mark an "X" at the appropriate place on the time line.

April 1984	1985	1986	1987	April 1988	Not Involved
------------	------	------	------	------------	--------------

5. Where/Are you involved in a formal re-training program (eg: career options) as a result of redeployment?

Yes

☐

No

☐

6. Change often requires willingness on the part of the individuals involved to be responsible for new and demanding tasks which require a high energy and motivation level.

Please indicate the extent to which you agree with the following statements by checking the appropriate box.

S/A - Strongly agree

A - Agree

D - Disagree

S/D - Strongly disagree

N/A - Not applicable

	S/A	A	D	S/D	N/A
1. I was able to respond to these new demands.					
2. Administrative pressure was involved in my decision to participate.					
3. As a professional, I felt compelled to respond					
4. I did not wish to respond					
5. I was aware that some programs were being closed					
6. Program closure did effect my work load					
7. I did perceive myself to be job threatened					
8. The 1984 initiatives did require self-initiated professional development					
9. The college did/does a good job of meeting your needs as an individual					
10. The college was/is effective in getting you to meet its needs and contribute to its effectiveness					
11. When it comes to doing your job well, trying hard makes a difference					
12. Doing your job well leads to things like pay increases, bonuses and promotions					
13. Doing your job well gives you a feeling of personal satisfaction					
14. There are things about working here (people, policies, or conditions) that encourage you to work hard					
15. Doing your job well leads to things like disapproval and rejection from those you work with					

PART III
PERCEPTIONS OF THE 1984 INITIATIVES

These questions relate to the clarity and relevance of the 1984 initiatives:

	S/A	A	D	S/D	N/A
17. The community colleges in Manitoba needed renewal in 1984.					
18. The goals of the '1984 initiatives' were clear to me.					
19. This college does have clear-cut, reasonable goals and objectives.					
20. In my experience, faculty and administrators were strongly committed to college goals.					
21. Sufficient information was disseminated effectively.					
22. Clear direction was received in the implementing process.					
23. Information about important events and situations was/is shared by your department.					
24. Faculty saw the '1984 initiatives' as a positive experience for the community colleges					
25. Administrators saw the '1984 initiatives' as a positive experience for the community colleges.					
26. The '1984 initiatives' were imposed for political reasons.					
27. The '1984 initiatives' have met the needs of the students more effectively.					
28. Philosophical agreement with the content of the '1984 initiatives' was linked to actual changes in faculty behavior.					
29. Philosophical agreement with the '1984 initiatives' did facilitate involvement leading to personal behavior change.					
30. I was in philosophical agreement with the content of the '1984 initiatives'.					

If you have any comments upon the clarity or relevance of the '1984 initiatives please note them.

These questions relate to the complexity, quality and practicability of the '1984 initiatives'.

	S/A	A	D	S/D	N/A
31. I perceived the '1984 initiatives' to be a major change for most faculty					
32. The shift from teacher centered to student centered learning has been accomplished at Assiniboine Community College					
33. Most faculty did require major changes in instructional behavior					
34. The changes involved different classroom methodology					
35. Most faculty within the college demonstrated flexibility in meeting students' learning needs					
36. When decisions are being made, persons affected are asked for their ideas.					
37. Involvement of faculty in the materials development was well planned					
38. Most faculty involved in the materials development volunteered their services					
39. Different units or departments do plan together and coordinate their efforts.					
40. Faculty worked effectively in teams to develop program materials					
41. This college tells your department what it needs to know to do its job in the best possible way.					
42. The process of program material development was beneficial to me					
43. The quality of local materials production exceeded the 'imported' materials					
44. Most faculty have used the program materials that were developed locally					
45. It was beneficial to relieve instructors of their teaching assignments to develop materials					
46. Time was available for adequate materials preparation					
47. Opportunities for pilot trials and revisions were adequate					
48. Time allowances were based upon reasonable approximations of work requirements					

If you have any comments upon the complexity, quality and practicality of materials used in implementing the '1984 initiatives' please note them.

These questions relate to the institution's previous experience with educational innovations, central office policy and professional development.

	S/A	A	D	S/D	N/A
49. Historically, many opportunities were available for innovative educational activities at Assiniboine Community College					
50. I have actively sought opportunities to be involved in innovative projects					
51. Tradition is less strong now.					
52. It is easier to modify established courses or to try new ones					
53. The '1984' initiatives have made a difference to my classroom activity. (eg: traditional instruction to competency based format)					
54. The degree of professional development required for the majority of individuals involved in the implementation was minor					
55. Staff development prior to participation in implementing the '1984 initiatives' was appropriate					
56. I participated in professional development opportunities					
57. The professional development provided in preparation for the implementation of the initiatives was beneficial					
58. The professional development was supportive and ongoing					
59. Professional development was provided by credible trainers					
60. Professional development included practice of the new behaviors which were required to implement the initiatives					
61. Time allowances were adequate for the new tasks and behaviors to become 'comfortable'					
62. Administrators provided adequate 'coaching' in the new instructional techniques					

If you have any comments upon the institution's previous experience with educational innovations, impact of central office policy or professional development related to the '1984 initiatives', please note them.

These questions relate to faculty and administrative involvement, participation patterns and support mechanisms evident during the implementation process

	S/A	A	D	S/D	N/A
63. People at all levels of the college have know-how which could be of use to decision makers.					
64. Information is widely shared in this college so that those who make decisions have access to all available know-how.					
65. Your department receives adequate information about what is going on in other departments.					
66. Administrators have shared in an enrichment process from interactions with faculty in implementing the '1984 initiatives'.					
67. Communication generally was effective between administration and faculty					
68. Most faculty consider the administrators to provide effective leadership.					
69. Decisions are made at those levels where the most adequate and accurate information is available.					
70. Most administrators consider faculty to be effective					
71. Administrative involvement was strongly felt					
72. Administrative support was evident from the obvious commitment of administrators to the '1984 initiatives'					
73. As a faculty member, I can help even the most difficult or unmotivated student					
74. As an administrator I can help most faculty in attaining satisfaction in the classroom					
75. Faculty should be responsible for each other's performance					
76. The shared experiences of faculty have enriched the students' learning opportunity					
77. Peer relationships have improved since 1984					
78. I generally enjoy the exploration of new ideas					
79. I would willingly participate in further opportunities for innovation within another imposed plan					
80. My experience was generally positive in the process of implementing the '1984 initiatives'		.			
81. I initially participated in planning/ implementing the '1984 initiatives'- but lost interest					

If you have any comments upon the faculty administrative involvement, participation patterns or support mechanisms, please note them.

PART IV
PROGRAM MODULARIZATION
EXPERIENCE AND PREFERENCE

One of the most far reaching of the '1984 initiatives' was the directive regarding program modularization. The change from traditional instructional methodology to competency based format aroused various levels of enthusiasm and activity within the college. Not everyone was involved in the program modularization phase of the '1984 initiatives', however most staff at Assiniboine Community College were effected by the environmental conditions resulting from this initiative.

Please describe the actual changes which occurred for you in the following areas and in the opposite compartment what you would have preferred to have experienced.

ACTUAL	PREFERRED
Your Classroom/Lab	
Student Behavior Outcomes	
College Operation	
Expansion to Existing Programs	
Management Practice	

ACTUAL

PREFERRED

Established Routines/Institutional Patterns of Behavior (eg: 9-4 teaching day.)	
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