STAKEHOLDER SATISFACTION

A FRAMEWORK FOR INSTITUTIONAL
EFFECTIVENESS AT EASTERN COLLEGE

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AT EASTERN COLLEGE

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Abstract

This report presents the outcomes of a research project which focused on the experience of public colleges in assessing institutional effectiveness. The apparent need for a core indicator and a coherent process resulted in the development of a framework based on stakeholder satisfaction. Public education has multiple stakeholders. The dominant interest of the sponsoring stakeholder (government) is efficiency. The dominant interest of the consuming stakeholder (student) is effectiveness. The literature review and the research among Canadian colleges provide support for the concept that stakeholder satisfaction is a core indicator of institutional effectiveness and in public colleges students are the primary (customer) stakeholder. The proposed framework combines philosophy, policy and process where the expectation and satisfaction of the primary stakeholders are accommodated. The validation of the framework included assessing and bench marking the satisfaction levels of students and faculty in the Business Department of Clarenville Campus, Eastern College.

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Acknowledgements

Introduction

The prescriptive nature of education at all levels is established in history and tradition. It has been and continues to be something designed and delivered by a few for the many. It sounds like a mass-marketed product but is in fact a service which until recently has been the domain of public institutions. Education has been prescribed to fulfill custodial, social, economic and remedial functions at an individual and global scale. Yet, the failure to achieve socio-economic goals and the irrelevancy of programs and services at public universities and colleges are legendary.

For more than a decade the debate around the effectiveness and efficiency of public schools and colleges has intensified. In 1982, Nasbitt observed that today's education system--the one some reformers want to elevate to a level of excellence--was never meant to serve the needs of today's information society; it was custom-made to fit the industrial society--a time when it made sense to treat everyone the same. In 1986, Dennison and Gallagher stated that "strong public support for education in Canada can no longer be taken for granted . . . the taxpayer still insists there is not sufficient visible return on this investment" (p. 4). In 1995 Dennison in a review of Canadian colleges observed that "provincial government ministries appear to be frustrated by a perceived gap between colleges as agents of socio-economic change and colleges as educational institutions" (p. 241).

This "value for money" perspective of the various stakeholders continues to be relevant in today's environment. However, the "value for money" perception of the institute's primary stakeholder--the student--is also relevant though notably absent in any current accountability or effectiveness indicators. Dennison (1995) concludes that no truly comprehensive and systematic process of accountability has been tested in Canada. "The reason is fairly clear. Accountability is in the eye of the stakeholder" (p. 241).

This report focuses on the concept of assessing institutional performance in public colleges in Canada. The challenge was to place institutional performance concepts within defined parameters which promote interpretation and clarify expectation. As creations of government, public colleges are accountable to the various publics which they serve. There is, however, considerable confusion about the nature of institutional effectiveness; that is, what should be measured and how. This is compounded by the vagrancies of interpretation and the interconnectedness of concepts like efficiency, accountability, excellence and quality. Generally, there is lack of consensus on what would constitute a core indicator of institutional effectiveness.

Through a thorough literature review and research among public colleges in Canada, this report establishes that there is support for stakeholder satisfaction as a core indicator of institutional effectiveness. The institutional effectiveness framework which this report proposes is based on this research and the experience of colleges at the regional, provincial and national level.

In particular, the experience of Eastern College with the evolution and devolution of post-secondary education in Newfoundland provides context and grounding. This is used to illustrate the importance of mission and mandate in establishing expectation. While these constitute the basis of the official goals of the organization, it is policy which translates the official goals into operative goals.

What an organization says it will do (official goals) and what it actually does (operative goals) are often in conflict. Dissatisfaction with the service is an outcome of incongruence between official and operative goals. This is why perception based on experience with the service is a valid indicator of effectiveness.

If service quality and excellence are official goals and values expressed in the mission of the college, then policy, resources and assessment have to be aligned in support of these values. Real values are operative values. An assessment of the effectiveness of an institution in making its official goals and values operative requires the perspective of those who interface with the organization at the operative level. In the case of public colleges, this is the student.

This report suggests that education is a service where the student is the primary stakeholder and customer. The institutional effectiveness framework which is proposed unifies mandate, mission, resources, policy and assessment to enable stakeholder satisfaction to be utilized as a core indicator of institutional effectiveness.

Needs Assessment

The Environmental Context

Since August 1986, there have been three major legislative reorganizations of the post-secondary system in Newfoundland and Labrador. The latest restructuring was announced by the Minister of Education on April 29, 1996. This followed and confirmed Government's intention to replace the system of regional colleges with one provincial college system announced on June 6, 1995.

The 1986 reorganization maintained a three-tiered system of post-secondary education but moved the centrally controlled vocational schools to a system of community colleges with regional governance. The 1990 reorganization created a two-tiered system by consolidating the provincial institutes and community colleges into five colleges of applied arts, technology and continuing education. The 1996 reorganization eliminated the five regional colleges in favour of one provincial college with a centralized administration.

This decade of instability does not reflect progressive, informed change within a singular philosophical domain. Rather, it appears to cover the entire spectrum of organizational theory and management practice. Clearly, the latest reorganization has an "efficiency" orientation that appears to be a return to the pre-1986 era of centralization of power and authority at the expense of empowerment and autonomy.

> Canadian colleges did not, and do not, determine their own fate. They are products of history, and political, sociocultural, economic, and educational imperatives converged to result in their creation. In the

> process of their development, various groups imposed their values upon colleges. Governments, in particular, as the major sponsors of the college idea, have always held a large stake in determining what they shall be and how they shall undertake their mission. (Dennision, 1995, p. 170)

It is not known at this point what the .mandate and major policy directions of the new college system will be. The White Paper on Post-Secondary Education, Equality, Efficiency and Excellence: A Post-Secondary Educational Agenda for the Future, Newfoundland Department of Education (1990) proposed three major policy directions:

Equality:	open institutions, expanded participation rates.
Excellence:	highest standards of teaching, research, curriculum and quality services.
Efficiency:	reduce duplication, economies of scale, and priority funding.

The colleges' response to these environmental influences was largely structural. "Allocating scarce resources combines both structural and political considerations - deciding where resources will best further the mission of the organization while simultaneously finding ways to satisfy important constituents" (Bolman and Deal, 1991, p. 336). The non-structural issues, particularly those related to effectiveness, were overlooked as the colleges moved to evolve a common administrative framework within which the interests of the White Paper could be discussed. The five Colleges of Applied Arts, Technology and Continuing Education represented by the Newfoundland and Labrador College Executive Network (NLCEN) acted on the assumption that "efficiencies must be achieved and

redirected to enhance resources, facilities and programs, the outcome being quality experience for students, while maintaining regional governance as a key element in the post-secondary structure of the province" (NLCEN, 1995, p. 3).

It seems apparent from recent government publications and task force reports that the constructs of excellence, efficiency and effectiveness are metavalues in educational administration while autonomy is a metavalue in regional socio-economic development. Education and socio-economic development are interdependent and in this context the relevance of a public college's programs, services and administrative practices becomes critical in its survival (Dennison, 1995).

The "assumption" that efficiencies are possible in a regional governance structure (autonomy) is one thing, but can quality and effectiveness be maintained without regional autonomy? Can public colleges "do the right things, right" in a traditional, centrally controlled administrative structure?

The Government of Newfoundland and Labrador Strategic Economic Plan, "Change and Challenge" (1992), identified the need to improve the quality of instruction, programs and educational services. This, and the need to develop innovative ways to respond to the requirements of customers, address the emergence of competition from private colleges, utilize data and involve more employees in the decision-making process were all instrumental in examining innovative methods to manage Eastern College.

In response to these pressures in the college's external environment and after considerable reflection on the work of W. Edwards Deming and other quality gurus, Eastern College adopted a model based on the principles and practices of Total Quality Management (see Appendix A) in a bid to assure continuous improvement, quality and effectiveness. According to Brandt (1992), "Dr. Deming's work applies to every organization in the world. It applies to corporations, universities, service organizations, countries, families, and certainly to schools. Deming's work provides a conceptual framework for understanding any system" (p. 28).

The relationship between management practice and institutional performance is direct. Bolman and Deal (1991) contend that "effective companies encourage and reward autonomy and entrepreneurship" (p. 332). Institutional performance can also be affected by environmental factors and external influences on organizational autonomy (Argyris, 1964, p. 123). It is difficult for an organization to maintain quality performance if it does not exercise a reasonable degree of control over its destiny or if efficiency prevails at the expense of effectiveness (Bolman and Deal, 1991, pp. 320 - 342).

<u>Synthesis of Major Points</u>

1.1   Structural change is viewed by those in authority as the primary solution to organizational problems.

1.2   The structural frame perspective is particularly applicable to organizational efficiency and conditions of scarce resources.

1.3   Public colleges have no defence against top down structural change
        when they cannot demonstrate public support for and stakeholder
        satisfaction with the service they provide.

The College Context

In June 1993, the Minister of Education for Newfoundland and Labrador
met with College Board Chairs and Presidents and requested that institutional
leaders develop a joint action strategy for the College sector aimed at increasing the
efficiency of the system. In response to the outcomes of an independent consulting
process focused on opportunities for increased efficiency in the areas of finance and
administration, the Newfoundland and Labrador College Executive Network
(NLCEN) made this assertion.

> Colleges are client service organizations that operate more and more
> in a market economy. Continuing changes in the modes, methods and
> amounts of financial support, especially from the Federal
> Government, are forcing a response that makes it clear that colleges
> are public sector agencies with a business sector mandate. If the
> institutions are to succeed in this more competitive environment, they
> will have to become "business like" in how they operate. The colleges
> have already commenced the process of review and renewal. In order
> to do so effectively, they must be given a clear mandate from
> Government and then must be held accountable, with success or
> failure determined on the basis of government established indicators
> or outcomes. (NLCEN, 1995, pp. 21-22)

Newfoundland colleges are not unique in exploring and adopting means of
self-assessment. Studies conducted in several provinces confirm that evaluation and
accountability issues are serious and Canada-wide in scope (Dennison and
Gallagher, 1986). A conservative approach to public expenditures has forced

colleges to begin to implement system models intended to provide feedback on institutional effectiveness (Dennison 1995).

It is not difficult to find literature which associates accountability with terms such as "efficiency," "effectiveness," "excellence," "successful," and "quality" (Astin, 1985; Cameron, 1978; Dennison, 1995; Fowlow, 1995; Krech, 1994; Peters & Waterman, 1982; Robillard, 1993; Sallis, 1993). These terms are often used interchangeably in many cases as though they represent the same concept. "Quality" has lately followed "excellence" from the corporate world into post-secondary institutions throughout North America.

The issue of quality in educational institutions resides in the same organizational milieu as effectiveness. Although Drucker (1973) contends that quality is concerned with "doing the thing right" and effectiveness is concerned with "doing the right thing," both of these concepts present a common challenge; that is, they both tend to take what is a highly complex phenomenon and represent it in a vastly simplified manner.

Contrary to the effective "successful" schools' movement, Total Quality Management (TQM) has made its way into the post-secondary institutions more readily than the secondary schools. Appendix A provides an example of the application of TQM to a post-secondary institution. Where TQM is practiced, there are growing indications that what is evolving is not quality in education but quality in educational administration (Seymour, 1991). This may be partially

accounted for by the traditional role of administration which tends to focus on management functions as opposed to leadership (Bowditch and Buono, 1994).

> There is considerable irony in the approach of educational institutions to TQM. While the rhetoric of TQM calls boldly for paradigm shifts, restructuring and dramatic change, with a few notable exceptions (e.g. Spanbauer 1992), educational practitioners of TQM start in very timid ways. Seymour (1991, p. 11) found, for example, that the five most common applications of TQM in the 22 pioneering institutions were in registration procedures, mail distribution, physical plant maintenance, construction and remodeling projects and payroll. (Cross, 1993, p. 16)

A more likely reason for this phenomena has to do with "bench marking" and measuring the improvement process, a practice which is much easier accomplished in the non-academic aspects of educational administration.

> Just as "bench marking" and scientific methods are fundamental to the TQM philosophy, "organizational effectiveness is a central concept in organizational research" (Hoy and Miskel, 1991, p. 373). In the context of educational organizations, both TQM and effectiveness are ambiguous in meaning and in measurement.

> Effectiveness is both the apex and abyss in organizational research. It is the apex because all theories of organization and administrative practices are ultimately aimed at identifying and producing effective performance. It is an abyss because no valid theories of organizational effectiveness exist and no list of criteria has ever been formulated that is either necessary or sufficient for evaluating the concept. (Cameron, 1984, cited by Hoy and Miskel, 1991, p. 373)

> Both Total Quality Management and institutional effectiveness require the development of a shared vision, a common framework and the will to invest the time and resources to make it all work. However, the vision of a "quality" institution

and an "effective" institution are not the same. Losak and Scigliano (1994) say that
while there are differences "taken as a whole, these two approaches to
organizational effectiveness can be made to reinforce each other . . . when molded
into a cohesive framework where the strengths of each are used" (p . 2). While the
TQM philosophy requires autonomy and participation, the focus on effectiveness
requires a sensitivity to the apparent conflict between accountability and autonomy.
"It must be recognized that an accountability regime that satisfies the narrow
interests of one or two stakeholders may well present a danger to reasonable
autonomy" (Canadian Comprehensive Auditing Foundation, Report on
Effectiveness in Colleges and Institutes, 1993, p. 8).

There is also another danger which presents a challenge for public schools
and colleges; that is, the perception of quality and/or effectiveness based not on
experience but on the interpretation of data. Nowhere is this more clearly illustrated
than in this province's post-secondary experience. What is expected of public
colleges and how can the achievement of these goals be best measured and
communicated? Colleges, like organizations, generally are contrived social systems
and "social systems are anchored in the attitudes, perceptions, beliefs, motivations,
habits and expectations of human beings" (Katz and Kahn, 1966, p. 33) and "society
is therefore the appropriate frame of reference for the evaluation of organizational
effectiveness" (p. 896).

Clemmer (1992) asserts that "using anything other than customer-perceived value to define service/quality can lead to highly efficient services or productive products that miss the mark--efficient ineffectiveness (p. 64). In public colleges, this would be the equivalent of graduating highly skilled tradespersons for jobs that do not exist. This is supported by Guthrie and Reed (1991) who argue that "efficiency for its own sake has little meaning" (p. 27). It is relevant only in the context of organizational outcomes which are valued and which can be measured and understood. The challenge is to place institutional performance concepts within defined parameters which promote interpretation and clarify expectation. The Institutional Effectiveness Framework developed by this project addresses this challenge.

Synthesis of Major Points

2.1   Public colleges are challenged by the need to demonstrate effective and efficient response to the expectation (mandate) of the sponsoring stakeholder (government).

2.2   An organizational model designed for "quality" may not in itself ensure effectiveness.

The Need for Clarification

Fowlow (1995) contends that colleges consider themselves distinct, even among other institutions of higher education. Griffith and Connor (1994) warn that this distinct educational system is threatened because it suffers from a whole series

of public and professional misunderstandings and misperceptions that measure its functions, its achievements, and the success of its students by standards which do not apply. This was demonstrated recently in Newfoundland when the Minister of Education's views aligned with those of the Auditor General in her criticisms of public colleges. The colleges had no defense to the charge of inefficiency that was given new life and different meaning by the Minister and subsequently the public.

More specifically, the Auditor General's Report (1995) indicated that at Eastern College student services cost more and administrative services cost less than in any other colleges. Does this mean that the College is effective but not efficient; that is provides quality services but is not accountable? What does it mean for other colleges? The problem for colleges who are challenged and respond to the task of institutional assessment is that despite the extensive literature on the subject no clear definitions of assessment, quality or effectiveness exist. In spite of this, there appears to be wide acceptance of the terms even though they are used in a variety of senses and in a variety of contexts (Dennison 1995). This had led Alfred and Kreida (1991) to conclude that effectiveness is situational and context specific and that there is no definition or set of measures universally acceptable to all colleges.

There is also an important distinction between indicators for institutional management and system indicators. Indicators as tools for accountability to the public or to government need not be the same as those for college management. "We must clarify these two concepts to ensure that the trepidation with which we

traditionally approach public accountability does not lessen our ability to make

good use of performance indicators as tools for institutional management and

change" (Robillard, 1993, p. 38).

A significant part of the problematic nature of institutional assessment in

colleges is the vast array of terms and definers associated with the practice. The

most common ones in use and misuse include effectiveness, accountability,

efficiency, quality, and bench marking. For the purposes of this paper, the

following definitions of these terms have been formulated from the literature review.

Effectiveness (indicators) - measure if the institution is achieving its specific
mission and the attendant operative goals and objectives; that is, doing the right
thing. This is both a qualitative and a quantitative process combining fact and
value in the continuous measurement and bench marking process.

Accountability (indicators) - measure if the institution is fiscally responsible
and how it lives up to its mandate and the expectations of stakeholders. This is
largely a quantitative data gathering and reporting process which is time-
referenced.

Efficiency (indicators) - measure the cost of attaining a given goal and how
the resources are used to obtain the desired results; that is, the cost/benefit ratio
incurred in pursuit of these goals. This is largely a quantitative data gathering and
reporting process which is time-referenced.

Quality (indicators) - measure the extent to which the institution achieves
customer satisfaction by doing things right the first time. It is a process based on
scientific method and continuous improvement. It is the source of terms of
reference and bench marking.

Bench marking (indicators) - establish terms of reference for other
performance indicators. It seeks to answer the critical question "Effectiveness
compared to what?" It enables institutional effectiveness as a change management
tool.

With these definitions in place, "there is still a lack of clarity ... about who/what is being measured and for whom" (Hopkins and Leask, 1989, p. 9). There is no simple link between inputs and outputs in education. Efficiency and effectiveness require different indicators.

The process of identifying and adopting realistic, effective performance indicators will take considerable time and effort; but it is something which organizations such as colleges need to do. This need reflects the evolution of management practice in colleges, the role of policy in terms of value and expectation and the role of colleges as human service organizations with social/economic mandates.

Synthesis of Major Points

3.1   There is general confusion about the definition, measurement and interpretation of performance indicators.

3.2   Effectiveness indicators are management tools which are institutionally specific.

The Need for the Project

The evolution of administrative thought has not had a progressive impact on process and practice in educational administration in Newfoundland. The Treslan and Tremblett (1985) study of policy development by Newfoundland school boards concluded that this investigation of Newfoundland school board policy making has revealed that policy decisions currently derive from a "closed systems" source. The recent (1996) "restructuring" experience of colleges indicates that little has changed

in educational administration in this province since 1985. In this environment the relationship between policy, processes and outcomes remains unspecific and unexamined: "A situation reminiscent of an earlier era when in the 1960s and early 1970s policy usually expected little more than practice delivered . . ." (Boyd, 1991).

The presumption that colleges can effect social and economic change is based on the belief that the connection between educational policy and practice is direct--a belief which does not coincide with practice. However, in response to demands for greater accountability, effectiveness and efficiency, shifts are occurring in policy and practice to reflect the central purpose of the school organization--student learning (Callahan, 1962). Consequently, writers such as Boyd (1991) conclude that a control feature of the paradigm shift in our field is a movement from a closed system, process-oriented and role-based approach to an open system, outcome oriented, goal-based approach.

Whether colleges in this province were or are open or closed systems is situational and debatable; however, they are formal organizations and Selznick (1948) contends that the "formal organization is the structural expression of rational action" which "never succeeds in conquering the non-rational dimensions of organizational behaviour" (p. 114). Critics of the logical positivists' philosophy of science would support this view and argue that the application of quantitative research methods--such as those deployed to assess institutional performance--to a social science like education is pretentious; that is, it never succeeds in conquering

"the irreducibly judgemental and subjective components found in all social sciences research" (Cook & Campbell, 1979, p. 92).

Although colleges are social systems and have an interdependent relationship with their environment, the feedback loop usually conveys a garbled message about what society expects colleges to do. This is because "the problems of schooling overlap other social conditions, largely because the educational, political and economic systems intermesh" (Rubin, 1984, p. 8). For example, the connection between education and economic development usually translates to a political imperative that colleges must change their ways. This preoccupation with economics illustrates that "as societal conditions shift, educational policies fluctuate between contradictory, but equally valued belief" (Rubin, 1984, p. 8).

Robert Brown, Chairman and CEO of PriceWaterhouse (1996) puts it this way:

> Yet another harsh reality facing educators and employers in Canada is the perceived lack of accountability throughout our school system. We need continuous, comparable information on student performance; we need to know whether relevant educational goals are being met; and we need to know that the goals have been set and achieved in relation to the needs of a globalized, highly-interdependent (and competitive) technological information-based society. This means that certain key elements must be in place if the effectiveness of Canada's school systems are to be effectively measured. (pp. 6 - 8)

"There is a paucity of published debate respecting accountability in the community college sector" (Dennison 1995. p. 240). However, a conservative approach to public expenditures has forced colleges to begin to implement system

models intended to provide feedback on institutional effectiveness (Dennison 1995).

As well, colleges have been forced to develop means of self-assessment before

external assessments are imposed upon them (Fowlow 1995). The American

Association of Colleges (1994) claims that

> A College without a model or 'prescription' for effectiveness has
> experienced difficulty in presenting its best case to policy makers at
> the state, regional, and national levels a circumstance that has
> encouraged policy makers to issue wide-ranging, often confusing
> accountability mandates of their own. Parties interested in
> effectiveness on campus, in communities, in state capitals, and in
> policy arenas need a better way to focus their efforts if some clarity is
> to be brought to the institutional effectiveness issue. (p. 12)

The outcomes of this project will help to develop a policy framework that will

shine some light in the dark corners of this "organizational abyss" and assist a

public Newfoundland college to develop coherent strategies for measuring its

effectiveness. This is significant because "from an evaluation viewpoint, efficiency is

important but effectiveness is vital" (Plunkett & Attner, 1986, p. 16). W. Edwards

Deming warns . . .

> It is possible and in fact fairly easy for an organization to go downhill
> and out of business making the wrong product or offering the wrong
> type of service, even though everyone in the organization performs
> with devotion, employing statistical methods and every other aid that
> can boost efficiency. (cited by Clemmer, 1992, p. 64)

It must be understood that effectiveness cannot be measured with a yardstick

designed to measure efficiency. However, institutional effectiveness itself stands in

dire need of a core indicator.

Synthesis of Major Points

4.1   When appropriate models are lacking, administrators turn to
quantifiable factors such as enrollments and expenditures. A
framework is needed for assessing effectiveness which is specific to the
college and its mission.

4.2   Consensus is needed among the various stakeholders concerning what
constitutes a core indicator of effectiveness in colleges and how that
relates to policy and process.

Methodology

Rationale

The rationale for this project and the development of an institutional effectiveness framework for Eastern College are based on the researcher's supported observations (Dennison, 1995; Fowlow, 1995; NLCEN, 1995) that

(a) public colleges are client service organizations that operate in a competitive market economy.

(b) there is currently a great deal of complexity and confusion about assessment of performance in colleges.

(c) the application of quantitative data-driven indicators to a social science like education is pretentious.

(d) objective indices are not singularly applicable in assessing service quality and effectiveness.

(e) as a functional area of administration and a component of mission development and implementation, policy guides the organization in the achievement of its major functions and goals.

It was anticipated that qualitative support for the framework concept would be confirmed in the research and that institutional effectiveness in public colleges could be practically and adequately assessed, benchmarked and improved by utilizing stakeholder satisfaction policies which focus on the perception and expectation of the institution's customers.

Methodology

This project did not attempt to establish or determine through quantitative research if there is a relationship between customer satisfaction and institutional

effectiveness. It attempted to find support for the concept in the existing literature, in current practice in business and in public colleges in Canada. Appendix B describes the research effort conducted among Canadian colleges.

The methodology involved an integrative and pluralistic approach which included aspects of the qualitative, quantitative and critical/normative research paradigms. This enabled the inclusion of historical circumstances, political considerations, values and the experience of the researcher. As Doyle (1995) says, "The solutions for educational problems cannot be offered apart from the context in which such problems occur" (p. 3).

The Research

Research for the project included

- A literature review pertaining to organizational effectiveness.
- A search of ERIC documents concerning the experience of colleges in the United States and Canada.
- A review of institutional effectiveness models in public colleges in Canada.
- A review of management practice in business concerning TQM, service quality and customer satisfaction.
- Meetings and interviews with college officials in Newfoundland and Labrador.
- A survey of Canadian colleges.

The extent and nature of the practice in Canada's colleges could not be determined from the literature. "Much of what has been written respecting the non-university sector is confined to institutions in the United States"(cited by Dennison, 1995, p. 169). Therefore, a mail out survey questionnaire was distributed to one hundred and twenty-five colleges in ten provinces. All are members of the Association of Canadian Community Colleges (ACCC). See Appendix B.

The purpose of the survey was

(a)   To determine the nature, extent and perception of Canadian colleges concerning their involvement in institutional effectiveness activity.

(b)   To determine the acceptance of customer satisfaction as an indicator of institutional effectiveness among Canadian colleges.

Fifty-one colleges participated in the survey of 125, resulting in a return rate of 41 percent. One province involving 32 questionnaires did not participate. Data analysis was performed using the Statistical Package for Social Sciences (SPSS). Index scores were tabulated for each college response. For the purpose of this survey, a bench mark average (mean) of 3.20 was established. Indexes above this average were identified as a positive indication of support for the concept or confirmation of activity.

Development of the Framework

Integrating Frames

Development of this Framework for Institutional Effectiveness was influenced by the work of Bolman and Deal (1991). In their attempt to make sense of organizations they introduced four basic lenses for organizational analysis - the structural frame, the human resource frame, the political frame and the symbolic frame. Bolman and Deal (1991) point to research (Kotter, 1982; Lynn, 198⁻, Peters and Waterman, 1982) which suggests that organizational effectiveness is related to the ability to integrate and use multiple frames (pp. 320 - 342). "The simultaneous existence of multiple realities often leads to misunderstanding and conflict when individuals use different perspectives to frame the same event" (p. 322).

Without the benefit of an integrating framework, it is not difficult for internal stakeholders to lose sight of the purpose of the organization. Service consultant and author Karl Albrecht wrote: "Sometimes the customer is the only one who sees the big picture . . . each specialist has his or her arms around one leg of the elephant; only the customer sees the whole elephant" (cited in Clemmer, 1992, p. 39).

Synthesis of Major Points

5.1   Organizations which rely solely on the structural frame are likely to be less effective. Effective organizations require a multiple frame perspective.

The Framework Elements

The Institutional Effectiveness Framework which this report proposes is the intended outcome of this project. Essentially, the Framework enables stakeholder (customer) satisfaction as a core indicator of institutional effectiveness. It represents, in combination, the outcomes of the project research, the literature review and complements the quality principles and practices already in place at Eastern College. This fusion provides an integrative model which shows an interactive relationship between mandate, mission, policy, resources and assessment. It includes the concepts of accountability, efficiency and effectiveness in the context of expectation and satisfaction. The Framework incorporates a "continuous improvement loop" where the assessment of satisfaction is referenced to expectation in a bid to ensure service quality; that is, to "ensure that quality is always defined in terms of the customer perceptions" (Peters, 1987, cited by Sallis, 1993, p. 81).

The major elements in the framework developed by the author and their relationship are graphically illustrated in Appendix C and are defined as follows:

MANDATE   Public institutions are creations of governments and
              legislation. The College's Act defines the structure,
              mode of governance, responsibilities and the general
              socio/economic expectation of the organization.

MISSION   The mission statement interprets the mandate as the
              vision and official goals of the organization. It should
              represent the interpretation of the mandate by the
              internal and external stakeholders within the College's
              operating environment; that is, it reflects their
              expectation of the organization.

POLICY   A policy is a guideline for action which operationalizes the mandate, mission and goals of the organization and regulates the provision of its services. It is the essential dynamic linkage between organizational goals and customer satisfaction.

RESOURCES   These are the enabling entities which must be allocated, administered and consumed in order to operationalize the service. It represents the cost of quality service but is not its sole determinant.

ASSESSMENT   The effectiveness of the institution in meeting the expectation of its customers and stakeholders is measured in terms of their satisfaction with the service provided. This information is used to guide change management, benchmark service quality and facilitate continuous improvement.

The focus on mission (expectation) and stakeholder (satisfaction) carries with it several consequences for public colleges. First, it requires the development of a shared vision between those who have the responsibility to govern and regulate (policy) the affairs of the institution and those who provide the service. That is, stakeholders should know what is expected and how it is to be achieved with the resources provided. Second, it requires a common institutional effectiveness framework and a disciplined approach within which the interests of all stakeholders can be assessed. Third, it requires the collaborative will to move forward and make it work recognizing that an efficiency regimen that satisfies the narrow interests of one or two stakeholders may well present a danger to effectiveness.

It must be acknowledged that dissatisfaction with public service institutions whose mechanisms are obsolescent for the mission they purport to serve constitutes dissatisfaction with policy. The reason for this is that policy represents the

regulative mechanisms for the daily operation of institutions but it requires the integration of resources and policy in order to achieve a purposeful organization (Hoy and Miskel, 1991, p. 304).

Policies can serve to facilitate organizational processes and help the organization to achieve its mission and goals. Policies can also define and guide the provision of services in such a way that quality and effectiveness can be continuously improved. "Furthermore, although policy helps shape the character of the resource and executive functions, resources have an equally important impact on policies, and execution can lead to effective implementation of policy or can undermine its very existence. Hence, the functional areas of policy, resources and execution are interdependent" (Litchfield, 1956, p. 22).

A Synthesis of Major Points

6.1   Policy operationalizes mandate, mission and resource allocation, defines expectation and facilitates the assessment process.

Institutional Effectiveness - Literature Review

The current interest in organizational (institutional) effectiveness is not new and it is not unique to education. Much has been written about the efficient and effective operation of organizations in both the public and private sectors for more than a hundred years. Before the effectiveness of public sector education can be understood, it is necessary to discuss in more general terms theoretical approaches to organizational effectiveness. "Without a theoretical model as a guide, it is

impossible to state that one school is more effective than another, or to say that a given indicator is a measure of effectiveness" (Hoy and Miskel, 1991, p. 375).

Like the evolution of management and organizational theory, "organizational effectiveness has evolved from the 'one best way' approaches of the classical and neoclassical traditions to the 'it all depends' orientation of the contingency school" (Bowditch and Buono, 1994, p. 343). These writers cite Cameron (1987) when they suggest that there are four main, unitary approaches to evaluating organizational effectiveness (p. 343):

- goal accomplishment

- system resource

- internal processes and operations

- strategic constituencies

The issues around the goal attainment model have been reviewed by writers like Cameron, 1978; Campbell, 1987; Etzioni, 1964; Kanter & Brinkerhoff, 1981; Steers, 1988; and Yuchtman & Seashore, 1967. This model focuses on organizational output - the organization is effective to the extent it meets its organizational goals.

The system resource model of organizational effectiveness has been reviewed by writers like Cameron, 1978; Campbell, 1987; Goodman and Pennings, 1977; Hall, 1972; Kirchhoff, 1977; Scott, 1977; Steers, 1988; Yuchtman & Seashore, 1967. This model focuses on organizational input - the organization is effective to the extent that it can acquire the resources needed to accomplish its goals.

Integration and expansion of the goal and the systems resource models have been attempted by several theorists including Campbell, 1987, Goodman & Pennings, 1977; Steers, 1988. Hoy & Miskel (1991) contend that in order to understand organizational effectiveness the integrated model "must be expanded to include three additional characteristics - a time dimension, multiple constituencies and multiple criteria" (p. 379). This expanded model includes the internal process and operations and the strategic constituencies perspectives proposed by Bowditch and Buono (1994) and adds the four functions of a social system identified by Parsons (1960) as multiple operative goals for organizations.

From a somewhat different perspective, Steers (1988) contends that organizational effectiveness is influenced by four major organizational characteristics (p. 33):

(i)   Organizational characteristics such as structure and technology

(ii)   Environmental characteristics, such as economic and market conditions

(iii)   Employee characteristics, such as job performance and job attachment

(iv)   Managerial policies and practices

More recently writers such as DePree, 1989; Fullan, 1992; Peters, 1982; Senge, 1990 and others point to leadership and culture as critical factors in successful schools and in achieving organizational effectiveness and excellence in business.

This input perspective contrasts with outcome indicator research related to the work of Paul E. Mott (1972). His Index of Perceived Organizational Effectiveness which integrates the goal-system resource model is based on a single indicator - perception. Mott concludes that "subjective evaluations . . . provide a fairly valid measure of organizational effectiveness" (cited by Hoy & Miskel, 1991, p. 399).

Is it possible that the vast array of indicators, quantitative assessments and environmental scans can be focused and reflected in one value--satisfaction? Yuchtman and Seashore (1967) suggest that "organizational effectiveness must be concerned with at least three levels of analysis. The level of the environment, the level of the social organization as a system, and the level of the subsystem (human participants)" (p. 891).

This multiple-constituency view is close to that of such authors as Barnard (1938), Georgiori (1973) and Keeley (1978). Keeley (1978) draws on Barnard's participant-satisfaction model in which the worth of an organization is assessed through "the ability of the system to maintain itself by returning human benefit in sufficient degree to induce participation" (cited by Connelly, Conlon & Deutsch, 1980, p. 354).

The use of customer satisfaction (perception of quality) questionnaires is becoming an important tool in North American business for measuring organizational service quality and effectiveness in meeting customer requirements. Recently, there has been a desire to utilize more subjective or soft measures as

perceptions of quality. These measures are soft because they focus on perceptions and attitudes rather than more concrete objective criteria. It is often necessary to use these measures because objective indices are not applicable in assessing the quality of services (Hayes, 1992, p. 2).

However, a review of literature indicates that while there is some consensus among the theorists about the concept of organizational effectiveness and the relevant indicators there is no evidence of a model which works well in all situations (Dennison, 1995). This is particularly true for post-secondary educational institutions where Nadeau , Donald, Konrad, Lavaigne & Laveault (1993) reported finding over 800 items related to quality and excellence. After an extensive review of the literature, Dennison, 1995, (he equates accountability with effectiveness) concluded that

> there must be a meeting of the minds in order to determine just what the primary purposes of colleges are and . . . to determine just how their achievements may be clearly measured. Until this is done, demonstrating accountability (effectiveness) will remain a 'mission impossible.' (p. 241)

The overall goal of the project research was the identification of a core indicator which could provide a much needed focus for the Institutional Effectiveness Framework and could be used by any public college. The first objective was to reduce a complex array of models, indicators and methods in the effectiveness arena into a single indicator. The American Association of Community Colleges (1994) has stated that characteristics important for a core indicator are generalizability across institutions, ease of and efficiency of use, relevance to the community, college missions and significance to multiple customers (p. 6). The

outcome of this process was the identification of stakeholder satisfaction as a core indicator of institutional effectiveness in public colleges.

The establishment of a core indicator is critical to simplifying and guiding the research function associated with institutional effectiveness. As Sheppard (1993) points out, "a primary difficulty with school effectiveness research has been the measurement of effectiveness" (p. 12). Madaus, Airasian and Kellaghan (1980) explicate the complexity of this issue when they state

> It is impossible to enumerate all the possible outcomes which schools can produce ... When a researcher sets out to study a process as complicated as schooling, he or she is faced immediately with constraints which necessitate simplifying the process in order to make research possible. In practice, these constraints usually dictate the investigation of a limited number of important characteristics and the omission of others which may also be relevant. Research studies can never represent the richness and complexity of reality, but instead must abstract or simplify it by selecting a small number of variables for study. (p. 15)

A Synthesis of Major Points

7.1   The Institutional Effectiveness Framework developed by the author integrates the four main approaches (theories) to evaluating organizational effectiveness.

7.2   The establishment of a core indicator is critical to simplifying and guiding the research function associated with institutional effectiveness.

7.3   The American Association of Community Colleges has identified stakeholder satisfaction as a core indicator of institutional effectiveness in public colleges.

The Canadian Perspective

In order to obtain the perspective of Canadian public colleges, a survey was conducted and the following key points were extrapolated from the survey results (Table I).

- The majority of colleges have a formal requirement for assessing effectiveness and accountability. However, only 30 percent report the adoption of a model and the completion of an assessment. Few colleges (14%) practice TQM or have resources dedicated to measuring and bench marking quality.

- Colleges (76%) generally see themselves as client-service organizations that operate in a market economy. Ninety-eight percent felt that students are the colleges' primary customers.

- Colleges (98%) believe that the satisfaction levels of students and external stakeholders are indicators of institutional effectiveness.

- There was general support (84%) for the notion that perception of service quality is a good indicator of customer satisfaction and that customer satisfaction questionnaires are appropriate assessment tools in post-secondary education.

This perspective of Canadian Colleges (Table 1) is critical to informing the development of the Framework for Institutional Effectiveness, which this report proposes. It provides a "system" point of view and indicates consensus on the concepts important to the project. However, performance (management) indicators are "highly institute specific" (Lang, 1993, p. 24) and must be applied and interpreted within that framework.

Table 1

SURVEY SUMMARY

No.	Question	Mean	≤3.25	≥3.25
1	There is a formal (external) requirement for measuring and reporting accountability.	3.56		Yes
2	There is a formal (internal) requirement for measuring and reporting effectiveness.	3.58		Yes
3	An institutional effectiveness model has been adopted.	3.03	No	
4	An institutional effectiveness assessment has been completed.	2.98	No	
5	Measuring institutional effectiveness is an integral part of the planning and change management process.	3.51		Yes
6	There is uncertainty about institutional effectiveness, what should be measured and how.	2.94	No	
7	Institutional performance reports are based largely on quantitative data.	3.58		Yes
8	The tenets and processes of quality management (TQM) are practiced.	2.64	No	
9	There are resources dedicated to measuring quality and bench marking.	2.72	No	
10	Achievement of the College mission is determined by a formal evaluation process.	3.02	No	
11	Students are the College's primary customers.	4.56		Yes
12	Public colleges are client service organizations that operate in a market economy.	3.98		Yes
13	Customer satisfaction would be an adequate indicator of overall institutional effectiveness.	3.62		Yes
14	Employee satisfaction would indicate institutional effectiveness.	3.03	No	
15	External stakeholder satisfaction would indicate institutional effectiveness.	3.66		Yes
16	Perceptions based on experience is a better indicator of institutional effectiveness than quantitative data.	2.50	No	
17	Perceptions of service quality is a good indicator of customer satisfaction.	3.37		Yes
18	Customer satisfaction questionnaires are appropriate for use in secondary education.	4.02		Yes
19	Customer satisfaction surveys would facilitate the evaluation of program or department effectiveness.	3.96		Yes
20	Measuring customer satisfaction is a scientific process with a high degree of validity and reliability.	3.11	No	

Lang (1993) says that "the primary point of reference should be each university's role, its purality of missions, or in simple terms, what it purports to be and do" (p. 25). Thus, the institute's mandate, mission, and policy which define expectation become a key instrument of accountability and effectiveness. In this report, the Framework for Institutional Effectiveness is referenced specifically to Eastern College.

Synthesis of Major Points

8.1   Canadian colleges have both an internal and external requirement for assessing institutional performance.

8.2   Canadian colleges agree that students are the colleges' primary customers (stakeholder).

8.3   Canadian colleges agree that stakeholder satisfaction is an indicator of institutional effectiveness.

Education - A Unique Service

Education has always been susceptible to the importation of management practices from business and industry. Some would argue that schools and colleges are still operated on the old industrial model where the institute is the factory and the student the product. The product orientation designed for uniformity of outcome is still reflected in the performance indicators which predominantly utilize quantitative data to measure effectiveness and efficiency.

The introduction of Total Quality Management (TQM) at Eastern College raised some challenging questions for traditional educators. Is education a service? Are students customers and not products? If so, how do we control the "input variables" and how do we evaluate the outcomes?

> Quality control of a product involves weighing, measuring, and comparing the finished good against a rigorous, engineered standard. Quality control of a service entails watching a process unfold and evaluating it against the consumer's judgment. The only completely valid standard of comparison is the customer's level of satisfaction. That's a perception--something appreciably more slippery to measure than the physical dimensions of a product. (Zemke & Schaaf, 1990, p. 14)

Education is somewhat more than a service, it is a "unique" service and brings unique challenges to the assessment of service quality. Sallis (1993) cites Grey (1992) when he discusses this issue: "Human beings are notoriously non-standard and they bring into educational situations a range of experiences, emotions and opinions which cannot be kept in the background of the operation" (p. 28). In thi case the customer (student) participates in and sometimes transforms the production of the service (education). "Consequently, service satisfaction is a result of a dynamic, not static encounter. The consumer evaluates both process and outcome and values both" (Zemke & Schaaf, 1990, p. 15). Cohen and Brawer (1994) relate this to the college environment:

> College managers function within a political arena where public relations, coalitions, interinstitutional cooperation, and image guide decisions regarding support. Data on products or outcomes are useful only to the extent that they relate to these phenomena. But outcomes data are among the most elusive products of the institution, primarily because if each student is an individual and has particular needs and

aspirations, there must be as many outcomes measures as there are students. Every call for institutional accountability clashes with calls for multiple measures of attainment. Thus community college outcomes data are rarely put forth because, the argument runs, no one set of data adequately portrays the institution's effects.

Because of the difficulty of displaying product in an institution with human learning as its goal and with the concept of individuality as its guiding value, the *process* of bringing individuals to greater understandings has become the institution's main *product.* (pp. 8, 9)

As the college's primary customer, the student is the one best positioned to evaluate both the outcome and the process associated with the educational service.

Synthesis of Major Points

9.1   Education is a unique service where the expectation and satisfaction

of the customer (student) are fundamental to assessment of the

service.

Student - The Primary Customer

The traditional view of the student as "wards of the state" has been a major

obstacle to the inclusion of students as partners in the educational process. Colleges

and universities have been particularly slow in moving away from this prescriptive

notion of education (Dennison, 1995).

The shift in the role of the student from "captive" to "customer" has been

driven by the competitive, market-driven nature of contemporary post-secondary

education. John McKendry (1996), Vice President of Douglas College, says that

"the student has become a customer, joining the market place as a primary client"

(p. 8).

Edward Sallis (1993) presents the customers of education in the following context when he says that "the customers--the stakeholders of the service--are a very diverse group and need identifying" (p. 31). As shown in Table 2, Sallis indicates that the learner is the primary external customer or client.

Table 2

THE CUSTOMERS OF EDUCATION

Education (Value Added to Learners)	The Service
The Learner	Primary External Customer or Client
Parents/Governors/Employers	Secondary External Customer
Labour Market/Government/Society	Tertiary External Customer
Teachers/Support Staff	Internal Customers

Note. From Total Quality Management in Education (p. 32) by E. Sallis, 1993, London: Kogan Page.

Like many others, Sallis has rejected the notion that "customer" has too much of a commercial tone for education. In the language of TQM, stakeholders are customers and that would include those internal and external to the organization.

> The primary focus of any educational institution should be the needs and views of its learners. This does not mean that the views of other stakeholder groups should be ignored. Their views count. However, the learners are the reason why the institution exists and they carry its reputation. (Sallis, 1993, p. 34)

In a publication which describes a proposed accountability framework for British Columbia's college system, the Canadian Comprehensive Auditing Foundation (1993) gave this perspective on stakeholders and their roles.

Table 3

STAKEHOLDERS IN THE BRITISH COLUMBIA COLLEGE SYSTEM

Boards		
INTERNAL		**EXTERNAL**
Instructors		Government
	STUDENTS	Employers/Unions
Administrators		Other Institutions
		Future Clients/Customers
Other Employees		Community-at-Large

Note. From Reporting on Effectiveness in Colleges and Institutes: A Proposed Accountability Framework for the British Columbia Public System (p. 20), by The Canadian Comprehensive Auditing Foundation, 1993, Ottawa: CCAF.

As Table 3 shows, the students are at the center of the system and are the most important stakeholders. "They invest their time (and tuition fees) and expect to acquire the skills, attitudes and knowledge that will enable them to achieve their goals" (Canadian Comprehensive Auditing Foundation, 1993, p. 20).

Synthesis of Major Points

10.1 While primary, students are not the only stakeholders and customers of public colleges.

10.2 Other stakeholders of the public college system include government, college employees and employers.

Expectation and Satisfaction

There is an important relationship between expectation and satisfaction in the provision of quality services. In a "we are the experts" environment, the

perceptions and expectations of customers are ignored. If an organization does not

know or appreciate what its customers expect, if the customer does not understand

what the organization expects, satisfaction cannot be achieved. Zemke and Schaaf

(1990) confirm that

> It is important to recognize that the receiver's expectations--and
> perceptions--of the service are integral to his or her satisfaction . . .
> Professor Berry puts the problem of expectations in perspective:
> Consumer perceptions of service quality result from comparing
> expectations prior to receiving the service and actual experiences with
> the service. Quality evaluations derive from the service process as
> well as the service outcome.
>
> In his analysis, what we, as consumers, think we are going to receive,
> compared and contrasted with what we perceive is being received, *and*
> the process we go through receiving it, determine our level of
> satisfaction. It is an all-or-nothing, three-factor formula based on the
> assumption that the level of our satisfaction with the entire process is
> the critical link to repeat business. (p. 14)

As a professed TQM organization, Eastern College has adopted a

management philosophy (Appendix A) "which focuses totally on customer

satisfaction." However, as Sallis (1993) says, "a customer focus is, not by itself a

sufficient condition for ensuring total quality" (p. 39). The organization must have

strategies and policies in place for meeting (satisfying) its customers' expectations.

Eastern College's quality statement (Appendix A) provides an excellent

example of an organizational policy statement which establishes what its customers

should expect.

> Eastern College is dedicated to assuring learner success by creating an
> environment in which the highest priority is given to the quality of
> instruction, educational services and human resource development.
> All stakeholders are important partners in the pursuit of excellence in
> education.

This essentially defines what students should expect in their dealings with the College. It is this dynamic relationship between expectation and satisfaction which defines and grows service quality. "Building an organization capable of continually narrowing the gap between customer expectations and customer perceptions of service quality" (Clemmer, 1992, p. 27) is the goal of the TQM organization and of Eastern College. Continuous improvement and the functionality of the Institutional Effectiveness Framework are dependant on the institution's commitment to measuring and bench marking stakeholder satisfaction and then to effectively use this information to manage change.

> Unquestionably the primary assumption of both TQM and Institutional Effectiveness is that change is useful, needed, and important for the institution or organization and the systems can work effectively as change agents. It is obvious to many that maintenance of the status quo is a primary reason that many organizations and institutions fail to satisfy their customers and their students. (Losak & Scigliano, 1994, p. 4)

Synthesis of Major Points

11.1   A customer focus by itself does not assure quality service or effectiveness. There must be strategies and policies in place for defining and satisfying customer expectations.

11.2   Continuous impovement is critical to maintaining effectiveness.

Measuring and Bench Marking Satisfaction

A commitment to customer satisfaction and to service quality means a commitment to standards and measurement.

One of the most common characteristics of the outstanding service providers is their dedication to measuring customer satisfaction and using the results to guide operations. They measure frequently--on-average, monthly. And they attach important individual, work-group, and organizational outcomes to the results. (Zemke & Schaaf, 1990, p. 51)

Eastern College started the process of measuring and bench marking customer satisfaction in its Business Department in June 1995. The January 1996 survey and subsequent report (Appendix D) provide an excellent example of actual practice in a college environment. It is important to note that at Clarenville Campus the validation process associated with this project involved both students and faculty and revealed both areas of improvement and areas of concern. It is here that the "feedback loop" in the Framework becomes an important element in the continuous improvement and quality assurance process. As Sallis (1993) says,

It is important that the institution uses the results of the formal monitoring to establish the validity of its programmes. It must be prepared to take the necessary corrective action if the customers' experiences do not meet their expectations. (p. 42)

There is another dimension of bench marking which can focus on the external environment in search of best practices that can lead to excellent perform-ance. Paul Davenport, former President of the University of Alberta, places bench marking in a university context and links it explicitly to institutional mission.

Bench marking at a university should:

- Describe the mission and vision of the university;

- Determine the key factors which will allow you to measure progress in approaching the mission or vision; how do you know if you have made progress as defined by the mission over the last decade? What measures would you use?

- Calculate the measures identified in the previous step, compare them to similar measures at other universities, and seek to learn how to improve performance by studying the practices of other institutions. (Association of Universities and Colleges of Canada, Nov, 1993, p. 8)

Once these superior practices have been identified, they can be incorporated or existing practices changed to conform to the ones identified. Hayes (1992) suggests that "customer satisfaction questionnaires can index the effectiveness of this bench marking process . . . [and] determine if these changes have, in fact, led to increases in performance" (p. 101).

Measuring and bench marking provide the basis for continuous improvement and decision making. It is integral to change management and becoming a "learning organization" (Senge, 1990). Astin (1985) says that student satisfaction is "perhaps the single most important affective . . . psychological area for outcomes assessment" (p. 6). Banta (1985) has demonstrated that satisfaction data can be powerful enough to result in significant change in college policies. (Cited by Cohen & Brawer, 1994, p. 294)

The mere gathering of information is a management function and will not in itself ensure positive change. The strategic application of intelligence to the change process is a leadership function. If continuous improvement is dependant on measurement and bench marking, "change management" and becoming a "learning organization" are dependant on leadership. This is reflected in Eastern College's TQM Model (Appendix A) and in the proposed Institutional Effectiveness Framework. As DePree (1989) says:

> Leaders are responsible for effectiveness... efficiency is doing the
> thing right, but effectiveness is doing the right thing... Leaders can
> delegate efficiency, but they must deal personally with effectiveness.
> (p. 19)

The organization which values service quality, effectiveness and customer satisfaction must have enabling policy which supports these values. It is the leader's responsibility to develop, implement and communicate these policies in the contextual framework of the organization's mission and goals and the expectation of its stakeholders. In Appendix E, the President of Eastern College provides institutional commitment and agreement in principle with the policies and processes reflected in the Framework for Institutional Effectiveness.

<u>A Synthesis of Major Points</u>

12.1   Measuring and bench marking stakeholder satisfaction provide the
        basis for continuous improvement and strategic change.

<u>Policy and Values</u>

The term "policy" has been defined in a variety of ways. "Dror has defined policy as a guideline for action, aimed at achieving what is in the public interest. Easton views a public policy as an authoritative allocation of a value for society. Lowi sees policies as the instruments through which governing authorities exercise coercion over the governed. And Davies and Brickell define policies as "guides to discretionary action" (cited in Downey, 1988). According to Hoy and Miskel (1991), it is "a statement of those objectives that guide a substantial portion of the total environment" (p. 215).

Although Downey had defined policy, he felt no one definition was sufficient. He felt one had to consider the description of policy--its essential characteristics and elements. He considered the following as essential characteristics:

- A public policy is an authoritative allocation or choice among competing values or desires.

- A policy is a declaration of intent, a major guideline.

- A policy is future oriented.

- A policy is directive for action.

- A policy allows for discretion on the part of the actor (p. 10).

Policy development is sometimes referred to as strategic planning or deciding on broad courses of action, and is, in theory, performed by the legislative branch of government. As a component of mission development and implementation, policy is also developed at the highest level of the organization to assist it in carrying out its major functions. Policy making is decision making and according to Litchfield (1956) the administrative process is the way by which organizations make decisions and achieve goals.

It is impossible to separate policy formulation and decision making from organizational values. Therefore, Dennison (1995) suggests that

> value sets are not only applicable, but that they are also integral, to the policies and practices which colleges formulate to accomplish their missions ... A knowledge of values and the role they play in the college community is an important prerequisite to productive debate about why the institution exists, the principles which guide its operation, the bases upon which it resolves conflicts, and the yardsticks by which it measures its accomplishments. (p. 181)

Where the dominant philosophy (values) subscribes to the doctrine of efficiency as a choice of educational ends, supporting policies are likely to be functionalistic and rational in purpose. In a Newfoundland context, Doyle (1995) refers to <u>Adjusting the Course II</u> as a "document that openly informs and supports a given mind-set that sees education, in part, as a tool of economic development" (p. 8). Thus, in this case, policy drives the collection and analysis of achievement data as a performance indicator, untempered by the fact that the concept of achievement is ideologically driven by the values, beliefs and practices of "those who write policy documents" (Doyle, p. 9).

It is most unfortunate that the policy process--as "purposeful human conduct which would be an amalgam of theory (rationality, science) and values (morals, emotions, ethics)" (Hodgkinson, 1978, p. 55) and as the essential dynamic linkage between societal/economic goals and educational outcomes--is not effectively practised or understood. "The policy crisis now confronting the schools and colleges is virtually without precedent. Confusion rages over what policies are essential and their best means of accomplishment" (Rubin, 1984, p. 7). This confusion flourishes in the aftermath of government white papers, royal commissions, economic distress and the self-serving rhetoric of other interest groups such as churches and unions. Notably absent in this malaise is the moral philosophic leadership required to make sense of these enigmas.

The policy process is not a simple or value-neutral process. Ratsoy (1976) says that effective policy is based on "careful consideration of political, legal,

economic, demographic, ecological, cultural, social, and technological conditions that impinge upon schools and school systems" (p. 4). For example, Bogue in 1993 traced the shifts in public policy interests relative to higher education from expansion and equity of access in the 1960s and 1970s to quality concerns in the 1980s and finally to institutional effectiveness in the 1990s (cited by Donsky, 1994, p. 5).

Hodgkinson (1978) reminds us "that it is impossible to free decision processes of the value component" (p. 48-66). This is particularly true in educational systems and organizations where there is more ambiguity than clarity about organizational goals and there is significant uncertainty about cause and effect relationships. It is also true in the institutional effectiveness debate when there is uncertainty about the appropriate indicators of institutional performance.

Synthesis of Major Points

13.1   A college which includes commitment to quality, effectiveness and accountability in their mission statements must have policies and processes which support these values; that is, operational goals must reflect official goals in practice or effectiveness cannot be assessed.

Policy and Accountability

Colleges are creations of provincial governments and in many ways are directed and accountable to government for performance in relation to their mandate and mission. Colleges have institutional policies which guide the operation

of the institute in pursuit of these goals. Policies, then, are instruments of governance:

- A policy is an authoritative determination, by a governing authority, of a society's intents and priorities and an authoritative allocation of resources to those intents and priorities.

- A policy is also an authoritative guideline to institutions governed by the authority (and persons who work in them) as to what their intents are to be and how they are to set out to achieve them (Downey, 1988, p. 10).

Here there is clearly a latent and potent relationship between policy and institutional performance. It is the process of performance analysis which Downey (1998) says can be descriptive, appraisive and anticipatory that informs the policy making process. It is the data induced and managed policy change process which brings about improved institutional performance and effectiveness.

Quality service organizations which have customer service and satisfaction as a primary focus must have policies which enable the achievement of these outcomes. Moreover, the assessment of these outcomes must inform policy analysis activities ... "that generates and presents information in such a way as to improve the basis for policy-makers to exercise their judgment" (Quade cited by Downey, 1988, p. 40).

When a public college adopts stakeholder satisfaction as a core indicator of institutional effectiveness, policy becomes philosophy-in-action and the relationship between policy and performance becomes inextricably entwined. The American Association of Community Colleges (1994) takes this position:

Core indicators improve performance in significant ways beyond the
act of assessment. They help community colleges focus on important
matters, on those activities within the educational enterprise that are
most indicative of and important to student success. They also help
colleges become less self-referential to listen more rigorously to those
they serve. At the same time, the use of core indicators results in
information that increases the public's understanding and trust of
community colleges, especially at the policy level, making it more
likely that external decision-making groups will hold our institutions
accountable on matters that are appropriate and substantive. (p. 6)

Aside from policy as an expression of organizational value and intent, policy
is connected to performance in another significant way. This has to do with
accountability--accountability to the institute's primary stakeholders. In the college
environment, this would be called an educational guarantee or warranty.
"Educational guarantees are relative new comers to the mechanisms by which
community colleges are measuring and demonstrating accountability and quality"
(Cohen & Brawer, 1994, p. 254).

During the 1994-95 academic year, Eastern College developed a policy which
was to provide a guarantee of success to students:

Eastern College warrants that all persons who are accepted, register,
and continue registration as students in a college learning activity will
be successful in meeting both the prescribed learning activity
objectives and their personal learning goals and objectives. (Internal
College Report, 1995)

This policy was not adopted and implemented by the College because the
management team felt it would be impossible to administer (Reid, June 1996).

At Fox Valley Technical College, a policy has been established to design pay-
back guarantees for individuals who are not satisfied with a course or program in
the College. "A guaranteed satisfaction plan will be instituted in college programs

to provide assurance that each student's expectations will be fulfilled" (Spanbauer, 1987, p. 188).

This policy which provides assurance of quality and satisfaction also provides a mechanism for redress. Redress could include a refund of tuition fees or the opportunity to repeat courses at no further cost. The following Fox Valley policy was implemented as a guaranteed retraining policy in 1990:

> Fox Valley Technical College guarantees up to six free credits of additional instruction PLUS other student services to graduates of programs of at least one year in length who do not obtain employment in their program or related area within six months of graduation. (Internal Document, Fox Valley Technical College, 1990)

What is important here is institutional commitment to quality, effectiveness and stakeholder satisfaction. The Institutional Effectiveness Framework which this paper proposes commits Eastern College to accountability to its primary stakeholders for its performance and their satisfaction . . . guaranteed.

Synthesis of Major Points

14.1   Service organizations such as public colleges that have stakeholder satisfaction as a primary focus must have policies which hold the organization accountable for the achievement of these outcomes.

Summary of Major Points

The major points that have been synthesized in each of the preceding sections form the basis of the Framework for Institutional Effectiveness. In order to clarify the development process, the major points are restated below. The specific application of these points to the Framework is shown in Table 4.

1.1   Structural change is viewed by those in authority as the primary solution to organizational problems.

1.2   The structural frame perspective is particularly applicable to organizational efficiency and conditions of scarce resources.

1.3   Public colleges have no defence against top down structural change when they cannot demonstrate public support for and stakeholder satisfaction with the service they provide.

2.1   Public colleges are challenged by the need to demonstrate effective and efficient response to the expectation (mandate) of the sponsoring stakeholder (government).

2.2   An organizational model designed for "quality" may not in itself ensure effectiveness.

3.1   There is general confusion about the definition, measurement and interpretation of performance indicators.

3.2   Effectiveness indicators are management tools which are institutionally specific.

4.1   When appropriate models are lacking, administrators turn to quantifiable factors such as enrollments and expenditures. A framework is needed for assessing effectiveness which is specific to the college and its mission.

4.2   Consensus is needed among the various stakeholders about what constitutes a core indicator of effectiveness in colleges and how that relates to policy and process.

5.1 Organizations which rely solely on the structural frame are likely to be less effective. Effective organizations require a multiple frame perspective.

6.1 Policy operationalizes mandate, mission and resource allocation, defines expectation and facilitates the assessment process.

7.1 The Institutional Effectiveness Framework developed by the author integrates the four main approaches (theories) to evaluating organizational effectiveness.

7.2 The establishment of a core indicator is critical to simplifying and guiding the research function associated with institutional effectiveness.

7.3 The American Association of Community Colleges have identified stakeholder satisfaction as a core indicator of institutional effectiveness in public colleges.

8.1 Canadian colleges have both an internal and external requirement for assessing institutional performance.

8.2 Canadian colleges agree that students are the colleges' primary customers (stakeholder).

8.3 Canadian colleges agree that stakeholder satisfaction is an indicator of institutional effectiveness.

9.1 Education is a unique service where the expectation and satisfaction of the customer (student) are fundamental to assessment of the service.

10.1   Students are not the only stakeholders and customers of public
       colleges.

10.2   Other stakeholders of the public college system include government,
       college employees and employers.

11.1   A customer focus by itself does not assure quality service or
       effectiveness. There must be strategies and policies in place for
       defining and satisfying customer expectations.

11.2   Continuous impovement is critical to maintaining effectiveness.

12.1   Measuring and bench marking stakeholder satisfaction provide the
       basis for continuous improvement and strategic change.

13.1   A college which includes commitment to quality, effectiveness and
       accountability in its mission statement must have policies and
       processes which support these values; that is, operational goals must
       reflect official goals in practice or effectiveness cannot be assessed.

14.1   Service organizations such as public colleges that have stakeholder
       satisfaction as a primary focus must have policies which hold the
       organization accountable for the achievement of these outcomes.

Although Table 4 connects the summary of major points and explains how
they inform the Framework, each page of the Framework document is further
discussed in order to clarify application and assist interpretation.

Page 1 provides the source of identification and ownership for the
Framework. It proclaims that Eastern College has adopted a model for assessing its

effectiveness which utilizes stakeholder satisfaction as the key indicator. The Framework, like effectiveness, is specific to the institution and its mission.

Page 2 provides purpose and philosophy. It includes introductory information to stakeholders concerning the College and the Framework. The commitment to accountability, quality, effectiveness and satisfaction is communicated thus establishing stakeholder expectation.

Page 3 graphically represents the major elements in the Framework and shows their relationship. It connects what the College supposed to do (expectation) by administrative processes and policies to an assessment strategy designed to evaluate stakeholder satisfaction. The continuous improvement loop could mean improved service, amended policies, reallocated resources or a revised mission and mandate. This multi-frame, multi-constituency perspective should enable the College to demonstrate public support for and stakeholder satisfaction with the service it provides.

Page 4 defines the major Framework elements (Mandate, Mission, Policy, Resources and Assessment) and informs their interpretation as integrated, interactive components of the Framework.

Page 5 provides a statement of guiding principles. It is the basis of the philosophic position (values) from which the Framework is operationalized.

Page 6 graphically integrates elements critical to both TQM and the Organizational Effectiveness Framework. While these two paradigms are not the same, they are complementary; both have stakeholder (customer) satisfaction as a

central focus. The TQM contributions such as scientific method (data collection and assessment), leadership (mandate and mission) and team process (collaboration in assessment and improvement) are fundamental to the philosophy of the Framework.

Page 7 states the purpose and mandate of the College system and the expectation of the sponsoring stakeholder - government. It is the first and last point of reference for public colleges wishing to demonstrate effectiveness.

Page 8 elaborates the official mission and goals of the Post-Secondary Division of the Department of Education. This gives further definition to the mandate and provides further direction (expectation) to colleges. Since the Department of Education represents Government as the sponsoring stakeholder, these goals should be included in the College's assessment strategy.

Page 9 describes the mission and goals of Eastern College. These should reflect the expectation of the sponsoring stakeholder but remain unique to the College. The College mission should be shaped by the needs and expectations of all its stakeholders, especially students.

Page 10 illustrates groups of stakeholders, primary stakeholders, their roles and their relationship. This informs the data collection, assessment and reporting processes for implementing the framework. This is not intended to be rigid and inflexible and may need to be modified in certain operational environments such as when the collaborating and sponsoring stakeholder is an agency of the Federal Government.

Page 11 provides an assessment methodology which clarifies how, where and how often stakeholder satisfaction levels are assessed. The process includes both internal and external reviews. The internal review is specifically applicable to the implementation and operation of the Framework. The external review (audit) provides for accountability and objectivity from a perspective which resides outside the College.

Page 12 gives examples of policy which enable the implementation and operation of the Framework and which hold the College accountable to its primary stakeholders, its students. The educational warranties activated by these policies will require definition and administrative procedure. The nature of educational warranties and their administration are not addressed in this report.

Framework Validation

During the winter and spring semesters, 1996, student and faculty satisfaction levels in the Business Department at Clarenville Campus, Eastern College were assessed and bench marked. This helped to evaluate the use of satisfaction questionnaires and the data collection processes associated with this Framework. The data analysis and key findings are included in Appendix D.

The College President was asked to evaluate the Framework to determine its applicability to the Eastern College environment. In a letter dated July 1996, he endorsed the Framework as "very much in keeping" with the philosophy of the College and confirmed his "acceptance in principle" with the policies and procedures inherent in [it].

To determine applicability to a campus environment, the Campus and Area Director, Bonavista Campus, Eastern College, evaluated this Framework. In a letter dated July, 1996, she endorsed the Framework and indicated that "it should work well not only in assessing college and campus performance but also in assessing departmental performance."

The Quality Consultant at Eastern College was also asked to evaluate this Framework. In a letter dated July, 1996, he concluded that the Framework "facilitated data collection at all levels of the organization and among the various stakeholders."

The informed opinions of these internal stakeholders are critical to assessing the usefulness and applicability of this Framework to a public college environment. Copies of this correspondence are included in Appendix E.

The Framework

The research associated with this project and the development of this Framework for Institutional Effectiveness suggests that

(i)   Public colleges are client-service organizations which have formal requirements for assessing their effectiveness and accountability.

(ii)   Many colleges have not adopted an institutional effectiveness model.

(iii)   An effective college has a distinctive mission, is producing outcomes that meet and satisfy the expectations of its stakeholders and can document the outcomes it is producing as a reflection of its mission and legislated mandate.

(iv)   Stakeholder satisfaction in both public colleges and private organizations is a core indicator of effectiveness.

(v)   In public colleges in Canada, the student is the primary customer and stakeholder.

This Framework was developed specifically for Eastern College. It complements and enhances the TQM philosophy and practices already in place at the College. While the mandate and mission statements are products of the provincial post-secondary system and Eastern College, all other framework elements, guiding principles, assessment framework, methodology and policy were developed by the author for the purpose of this project.

The Framework document is in presentation format and designed to stand apart from the body of this report. It is ready for duplication, distribution and pilot implementation at Eastern College during the 1996-97 academic year.

STAKEHOLDER SATISFACTION

A FRAMEWORK

FOR

INSTITUTIONAL EFFECTIVENESS

AT

EASTERN COLLEGE

PREFACE

As a public institution, Eastern College recognizes that it must be accountable to its various stakeholders and sponsors. Establishing and reporting on this accountability involve processes which are external to the College and involve the requirements for annual reports and auditing.

As a public institution with a stated commitment to the principles and practices of Total Quality Management, Eastern College realizes the value of meeting and exceeding the expectations of its primary stakeholders who are the students which the College serves. The measurement, indexing and bench marking of customer satisfaction is critical to the continuous improvement process of the College.

The College's Policy Framework for Institutional Effectiveness enables stakeholder satisfaction as a core indicator of institutional effectiveness. The perceptions of students are central to this process and to strategic change which improves the satisfaction levels and the experience of students at Eastern College. The policies and the contextual framework are designed to ensure the assessment of stakeholder satisfaction and to ensure adjustment and remediation; that is, satisfaction guaranteed.

INSTITUTIONAL EFFECTIVENESS FRAMEWORK

EXPECTATION

MANDATE

MISSION

RESOURCES

POLICY

ASSESSMENT

SATISFACTION

3
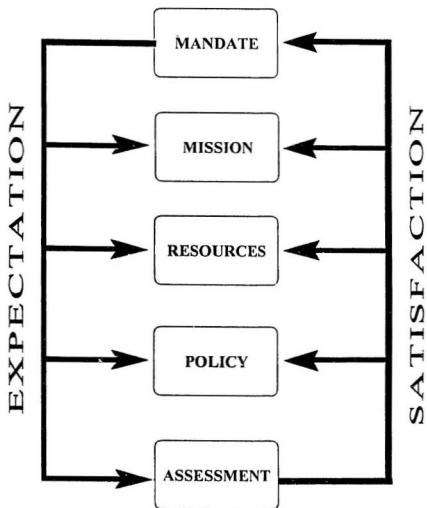
FRAMEWORK ELEMENTS

MANDATE — Public institutions are creations of governments and legislation. The College's Act defines the structure, mode of governance, responsibilities and the general socio/economic expectation of the organization.

MISSION — The mission statement interprets the mandate as the vision and official goals of the organization. It should represent the interpretation of the mandate by the internal and external stakeholders within the College's operating environment; that is, it reflects their expectation of the organization.

POLICY — A policy is a guideline for action with operationalizes the mandate, mission and goals of the organization and regulates the provision of its services. It is the essential dynamic linkage between organizational goals and customer satisfaction.

RESOURCES — These are enabling entities which must be allocated, administered and consumed in order to operationalize the service. It represents the cost of quality service but is not its sole determinant.

ASSESSMENT — The effectiveness of the institution in meeting the expectation of its customers and stakeholders is measured in terms of their satisfaction with the service provided. This information is used to guide change management, benchmark service quality and facilitate continuous improvement.

GUIDING PRINCIPLES

- ASSESSING INSTITUTIONAL EFFECTIVENESS IS PART OF A PROCESS INTERNAL TO THE COLLEGE DESIGNED TO IMPROVE PERFORMANCE AS DEFINED BY THE COLLEGE MANDATE AND MISSION.

- PUBLIC COLLEGES ARE CLIENT SERVICE ORGANIZATIONS THAT OPERATE IN A MARKET ECONOMY.

- EDUCATION IS A SERVICE

- STUDENTS ARE THE COLLEGE'S PRIMARY CUSTOMERS

- CUSTOMER PERCEPTION DEFINES SERVICE QUALITY, AND SERVICE QUALITY IS THAT WHICH SATISFIES CUSTOMER EXPECTATION.

- STAKEHOLDER SATISFACTION IS A CORE INDICATOR OF INSTITUTIONAL EFFECTIVENESS

INTEGRATING THE MODELS

TQM and Effectiveness

AN ACT RESPECTING COLLEGES OF APPLIED ARTS, TECHNOLOGY AND CONTINUING EDUCATION

3. The purpose of this Act is to establish and provide a framework for the administration and operation of colleges of applied arts, technology and continuing education in order to

        (a) promote, initiate, develop and deliver educational programs and services throughout the province appropriate to the economic and cultural diversity of the various regions;

        (b) respond to the needs of all sectors of society to enhance both personal and professional development and to further the economic development of the province;

        (c) ensure that the people of the province are provided with quality educational opportunities within a responsible fiscal and administrative framework;

        (d) provide access to a complete range of post-secondary programs; and

        (e) meet the needs of the labour market by assisting with the development of the skills of the labour force to respond to economic and technological change and to create a capacity for technology transfer.

5. A college shall

        (a) operate facilities which, in order to meet the needs of the persons in the region, shall provide programs leading to a certificate or diploma from the college;

        (b) provide facilities where courses and programs may be offered to persons in the region in respect of which a college is responsible for those courses and programs;

        (c) identify the educational needs of persons in the region and provide courses or programs to meet those needs;

        (d) identify the education and training requirements of the labour market of the province and provide courses or programs to meet those requirements; and

        (e) carry out those additional courses or programs that a board determines to be in the public interest.

Source: Colleges' Act, Government of Newfoundland and Labrador

MISSION STATEMENT

THE MISSION OF THE DEPARTMENT OF EDUCATION AND
TRAINING IS TO ENABLE AND ENCOURAGE EVERY INDIVIDUAL TO
ACQUIRE, THROUGH LIFELONG LEARNING, THE KNOWLEDGE,
SKILLS AND VALUES NECESSARY FOR PERSONAL GROWTH AND
THE DEVELOPMENT OF SOCIETY.

PROVINCIAL GOALS FOR POSTSECONDARY EDUCATION

Goal 1
> To develop a postsecondary system that is capable of effectively
> delivering education and training programs that meet the needs of
> the people of the Province.

Goal 2
> To improve accessibility to a comprehensive range of education
> and training opportunities on a geographical basis throughout the
> Province, and among special segments of the population such as
> women, the employment disadvantaged, the physically and
> mentally handicapped and the adult learner.

Goal 3
> To increase participation in postsecondary education and training.

Goal 4
> To ensure high quality and standards in the delivery of
> postsecondary education and training and to ensure that
> graduates of institutions are prepared, in terms of technical skills,
> problem-solving capabilities and job search and job holding skills,
> to pursue career opportunities.

Goal 5
> To improve effectiveness, cost efficiency and accountability
> throughout the post secondary education system.

Source: Post-Secondary Indicators, Dept. Of Education, Newfoundland

COLLEGE MISSION AND GOALS

MISSION STATEMENT

Eastern College provides lifelong learning opportunities to the people of its region and through meaningful partnerships, supports the social, cultural and economic development of the province. This mission is achieved through high quality, innovative instructional programs and services; professional growth of College employees; an educational environment that promotes collegiality; and a participatory style of management and governance.

COLLEGE GOALS

Based on the College's legislated mandate and the Mission, Eastern College has established the following goals:

1. To identify the learning needs of adults in the College region.

2. To provide programs in adult basic education, vocational and technical education, science and technology, business, applied arts, university/college transfer and personal development.

3. To assist the economic, social and cultural development of the province by providing applied research, technology transfer and continuing education in partnership with communities; community groups, business, industry and labour; government departments and agencies; and other educational institutions.

4. To design and deliver quality instruction in a manner that recognizes and meets the individual needs of students while fulfilling established educational standards and curriculum content requirements for occupational preparation, transfer to other institutions, personal development and external accreditation.

5. To provide and maintain a safe, comfortable and motivating learning environment.

6. To provide student services that enhance the learning experience and maximize the potential for student success and personal development.

7. To improve participation in post-secondary education by offering a comprehensive range of education and training opportunities in order to better serve all adults with special attention to improving the participation of those in society who have traditionally been under represented in post-secondary education.

Source: Eastern College, Strategic Plan, 1993

ASSESSMENT STRATEGY

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                    ┌──────────────┐
                    │ Stakeholders │
                    └──────────────┘
                           │
    ┌──────────┬───────────┴────┬──────────────┐
┌───────┐ ┌──────────────┐ ┌───────────┐ ┌──────────┐
│College│ │ Collaborators│ │ Community │ │ Customer │
└───────┘ └──────────────┘ └───────────┘ └──────────┘

                    ┌──────────────┐
                    │   PRIMARY    │
                    │ STAKEHOLDERS │
                    └──────────────┘
                           │
 ┌────────────┬────────────┴──────┬──────────────┐
┌──────────┐ ┌────────────┐ ┌───────────┐ ┌──────────┐
│EMPLOYEES │ │ GOVERNMENT │ │ EMPLOYERS │ │ STUDENTS │
└──────────┘ └────────────┘ └───────────┘ └──────────┘

                    ┌──────┐
                    │ Role │
                    └──────┘
                       │
 ┌──────────┬──────────┴─────┬──────────────┐
┌──────────┐ ┌──────────┐ ┌──────────┐ ┌──────────┐
│ Service  │ │ Service  │ │ Service  │ │ Service  │
│ Provider │ │ Sponsor  │ │ Market   │ │ Consumer │
└──────────┘ └──────────┘ └──────────┘ └──────────┘
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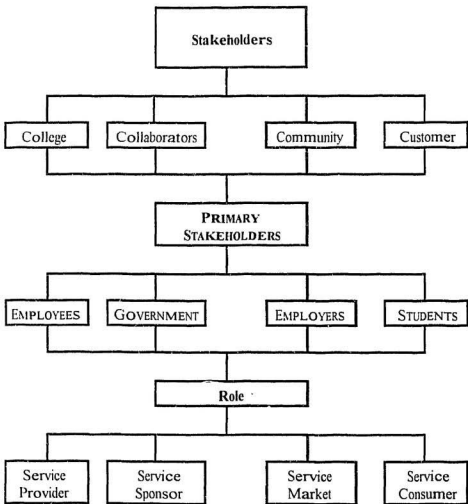
ASSESSMENT METHODOLOGY

STAKEHOLDER	HOW	WHERE	FREQUENCY
Customer	Satisfaction Survey	Point of Service	Monthly
Community	Satisfaction Survey	Employer	Annually
College	Satisfaction Survey	Campus	Bi-monthly
Collaborators	Audit	College	Tri-annually

The assessment of the core indicator stakeholder satisfaction is intended to produce data for internal use in college management. The audit is designed to function as a system indicator and as a tool for general public accountability. It is an external review which would be conducted by the Canadian Comprehensive Auditing Foundation (CCAF) which specializes in comprehensive auditing and the reporting of an organization's effectiveness by its management to governing bodies and stakeholders.

POLICY

Policy Statement: The vision and goals of Eastern College will be based on its legislated mandate and the expectations of its stakeholders.

Policy Statement: Administrative processes at Eastern College will be based on the principles and practices of Total Quality Management (TQM).

Policy Statement: Eastern College will determine the cost of quality for each area of service and strategically allocate resources to ensure service quality.

Policy Statement: Eastern College will utilize stakeholder satisfaction as a core indicator of institutional effectiveness.

Policy Statement: Eastern College will regularly measure, index and benchmark the satisfaction levels of its primary stakeholders.

Policy Statement: Subject to the provisions of the Educational Warranty, Eastern College guarantees up to six free credits of additional instruction to graduates of programs of at least one year in length who do not obtain employment in this program or related area within six months of graduation.

Policy Statement: Subject to the provisions of the Educational Warranty, Eastern College guarantees up to three free credits of additional instruction to graduates of programs of at least one year in length who within six months of employment find their skills deficient compared to those required by the employer.

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APPENDIX A

Quality Philosophy
of Eastern College

Total Quality Management
(TQM)

Leadership

Facilitator   Facilitator

*Customer
Satisfaction*

Scientific
Method

Team
Process

Facilitator
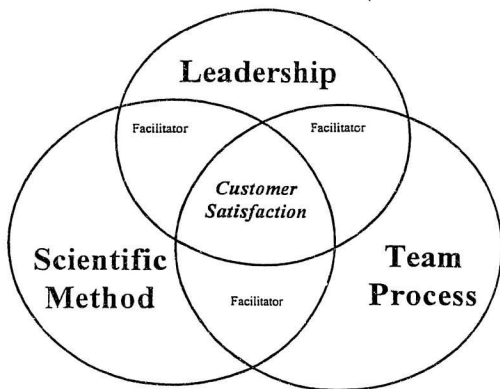
Quality Statement

Eastern College is dedicated to assuring learner success by creating an environment in which the highest priority is given to the quality of instruction, educational services and human resource development. All stakeholders are important partners in the pursuit of excellence in education.

Eastern College

QUALITY PLANNING AND DEVELOPMENT

Eastern College has adopted the principles of Total Quality Management. The operating philosophy inherent in this decision is founded on three basic beliefs:

- there must be a structured system for creating organization-wide participation in quality improvement;

- the management of an organization should make a conscious investment in helping people perform their jobs better by reducing fears and rewarding quality-causing efforts; and

- people must work together to generate objective data concerning the processes in which they work and then apply that knowledge to a systematic methodology for improvement.

The philosophy, management, and tools of this approach to quality provide a powerful set of means that will harness and direct the motivation for change in an organization.

TOTAL QUALITY MANAGEMENT (TQM)

The father of the quality revolution is generally acknowledged to be W. Edwards Deming, an American whose management principles helped Japan to become a world economic power. Deming stressed statistical process control (SPC) and had a 14-point process for managers to improve quality and productivity. The Deming approach is humanistic and treats people as intelligent human beings who want to do a good job (Cornesky et. al. 1992 and Mulligan 1992).

In addition to the 14-points for quality improvement, Deming offers an alternative way of viewing an organization based of four beliefs (Rhodes 1990). These components compare significantly to the four practical perspectives (frames) proposed by Bolman and Deal (1991) - the structural, human resource, political and symbolic frames. The four basic beliefs or components of profound knowledge, as Deming would call them, address: (Melvin 1991, p. 16)

* *Psychology.* Deming believes that people are purposeful, cognitive beings with an intrinsic desire to learn and be innovative, and that each individual has the right to enjoy his or her work and be successful. (*The human resource frame*)

* *Systems.* Deming believes that all organizations should be viewed as systems whose activities must be aimed at fulfilling the mission of the organization. The task of management is to optimize the whole. (*The structural frame*)

* *Perceptual Framework.* Deming believes that knowledge is constructed from experience bound within a framework of theories and beliefs. Everyone within the organization needs the same theoretical roadmap. (*The symbolic frame*)

* *Causes of Variance.* Deming believes that 80 to 90 percent of the variation from expected outcomes is a result of problems within the system or process, not the worker. To lessen the occurrence of variations, the system must be modified. (*The political frame*)

Other individuals who were especially influential in heading the quality revolution were Joseph Juran and Philip Crosby (Cited by Cornesky et. al. 1992).

Kim (1991) has described Total Quality Management as a "thought revolution in management" where the voice of the customer provides the information an organization must have to remain responsive (cited by Rhodes 1992). Rhodes contends that Total Quality Management connects the "where-we-are-ness" of daily practices (reality) to the "where-we-want-to-go-ness" found in the organization's goal (vision). He has adopted this definition of TQM:

> Total Quality Management is a value-based, information-driven management process through which the minds and talents of people at all levels are applied fully and creatively to the organization's continuous improvement (p. 80).

Eastern College of Applied Arts and Technology has adopted the following definition for TQM:

> Total Quality Management is a participatory management philosophy which focuses totally on customer satisfaction through the creation of an environment where all employees strive for continuous improvement.

The Fox Valley Technical College in Appleton, Wisconsin, adopted a continuous improvement "Quality First" process model based mainly upon the quality philosophy of Philip Crosby. During visits by Eastern College staff in 1990 and subsequent visits in 1992, it became evident that the practices and strategies of Quality Improvement used so successfully in business and industry could be used in the provision of educational services and the development and delivery of instructional programs. During this period, the theories and philosophies of Quality Management gurus such as Juran, Crosby, Deming and Ishikawa were examined and evaluated as to their adaptability to the educational environment of Eastern

College. It became clear that although there were some distinct differences in their philosophies, there were some common principles.

It also became evident that Eastern College would not be able to adopt a canned quality improvement model of another organization and expect its implementation to be successful. Consequently, in September 1992, the Senior Management Committee adopted a Total Quality Management philosophy.

To realize the goals and objectives of this philosophy and paradigms, a model was developed based mainly upon the philosophy of Philip Crosby. It was felt that this model was best suited to the educational services and programs offered by Eastern College. The following elements were identified in the TQM Model for Continuous Quality Improvement:

* OBTAIN MANAGEMENT COMMITMENT

* DEVELOP A LONG-TERM STRATEGIC PLAN

* PROVIDE EDUCATION AND TRAINING

* IMPROVE COMMUNICATIONS

* PROMOTE EMPLOYEE INVOLVEMENT

* ESTABLISH A REWARD AND RECOGNITION SYSTEM

* ANALYZE THE COST OF QUALITY

* MEASURE ORGANIZATIONAL EFFECTIVENESS

* ANALYZE THE MANAGEMENT OF PROCESSES

* IDENTIFY AREAS FOR IMPROVEMENT

* ESTABLISH COMMUNITY RELATIONSHIPS

Over the past three years, there has been some efforts made to realize these goals at Eastern College. These include the establishment of a full-time Quality

Planning Consultant, the development of a long-term Strategic Plan, a Mission Statement and College Goals. These efforts have been instrumental in establishing the direction and focus for Eastern College. Efforts have also been made in developing and adopting a Quality Improvement Model, a Quality Council and in measuring the organizational climate and the satisfaction of internal and external customers.

What is TQM?

Total Quality Management is a Participatory Management Philosophy which focuses totally on customer satisfaction through the creation of an environment where all employees strive for continuous improvement.

APPENDIX B

FACULTY OF EDUCATION

Memorial University of Newfoundland

Faculty Committee for Ethical Review of
Research Involving Human Subjects

CERTIFICATE OF APPROVAL

Investigator: *Mr. Steve C. Quinton*

Investigator's Workplace: *Faculty of Education, MUN*

Supervisor: *Dr. Bruce Sheppard*

Title of Research: *"Institutional effectiveness at Eastern College : a perception of stakeholder satisfaction"*

Approval Date: *23/04/96*

The Ethics Review Committee has reviewed the protocol and procedures as described in this research proposal and we conclude that they conform to the University's guidelines for research involving human subjects.

Walter Okshevsky, Ph.D.
Chairperson
Ethics Review Committee

Members: Dr. Ed Drodge
Dr. David Reid
Dr. Henry Schulz
Dr. Glenn Sheppard
Dr. Amarjit Singh
Dr. Stephen Norris (ex-officio)
Dr. Walter Okshevsky

INSTITUTIONAL EFFECTIVENESS
QUESTIONNAIRE

A Graduate Studies Project

Please Complete and Return Answer Sheet to

S. C. Quinton
Campus and Area Director
Clarenville Campus
Eastern College of Applied Arts, Technology
and Continuing Education
P. O. Box 308
Clarenville, NF
A0E 1J0

email: squinton@turner.enstcoll.nf.ca

CONSENT FORM

My name is Steve Quinton. I am a graduate student and the Campus and Area Director at Clarenville Campus of Eastern College, Newfoundland. This is a request for your consent to participate in a qualitative study of the practice of assessing institutional effectiveness in public colleges. The study is being conducted with the support of Eastern College and in partial fulfilment of a M.Ed. in Leadership at Memorial University of Newfoundland.

The attached questionnaire is being distributed to college presidents in Canada who are members of Association of Canadian Community Colleges. The purpose of the study is to clarify the nature of current practice and to inform the concept of stakeholder satisfaction as a policy base for measuring institutional effectiveness. The findings will contribute to a Policy Handbook for assessing institutional effectiveness at Eastern College.

All information gathered in the study is strictly confidential and at no time will individuals or colleges be identified. Participation is entirely voluntary; should you participate, you may decline to answer any question on the study questionnaire. The results of the study will be made available to you upon request.

This study meets the ethics guidelines of the Faculty of Education and Memorial University. If you have any questions, please do not hesitate to contact me (709) 466-0302 or my project supervisor, Dr. Bruce Sheppard, (709) 737-4460. If at any time you wish to speak to a resource person not associated with the study, please contact Dr. Stephen Norris, Associate Dean, Research and Development, MUN (709) 737-3402.

Your participation is limited to the completion of this one-time, 2-page questionnaire, which will require approximately 15 minutes of your time. If you agree to participate, please indicate your consent by signing below on both copies of this form. Please retain one copy and return the other to the undersigned along with the completed answer sheet for the questionnaire. Raw data associated with this study will be disposed of by December 31, 1996.

Please accept my sincere thanks in anticipation of your cooperation and participation in this study.

_____
S. C. (Steve) Quinton, Researcher

STATEMENT OF UNDERSTANDING AND CONSENT

I, _____, signify my willingness to participate in the study to clarify the nature of current practice and to inform the concept of stakeholder satisfaction as a policy base for assessing institutional effectiveness by completing the study questionnaire. I understand that anonymity of the individual and the College is assured, both while the study is in progress and in the final report.

Date _____   Signed _____

INSTITUTIONAL EFFECTIVENESS SURVEY

Instructions:

1.   Please record all answers on the answer sheet provided.

2.   Do not write your name on the answer sheet.

3.   All information is strictly confidential.

4.   Please return by mail or fax (709-466-2771)

Definitions

Accountability	Measures if the institution is fiscally responsible and how well it lives up to its mandate and the expectations of stakeholders. This is largely a quantitative data gathering and reporting process which is time-referenced.
Efficiency	Measures the cost of attaining a given goal and how the resources are used to obtain the desired results; that is, the cost/benefit ratio incurred in pursuit of these goals. This is largely a quantitative data gathering and reporting process which is time-referenced.
Effectiveness	Measures if the institution is achieving its specific mission and the attendant operative goals and objectives; that is, doing the right thing. This is both a qualitative and a quantitative process combining fact and value in the continuous measurement and benchmarking process.
Benchmarking	Establishes terms of reference for other performance indicators. It seeks to answer the critical question "Effectiveness compared to what?" and enables institutional effectiveness as a change management tool.

Institutional Effectiveness Survey

SECTION A

Please provide classifying information by checking the appropriate box on the answer sheet.

SECTION B

Read the questions carefully. Then, respond to each of the following questions by circling the number of the response, on the answer sheet provided, which best applies to the situation in your college or represents your perception.

1.   To a very little extent
2.   To a little extent
3.   To some extent
4.   To a great extent
5.   To a very great extent

In your College . . .

1.   ...   there is a formal (external) requirement for measuring and reporting accountability.

2.   ...   there is a formal (internal) requirement for measuring and reporting effectiveness.

3.   ...   an institutional effectiveness model has been adopted.

4.   ...   an institutional effectiveness assessment has been completed.

5.   ...   measuring institutional effectiveness is an integral part of the planning and change management process.

6.   ...   there is uncertainty about institutional effectiveness, what should be measured and how.

7.   ...   institutional performance reports are based largely on quantitative data.

8.   ...   the tenets and processes of quality management (TQM) are practiced.

9.   ...   there are resources dedicated to measuring quality and benchmarking.

10.   ...   achievement of the College mission is determined by a formal evaluation process.

Institutional Effectiveness Survey

In your opinion . . .

11. . . . students are the College's primary customers.

12. . . . public colleges are client service organizations that operate in a market economy.

13. . . . customer satisfaction would be an adequate indicator of overall institutional effectiveness.

14. . . . employee satisfaction would indicate institutional effectiveness.

15. . . . external stakeholder satisfaction would indicate institutional effectiveness.

16. . . . perceptions based on experience is a better indicator of institutional effectiveness than quantitative data.

17. . . . perceptions of service quality is a good indicator of customer satisfaction.

18. . . . customer satisfaction questionnaires are appropriate for use in post-secondary education.

19. . . . customer satisfaction surveys would facilitate the evaluation of program or department effectiveness.

20. . . . measuring customer satisfaction is a scientific process with a high degree of validity and reliability.

INSTITUTIONAL EFFECTIVENESS SURVEY

Answer Sheet

SECTION A

| Public ☐ | Private ☐ | Urban ☐ | Rural ☐ |

Applied Arts & Technology ☐   Community College ☐

Institute ☐   CEGEP ☐   Other ☐

Certificate ☐   Diploma ☐   Degree ☐

SECTION B

1.	1	2	3	4	5		11.	1	2	3	4	5
2.	1	2	3	4	5		12.	1	2	3	4	5
3.	1	2	3	4	5		13.	1	2	3	4	5
4.	1	2	3	4	5		14.	1	2	3	4	5
5.	1	2	3	4	5		15.	1	2	3	4	5
6.	1	2	3	4	5		16.	1	2	3	4	5
7.	1	2	3	4	5		17.	1	2	3	4	5
8.	1	2	3	4	5		18.	1	2	3	4	5
9.	1	2	3	4	5		19.	1	2	3	4	5
10.	1	2	3	4	5		20.	1	2	3	4	5

A P P E N D I X C

An Institutional Effectiveness Framework
For Public Colleges

EXPECTATION

MANDATE

MISSION

RESOURCES

POLICY

ASSESSMENT

SATISFACTION
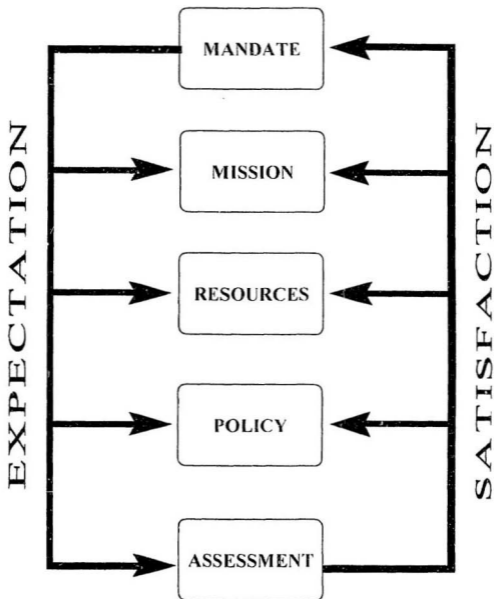
APPENDIX D
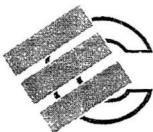
Eastern College

of Applied Arts, Technology and Continuing Education

Clarenville Campus

Business Studies
Review

INTRODUCTION

In June 1995, a survey was designed to examine the extent of concerns and issues expressed by Business Studies students and faculty of Eastern College. The survey also provided information to support the *Provincial Business Studies Review* which was ongoing at the same time. The findings and recommendations of the report were tabled and circulated to those involved.

This is a follow-up report to the survey conducted in June 1995.

METHODOLOGY

The survey instruments (Appendix A & Appendix B) were developed for both students and faculty. They consist of 23 and 26 questions for faculty and students, respectively, using the Liken scale. One open-ended question at the end of each survey provided both faculty and students the opportunity to comment on anything not addressed in the survey. The indicators being evaluated include program content/design, resources, self-directed delivery method, roles of the facilitator, and student work habits. Several additional questions were added to the follow-up survey to examine the effectiveness of testing centres.

PROCEDURE

The survey was completed over a three-week period in December 1995 and January 1996. A total of 251 full-time students and 28 faculty were surveyed. Data analysis was performed using the Statistical Package for Social Sciences (SPSS). Average scores are tabulated for each question. For the Student Satisfaction Survey, results are tabulated within each program (Business Administration, Office Administration, and Microcomputer Applications) on a College-wide and Campus basis. (*The Entrepreneurial Studies program and Banking and Financial Services program are combined with the Business Administration program.*) For the Faculty Satisfaction Survey, results are tabulated on a College-wide and Campus basis. No program breakdown is provided for faculty.

As in the June 1995 report, a benchmark average of 3.00 is established. Scores ≤ this average are identified as areas of concern.

In comparing the June 1995 report to the January 1996 follow-up report, the mean (average) scores are subtracted. This difference between average scores is the benchmark used to identify areas of concern. A benchmark difference of ≥ .50, which represents an improvement of 12.5%, has been established.

Refer to the example below:

	Jan 1996	June 1995	difference
Question #1	3.250	2.500	+ .750
Question #2	3.750	3.500	+ .250
Question #3	4.000	4.250	- .250

Average scores are given for three questions in the June 1995 and January 1996 surveys. The purpose of the comparison is to see how much, if any, the scores of the January 1996 survey have improved over the scores of the June 1995 survey. This is an attempt to measure or evaluate the initiatives implemented since the June 1995 survey.

When comparing areas of improvement (differences of scores), it is important to keep in mind the base scores (the scores from the June 1995 survey). Obviously, there will be more room for improvement if the base score (from the June 1995 survey) is low, i.e. 2.50, than compared to a higher score, i.e. 4.50, where there is little room for improvement. These "improvements" or increases in scores are based on a five-point scale.

Also, It is important to remember that there are several survey questions in which a high or low score cannot be interpreted as a favourable or unfavourable response, i.e. "Do you feel the required workload is heavy?" For the majority of questions, higher scores may be interpreted as more favourable responses.

A list of "Key Findings" is included at the beginning of every Campus report as well as the College report. These findings are based on the established benchmarks.

COLLEGE REPORT

College Key Findings

1. Scores for all areas of the Student Satisfaction Survey have increased since the last report

2. Students, particularly in the Business Administration program, and faculty indicate that the time frames are not adequate to cover the program material.

3. Students indicate that the workload is heavy.

4. Students are very satisfied with the physical environment and scheduling flexibility of the Test Centre.

5. Seventy-eight percent of students receive orientation to the self-directed learning process. Ninety-three percent of faculty indicate that students receive orientation. These students are only marginally satisfied with the orientation process

   Faculty are not satisfied with their orientation to the self-directed learning method.

6. Students use their learning guides and find them useful. Faculty do not have this perception.

7. Business Administration students indicate that the classroom environment is not conducive to learning.

8. Students indicate that there is not sufficient direction provided for them.

9. All students are required to be involved in an Individual Student Learning Plan. The percentages for this are low.

10. Students indicate that instructors are available to students and use a wide variety of instructional techniques when explaining difficult topics.

11. Faculty indicate that they provide adequate feedback to students and use a variety of instructional techniques when explaining difficult topics.

12. Students are more satisfied with the Office Administration program than with the Business Administration program. This is reflected consistently in all areas of the survey

13. Students indicate that they are using their classroom time to maximum benefit; however, faculty do not indicate this to the same degree.

College Program Totals
Comparison: January/June

Question	Business Administration			Office Administration			College Total		
	Jan	June	+/-	Jan	June	+/-	Jan	June	+/-
Program Content/Design									
1. Are the time frames *adequate* to cover the program material?	2.25	1.62	0.63	3.13	2.16	0.96	2.65	1.90	0.75
2. Do the tests, assignments, and projects *accurately* reflect the program material?	3.88	3.47	0.41	4.17	3.56	0.61	4.01	3.51	0.50
3. Does the program material develop and flow in a *logical* way?	3.50	3.26	0.25	3.87	3.15	0.72	3.70	3.23	0.47
4. Do you feel the required workload is *heavy*?	4.28	4.54	n/a	3.77	4.10	n/a	4.04	4.31	n/a
5. How much of a *workload* did you anticipate?	3.58	3.57	0.01	3.78	3.50	0.28	3.65	3.53	0.12
Resources									
6. Is shop/lab equipment available for your use as required?	3.51	n/a	n/a	4.01	n/a	n/a	3.69	n/a	n/a
7. How would you rate the physical environment of the Lab a Centre?	3.95	n/a	n/a	4.21	n/a	n/a	4.06	n/a	n/a
8. Is the flexibility of test scheduling sufficient to meet your needs?	3.93	n/a	n/a	4.38	n/a	n/a	4.17	n/a	n/a
Self-Directed Delivery Method									
9. Did you receive any *orientation* to the self-directed learning method?	68%	53%	15%	96%	63%	33%	78%	59%	19%
10. Were you *satisfied* with your orientation to this delivery?	3.02	2.19	0.83	3.69	2.54	1.15	3.38	2.41	0.96
11. Do you *use* your learning guides?	3.74	3.39	0.35	4.31	3.91	0.40	3.91	3.66	0.36
12. Do you find the learning guides *useful*?	3.61	3.01	0.60	4.28	3.38	0.91	3.91	3.21	0.72

	Business Administration			Office Administration			College Total		
	Jan	June	+/-	Jan	June	+/-	Jan	June	+/-
13. Does this delivery method provide greater *flexibility* for students?	3.60	3.15	0.44	3.66	3.27	0.59	3.72	3.22	0.50
14. Is the classroom environment *conducive* to learning?	2.99	2.51	0.48	3.58	2.88	0.71	3.27	2.69	0.58
15. Is *sufficient* direction provided for the student?	3.15	2.35	0.79	3.58	2.59	1.00	3.34	2.50	0.84
16. Are you involved in an *Individual Student Learning Plan*?	63%	38%	25%	74%	30%	44%	66%	34%	32%
17. Does this Plan provide additional *direction* in the program?	3.46	2.72	0.73	3.73	2.67	1.06	3.58	2.77	0.82
18. Are you involved in an *Individual Student Learning Contract*?	21%	n/a	n/a	23%	n/a	n/a	21%	n/a	n/a
19. Does this Contract provide additional *direction* in the program?	3.67	n/a	n/a	3.52	n/a	n/a	3.59	n/a	n/a
Role of Facilitator									
20. Do you receive *adequate* feedback from your instructor on your progress?	3.71	3.25	0.45	4.12	3.44	0.68	3.88	3.40	0.48
21. Is your instructor *available* to you during regular class hours?	3.83	3.03	0.80	3.96	2.86	1.10	3.88	3.01	0.87
22. Does your instructor use a *variety of instructional techniques* when explaining difficult topics?	3.24	2.44	0.80	3.60	2.33	1.26	3.39	2.47	0.92
Student Work Habits									
23. How many *hours of work* per week do you spend on your program inside the classroom?	23.19	27.29	n/a	27.06	28.15	n/a	25.28	27.44	n/a
24. How many *hours of work* per week do you spend on your program outside the classroom?	10.63	17.19	n/a	8.21	13.95	n/a	9.51	15.48	n/a
25. How many *hours of work* per week do you spend on your program at home?	15.45	n/a	n/a	12.95	n/a	n/a	14.30	n/a	n/a
26. Do you use classroom time to your *maximum benefit*?	4.06	4.03	0.03	4.46	4.43	0.03	4.27	4.21	0.07

represents an increase of .00 - .50 since last report   represents a decrease since last report

CLARENVILLE CAMPUS

Clarenville Key Findings

1. Students, particularly in the Business Administration program, indicate that the time frames are not adequate to cover the program material.

2. Business Administration students indicate that the workload is heavy

3. Students and faculty are satisfied with the Test Centre and its scheduling flexibility. They are also satisfied with its physical environment.

4. Ninety-two percent of students receive orientation. These students are satisfied with this process.

   Faculty indicate that 100% of students receive orientation. Faculty are satisfied with the student and instructional orientation process to the self-directed learning method.

5. Students use their learning guides and find them useful. Faculty did not have this perception

6. Business Administration students indicate that the classroom environment is not conducive to learning.

7. All students are required to be involved in an Individual Student Learning Plan. The percentages fall below this requirement.

8. Student indicate that they use their classroom time to maximum benefit; however, faculty indicate that students do not always maximize their classroom time.

Clarenville Campus
Comparison: January/June

Question	Business Administration			Office Administration			Campus Total		
	Jan	June	+/-	Jan	June	+/-	Jan	June	+/-
Program Content/Design									
1. Are the time frames *adequate* to cover the program material?	2.63	2.14	0.49	3.32	2.00	1.32	2.92	2.12	0.80
2. Do the tests, assignments, and projects *accurately* reflect the program material?	3.74	3.45	0.29	4.32	3.14	1.18	3.98	3.34	0.64
3. Does the program material develop and flow in a *logical* way?	3.63	3.48	0.15	4.00	3.10	0.90	3.78	3.42	0.37
4. Do you feel the required workload is *heavy*?	4.20	4.48	n/a	3.64	4.29	n/a	3.97	4.31	n/a
5. How much of a *workload* did you anticipate?	3.63	3.65	-0.03	3.52	3.29	0.23	3.58	3.46	0.12
Resources									
6. Is shop/lab equipment available for your use as required?	4.07	n/a	n/a	4.32	n/a	n/a	4.18	n/a	n/a
7. How would you rate the physical environment of the Test Centre?	4.00	n/a	n/a	4.44	n/a	n/a	4.18	n/a	n/a
8. Is the flexibility of test scheduling sufficient to meet your needs?	4.09	n/a	n/a	4.60	n/a	n/a	4.30	n/a	n/a
Self-Directed Delivery Method									
9. Did you receive any *orientation* to the self-directed learning method?	89%	83%	6%	96%	81%	15%	92%	84%	8%
10. Were you *satisfied* with your orientation to this delivery?	3.68	3.17	0.50	4.08	3.30	0.78	3.85	3.30	0.55
11. Do you *use* your learning guides?	3.86	3.62	0.24	4.48	3.43	1.05	4.12	3.64	0.48
12. Do you find the learning guides *useful*?	3.74	3.45	0.29	4.48	3.14	1.34	4.05	3.38	0.67

	Business Administration			Office Administration			Campus Total		
	Jan	June	+/-	Jan	June	+/-	Jan	June	+/-
13. Does this delivery method provide greater *flexibility* for students?	3.54	3.82	0.28	3.88	3.48	0.40	3.68	3.63	0.05
14. Is the classroom environment *conducive* to learning?	2.89	3.11	0.22	4.04	3.48	0.56	3.37	3.13	0.23
15. Is *sufficient* direction provided for the student?	3.66	3.00	0.66	3.96	3.62	0.34	3.78	3.26	0.52
16. Are you involved in an *Individual Student Learning Plan*?	74%	21%	53%	88%	19%	69%	80%	23%	57%
17. Does this Plan provide additional *direction* in the program?	3.54	3.43	0.11	4.04	3.33	0.71	3.77	3.60	0.17
18. Are you involved in an *Individual Student Learning Contract*?	11%	n/a	n/a	36%	n/a	n/a	22%	n/a	n/a
19. Does this Contract provide additional *direction* in the program?	3.75	n/a	n/a	4.10	n/a	n/a	4.00	n/a	n/a
Role of Facilitator									
20. Do you receive *adequate* feedback from your instructor on your progress?	3.66	3.59	0.07	4.32	3.71	0.61	3.93	3.84	0.10
21. Is your instructor *available* to you during regular class hours?	4.11	4.00	0.11	4.12	3.86	0.26	4.12	4.07	0.05
22. Does your instructor use a *variety of instructional techniques* when explaining difficult topics?	3.46	2.71	0.74	3.96	3.10	0.86	3.66	3.18	0.48
Student Work Habits									
23. How many *hours of work* per week do you spend on your program inside the classroom?	23.77	24.14	n/a	26.96	25.67	n/a	25.10	24.02	n/a
24. How many *hours of work* per week do you spend on your program outside the classroom?	9.73	13.72	n/a	5.96	11.05	n/a	8.14	12.62	n/a
25. How many *hours of work* per week do you spend on your program at home?	14.52	n/a	n/a	10.28	n/a	n/a	12.69	n/a	n/a
26. Do you use classroom time to your *maximum benefit*?	4.18	4.14	0.04	4.36	4.24	0.12	4.25	4.10	0.16

represents an increase of .00 - .50 since last report

represents a decrease since last report

Clarenville Campus

	Question	B.A.	O.A.	Campus	Faculty	College
	Program Content/Design					
1	Are the time frames *adequate* to cover the program material?	2.63	3.52	2.92	3.57	2.65
2	Do the tests, assignments, and projects *accurately* reflect the program material?	3.74	4.32	3.98	n/a	4.01
3	Does the program material develop and flow in a *logical* way?	3.63	4.00	3.78	4.00	3.70
4	Do you feel the required workload is *heavy*?	4.20	3.64	3.97	3.43	4.04
5	How much of a *workload* did you anticipate?	3.63	3.52	3.58	n/a	3.65
	Resources					
6	Is shop/lab equipment available for your use as required?	4.07	4.32	4.18	4.29	3.69
7	How would you rate the physical environment of the Test Centre?	4.00	4.44	4.18	4.43	4.06
8	Is the flexibility of test scheduling sufficient to meet your needs?	4.19	4.60	4.30	4.43	4.17
	Self-Directed Delivery Method					
9	Did you receive any *orientation* to the self-directed learning method?	89%	96%	92%	100%	78%
10	Were you *satisfied* with your orientation to this delivery?	3.68	4.08	3.86	4.43	3.38
11	Do you use your learning guides?	3.86	4.48	4.12	3.43	4.02
12	Do you find the learning guides *useful*?	3.74	4.48	4.05	3.58	3.93
13	Does this delivery method provide greater *flexibility* for students?	3.54	3.88	3.68	4.14	3.72
14	Is the classroom environment *conducive* to learning?	2.80	4.04	3.37	4.29	3.27
15	Is *sufficient* direction provided for the student?	3.66	3.96	3.78	4.00	3.34

		B.A.	O.A.	Campus	Faculty	College
16.	Are you involved in an *Individual Student Learning Plan*?	74%	88%	80%	100%	66%
17.	Does this Plan provide additional *direction* in the program?	3.54	4.04	3.77	4.57	3.58
18.	Are you involved in an *Individual Student Learning Contract*?	11%	36%	22%	100%	21%
19.	Does this Contract provide additional *direction* in the program?	3.75	4.10	4.00	4.71	3.59
	Role of Facilitator					
20.	Do you receive *adequate* feedback from your instructor on your progress?	3.66	4.32	3.93	4.43	3.88
21.	Is your instructor *available* to you during regular class hours?	4.11	4.12	4.12	n/a	3.88
22.	Does your instructor use a variety of *instructional techniques* when explaining difficult topics?	3.46	3.96	3.66	3.71	3.39
	Student Work Habits					
23.	How many *hours of work* per week do you spend on your program inside the classroom?	23.77	26.96	25.10	25.71	25.28
24.	How many *hours of work* per week do you spend on your program outside the classroom?	9.73	5.96	8.14	14.71	9.51
25.	How many *hours of work* per week do you spend on your program at home?	15.52	10.28	12.69	n/a	14.30
26.	Do you use classroom time to your *maximum benefit*?	4.18	4.36	4.25	3.43	4.27

represents an average ≤ the benchmark of 3.00

Student Satisfaction Survey
Business Education

Campus: _____   Program: _____

Program Content/Design

1.	Are the time frames *adequate* to cover the program material?	not adequate	1 2 3 4 5	very adequate
2.	Do the tests, assignments, and projects *accurately* reflect the program material?	not accurate	1 2 3 4 5	very accurate
3.	Does the program material develop and flow in a *logical* way?	not logical	1 2 3 4 5	very logical
4.	Do you feel the required workload is *heavy*?	light	1 2 3 4 5	heavy
5.	How much of a *workload* did you anticipate?	light	1 2 3 4 5	heavy

Resources

6.	Is shop/lab equipment available for your use as required?	never	1 2 3 4 5	always
7.	How would you rate the physical environment of the Test Centre?	poor	1 2 3 4 5	excellent
8.	Is the flexibility of test scheduling sufficient to meet your needs?	not sufficient	1 2 3 4 5	very sufficient

Self-Directed Delivery Method

9.	Did you receive any *orientation* to the self-directed learning method?	yes no		
10.	Were you *satisfied* with your orientation to this delivery method?	not satisfied	1 2 3 4 5	very satisfied
11.	Do you *use* your learning guides?	rarely use	1 2 3 4 5	always use
12.	Do you find the learning guides *useful*?	not useful	1 2 3 4 5	very useful
13.	Does this delivery method provide greater *flexibility* for students?	not flexible	1 2 3 4 5	very flexible
14.	Is the classroom environment *conducive* to learning?	not conducive	1 2 3 4 5	very conducive
15.	Is *sufficient* direction provided for the student?	not sufficient	1 2 3 4 5	very sufficient

16.	Are you involved in an *Individual Student Learning Plan*? If no, go to Question 18.	yes no		

| 17. | Does this Plan provide additional *direction* in the program? | no direction | 1 2 3 4 5 | good direction |

| 18. | Are you involved in an *Individual Student Learning Contract*? If no, go to Question 20. | yes   no | | |

| 19. | Does this Contract provide *additional direction* in the program? | no direction | 1 2 3 4 5 | good direction |

Role of Facilitator

| 20. | Do you receive *adequate* feedback from your instructor on your progress? | not adequate | 1 2 3 4 5 | very adequate |

| 21. | Is your instructor *available* to you during regular class hours? | rarely | 1 2 3 4 5 | always |

| 22. | Does your instructor use *a variety of instructional techniques* when explaining difficult topics? | rarely | 1 2 3 4 5 | always |

Student Work Habits

| 23. | How many *hours of work* per week do you spend on your program *inside the classroom*? | _____ hours per week |

| 24. | How many *hours of work* per week do you spend on your program outside the classroom? *(Time spent at campus within your regularly scheduled class hours, but outside the classroom, i.e. resource centre, empty classrooms.)* | _____ hours per week |

| 25. | How many hours of work per week do you spend on your program at home? (i.e. evenings, nights, weekends) | _____ hours per week |

| 26. | Do you use classroom time to your *maximum benefit*? | rarely | 1 2 3 4 5 | always |

In what ways do you think the program can be improved?

_____

_____

Thank you for your cooperation!!!

APPENDIX E

P.O. Box 308   Tel. (709) 466-2250
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A0E 1J0

Eastern College

of Applied Arts, Technology and Continuing Education

July 19, 1996

Mr. Steve Quinton
Campus & Area Director
Eastern College
Clarenville Campus
P.O. Box 308
Clarenville, NF A0E 1J0

Dear Mr. Quinton:

Thank you for a copy of your proposed Framework for Institutional
Effectiveness. I am pleased to see that professional development effort which
you have made with respect to the completion of your Masters Program is
nearing completion.

As part of the College Management Team, you are very much aware that the
principles and practices of Total Quality Management and the emphasis on
customer satisfaction is very much a part of the management philosophy of
this College. Your project and the resulting framework, with its stakeholder
satisfaction focus, is very much in keeping with this philosophy. Therefore, I
am pleased to confirm my acceptance in principle with the policies and
procedures inherent in your project document - Stakeholder Satisfaction A
Framework for Institutional Effectiveness.

Thank you for this contribution to the efforts of the College.

Sincerely yours,

Fred R. Green
President

Eastern College
of Applied Arts, Technology and Continuing Education

July 1996

Mr. Steve Quinton, Campus & Area Director
Eastern College
Clarenville Campus
P.O. Box 308
Clarenville, NF A0E 1J0

Dear Steve:

Thank you for the opportunity to review and evaluate your document "Stakeholder Satisfaction-A Framework for Institutional Effectiveness". From a campus perspective, your framework complements the TQM philosophy and also provides the much needed policy and process.

I continue to have some concerns about the implementation and administration of educational warranties. However, I do agree that there needs to be accountability and students need to have some means of redress when service quality does not meet their expectation or they are not satisfied with college policy.

The framework which you propose also permits direct participation by the campus in the quality and effectiveness processes. In my opinion it should work well, not only in assessing college and campus performance, but also in assessing departmental performance. It also provides an internal management and continuous improvement tool which contributes directly to total system effectiveness.

If you need our involvement for further pilot implementation and assessment, we would be pleased to help in any way that we can.

Very truly yours,

Marilyn Coles-Hayley
Campus & Area Director

Eastern College

of Applied Arts, Technology and Continuing Education

July 1996

Mr. Steve Quinton, Campus & Area Director
Eastern College
Clarenville Campus
P.O. Box 308
Clarenville, NF A0E 1J0

Dear Steve:

I have evaluated your document "Stakeholder Satisfaction - A Framework for Institutional Effectiveness". There are several points I would like to make which I believe support the concept which you are proposing.

A.   My experience indicates that the implementation of Total Quality Management Practices in a public institution presents a considerable challenge. The TQM process in itself will not ensure effectiveness if continuous improvement based on customer satisfaction is not systematically referenced to the institute's policies, resource allocation and mission.

B.   The model which you propose facilitates data collection at all levels of the organization and among the various stakeholders. This has always been a challenge when a wide variety of indicators have been used to assess institutional effectiveness. While the technology support will still be required, your framework should make it easier to facilitate data collection because of the core indicator - stakeholder satisfaction.

C.   My studies at Loyola University in the United States, where I completed the Master of Quality Management Degree, confirms that the measurement of customer and stakeholder satisfaction in both private and public institutions, has become a major indicator of organizational success. All service organizations including colleges need to realize that students are customers and they will "vote with their feet" if their expectations are not met.

I appreciated the opportunity to work with you during the validation of your framework at Clarenville Campus. Hopefully, what we have learned can be brought forward and applied across the college system.

Very truly yours,

Larry Reid, MQM
Quality Consultant