ADMINISTRATORS' STAGES OF CONCERN IN THE CONVERSION OF GEORGIA TECHNICAL INSTITUTES TO TECHNICAL COLLEGES

by

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(Under the Direction of Helen C. Hall)

ABSTRACT

It is a foregone conclusion that change is needed in education today. The changing nature of work and the related educational expectations provides us with a basis for providing individuals with the necessary knowledge and skills to perform and advance in the workplace, both in the present and in the future. Change, however is imperative and will encounter resistance. In order to address this resistance, an understanding of how administrators adopt and use change was the focus of this study. Often the adoption process will involve change on the part of practitioners and we need to understand the processes of the adoption of an innovation. By providing an understanding of these processes and the responses of individuals, we can get a better understanding of future innovation adoption. The purpose of this study was to determine the Stages of Concern of administrators involved in the conversion of technical institutes to technical colleges in Georgia. These administrators were charged with adoption of the innovation (conversion of technical institutes to technical colleges), resulting in adapting to or bringing about changes in the type of accreditation and requirements for faculty credentialing. The concerns held by the participants about the adoption of the innovation of conversion were measured by using the Concern Based Adoption Model and instrumentation and the Stages of

Concern Questionnaire. The profile of participants in this study indicated highest concerns related to personal, collaboration, and consequence stage. There was no significant difference between groups (Vice Presidents of Instruction and Vice Presidents of Student Services) involved in the conversion of technical institutes to technical colleges in six of the seven stages. Of the institutions participating/responding, all were at some stage of conversion. The reliability of the survey instrument was confirmed through statistical analysis. As this study has shown, individuals progress through specific stages of concern which can be quantified and measured statistically. In the state of Georgia, at the time of this study an innovation was in progress which allows technical institutes to become colleges, but also encouraged them to expand their accreditation status and make their programs more attractive to students. As we follow the conversions, we see that academic and technical faculty have concerns that need to be addressed by administrators. The conversion that took place has been completed by some institutions and is ongoing in others. Understanding the concerns of those responsible for implementing the conversion is important because it can determine the environment for the conversion to succeed and the probability of success of the change as well as provide a framework for adoption of future innovations.

INDEX WORDS: Education Reform, Change Theory, Mission, Technical College, Seamless Education, Innovation, Innovation Adoption

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CHAPTER 1

INTRODUCTION

Throughout history, periods of economic crisis have required national and state leaders to respond with a variety of initiatives to assist in the recovery. Educational leaders have often been tasked with developing innovative programs that provide people with educational opportunities to help improve their personal lives and economic well-being (Southern Growth Policies Board, [SGPB], 2001)

Some examples of initiatives include the expansion of land-grant colleges in the late 1800s, the rapid growth of comprehensive public school systems in the early 1900s, the creation of the GI Bill after World War II, the emergence of the community colleges in the 1960s, development of technical institutes and colleges in the 1970s, and the development of nontraditional delivery methods at the end of the 20th century. Each of these initiatives has been in response to a need to expand education and in turn, to address and overcome a particular national situation (SGPB, 2001).

A pattern has developed over a period of years in response to unfavorable economic conditions. Individuals recognize that furthering their education is the best way to improve their opportunity for success through better employment and the resulting economic benefit it brings. On a regional, state, and national level educational attainment contributes to economic growth. The conclusion can be made that the level of educational achievement has a direct relationship to

the strength of the economy. The 21st century has emerged as a knowledge economy, requiring an available workforce engaging in continuous and lifelong learning (Carreon, 1997).

Today, each state governs its technical education institutions differently, blurring the precise identification of technical colleges (Bowen, Bracco, Callan, Finney, Richardson, & Trombley, 1997; Bracco, 1997). However, considering the vast resources that are dedicated to their operations and the competition for those resources, many state officials are scrutinizing education spending and would like to see technical colleges become equal partners in postsecondary education (Bracco, 1997).

The concept of a *seamless education* (McClure & Evans, 1997; Miller & Ross, 1996) has become popular in recent years. It is one in which there are no boundaries or barriers to prevent formerly competing systems of education from cooperating and which enables students to progress from one system to another with a minimum of duplication and trouble. However, in order for a seamless education program to be effective, it must be endorsed and accepted by the administration of both systems of education.

For many years, the people of the state of Georgia had been faced with making a decision about two public postsecondary education options that are mutually exclusive of each other. They could either attend a 2 - or 4-year college or university or attend a technical institute. Course credits earned in a technical institute certificate/diploma program did not transfer to the university system in total, so students wishing to further their education and pursue an academic degree (associate or bachelor's) would have to essentially start over in their studies.

Technical institutions operated under this structure until December 14, 1994, when the Board of Regents adopted the *Partnership with the Department of Technical and Adult*

Education (Board of Regents [BOR], 1994), which was jointly developed by the University System Chancellor, the Commissioner of the Department of Technical and Adult Education [DTAE], and a representative from the Governor's Office. This document called for maintaining an interactive, reciprocal partnership between BOR and DTAE that included distinct mission statements, collaboration and open communication, articulation between the two systems, complementary involvement in school-to-work and other programs, and recruitment of students to whichever post-secondary program best served their immediate educational needs (BOR, 1994).

In November 1995, the partnership was further refined by adoption of the *Student Centered Collaboration for Public Postsecondary Education in Georgia* by BOR and DTAE. This collaborative agreement provided for serving the citizens of the state of Georgia with strong systems of technical and university education, each with a distinctive and non-duplicative mission, but both supporting academically sound movement of students between the two educational systems. The agreement also clarified the roles of the separate systems that were currently operating and sought to build bridges to allow student access to both systems. The relationship between the two postsecondary education systems was to be based on three principles: (a) the needs of the student come first, (b) each system retains its distinctive mission, and (c) within broad parameters, cooperative agreements providing for block transfer of course credits between the two systems are negotiated with a view to particular local situations. Through this agreement, the Board of Regents and the State Board of Technical and Adult Education established that it is in the best interests of the citizens and taxpayers of Georgia that

every effort be made to coordinate and not duplicate the activities of the two Boards (BOR, 1995).

In response to changes in economic conditions and the emphasis on providing seamless education opportunities to Georgia's citizens, the Governor's Education Reform Study Commission was formed in 1999. As a result of that commission's work, Georgia's Governor Roy Barnes included, as part of a comprehensive A+ Education Reform Act of 2000 (HB 1187), an initiative which provided a framework for technical institutes in the state of Georgia to convert to technical colleges. The conversion to technical colleges was brought about mainly as a response to enrollment trends in the technical institutes showing that the direct high school market was not expanding as quickly as older, nontraditional student enrollment (DTAE, 2000). While several other states had already designated their technical education systems as technical or community colleges (Bracco, 1997), the change in Georgia's technical institutes was seen as a step in attracting into the DTAE system more high school students interested in eventual transfer to 4-year institutions, a vital necessity in any postsecondary system. According to the DTAE Commissioner at the time, the single most important reason for conversion to technical colleges was "marketability to the high school student" and the term *technical college* more accurately reflected the quality and levels of services provided by these institutions to the citizens of Georgia (DTAE, 2000). The Commissioner also pointed out stagnating rates of enrollment among new high school graduates - comprising less than 10% of enrollment at technical institutes, and as low as 5% at some schools (Hardin, 2000). On July 1, 2000, the technical institutes which met eligibility requirements under the new law changed their titles to technical college.

Eligibility criteria included:

1. Authorization by the State Board of Technical and Adult Education to grant associate degrees.
2. Accreditation to grant associate degree(s) by the Council on Occupational Education [COE] or by the Commission on Colleges [COC] of the Southern Association of Colleges and Schools (SACS).
3. Approval for the name change by the college's local board of directors and the State Board of Technical and Adult Education (DTAE, 2000).

Further, according to the enabling legislation, Education Reform Act of 2000 was designed to "funnel more HOPE-supported students to technical schools and allow them to stay there longer. Technical schools also will have more financial incentive to recruit and retain students through a new funding formula that rewards soaring enrollment" (Hardin, 2000, p.130). While the authorization to change the title of the institutions was significant, other factors were important in changing the environment for the technical colleges. Among these included accreditation and the resulting new credential requirements for faculty.

Prior to 2001, all Georgia, technical institutes were accredited by the Council on Occupational Education (COE) and were approved to offer associate of applied science (AAS) degree programs in addition to the standard certifications of diploma, certificate programs, and technical certificate of credit (TCC) programs. COE is a national institutional accrediting agency for the accreditation of nondegree granting and applied associate degree granting postsecondary occupational education institutions (COE, 2004).

Regional institutional accrediting associations emerged in different geographic regions in response to the pattern in which lower schools and colleges spread throughout the United States (Palinchak, 1993). The associations were formed primarily to protect the academic standards, perceived reputation, and institutional integrity of prestigious colleges and universities in the face of a highly differentiated and uncoordinated educational system. Initially, the colleges were more interested in accrediting the secondary schools that supplied the colleges' students. Until 2000, only a few of the technical institutes in Georgia had pursued and been accredited by the Commission on Colleges of the Southern Association of Colleges and Schools. This scenario was, however, the exception rather than the rule and AAS programs were not easily or geographically accessible to many residents.

There are differences in requirements for faculty credentialing between the two agencies which accredit technical colleges in Georgia. Under Council on Occupational Education accreditation, much emphasis is placed on evidence of extended occupational experience in industry; however, under Commission on Colleges accreditation more emphasis is placed on academic education and credentials (degrees). With the possibility of conversion from a technical institute to a technical college, more of the institutions have decided to pursue COC accreditation. Accreditation makes technical colleges more compatible with and comparable to 2 and 4 year Board of Regents colleges which already must have COC accreditation. This is an important step in creating a seamless transfer system for students because it removes a major barrier to transfer of credit between DTAE and BOR institutions. Through spring, 2004, a total of 11 technical colleges in Georgia had received COC accreditation. COC accreditation may have caused problems for faculty whose credentials require upgrading to meet the COC standard.

For example, in a recent qualitative study of five faculty members who were pursuing higher education because their institution was seeking COC accreditation, Watford (2004) found:

1. Morale among technical instructors under an education mandate is directly proportional to the perceived support of their school administration.
2. Technical instructors under mandate expect immediate practical application of the education that they are required to receive.
3. Teachers of vocationally oriented programs are resistant to the trend of postsecondary technical education to include academic courses.
4. Veteran teachers in their late career stage see mandated degree earning as a major interruption in an otherwise settled and content lifestyle.

Prior to the conversion, media, education researchers and others who affect public opinion discussed postsecondary education only in terms of *colleges*. This distinction precluded systems without the term *college* from being included in national data and other areas of inclusion. DTAE, while embracing the conversion and change in name, quickly emphasized that the mission of the system colleges would not be changed from preparing people for jobs, through focusing on technical and occupational education in order to meet the growing needs of business and industry. However, conversion to technical colleges would place greater demands on the institutions and faculty to meet COC accreditation standards.

The legislation (HB1187) enabling the conversion to technical colleges was specific in restricting the technical colleges to offering occupational-based associate degrees. The practice of offering certificates and diplomas was to be continued in preparing students for rapid entry into the workforce upon completion of their chosen program. Mainly in response to economic

development factors, the area of workforce development and its accompanying need for development of technical competencies translating to improved effectiveness and efficiency, and therefore improved production, continues to be a key ingredient of the state and regional and local economic development initiatives (DTAE, 2003).

Technical institutes, community colleges, colleges, and universities often have very different standards, stringent transfer policies, and restrictive degree requirements (Wolfson, 1994). Students who complete programs at technical institutes and community colleges and wish to go on to a baccalaureate degree program are often forced to retake many of the courses they took at the "lower level." If higher education is to effectively serve students, educators need to create an educational system that is seamless and which allows a natural progression from one level to the next. This will require more institutional cooperation, more universal articulation agreements, and an end to academic elitism that considers technical institutes and community colleges and their students to be inferior to four-year colleges and universities (Wolfson, 1994). Equivalent accreditation systems are one way to address transfer barriers because they ensure common standards for both technical colleges and 4 year institutions.

Change is not always rapid, but occurs over a period of time. Individuals who are involved in the change often develop their own interpretation of the change process, not always resulting in acceptance and implementation. According to Dennison (1993), "successful innovations have been dependent upon the developmental processes of individuals through their feelings, thoughts, and practices" (p. 20). The concerns of individuals (in this case administrators) toward an innovation are critical because the individuals have a great deal of control over the implementation of the innovation (Hall & George, 1979). The key dimension of

the Concerns Based Adoption Model (CBAM) is the concept of the Stages of Concern about the Innovation (SoC). The SoC is grounded in conceptual literature and field experience which attempts to describe the personal aspects of change (Hall & George, 1979). The SoC explores the concerns that participants have about an innovation (change) from the first time they become aware of it until they have personally mastered it. For this study, the innovation was defined as the conversion of technical institutes to technical colleges in the state of Georgia.

Statement of the Problem

Furthering one's education is recognized as the best way to improve opportunity for success, better employment gains, and economic benefit. Historically, technical colleges have stressed workforce development and job readiness. Postsecondary technical education in Georgia has undergone significant changes in the past 5 years. Conversion to technical colleges has affected accreditation and faculty credentialing for both COE and COC accredited institutions. It is unclear how the individuals, i.e. administrators, involved in implementing the conversion of technical institutes to technical colleges have addressed issues resulting from the process. This study was designed to gain further understanding of the concerns surrounding the adoption and the implementation of the conversion to technical colleges.

Purpose of the Study

The purpose of this study was to determine the Stages of Concern of administrators involved in the conversion of technical institutes to technical colleges in Georgia. These administrators were charged with adoption of the innovation (conversion of technical institutes to technical colleges), resulting in adapting or to bringing about changes in the type of institutional accreditation held and requirements for faculty credentialing. The concern held by these

individuals about the adoption of the innovation of conversion was measured using the Concern Based Adoption Model and instrumentation. Understanding the concerns of those responsible for implementing the conversion is important because it can determine the environment for the conversion to succeed and the probability of success of the change.

Research Objectives

The study addresses the following research objectives:

1. To determine the Stages of Concern profiles of technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.
2. To compare the Stages of Concern profiles among technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.
3. To determine the status of conversion of technical institutes to technical colleges from the perspective of the technical colleges Vice President for Instruction and the Vice President for Student Services.

Conceptual Framework

Change Theory

In his research, Rogers (1995) discussed the diffusion of innovations as a means for spreading and diffusing ideas. As it might suggest, the diffusion process begins with a new idea (innovation) and traces it from its source to its ultimate users or adopters. Rogers also stressed that implementation as well as adoption are equally important in the change process. Rogers further summarized the adoption theory as a mental process beginning with first learning

(awareness) of an innovation through further stages of interest, evaluation, trial, and finally to adoption of the innovation. As it might suggest, the main elements that make up the diffusion of an innovation are: innovation, communications channels, time, and social system. Rogers defined *innovation* as "an idea, practice, or object that is perceived as new by an individual or other unit of adoption" (p. 5). All innovations share a common characteristic: *relative advantage* which is the degree to which an innovation is thought to be better than the ideas or processes preceding it. If an adopter thinks that the innovation is advantageous, then the rate of adoption is assumed to be higher.

Rogers (1995) described change as a specialized instance of the general communications model. Ellsworth (2000) described the change communications model and its components as perspectives along which the major schools of educational research have formed. In that model, a sender wishes to communicate a message to a receiver. This takes place through a medium, or a means of establishing a channel through the environment between the communicators. The environment also contains interference, which can disrupt the medium and/or disrupt the message. In the change process the sender is called a change agent, the message is the innovation, and the receiver is the intended adopter. The change process serves as the medium, establishing the channel through the environment and interference is present in the form of resistance to change (Rogers, 1995).

Communication is more effective when two or more individuals have things in common. When this occurs, "an idea is likely to have greater effect in terms of knowledge gain, attitude formation and change" (p. 19). Conversely, when individuals are very different from each other, communication may be less effective. Time is involved in the diffusion process in two ways: the

innovation-decision process and the *innovations rate of adoption* in a system. "The innovations-decision process is the process through which an individual (or other decision-making unit) passes from first knowledge of an innovation to forming an attitude toward the innovation and the decision to adopt or reject, to implementation and use of the new idea, and to confirmation of this decision" (p. 20). The innovation-decision period would be the time taken to pass through the *innovation-decision process*.

The second way that time is involved is called the *rate of adoption*. This is the speed at which members of a social system adopt an idea. Rogers found that individuals pass through this process at different rates, which can be identified on an S-shaped curve. At first, only a few (innovators 2.5%) adopt the idea but then others (early adopters 13.5%), (early majority 34%) are joined by other groups (late majority 34% and laggards 16%) to adopt the innovation. According to Rogers, "the rate of adoption is usually measured by the length of time required for a certain percentage of the members of a system to adopt an innovation" (p. 22).

The last element of a diffusion of innovation is a *social system*. The social and communication structure of a system facilitates or impedes the diffusion process in the system. The focus of the intended adopter is first seen in the Concerns-Based Adoption Model [CBAM] which was originally proposed by Hall, Wallace, and Dossett (1973). This model's strength lies in having dimensions which are paired with a valid and reliable instrument for diagnosing current status of the adoption of an educational innovation (Hall & Loucks, 1978). This model has also benefited from a large number of researchers and practitioners adopting the CBAM, resulting in a rich knowledge base with particularly strong empirical support. Practitioners utilize the CBAM as a powerful tool to diagnose their innovation implementation progress by tracking the

progression of adopter's concern and behaviors related to the innovation's use (Ellsworth, 2000). One of the key lessons of CBAM research is that because adopter's concerns evolve over time to focus on different issues, the most effective interventions will vary accordingly.

While Rogers (1995) described adopter categories and their effect on innovativeness, Hall and others in their work are recognized for offering the best framework for "describing what is important to intended adopters and helping them through change"(p. 20). Yet Rogers is widely considered authoritative in his theoretical categorization of adopters and their characteristics, which may be of considerable use in understanding why certain adopters progress through CBAM's stages and levels at different rates (Ellsworth, 2000).

Stages of Concern Questionnaire [SoCQ]

The Stages of Concern About the Innovation Questionnaire is a product of three and a half years of research and development conducted at the University of Texas at Austin Research and Development Center. The research included extensive study involving individuals who were involved with change in both public schools and universities. Much of the research was based on Frances Fuller's studies of teacher concerns in the 1960's. The Stages of Concern (SofC) are the basis for the CBAM and are utilized to conceptualize and facilitate educational change (Hall, George, & Rutherford, 1986). The resulting SoCQ was developed to facilitate the assessment of the Seven Stages of Concern About the Innovation. With each person, demands of the innovation are perceived as being more important than others at a given time. The degree of arousal (intensity) of the different levels of concern will vary depending on depending on the amount of one's knowledge about and experience with the innovation (Hall et al., 1986). Understanding and describing the process of change in educational institutions, while keeping the

focus on the individual, is a challenging task for managers of the change process, and presents challenges to change researchers. This assessment instrument has been utilized in cross-sectional and/or longitudinal studies involving eleven process and product innovations. The resulting data from these studies, the existence of Stages of Concern, and the applicability of the SoC Questionnaire have been validated (Mitchell, 1988; Shotsbarger & Crawford, 1996).

Significance of the Study

The findings of this study have both theoretical and practical significance. Theoretically, by examining the process of conversion from technical institutes to technical colleges we will be contributing to the body of knowledge of the educational innovation adoption process. Practically, findings may be helpful in planning for future education changes and innovations in technical colleges. According to Selingo (1999), technical colleges are becoming part of higher education without it being their choice. Technical colleges are seen more and more as stepping stone institutions to four year baccalaureate degree programs within public higher education and as key elements in state economies. Business leaders have voiced their need for better-trained workers with better reading and writing skills, and students have sought easier transfers to other public colleges and universities. The nations' governors have stated that technical colleges were the postsecondary institutions that were most responsive to the economic needs of the states and should, therefore, receive spending priorities (Silengo, 1999).

Summary

In response to changes in economic conditions, states have made changes in their higher education structures. In Georgia, recent changes have been made to provide citizens more options for achieving their educational goals. The conversion of technical institutes to technical

colleges has resulted in a large increase in enrollment in technical colleges, particularly of recent high school graduates, coupled with the production of more skilled workers. These results will allow Georgia to move up in the percentage of citizens who receive a degree, and enable the state and local community to become more economically and globally competitive.

As institutions converted from technical institutes to technical colleges, it brought about changes in type of accreditation and faculty credentialing. Administrators were the first line of change agents in this process (adoption of the innovation). This study measured the levels of concerns of the administrators involved in the process. The instrument selected to measure the concerns of those administrators is the Stages of Concern Questionnaire (SoCQ), a diagnostic tool of the Concerns-Based Adoption Model (Hall et al., 1977).

CHAPTER 2

REVIEW OF LITERATURE

The purpose of this chapter is to review the literature associated with Educational Reform, Higher Education and Mission, Change Theory, the Concerns-Based Adoption Model, Seamless Education and Lifelong Learning.

Educational Reform

The most significant factors which affected the U.S. labor market during the 1980s were the United States' loss of competitiveness in the world marketplace, continued shifts in production from goods to services, changes in the skill requirements of many jobs, and demographic shifts in the population. During the 1990s, incompatibility between the type of work available and the kind of labor force available to do it occurred because (a) the most rapid growth was in occupations that require some postsecondary education and training, while the work force is lacking the educational background to qualify for the required training and education; (b) minorities and women, who are entering the labor force in large numbers, are under represented in the fastest-growing occupations and over represented in occupations for which the slowest growth is projected; and (c) job decline has displaced some goods-producing workers who do not have the training for other available jobs (Imel, 1999). Unless men infiltrate the *pink collar ghetto*, there may also be serious worker shortages in health occupations.

Vocational and career educators are faced with having to play a greater role in dropout prevention; developing articulation models between institutions; emphasizing the need for all

students to consider nontraditional occupational choices; developing programs which are accessible to all groups within the population; and providing programs that include the development of basic skills as well as those that are occupationally specific (Imel, 1999). Remedying these inequities is the only way the United States will be able to meet the challenges of a global economy.

Changes in global economics, national demographics, and increasing inequities in income and opportunity have heightened demands for improvements in workforce development and the educational systems that are a part of that development. The National Governors' Association [NGA] has brought a mandate for change to the doorstep of education. In its report *Enhancing Skills for a Competitive World* (NGA, 1992), the association advocated a focus on workforce preparation and access for under represented groups to skills, knowledge, and employment opportunities.

Business needs and technological change are dictating that skills deficits in the U.S. workforce be remedied. Jacobs (1993) predicted a "shotgun marriage" between general education and occupational education, rather than a voluntary alliance. The integration of general education and occupational education should emphasize critical thinking skills and basic skills for computing, deducting, and communicating. Also needed are the abilities to grow and change in response to new work life situations, to advance along a career path, to update knowledge, and to acquire the skills for gathering and analyzing information and making quick decisions (Cohen, 1993).

Higher education institutions must respond to the needs of other sectors - education and training, business and industry or they run the risk of being bypassed as new programs are

developed to address these needs. They must be prepared to offer appropriate training for the business sector and adults, at a time and place that is most convenient for the *consumer*. Public institutions of higher learning must understand that it is in their own best interests to work with other agencies to improve the academic preparation of students and enhance the skills of the state's workforce. Meeting the challenge requires a range of vocational, academic, and professional programs that are affordable and accessible to all citizens who are prepared and able to benefit from the programs. It also requires institutional missions and implementation plans that are designed to meet state needs and goals with a minimum of program duplication. The aim is to have a postsecondary system that serves historically undeserved populations in the state, particularly minorities and rural residents, and that provides an adequate supply of graduates in areas of critical need for the state's future (NGA, 1992).

Other reports have focused on the organization of state higher education systems and their relation to achieving state policy objectives as they are articulated by elected officials. These reports looked at four categories of state governance structures: Federal Systems; Unified Systems (including Georgia); Confederated Systems; and Confederated Institutions. They looked at the adequacy of the various systems to respond to the economic, social, and technological changes of the 1990s and the first decade of the 21st century (Bowen et al., 1997). Questions of responsiveness arose due to the increasing numbers of applicants from previously under represented groups as well as to increased demand for state resources.

Georgia found it desirable to grant its easily managed system constitutional status to avoid being manipulated by elected leaders. In Georgia, the BOR serves a mediating role between the state and its institutions (Bracco, 1997).

Well-regarded and strong executive leadership in the USG allows this system to respond to contextual changes while balancing professional values and the public interest. This is evidenced by strong support from elected officials and the absence of attempts to influence institutional behavior (Bracco, 1997).

The gradual development of regional and professional accrediting associations and the creation of statewide governing and coordinating boards are at least partly the result of a belief that programs must be responsive to the needs and expectations of external as well as internal audiences (Yarbrough & Seymour, 1985).

Especially in the last several years, education reforms have been designed to achieve another major objective: aiding those making decisions about the reallocation of resources and program discontinuance (Allstate Forum, 1999). Thus, a broad range of expectations now exists for reform in higher education. Program improvement, accountability to external constituencies, and resource reallocation are the purposes cited most often. Despite this growth in expectations, there is little evidence to suggest that an evaluation system can be designed to address multiple purposes simultaneously. It is especially difficult to pursue both program improvement and resource reallocation at the same time, and an institution's interests are served best if reviews focused on program improvement are conducted separately from those concerned with reallocating resources (Allstate Forum, 1999).

Reforms at most institutions draw heavily on one or more of several models: goal-based, responsive, decision-making, or connoisseurship. Although these models are seldom explicitly identified in descriptions of institutional review processes, they can be inferred from the procedures used.

The *goal-based model* has had the most influence, offering the advantage of systematic attention to how a program has performed in relation to what was intended and concern for the factors contributing to success or failure. The characteristics of the *responsive model* that has influenced reform in higher education is the attention given to program activities and effects, regardless of what program goals might be. The central concern of an evaluation, according to a proponent of responsive evaluation, ought to be the issues and concerns of those who have an interest in the program, not how a program has performed relative to its formal mission/goal statements (Ellsworth, 2000).

The major contribution of the *decision-making model* to reforms in higher education is the explicit attempt to link evaluations with decision making, thus focusing the evaluation and increasing the likelihood that result will be used. The *connoisseurship model* of evaluation has a long tradition in higher education. It relies heavily on the perspectives and judgments of experts, which are valued because of the individual's assumed superior knowledge and expertise and a commonly shared value system (Ellsworth, 2000).

Two–Year Community and Technical Colleges

The community college in America is recognized as any institution accredited to award the associate degree as its highest degree. While private junior colleges and two-year proprietary schools are included in this definition, the largest group is made up of 997 publicly supported comprehensive institutions (AACC, 2004), down from 1,050 in 1989 (Cohen, 1989).

In the past century, this country experienced complex social, ethnic, political and technological change unparalleled in its history. It has been able to respond to and capitalize on these changes, partly because of its educational system. By providing multiple avenues of access

to education at all levels, it has been responsive to demographic challenges and opportunities. The community college stands out as one of the major contributors to the successful adaptation required. As a truly American development, the community college stands between secondary and higher education, between adult and higher education, and between industrial training and formal technical education (Ratcliff, 1994).

Community colleges have been an avenue for access to educational programs and services to people who would not otherwise have enrolled in a college or university (Cohen & Brawer, 1989). Community colleges are known for open admission, geographic proximity and relative financial affordability to potential students. Its main contribution to American higher education has been increased accessibility and curricular diversity geared to local and regional needs (Ratcliff, 1994).

The community college is considered by Ratcliff (1992) to have evolved from seven streams of educational innovation, beginning in the last half of the nineteenth century:

1. Local community support
2. The rise of the research university
3. Restructuring and expansion of public education system
4. The professionalism of teacher education
5. The vocational education movement
6. The rise of adult, continuing and community education
7. Open public access to higher education

Following the Panic of 1894, a convention of Baptist colleges in Texas and Louisiana recognized that there were insufficient finances and students to support the numerous small

Baptist colleges in those two states. As a solution, the smaller Baptist colleges would reduce their curriculum to the first two years of college and Baylor University would accept their students, providing the third and fourth years of the baccalaureate degree. By limiting the curriculum to the first two years, these smaller institutions could require fewer faculty, resources, and students to operate. The two-year college was born (Ratcliff, 1992).

There have been several theories of the further development of community colleges. One theory is that the colleges were promoted by upper class individuals who wanted to ensure their social position by supporting an institution that would reproduce existing social relations (Karabel, 1986). Another theory, attributing the rise of community colleges to a combination of social and political forces (Rubinson, 1986), contended that an alliance between working-class groups, professional educators, and middle-class reformers was able to fend off the desire of the business classes to limit and stratify education (Cohen, 1989, 1996). Publicly funded education has always been supported by the working class in its various forms, allowing for progression to higher levels of schooling having a common curriculum, not just a vocational orientation.

The community colleges stressed both occupational studies and a collegiate curriculum that is modeled on the lower division of universities, complete with academic discipline-dominated courses and faculty members. Brint and Karabel (1989) expanded the theory that professional educators engineered community college directions. They felt that the transformation of the colleges from pre-baccalaureate to occupational training institutions in the 1970s was driven less by student demands for job-related education than by college leaders seeking a secure niche in the higher education structure. The leaders then lobbied for funds for

occupational programs, built corporate training connections, and sought the part-time, older, less highly motivated students to fit the curricula (Cohen, 1990).

Regardless of the origination of community colleges, these institutions have become a part of the formal education structure in America, growing on the educative tasks that other postsecondary institutions did not choose to undertake. Public appropriations provide three-fourths of the community colleges' income, allowing them to be a major player in the political arena.

In America, schooling was seen as an avenue of upward mobility and a contributor to the community wealth (Veblen, 1918; Sinclair, 1923). The Morrill Acts of 1862 and 1890 had established public universities in every state. Although most of them were agricultural institutes or teacher-training colleges, having little resemblance to modern universities, they provided a lower-cost alternative to private colleges. In addition, the universities were beginning to broaden their community service role through agricultural and general extension divisions.

As this was taking place, access for a broader part of the population was increasing, bringing about programs to teach a growing number of subjects and occupations. Schools of business, forestry, journalism, and social work developed quickly. As people with more diverse goals obtained access more diverse programs, were introduced, attracting greater varieties of students.

One of the main and most obvious reasons for the development of community colleges was in response to the increased demands being placed on schools at every level. Schools have always been seen as the answer to social or personal problems. Problem areas such as racial integration, unemployment, drug abuse, alcoholism, teenage pregnancy and numerous other areas

have been assigned to schools shortly after the problems were identified. Even the problem of auto-related deaths was relegated to schools in the form of funding for drivers-education programs. The pervasive belief that more years of schooling are beneficial became obvious as early as the nineteenth century when the responsibility for educating the individual shifted from the family to the school and into the twentieth century in response to social problems. Community colleges grew quickly through their new responsibilities, having no traditions to defend, no demanding alumni, no unyielding professional staff, and no statement of philosophy that would prevent them from taking on responsibility for everything (Cohen & Brawer, 1989).

The development of community colleges can, in the large sense, be included in the growth of all higher education in the twentieth century. As secondary school enrollment expanded rapidly in the early 1900s, the demand for access to higher education grew. In 1924 only 30 percent graduated from high school. By 1960 this number had increased to 75 percent, with 60 percent of high school graduates entering college the following year. As high school graduation rates stabilized at 72-75 percent in the 1970s and 1980s, the rate going on to college leveled off also. In some states, this additional access and the accompanying expansion was accommodated by expanding universities capacity. Other states took a different direction, possibly in response to the desire of some educators who wanted the universities to abandon their freshman and sophomore classes and relegate the function of teaching adolescents to a new set of institutions to be called junior colleges. During the latter half of the nineteenth century, American university leaders who had been educated in Germany sought to bring greater organization and uniformity to higher education (Goodwin, 1971; Ratcliff, 1986). Proposals to provide relief to the universities by providing general education for young people were made as

early as 1851 by Henry Tappan, president of the University of Michigan; in 1859 by William Mitchell, a University of Georgia trustee; and in 1869 by William Folwell, president of the University of Minnesota. All three felt that the universities could not become true research and professional development centers (with research as their primary purpose) until they relinquished their lower division preparatory work (Cohen & Brawer, 1989). Collegiate work was seen as a source of broad education in the arts and sciences and should help to develop the student's abilities to study and inquire. University education, on the other hand, was devoted principally to the advancement of new knowledge, theory, and understanding. They also advocated that the first years of undergraduate studies could be best completed in precollegiate or secondary education, by high schools or small liberal arts colleges.

Initially, community colleges gained support from influential university leaders who wanted a buffer institution to cull out poorly prepared students while sending the best and brightest to upper divisions. As more funding was made available to community colleges for occupational programs, they were able to accept more poorly prepared students and to develop continuing education activities for people of all ages. In Florida and Illinois upper division universities were built so that the community college would serve as feeder institutions, providing a large number of students at the junior level, but had the status of an alternative institution. In response, many community colleges sought four-year status, with this practice leveling off in the late 1960s (Diener, 1986).

At the same time that community colleges developed as lower extensions of universities, they also developed as upward extensions of secondary schools (Diener, 1986). As early as 1884, Byrgess recommended that the high schools add two or three years to their curriculum to

prepare students for university study. During the period 1910-1920, junior colleges experienced their first rapid growth, which coincided with the growth of kindergartens and junior high schools. By constructing a junior high school, relief was provided to high schools and elementary schools. The development of junior high schools and junior colleges came about as part of general restructuring secondary education (Koos, 1924). During the 1920s, junior colleges were a factor in various forms of restructuring elementary, secondary, and higher education. Following the introduction of compulsory education, those involved in restructuring were encouraged to think holistically of a system spanning from kindergarten through high school to terminal vocational and general education, the baccalaureate degree, or graduate and professional education provided by the research universities (Ratcliff, 1994).

The junior college was seen as a means to do more than prepare individuals for college, it would also train for "the vocations occupying the middle ground between those of the artisan type and the professions" (Lange, 1989). An early doctoral dissertation which described the junior college movement described the universities "support for junior colleges because of their need to divert the large number of freshmen and sophomores they could not accommodate (McDowell, 1919). As development progressed into the 1920s and 1930s, much of the discussion about junior colleges related to whether they were expanded secondary schools or truncated colleges (Cohen & Brawer, 1989).

This support was enhanced by the belief that an individual's transition from adolescence to adulthood usually occurred at the end of a person's teens. Eells (1931) felt that the junior college would allow students who were not prepared for higher education to stop "naturally and honorably at the end of sophomore year" (Eells, p.91). Harvard president James Bryant saw the

community college as a terminal education institution: “By and large, the educational road should fork at the end of the high school, though an occasional transfer of a student from a two-year college to a university should not be barred” (Bogue, 1950, p.32).

In 1947, the President’s Commission on Higher Education realized the value that individuals with free access to two years more of study beyond high school could provide. They felt that about half of the young people could benefit from formal study through grade 14 and that junior colleges could have an important role in providing that access. They also recommended changing the institutional name from junior college to community college based on its expanded functions. Growth was the overriding ideal and new programs were developed to serve more students. Growth was equated to increased service to the community.

Mission

The community college’s mission has changed over time. Its earliest beginnings saw it as a lower-division branch of private universities and two-year colleges supported by churches or organized independently (Cohen & Brawer, 1989). In 1922 the American Association of Junior Colleges defined the junior college mission as “offering two years of instruction of strictly collegiate grade” (Thornton, 1972). In support of this mission was the idea that junior colleges would relieve the pressure on universities that were experiencing rapid growth, provide an atmosphere for nurturing young students to maturity, and allow small, private four-year colleges to reorganize as more cost-efficient two-year colleges. This mission was quickly expanded to include occupational education programs. Over the next forty years, the two-year college maintained the transfer function as its mission (Monroe, 1972).

The community college has gone from global to focused and from national to local with much overlap and confusion (Bogart, 1993). The most comprehensive definition of its mission would include the one by Doucette and Hughes (1990) "transfer, career preparation, basic skills and developmental education, continuing education, community service, and access" (p.3). This comprehensive mission statement is further defined by Cohen & Brawer (1989) as five traditional programs: (a) career education, (b) compensatory education, (c) community education, (d) the collegiate function, and (e), general education. An integral part of a community college's mission is its curriculum. According to the American Association of Community and Junior Colleges [AACJC] 1988 report by the Commission of the Future of Community Colleges, the curriculum should include: providing literacy for all, a core of common learning, and the essentialness of work (AACJC, 1988).

In a 1991 U.S. News and World Report article on America's Best Colleges, the president of Maricopa County (CA) Community College District stated that their mission had a strong social agenda, which addressed the economic needs of business/industry and students, while providing an opportunity for further study at a university. He felt that their strong social agenda was essential to their mission and maintained that general education is a dominant and central feature as well (Elsner, 1992).

Much has been written about the community portion of the community college mission. Gleazer (1980) felt that the community college's mission was "to encourage and facilitate lifelong learning with community as process and product". In other words, the community college should be interwoven with the community, blurring the distinction between college programs and community projects. In its 1988 report cited earlier, the AACJC stressed the

community college's objective of building communities - developing a comprehensive mission that would embrace the community and community college as one.

Several authors have fueled this interest in the community college mission, promoting a strategic planning approach. This interest, coupled with the competition for scarce public and private resources, empowerment of community college leadership and staff to be involved, and the leadership ability of various institutes has promoted a wealth of dialogue (Bogart, 1994).

As much as any other function, career education has received quite a lot of emphasis during the past decade. Bolstered by AACJC programs such as *Keeping America Working* and *Putting America Back to Work*, career education, coupled with a strong economic development component, has had a significant impact on mission. Economic development is difficult to separate from career education. Since it has linkages to the business community, it tends to have more relevance than career education. Economic development and human resource development are seen by some authors, like Parnell (1985) as a new paradigm to the role of community colleges. It is the education/training facet of economic development that ties the community to the community college. When viewed from the community perspective, the community college is a total learning environment, possessing a *value added* dimension when it comes to economic development. Its mission should reflect that dimension (Bogart, 1994).

Over the last two decades, mission statements have acknowledged and reflected the community college's role in providing lifelong learning opportunities. This can be attributed to several factors: (a) a shift from full-time to part-time study and from day to evening classes, (b) increased number of female students, (c) increase in the average student age, and (d) a shift of federal dollars away from institutions and toward students through grants, work/study, and loans.

These factors, combined with a drop in college-age students encouraged the development of lifelong learning or recurrent education in the 1970s and 1980s, continuing today. Adults were encouraged to use the community college as an educational cafeteria, using the resource to prepare for life's transitions, learn to read, appreciate music and art, get training or retraining, or just have fun.

Other writers such as Eaton (1994) argue that the community college has drifted away from its higher education emphasis and has redefined its commitment to access. She further states that the original mission of providing access to lower-division, college level education that led to the baccalaureate degree became access to a wide range of education and quasi-educational programs and services. By pushing the transfer function aside, the community college focused less on the collegiate function and more on community services. She also contends that faculty members reacted to reduced student abilities by requiring less demanding work of students. Other factors which impacted this change in mission included: (a) greater availability of federal, state, and local corporate funding for vocational training, (b) social issues such as gender and racial inequities, and (3) the need to provide social services such as child care. These factors made tremendous demands on the community college to provide more varied education and services than were included in the liberal arts and transfer functions (Eaton, 1994).

Collaboration and Cooperation

Opportunities for collaboration by community, technical, and junior colleges have existed for years. A 1978 survey, conducted by the previous American Association of Community and Junior Colleges, indicated that among 173 colleges responding to a survey there were more than 10,000 cooperative arrangements serving more than 1.5 million people. According to Gilder and

Rocha (1980), “cooperative arrangements, it is clear, have enabled local community colleges to dramatically extend and broaden learning opportunities and services by sharing resources” (p.11).

Opportunities for institutional collaborations today go well beyond the relationships of the early years. Even in the early years, however, community colleges clamored for opportunities to collaborate and build partnerships in their communities. Although good numbers of such arrangements ultimately resulted, those partnerships were almost always initiated by the community college. Today, that has changed. More common today is that individuals, companies, service organizations, other educational institutions, and community organizations across the nation are soliciting community college involvement. The most productive arrangements are those in which all the partners gain from each other’s special strengths and talents. This presents institutions with the task of sifting through the many opportunities and offers that are available.

Nielsen (1994) emphasized that partnerships could be doors to the future for community colleges. He advocated sharing of resources among different partners, including money, expertise, personnel and facilities. Institutions, whether public or private, no longer have the information, the skills, the resources, or most of the other needed ingredients to independently function in the current era. In this age of specialization, they must team up with others who possess special talents, skills, or resources, while contributing their own set of capabilities and resources. Covey (1989) described the value of moving from initial dependence through independence and ultimately toward interdependence. His work and others focused on the many reasons that collaboration and interdependence are the way of the future.

Whatever the multiple roles decided on by each community college, there are remarkable and ever-increasing opportunities for alliances, partnerships, and collaborations. Institutions have entered the new century less than what they are capable of being if they do not vigorously pursue the incredible range of opportunities that now exist for involvement. At the same time they must balance what they do, where they commit resources, and what opportunities they must turn down.

Accreditation

Prior to 2001, all of the technical institutes in the state were accredited by the Council on Occupational Education [COE], which is a national institutional accrediting agency for the accreditation of non-degree-granting and applied associate degree-granting postsecondary occupational education institutions (COE, 2004). According to COE, "The title "Associate of Applied Science" is awarded upon completion of a program designed to lead the individual directly to employment in a specific career. Although the objective of this degree is to enhance employment opportunities, some bachelors' degree institutions have developed upper-division programs to recognize this degree for transfer purposes, and this trend is to be encouraged when appropriate. The title "Associate of Applied Science" may be used without designation or may be used with a designation to denote special fields of study" (p.59). A few institutes were also (jointly) accredited by the Commission on Colleges [COC] of the Southern Association of Colleges and Schools [SACS]. Since 2001, all technical colleges in the state have been encouraged to seek accreditation from COC of the Southern Association of Colleges and Schools. Currently, out of the 34 institutions, eleven are currently accredited by COC, two are in candidacy status, and five are in the application process.

Faculty

Both COOE and COC have credential guidelines for their faculty. According to COE's *Handbook of Accreditation 2002 Edition*:

1. The institution has a sufficient number of faculty members to fulfill its mission and operate its programs.(Objective 8-B-1)
2. Each faculty member has at least a high school diploma (or its equivalent) and demonstrated competency in the technical area of instruction. (Objective 8-B-2)
3. Additional requirements established for faculty members by the institution's governing board and/or state regulatory agencies are met. (Objective 8-B-2)
4. Faculty members who teach general education courses in Associate degree programs hold a minimum of a Bachelor's degree with 15 semester or 23 quarter hours in the teaching discipline. (In exceptional cases, evidence of outstanding professional experience or creative achievement in the field may be considered in lieu of formal academic preparation). (Objective 8-B-2)
5. Faculty members who teach in technical areas of associate degree programs have a minimum of an associate degree. (In exceptional cases, evidence of outstanding experience and skills in the technical field may be considered in lieu of formal academic requirements.) (Objective 8-B-2)
6. The institution plans, provides, supports, and annually documents professional growth opportunities for and participation by all faculty members. (Objective 8-B-2,3)

7. Documentation is available to demonstrate that each faculty member in a technical field maintains liaison with employers in the technical field through periodic visitations and personal contact. (Objective 8-B-3) (p.51)

According to COC, in their *Principles of Accreditation: Foundations for Quality Enhancement*: The institution employs competent faculty members qualified to accomplish the mission and goals of the institution. When determining acceptable qualifications of its faculty, an institution gives primary consideration to the highest acceptable degree in the discipline in accordance with the guidelines listed below. The institution also considers competence, effectiveness, and capacity, including as appropriate, undergraduate and graduate degrees, related work experience in the field, professional licensure and certifications, honors and awards, continuous documented excellence in teaching, or other demonstrated competencies and achievements that contribute to effective teaching and student learning outcomes. For all cases, the institution is responsible for justifying and documenting the qualifications of faculty.

Credential Guidelines

- Faculty teaching general education courses at the undergraduate level: doctor's or masters degree in the teaching discipline or master's degree with a concentration in the teaching discipline (a minimum of 18 graduate semester hours in the teaching discipline).
- Faculty teaching associate degree courses designed for transfer to a baccalaureate degree: doctor's or masters degree in the teaching discipline or master's degree with a concentration in the teaching discipline (a minimum of 18 graduate semester hours in the teaching discipline).

- Faculty teaching associate degree courses not designed for transfer to the baccalaureate degree: bachelor's degree in the teaching discipline, or associate's degree and demonstrated competencies in the teaching discipline.
- The institution regularly evaluates the effectiveness of each faculty member in accord with published criteria, regardless of contractual or tenured status.
- The institution provides evidence of ongoing professional development of faculty as teachers, scholars, and practitioners.
- The institution ensures adequate procedures for safeguarding and protecting academic freedom.
- The institution publishes policies on the responsibility and authority of faculty in academic and governance matters. (p.9)

Authors, such as Palinchak (1993), feel that whatever accreditation's considerable merits, it has had little discernable affect on producing educational equity, improving access, or reducing educational racism. To ensure that a qualified group of students arrived at their doors, they joined together in a protectionist reaction against the local, erratic, and uncontrolled growth of public secondary schools and the proliferation of new colleges, many of which were the equivalents of a decent high school (Palinchak, 1993). While the U.S. regional accreditation system developed from a strong need to separate secondary education from collegiate education and to clarify the standards of secondary education during a period of rapid and undirected growth, the system continues to develop somewhat indiscriminately in its response to the multiple types of two-year schools. Some states have elaborate public two-year colleges systems that do not articulate well with their four-year

state colleges and universities. Some maintain large parallel two-year systems- one for liberal arts and sciences transfer studies and the others for technical education and job training.

No single model or set of standards make up two-year college accreditation. Models and standards vary throughout the six geographic regions covered by regional accreditation agencies. With no common set of standards there cannot be a common understanding or expectation of the accreditation process. While the term *postsecondary education* applies to several two-year institutional formats, it also applies to shorter training programs in business and industry, in public health and safety agencies, in embalming schools, in the military and so on. The current trend is for colleges to embrace these non-collegiate programs of study and their nontraditional students as part of higher education. Many colleges as a matter of policy, evaluate incoming students' postsecondary non-collegiate instruction and award it higher education credit (Palinchak, 1993).

Georgia Higher Education and Mission

In 1784 the Georgia General Assembly set aside land for a college which became the University of Georgia. Roughly two hundred years later, the state established several more institutions including the School of Technology, the Georgia Normal and Industrial College for Girls, and the Georgia State Industrial College for Colored Youths. Also established were agricultural and mechanical (A&M) institutions for each congressional district. In response to local needs those institutions were located throughout the state (Fincher, 1991).

A reorganization of higher education was called for in 1929, as part of a larger effort by the General Assembly to simplify the operations of the executive branch of government. The Board of Regents of the University System of Georgia was established in 1931 with 11 members

appointed by the governor. The original system consisted of 26 institutions, including universities, senior colleges, junior colleges, A&M institutions, black colleges and agricultural experiment stations. This plan was intended to unify and coordinate the institutions, integrate educational programs and avoid duplication while providing maximum educational opportunity to Georgia residents (Bracco, 1977).

This structure continued until 1943 as a statutory authority when a constitutional amendment established the Board of Regents as a constitutional body. This change was prompted when ten institutions were disaccredited by the Southern Association of Colleges and Schools (SACS) because of unprecedented and unjustifiable political interference on the part of Governor Eugene Talmadge. Talmadge was subsequently defeated by Ellis Arnall, who submitted the amendment to grant the BOR constitutional authority (Fincher, 1991).

The system continued to grow significantly under its new authority, with additions of new junior colleges, degree programs, and new facilities. Governor Carl Sanders was instrumental in its growth during the 1960s insuring appropriations that helped triple the system's size. Slight modifications to the system's constitutional status in 1982, with the Georgia General Assembly approval required for changes in institutional status for those institutions established after that time (Fincher, 1991).

Today's University System of Georgia (USG) is made up of 34 institutions, which include research universities, regional universities, state universities and senior colleges, state colleges and two-year schools. The system continues to be governed by the BOR, led by a chancellor, appointed by the Board. While the Governor continues to influence higher education,

the individuals he appoints to the Board determine the role of the Board and the chancellor's office (USG, 2003).

A change took place in Georgia in the mid 1980's when the junior colleges changed their designation to community colleges. This change was brought about through the perception that the term *junior* was rejected by younger students. Recruitment efforts had resulted in fewer enrolled students, and a catchier name was deemed necessary to change the trend in enrollment. While the name changed from junior to community colleges, the mission, degree programs, methodology, and delivery systems of these colleges were essentially unchanged (Cooper, 2000).

Following World War II, American military veterans returned from duty armed with the G.I. Bill and a large number enrolled in college. In addition, many veterans had become married and had associated family obligations. The need to enter the workforce quickly posed a challenge to completing a traditional four-year college degree program. The greater need was to receive technical training and get a job quickly in order to support their families. As a result, post-secondary vocational education evolved in Georgia (Cooper, 2000). In response to this changing need, Georgia Institute of Technology (Georgia Tech), at the request of business and industry created a two-year division called The Technical Institute, and opened its doors in rented military barracks in Chamblee, Georgia. There were 116 students of which 106 were World War II veterans, and a staff of twelve. While Georgia Tech's four year program had produced high qualified engineers, industry had a greater need for skilled workers and craftsmen. It was determined that the greater need to be met was for an engineering technician who was able to serve as in intermediary between the craftsmen and the engineering graduates. To create this technician, Georgia Tech's four-year engineering program was restructured at The Technical

Institute into a two year program, which required a reduction in calculus, analytical geometry, and trigonometry courses, and the combining of English and literature courses, reduced the requirements for history, culminating in a curriculum that more closely met the needs of industry and the student/veterans, giving them the ability to enter the workforce more quickly. In 1949, a name and status change was deemed necessary to the institution and its students. It became Southern Technical Institute and was recognized as a college-level school by the U.S. Department of Education (Cooper, 2000). In 1980, it became the 33rd independent unit of the University System. In 1987, it became Southern College of Technology and in 1996, became Southern Polytechnic State University (Cooper, 2000, USG, 2003).

The Department of Technical and Adult Education (DTAE) includes 34 technical institutes/colleges, providing technical education to the associate degree level, adult literacy training, continuing education, and customized training for business and industry. It is governed by a 16 member board that is appointed by the Governor, representing each congressional district and at-large members (DTAE, 2003).

Development of Georgia's Technical College System has progressed as the needs of Georgia's businesses have evolved. The system has responded with new strategies and innovations that follow the state's economic development and provided opportunities for the state's citizens. Flexibility has been its strong suite with responsiveness to changing conditions and the needs of industry (DTAE, 2003).

The history of the technical college system can be traced to the Smith-Hughes Act of 1917, which was co-sponsored by a Georgia Senator (and later governor) Hoke Smith. As the devastation of the Civil War had subsided and Georgia's economy was recovering and

agriculture was flourishing, Smith recognized that the need existed to train citizens in the modern methods of a progressive industrial environment. Two other actions, the decline of the cotton economy and the beginning of the Great Depression made that need more urgent (DTAE, 2003).

Several studies have been completed with chronicle the evolution of vocational education in America (Rojewski, 2001; Hyslop-Margison, 2000). Through a review of these studies we can see a dichotomy in foci of John Dewey with those of Charles Prosser and David Snedden, "who advocated an *essentialist* approach toward vocational education, firmly grounded in meeting the needs of business and industry. Prosser believed that the purpose of public education in a democratic society was not for individual fulfillment but to prepare its citizens to serve society and meet the labor needs of business and industry" (Rojewski, p.4). Dewey, as a progressive educator and pragmatist, argued that education should be "designed to meet the needs of individuals and prepare people for life in a democratic society" (p.4). Prosser's ideas however were reflected in the Smith-Hughes Act and greatly influenced vocational education until the 1960s.

Eventual changes were made in a series of reauthorizations of the Smith-Hughes Act, as new vocational-specific program areas were added. Other legislation, such as the Vocational Education Act of 1963 (PL 88-210) made major strides in changing from an exclusive focus on job preparation to a mixed focus that included social concepts. Further legislation including the Carl D. Perkins Vocational Education Act of 1984 (Perkins I), 1990 (Perkins II), and the latest reauthorization, the Carl D. Perkins Vocational Education Act of 1998 (Perkins III), all moved to integrate academic and vocational education among other changes.

As World War II approached, significant federal funds were provided for developing programs in vocational education. Area trade schools were established by the State Board of Education and in 1944 the first one opened in Clarkesville, North Georgia Trade and Vocational School. The second school opened in Americus four years later (DTAE, 2003).

Later, as veterans were returning from Korea and the industrialization and mechanization of agriculture displaced workers, the need for technical training mushroomed. In 1958, in response to aggressive lobbying efforts, the State Board of Education approved policies establishing what would eventually be called *Area Vocational-Technical Schools*.

Thousands of students enrolled in the 1960s resulting in rapid expansion into the 19 schools that were opened in that decade. About that same time, legislation created *Quick Start*- a dynamic workforce training program. Another landmark was reached in 1984 when Governor Joe Frank Harris created the State Board of Postsecondary Vocational Education, which became the Department of Technical and Adult Education [DTAE] in 1988 (DTAE, 2003).

At about the same time, state adult literacy programs were transferred to DTAE, resulting in an agency which was "dedicated to the full scope of workforce development services-literacy, technical education and economic development" (DTAE, 2003).

As a result of development of the technical institute system, a change in perception of technical education occurred in Georgia. The system was evolving in response to the needs of Georgia's businesses and industries, resulting in a system less focused on teaching trades and more focused on economic and community development. By 2000, more than one billion dollars had been spent on modernizing the system. In that year, legislation allowed technical institutes to change their names to technical colleges and provided formula funding to accommodate its

rapid enrollment growth. The legislature also expanded Georgia's HOPE scholarship program and made financial aid more available to technical college students. In 2002, Gwinnett Technical College, the final institution still under local control transferred its governance to DTAE (DTAE, 2003).

In a recent (June, 2003) report: *The Value of University System of Georgia Education*, funded by the Intellectual Capital Partnership Program (ICAPP), researchers quantified the value of higher education and its economic impact on Georgia. Their focus was on the human capital approach to determining the "relationship between the demand for workers in various occupations and the supply of postsecondary institutional graduates (Drummond & Youtie, 2003). In addition to demand and shortfall analysis, which addresses the supply of graduates to fill the needs of business, it looked at migration of workers (both in and out of the state) and a wage analysis to determine the monetary yield of higher education attainment and its resulting impact on state and local economies.

The perceived value of a college degree is equated to the actual monetary value as citizens reach higher levels of education, particularly higher education (Drummond & Youtie, 2003, SGPB, 2003). Colleges may have education of students as their purpose, but the chief incentive for students is that they expect that education (degree) to lead to future enhanced economic success.

According to Drummond and Youtie's analysis of Georgia Department of Labor statistics,

> Georgia will add 805,570 new jobs through 2010 or nearly 20 percent more new jobs than in 2000. Occupations that typically require higher education

> will account for a larger share of jobs in 2010 than in 2000. By 2010, a higher education degree will be required for occupations employing nearly 25 percent of workers compared to 23 percent in 2000. Occupations linked to all types of college degrees-from associate's to doctoral and professional degrees-will compose a greater share of the workforce in 2010 than in 2000, whereas, those requiring on-the-job training or work experience will represent a declining share of new jobs in 201. (pp.11-12)

Recognizing the need for cooperation and collaboration needed between the university and technical institute systems of higher education in Georgia, the Board of Regents and the chancellor put forth several initiatives which were broad in scope and extended to all parts of higher education. Included were: a process for mission development and review for all institutions; stronger admissions requirements; creation of active partnerships between the USG, public schools (K-12), businesses and other organizations; a pre-school-to-college (P-16) initiative; and a partnership with the Department of Technical and Adult Education (USG, 1994, 1995).

These initiatives placed emphasis on working and acting as a system. The partnership with DTAE is seen as significant due to a long-standing animosity between the two systems (Miller and Morgan, 1997). This was due to the competition between the two two-year colleges and the technical institutes which wanted to offer associate degrees and other courses which could be transferred to USG institutions. Much discussion ensued with various ideas surfacing which promoted the technical institutes coming under the BOR as well as plans to place the two-year colleges under DTAE. The resulting agreement, *A student-centered collaboration for public*

postsecondary education in Georgia between the two systems provided for students to move between the systems, but emphasizing general education in the USG and job-entry occupational education in DTAE (USG, 1995).

This agreement addressed the long-standing conflicts between the two systems, particularly related to two-year schools. The agreement provided for articulation agreements and the foundation of the Georgia Postsecondary Education Coordinating Council, made up of USG and DTAE presidents and staff from each central office to help resolve transfer and articulation issues (Bracco, 1997, p.25).

Seamless transfer between the two systems had not worked satisfactorily since the two systems did not have the same core curriculum. This partnership was designed to increase program articulation, but agreements are made at the local level and require approval of the BOR and DTAE Board (USG, 1995).

In February, 1989, the Georgia Board of Regents (BOR) and the State Board of Technical and Adult Education (DTAE) endorsed a document, *An Agenda for Vocational Education: Shared Goals for the Next Five Years* (BOR, 1989), which called for the coordinated delivery of postsecondary vocational education services and established that the Associate of Arts (AA) and the Associate of Science (AS) degrees should be core-based transfer degrees of the University System of Georgia and focused on career associate degrees. That document provided that career associate degree opportunities should be made broadly available and convenient to students throughout the network of Georgia's 4-year colleges and 2-year technical institutes. Career associate degrees included the Associate of Applied Technology (AAT) of the Department of Technical and Adult Education and the Associate of Applied Science (AAS)

degree of the University System. The agreement provided for broad availability on a cooperative basis with University System institutions delivering the general education component and Department of Technical and Adult Education institutes delivering the technical component.

In January, 2002, the BOR and DTAE signed an articulation agreement called the *Multi-Core Project* which provided for the guaranteed transfer of certain freshman-level courses in mathematics and English between the two systems. It promoted the concept of *seamless education*, aimed at removing barriers between the two systems and also provided for the acceptance of placement test results between the systems (USG, 2002).

In a source book of State Postsecondary Education Structures, by the Education Commission of States [ECS] (1997), changes that occurred in the 1990s in systems (including the USG) were brought about primarily due to changes in system leadership. Between 1992 and 1996, four states, Illinois, Minnesota, Nebraska and New Jersey made significant changes in their governance structure. In the following five-year period from 1997 to 2002, eight states made *major* changes in state-level postsecondary education structure. In his Policy Brief *Reflections on Postsecondary Governance Changes*, McGuiness (2002) identified those states as Arkansas, Colorado, Florida, Kansas, Kentucky, Louisiana, Utah and West Virginia. These changes in governance included eliminating, establishing or changing the authority of state-level boards (McGuiness, 2002). During that time, several other states, including Hawaii, Maine, Maryland, North Dakota and Texas made less far-reaching changes to their systems/boards. McGuiness lists the major categories of change during this time as:

Comprehensive reforms linked to a public agenda for the future of the state

Establishment of K-16/K-20 structures

State structures for community and technical colleges

Decentralization and deregulation (p.4)

In the six states that made changes to their structures for community and technical colleges:

Kentucky complied with 1997 legislation and enacted the Kentucky Community and Technical College System, which merged the community colleges previously under the University of Kentucky and the technical institutions that were previously under the state Cabinet for Workforce Development.

Louisiana, under a mandate from 1998 legislation and a constitutional amendment, created the Louisiana Community and Technical College System, comprised of technical colleges previously under the Board of Elementary and Secondary Education, and community colleges previously under public governing boards.

In Indiana, the Community College of Indiana was formed in 1999 by Vincennes University and the Indiana Technical Colleges.

West Virginia, as a result of legislation in 2000 and 2001 completed a decade-long process to create a community and technical college system by the establishment of a timeline for separation of the community and technical colleges from their sponsoring four-year institutions.

In Kansas, 2000 legislation reconstituted the Board of Regents and transferred the responsibility for coordinating the community colleges to the board.

Utah, as a result of 2001 legislation, finally resolved a 30-year battle over governance of its applied technology centers by reconstituting the five applied technology centers and the four

regional programs previously under the State Board of Education into 10 regional applied technology colleges within the new Utah College of Applied Technology (McGuiness, 2002).

While making the change in title for technical institutes to technical colleges, Georgia still remains under a consolidated governing board for universities and community colleges and a separate board for technical colleges, a structure adhered to only by Georgia and Wisconsin.

Seamless Education

Transfer education, the capacity of community, technical, and junior colleges to assist in the transition to a four-year college or university, has historically been an important element within the mission of many of these institutions. The emphasis in the 1980's on academic reform and assessment and the growing concerns for the educational mobility of minority students in higher education have resulted in a national focus in their statements of mission (ACE, 1990).

Technical institutes, community colleges, colleges, and universities often have (Wolfson, 1994) very different standards, stringent transfer policies, and restrictive degree requirements. Students who complete programs at technical institutes, and community colleges and wish to go on to a degree program are often forced to retake many of the courses they took at the lower level. If higher education is to effectively serve students, educators need to create an educational system that is seamless and which allows a natural progression from one level to the next. This will require more institutional cooperation, more universal articulation agreements, ad an end to academic elitism that considers technical institutes and community colleges and their students to be inferior to four-year colleges and universities (Wolfson, 1994).

These demographic and economic realities challenge community colleges, where nontraditional students (reentry women, ethnic minorities, and disabled and displaced workers)

outnumber traditional students from all other postsecondary sectors combined (Mensel, 1991, p.11). Articulation is an opportunity for the educational systems to work together in meeting the challenge for improved educational excellence and will give many under represented and disadvantaged students, and others, the opportunity to succeed. While 25% of community college students transfer to four-year colleges and universities, most leave college to enter the job market. Curriculum change is a gradual process generally characterized by accretion and attrition (Hefferlin, 1969, p.24). Ideally, new programs, courses, and materials are added, and the outdated and obsolete are eliminated. This change process, which is spearheaded by individual faculty and monitored through organizational policies and levels of review, is designed to result in a curriculum that both respects tradition and responds to the need of students and communities.

The community college is characterized by multiple missions (Cohen & Brawer, 1989; Eaton, 1994). In most instances, it includes the provision of rigorous, high quality degree and certificate curricula in lower division arts and sciences and in vocational and occupational fields. Thus, two distinct emphases dominate community college curriculum-academic and vocational. This dichotomy defines many community colleges (Cohen & Brawer, 1989).

Academic programs in the arts and sciences are defined and constrained by the requirements of the four-year institutions to which community college students will transfer. They emphasize traditional knowledge and information to provide students with versions of what the *educated person* needs to know. Vocational programs, on the other hand, are expected to prepare students to compete for positions within a particular field. To attract students, vocational programs offer training in the technologies and methods needed by employers.

During the 1960s and 1970s, state higher education policy focused on the planned expansion of higher education and equity in access. In the 1980s, the focus changed to improving quality. Higher education entered the 1990s under intense pressures to control cost, improve quality and serve more students. Although more students are seeking enrollment in institutions of higher education, there has not been a comparable increase in state dollars that are invested in higher education (SREB, 2003). Colleges in the Southern Regional Educational Board [SREB] states accounted for about 40 percent of the Nation's collegiate enrollment growth over the past decade. Economic conditions, however, and increased competition for state revenues from sources such as health care, corrections, and elementary/secondary education resulted in a decline in the percent of the region's state and local government revenue dedicated to higher education from 9.2 percent in 1984-85 to 8.4 percent in 1989-90 (Bogue, Creech & Folger, 1993). Faced with these challenges, and competition, higher education has had to focus on two models for improvement in quality and accountability: (a) adaptation of a learning organization model, and (b) development of a model for quality assurance.

A model for postsecondary technical institutes should involve a commitment to the fact that this process goes beyond the traditional loyalty to the institute. It involves a commitment to the changes needed in the world and seeing ourselves and the institute as instruments for bringing about such changes. While challenging ourselves to stay involved, support new ideas, and enjoy the process. Finally, the model would require that we address the process with a passion and zeal to succeed in the process, again, not as a destination to reach, but a continuous journey (Henschke, 1997).

Change Theory

As we seek to gain a better understanding of change, we have to make several assumptions. The first is that change may be understood and managed, leading to the term *planned change*. The second assumption is that the key to understanding and managing change successfully would require bringing various models together to form a *toolbox* rather than selecting one single model (Ellsworth, 2000).

Early research in educational change is rooted in the Diffusion of Innovations discipline in the 1940s. It was followed in the 1950s by the general systems theory which fostered theories of systemic change in education in the 1980s and 1990s (Ellsworth, 2000).

Diffusion of Innovations research is believed to have its roots in the study of the diffusion of hybrid seed corn. It continued to be used in the areas of anthropology, sociology, and communication, accounting for over 3,000 research studies (Rogers, 1995). Diffusion research was greatly utilized in education in the early 1970s.

General systems theory received its first recognition following Ludwig von Bertalanffy's *General Systems* (1969). These early studies focused on management science. This theory found usage in educational research in 1973 in Banathy's book, *Developing a Systems View of Education* (1973/1995). It received its widest recognition in 1988 following the publication of Banathy's paper *Systems Inquiry in Education* (1976).

In his research, Rogers (1995) discussed the diffusion of innovations as a means for spreading and diffusing of ideas. As it might suggest, the diffusion process begins with a new idea (innovation) and traces it from its source to its ultimate users or adopters. Rogers also stressed that implementation as well as adoption are equally important in the change process.

Rogers further summarized the adoption theory as a mental process beginning with first learning (awareness) of an innovation through further stages of interest, evaluation, trial, and finally to adoption of the innovation. As it might suggest, the main elements that make up diffusions of innovation are: innovation, communications channels, time, and social system. Rogers defines *innovation* as "an idea, practice, or object that is perceived as new by an individual or other unit of adoption" (p.5). All innovations share a common characteristic: *relative advantage* which is the degree to which an innovation is thought to be better than the idea/process before it. If an adopter thinks that the innovation is advantageous, then the rate of adoption is assumed to be higher.

Rogers (1995) described change as a specialized instance of the general communications model. Ellsworth (2000) described the change communications model and its components as perspectives along which the major schools of educational research have formed. In that model, a sender wishes to communicate a message to a receiver. This takes place through a medium, or a means of establishing a channel through the environment between the communicators. The environment also contains interference, which can disrupt the medium and/or disrupt the message. In the change process the sender is called a change agent, the message is the innovation, and the receiver is the intended adopter. The change process serves as the medium, establishing the channel through the environment and interference is present in the form of resistance to change (Rogers, p.5-6).

Communication is more effective when two or more individuals have the same things in common. When this occurs, "an idea is likely to have greater effect in terms of knowledge gain, attitude formation and change" (Rogers, p.19). Conversely, when individuals are very different

from each other, communication is ineffective. Time is involved in the diffusion process in two ways: the *innovation-decision process* and the *innovations rate of adoption* in a system. "The innovations-decision process is the process through which an individual (or other decision-making unit) passes from first knowledge of an innovation to forming an attitude toward the innovation and the decision to adopt or reject, to implementation and use of the new idea, and to confirmation of this decision" (p. 20). The innovation-decision period would be the time taken to pass through the innovation-decision process.

The second way that time is involved is called the *rate of adoption*. This is the speed which members of a social system adopt an idea. Rogers stated that individuals pass through this process at different rates, which can be identified on an S-shaped curve. At first, only a few (innovators 2.5%) adopt the idea but then others (early adopters 13.5%), (early majority 34%) are joined by other groups (late majority 34% and laggards 16%) to adopt the innovation. According to Rogers, "the rate of adoption is usually measured by the length of time required for a certain percentage of the members of a system to adopt an innovation" (p. 22).

The last element of a diffusion of innovation is a social system. The social and communication structure of a system facilitates or impedes the diffusion process in the system. The focus of the intended adopter is first seen in the Concerns-Based Adoption Model [CBAM] which was originally proposed by Hall, Wallace and Dossett (1973). They applied Fuller's model (1969) focusing on the concerns of teachers in training to teachers faced with innovations and presented a developmental progression of seven Stages of Concern. This model's strength lies in having dimensions which are paired with a valid and reliable instrument for diagnosing current status (Hall, 1978 p.2). This model has also benefited from a large number of researchers

and practitioners adopting the CBAM, resulting in a rich knowledge base with particularly strong empirical support. Practitioners utilize the CBAM as a powerful tool to diagnose their innovation implementation progress by tracking the progression of adopter's concerns, and their behaviors related to the innovation's use (Ellsworth, 2000). One of the key lessons of CBAM research is that because adopter's concerns evolve over time to focus on different issues, the most effective interventions will vary accordingly.

While Rogers (1995) described adopter categories and their effect on innovativeness, Hall and others in their work are recognized as offering the best framework for "describing what is important to intended adopters and helping them through change"(p.11). Yet Rogers is widely considered authoritative in his theoretical categorization of adopters and their characteristics, which may be of considerable use in understanding why certain adopters progress through CBAM's stages and levels at different rates" (Ellsworth, 2000, p.157).

Rogers and Kim (1985) purported that change is an interaction of a new idea between a source and a receiver. This process consists of "(1) an innovation, (2) an individual or other unit of adoption that has knowledge of the innovation, (3) another individual or unit that does not have knowledge of the innovation, and (4) a communication channel connecting the two units: (p. 89).

Whatever the model we use to describe change theory, we have to feel our way through the process until we thoroughly understand what it is that we are trying to describe. In educational change, we are dealing with the mechanics of each part of the change communications model (Ellsworth, 2000).

Once we have decided upon a change model, we have to prepare a plan, gather our resources, and identify the innovation (change) to be adopted. This is the point at which we encounter the most difficulty. Innovations are adopted or rejected not only at the systems level but also at the individual level. Each user of the innovation will try the innovation in his or her environment and will make an individual decision to adopt or reject. If enough individuals reject the innovation, then it is more likely to be rejected on a systems or global level. In our research to understand how the individual decisions are reached, we must address the motivation and unknowns which underlie them, and focus on the intended adopter within the framework of the change effort as a whole (Ellsworth, 2000).

According to Curtis (1991), individuals tend to avoid understanding and attempting to change human behavior. Fullan (1982) described educational change as being difficult to define, made up of many dimensions, and very complex. The importance of the individual in the change process is enormous. Accepting change as a process with an individual perspective was seen by Hall and Hord (1987) as imperative to understanding the innovation.

As we have repeatedly stressed, any process, whether it be a change or evolution, has a time dimension. Hall and Hord (1987) described the process as a conceptualizing of that time dimension during the occurrence of various phases of the adoption of the innovation. Other studies by Massachusetts Institute of Technology psychologist Edgar H. Schein utilized an effective change model for management personnel development, which included steps labeled as unfreezing, changing and refreezing (Ellsworth, 2000). Additional studies of change theories were based on individual behaviors, thoughts and personal feelings (Curtis, 1991). These attributes can be modified either through the existing framework or when organizational change

takes place. Fullan (1982) personalized the process by the impact on the individual's "occupational identity, their sense of competence and their self-concept" (p.33).

In their studies involving work settings, Bunker and Delisle (1991) stressed the relationship between the involvement in the change process and the acceptance of the change. The overriding requirement for change is acceptance and adoption in whatever setting the innovation affects.

These are several reasons why individuals resist change - impact on their values, lack of understanding of the change and where it will lead, the feeling that the change is irrelevant, and a low personal tolerance for change. These resistors/barriers occur due to the complexity of change, which requires that individuals be involved in the process in order to gain better understanding and overcome those barriers.

Concerns Based Adoption Model (CBAM)

The Concerns Based Adoption Model (CBAM) was developed by the University of Texas Research and Development Center to conceptualize and facilitate educational change (Long, 1994). The CBAM was seen as a framework to examine the roles and personal needs of individuals involved in the change process and to provide strategies for total management of an innovation (Hord, 1987). It has been especially useful in evaluating the progress of the change implementation effort. This theory differs from others in that it focuses on the *user* and how the user experiences the change process (Hall & Hord, 1987).

The CBAM has enjoyed wide acceptance as a framework for conceptualizing the concerns of teachers and administrators who are involved in implementing an innovation related to their work. The theoretical framework for CBAM is grounded in the body of knowledge

which is known as change theory. This body of knowledge supports the premise that individuals (in this case, administrators) adopt new innovations through a series of stages. The CBAM was developed from that theoretical premise (Hall et al., 1977).

Research on these motivations and perceptions has been led by Hall and several colleagues, starting in the mid 1970s, with their development of the Concerns Based Adoption Model. This model is based on recognition that the change facilitator must understand how the individuals involved in accepting or rejecting the innovation perceive change and adjust their process accordingly (Hall & Hord, 1987, Loucks & Hall, 1977).

When we focus on the adopter's needs, we can avoid basing interventions on our "own needs and timelines rather than on the clients needs and change progress" (Hall & Hord, p.5). We have to begin with the assumption that change is a process, not an event (Hall, 1978, p.1). Another assumption is that change facilitators must have diagnostic tools such as CBAM provides in the Stages of Concern (SofC), Levels of Use, and Innovation Configuration (Hall, 1978, p.2). In order to probe through each of these dimensions, we must collect data using validated instruments specifically developed for these purposes.

Using these measurements, we can develop prescriptive strategies for interventions, while utilizing external information as needed. This allows for multiple diagnostics to validate the implementation progress and to obtain feedback on the intervention being employed.

The Stages of Concern Questionnaire (SoCQ) was developed to assess the seven hypothesized Stages of Concern About the Innovation (Hall, 1977). The model was designed to conceptualize and facilitate educational change. This was the model for this study.

Stages of Concern Questionnaire (SoCQ)

In order to measure the concerns about an innovation, individuals complete the Stages of Concern Questionnaire (Hall, George & Rutherford, 1986) which was first used in 1974. The SoCQ consists of 35 statements each of which reflects a possible concern about the innovation. The instrument is used to gauge (among other things) present concerns, concerns about involvement, and knowledge about the innovation. The 35-item SoCQ comprises seven subscales of 5 items each, which correspond to the seven ScC. Each item is followed by an 8-item Likert-type scale from 0 to 7, which indicates the extent to which the statement reflects the respondent's current feelings. A response of 0 indicates that the concern is irrelevant, 1= not true of me now, 3 and 4= somewhat true of me now, and 6-7 = very true of me now.

Responses are grouped into seven raw scores and an overall total score which is converted to percentile scores. In order to test the psychometric properties of the SoCQ, three analyses are conducted: factor analysis to determine correspondence of statistical clustering to original identified stages; internal consistency of each factor; and relationship among stages to test Hall's (1986) assumption that stage scores will be most highly correlated with adjacent stages. The resulting data is then analyzed to validate that the fundamental assumption behind the model-that individuals have a range of concerns about an innovation can be conceptualized in a developmental framework (Cheung, Hattie, & Ng, 2001).

While Fuller (1969) suggested three stages of concern: non-concern, concerns with self, and concerns with pupils, other models utilizing 5 and even 7 stages (as in the SoCQ) appear to provide a more psychometrically sound approach to conceptualizing concerns.

Summary

From its beginning in the nineteenth century, the community college has seen a major transformation of its mission. From its meager beginnings as a *historical accident* (Cowley, 1980), it has evolved into the characteristic educational institution of the United States (Hutchins, 1936). As more and more students were given access to a college education, the trend to add vocational programs to the curriculum grew. Since most of these programs were as a result of community demand, a remarkably individual character was added to the curricula at each college. Some community colleges even began as vocational or technical institutes and later developed into comprehensive institutions by adding the transfer or junior college curriculum. While some states have merged their previously separate systems of junior and technical college systems, some states, like Georgia have retained their separate systems and accompanying identity.

In the 1,173 community colleges in America (AACC, 2004), the transfer function, occupational education, remedial, and community services activities continue to grow. The mission of community colleges and technical colleges can be as diverse as each institution. Most community and technical college leaders are able to communicate their mission in the context of the audience they are addressing. Vaughan (1991) compared them to a balloon, with a skin that can expand and contract as necessary. By responding to both internal and external forces, the balloon can change its shape to fit its environment, so that it is always containing its mission, and meeting its community's needs. All across America, community and technical colleges are finding that they must act as community-wide clearinghouses, developing linkages and partnerships with public schools, universities, businesses, and other community sources. This

would allow the community college to concentrate its resources in area of its expertise as well in those areas of need not otherwise provided (Bogart, 1993).

As the community college moves toward the next century, access will certainly have to be a key function. Access provides opportunity which encourages and supports diversity, both in its student and in its faculty/staff. The concept of diversity requires community colleges to offer comprehensive curricular and program options. Community college students are very diverse in terms of their academic abilities. Since its early beginnings, research on community colleges has focused on the teaching process as opposed to the learning process. In light of the growing diversity found on our community college campuses and the projections for changes in racial and gender composition, community college educators and researchers will have to devote more time and effort on the learning process and the different cognitive styles of learning. According to Bogart, these three elements-access, diversity, and comprehensive programs form the heart and soul of the community college mission. Through realization of that concept, the community college could be well on its way to realizing Gleazer's (1980) mission "to encourage and facilitate lifelong learning with the community as process and product" (p.12).

In these successful instances, professional development was valued as an ongoing process by teachers as they sought to develop school-wide commitment to continuous improvement. Training and development were major components, concentrating on curriculum and instruction as well as on management and planning. There was also an explicit focus on changes in instructional practice, usually in reference to some broader instructional guidance system at the state or local level. Ongoing time was spent on developing, implementing, and reviewing new instructional practices (Wohlstetter, Smyer, & Mahrman, 1994).

Although no systematic research has been done on the burnout factor in seemingly successful restructured schools, it is likely that such successes are not attainable simply because the kinds of organizational changes required are much more radical than previously assumed.

CHAPTER 3

METHODOLOGY OF THE STUDY

The purpose of this chapter is to describe the research method used in the study. This chapter includes the purpose of the study, sample population, sample selection, instrumentation, data collection procedures, and data analysis.

Research Method

The design employed in this study was causal comparative. According to Gall, Borg and Gall (1996), the causal comparative research methodology is the simplest quantitative approach to exploring relationships between phenomena. It utilizes a particular method of analyzing data in an effort to detect relationships between variables. It also seeks to identify possible causes and effects of a behavior pattern or personal characteristics by "comparing individuals in whom it is present with individuals in whom it is absent or present to a lesser degree" (p. 380). Causal comparative research employs data collection in order to reach conclusions/answer to questions concerning the current status of the sample selected. The independent variable in this study was the participants' position of administrator (vice president of instruction and vice president of student services) in the Department of Technical and Adult Education institutions. The dependent variables were the seven stages of concern in the Concerns Based Adoption Model (CBAM): awareness, informational, personal, management, consequence, collaboration, and refocusing. Each stage of concern is discussed in the section on instrumentation.

The Research Objectives for this study include:

1. To determine the Stages of Concern profiles of technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.
2. To compare the Stages of Concern profiles among technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.
3. To determine the status of conversion of technical institutes to technical colleges from the perspective of the technical colleges Vice President for Instruction and the Vice President for Student Services.

Purpose of the Study

The purpose of this study was to determine the Stages of Concern of administrators involved in the conversion of technical institutes to technical colleges in Georgia. These administrators were charged with adopting the innovation of converting technical institutes to technical colleges, resulting in changes to the type of accreditation and faculty credentialing. The Stages of Concern held by these individuals about the adoption of the innovation of conversion was measured by using the Concern Based Adoption Model and instrumentation. This was important in order to determine the environment for the conversion to succeed and the probability of success of the change. Future innovations and the way in which they are adopted/implemented should be addressed by the results of this study.

Population of the Study

At the time of this study, Spring 2004, there were 34 technical institutes/colleges with 18 satellite campuses, four joint college divisions, and the Georgia Virtual Technical College in the state of Georgia. A survey research methodology was used to examine and describe the views of selected administrators (vice presidents for instruction and vice presidents of student services) in technical colleges of the Georgia Department of Technical Education (DTAE). The entire population of administrators, (Vice Presidents of Instruction and Vice Presidents for Student Services) as opposed to a sample, was used in this study, lending credibility to the resulting data. VPIs and VPSs were selected since they have the responsibility for guiding the academic and student service activities at all locations, not just on main campuses. The job description for the VPI of Georgia technical colleges reads, "plans, administers and evaluates institutional services to include supervision and leadership in the activities of personnel as related to instruction; develops and maintains staff in-service activities; recommends the implementation or continuance or discontinuance of instructional programs and approves new curricula and revisions; promotes the technical college by addressing interested groups and by preparing news releases; May conduct hearings for appeals of suspended students. May be responsible for information technology services" (GDTAE, 2004). The job description for the VPS of Georgia technical colleges reads, "develops and maintains a system of services for students at the technical college. Supervises subordinate employees. Develops policies and procedures. Coordinates departmental activities with other federal, state and local agencies. Assists with quarterly and annual enrollment reports. Supervises subordinate employees. Plans and manages the Student Services budget. May manage the development of Student Services publications and

may serve as the Registrar for the technical college. For further details of the job responsibilities of the VPIs and VPSs see job descriptions in Appendix F (GDTAE, 2004). The total population of vice presidents was 68. These administrators are employed by the various colleges in Georgia and the names and addresses were available through open sources, including the Department of Technical and Adult Education.

Instrumentation

According to Hall and George (1978), the CBAM was adopted to gauge individual response and perception to new innovations. In this study, the innovation is the conversion of technical institutes to technical colleges in the state of Georgia. In order to measure change in educational institutions, the CBAM's key premise is "that the *individual* must be attended to in establishing a frame of reference for understanding, studying, and managing the change process in organizations" (Hall & George, 1978, p.2). In order to document and measure these individuals' "feelings, perceptions, frustrations, questions, joys, and disappointments" (p.2), seven stages of concern were developed which would determine the various stages of innovation acceptance, adoption, and implementation.

Stages of Concern

The key dimension of the Concerns based Adoption Model (CBAM) is the concept of the Stages of Concern about the Innovation (SoC). The SoC is grounded in conceptual literature and field experience which describe the personal aspects of change (Hall & George, 1979). The SoC explores the concerns that participants have about an innovation (change) from the first time they become aware of it until they have personally mastered it. For this study, the innovation is the conversion of technical institutes to technical colleges in the state of Georgia. According to Hall

(1979), the SoC describes the feelings, perceptions, and attitudes of individuals as they consider, approach, and implement an innovation. The SoC questionnaire utilized in this study first evolved from Hall's research which demonstrated that individuals encounter seven stages of concern as they accept/master an innovation. In this study, the 35-item questionnaire represents the seven Stages of Concern and is comprised of five items for each stage (Hall et al, 1986) (see Appendix A and B).

Reliability and Validity

The reliability of an instrument, according to Gall et al., (1996), is defined as "how much measurement error is present in the scores yielded by the test" (p.254). The computation of a reliability coefficient whose scores vary between .00 (no reliability) and 1.00 (perfect reliability) is a widely accepted method to determine reliability.

In selecting the items on the Stages of Concern Questionnaire (survey), care was taken to ensure that high internal reliability was very likely. One of the necessary conditions for an item to be included was that responses to it correlate more highly with responses to other items measuring the same stage than with responses to items on other scales. As a result, high reliability was assured (Hall et al., 1977; Huffman, 2001).

According to Hall and George (1979), the reliability of the questionnaire was determined using a two-week test-retest study with retest correlations ranging from .65 to .86 for the seven stages and the internal validity ranging from .64 to .83 (Hall & George, 1979). Other studies have reported SoC reliability (Bailey & Pasha, 1992; Cheung, Hattie & Ng, 2001, Shotsberger & Crawford, 1996). In the Shotsberger and Crawford study, "Cronbach-alpha coefficients were computed as measures of internal consistency for the seven factors hypothesized by the original

CBAM and the reduced five factor solutions proposed by Bailey and Pasha" (p.7). Gall et al., (1996), defined the Cronbach Alpha coefficient as "A measure of the internal consistency of a test, based on the extent to which test-takers who answer a test item one way respond to other items the same way" (p.757). The reliability for each stage of the SoC questionnaire based on responses of the VPI and VPSS participants in this study are shown in Table 1 below.

Table 1

Reliability Analysis

Stage	Standardized Item Alpha
Stage 0	.2537
Stage 1	.8429
Stage 2	.8656
Stage 3	.8192
Stage 4	.7227
Stage 5	.8755
Stage 6	.8312

According to Gall et al., (1996), the 1985 Standards for Educational and Psychological Testing, the S*tandards* which were written by the Joint Committee on Educational and Psychological Tests, defined *validity* as the "appropriateness, meaningfulness, and usefulness of the specific inferences made from test scores" (Gall et al., 1996, p.249). In other words, the test measures what it was designed to measure (Gall et al., 1996). According to Hall et al. (1977), "The validity of the scores on the SoCQ as measures of the defined Stages of Concern could not be

demonstrated as easily as could their reliability. There does not exist another measure of concerns with which the SoC Questionnaire could be compared easily" (p. 12). Attempts were made by the instrument developers to demonstrate that scores on the SoCQ relate to each other as well as to other variables suggested by concerns theory. As such, inter-correlation matrices, judgments of concerns based on interview data, and confirmation of expected group differences and changes over time have been used to demonstrate the validity of SoCQ scores. Subsequently, studies utilizing each of these three methods were conducted which demonstrated the validity of SoCQ scores (p.17). Two recent studies by Dennison (1993) and Long (1994), established the validity of SoCQ scores for use with career and technical educators, including both teachers and administrators.

Data Collection Procedures

The University of Georgia has guidelines for research involving human subjects. According to the *Guidelines for Investigators Including University Policy and Procedures for Obtaining Approval*:

> Any research activity that involves human subjects, whether such activity is undertaken on a large or small scale, whether it is preliminary or fully designed, whether it is conducted by students or faculty, whether it is externally funded or not, and whether it involves minimal risk or more than minimal risk, is subject to the IRB Guidelines for Use of Human Subjects in Research. (UGA, 2000, p.1)

The following methodology was used to ensure compliance with human subjects guidelines:

1. A Human Subjects Research Application was submitted to the Institution Review Board (IRB) and was approved.
2. Permission to reproduce the SoC Questionnaire was obtained from the Southwest Education Educational Development Laboratory, University of Texas, Austin.
3. Documents which were mailed to members of the sample included: a cover letter guaranteeing confidentiality (Appendix C), directions for completing the SoC Questionnaire, the SoC questionnaire itself, additional questions relating to status of accreditation, and a self-addressed stamped envelope for return mail.
4. The questionnaire was coded to track non-respondents.
5. A follow-up letter (Appendix C) was mailed after two weeks to remind those who had not returned the questionnaire to increase the response rate.

Data Analysis

The SoC questionnaire consists of 35 statements which express a certain concern about the innovation. Respondents were asked to indicate the degree to which each concern was true of them by marking a Likert-type scale of 0 to 7. High numbers indicated higher concern, low numbers indicated low concern, and 0 indicated very low concern or the item is irrelevant (Hall et al., 1986). The data collected was analyzed using statistical software to determine the mean and standard deviation for each of the stages and determine the predominant stages. Finally, t-tests were used to determine "whether the observed difference between the mean scores of two groups on variable X is statistically significant" (Gall, et al.,1996, p.772).

Group Profiles

The responses to the questionnaire were used for research objective one: to determine the Stages of Concern profiles of administrators involved in the implementation of the conversion of technical institutes to technical colleges. To determine the profiles, a raw score for each individual for each stage was calculated as the sum of the responses to the five statements of that stage. Higher stages of concern indicate more intense concerns at that stage, while lower scores indicate less intense concerns at that stage. The range of scores and mean scores were computed for each Stage of Concern by group. The definition for each stage is presented in Appendix A and the statements for each stage are presented in Appendix D.

Differences Among Group Profiles

The responses to the questionnaire were used for research objective two: to compare the Stages of Concern of DTAE administrators. The seven Stages of Concern are each represented by five statements. The raw score for each stage was tabulated, mean scores calculated, and t-test were calculated to determine if there were differences in concerns between the vice presidents for instruction and the vice presidents for student services.

Additional Questions on Levels of Administrative Involvement and Accreditation

Six additional questions were included in the survey (Appendix B) to ascertain the current status of accreditation for the responding technical colleges. They included questions on COE/COC accreditation, progress toward additional accreditation, level of involvement of the respondent in the conversion process, and an assessment of the level of concern of the academic faculty, the technical faculty, and students' attitudes toward the conversion. The responses to the level of administrative involvement question and the questions related to current accreditation

status were used to address research objective three: to determine the status of conversion of technical institutes to technical colleges. Responses to the additional questions were used to provide insight into the status of institutional accreditation and the reaction of the faculty and students to this innovation.

Summary

The research methodology and plan for data analysis were included in this chapter. In addition, population and sample selection were described, as well as reliability and validity of the results obtained. The survey instrument was based on the Concerns Based Adoption Model using the Stages of Concern questionnaire. Data was collected by mailing surveys to 68 administrators at 34 technical institutions who were involved in the conversion of technical institutes to technical colleges. Additional questions related to current status of accreditation were also included and analyzed. Results of the study are reported in Chapter 4.

CHAPTER 4

DATA ANALYSIS AND FINDINGS

This chapter describes the findings generated through an analysis of the returned surveys. The major areas addressed in this chapter include: (a) description of the respondents; (b) description of the data entry procedures; (c) analysis of research objective one; (d) analysis of research objective two; (e) analysis of research objective three; and (f) chapter summary.

Description of the Respondents

The participants for this study consisted of 68 individuals in two groups: vice presidents of instruction and vice presidents of student services in 34 technical colleges in Georgia. These individuals had been and are currently involved in the conversion of technical institutes to technical colleges. A copy of the Stages of Concern (SoC) Questionnaire and additional questions on current status of accreditation were mailed to these individuals. A total of 33 questionnaires were returned following an initial (N = 29) and one follow-up mailing (N = 4) for a total response rate of 49%. Although care was taken to avoid peak academic periods of demand for VPIs and VPSs, data collection occurred after the beginning of an academic quarter and may have affected the rate of return. All of the questionnaires were usable. Table 2 presents the number of questionnaires returned by groups.

Table 2

Questionnaire Response by Group

Questionnaires Mailed	68
Questionnaires Returned By Group	
Vice Presidents for Instruction	18
Vice Presidents for Student Services	15
Total	33
Questionnaires-Not Usable	0
Total Usable Returned	33
Response Rate	49%

Data Entry Procedures

The surveys were coded to ensure confidentiality and accuracy and provide for follow-up of non-respondents. The receipt date was entered on each survey form as it was received as well as on a numbered mailing list. After receipt of each survey, a quality check was made to ensure that the instrument had been completed. Following visual inspection, each survey response was entered into an Excel spreadsheet which indicated the survey number and the responses to each item. Reponses were charted on a map of the state to determine responses by region, northeast (N = 4), northwest (N = 3), central (N = 7), southeast (N = 4), and southwest (N = 7). Responses were received from all regions of the state.

The following sections address each of the research objectives used to direct this study. Each section presents data and analysis associated with the objective.

Analysis of Research Objective 1

Research Objective 1. To determine the Stages of Concern profiles of technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.

To determine the profiles, a raw score for each individual for each stage was calculated as the sum of the responses to the five statements of that stage. The range of scores and mean scores were computed for each Stage of Concern by group. The definition for each stage is presented in Appendix A and the statements for each stage are presented in Appendix D.

Below, Table 3 shows the frequency of individual highest concerns by stage, ie, the intensity of concerns, on the seven Stages of Concern (Awareness Stage, Informational Stage, Personal Stage, Management Stage, Consequence Stage, Collaboration Stage, and Refocusing Stage) and by group - Vice Presidents for Student Services and Vice Presidents for Instruction. Higher stages of concern indicate more intense concerns at that stage, while lower scores indicate less intense concerns at that stage. In other words, seven VPIs highest concern fell in Stage 0, Awareness, while none of the VPSSs highest concern fell in that stage. According to Hall et al., (1986), higher level of concerns at the Stage 0 level can have two very different meanings, depending on whether the respondent is a user or nonuser of the innovation. With nonusers of the innovation, a high peak score on Stage 0 indicates awareness of and concern about the innovation, while a high peak score on Stage 0 for a user may indicate lack of concern about the innovation. Often, further study of other stage scores can be helpful. Usually, nonusers who have a high response score at Stage 0 will also have high scores on Stages 1 and 2, while users with high scores on Stage 0 will have low scores in Stages 1 and 2. Individuals who are more

experienced, comfortable, and confident users of the innovation tend to shift their concerns to other areas of responsibility and corresponding aspects of their lives. They report that other things are of more concern, which will result in high peak scores at Stage 0. Other areas which can be useful to determine use or non-use of the innovation are demographic data and outside judgment of level of use. The second highest Stages of Concern for VPIs was split between Stage 4 (Consequence) and Stage 5 (Collaboration). Highest Stages of Concern for VPSSs were at Stage 2 (Personal) and Stage 5 (Collaboration). Four years after conversion from technical institutes to technical colleges, 54% of VPIs were at Stage 4, Consequence, or above while 39% were at Stage 0, Awareness. Comparatively, 53% of VPSSs were at Stage 4 or higher while none were at Stage 0.

Table 3
Highest Concerns of VPI and VPSS

	VPI N	VPSS N	Total N
Stage 0 Awareness Little concern about or involvement with the innovation is indicated.	7	0	7
Stage 1 Informational A general awareness of the innovation and interest in learning more detail about it is indicated. The person seems to be unworried about herself/himself in relation to the innovation.	0	1	1
Stage 2 Personal Individual is uncertain about the demands of the innovation, her/his inadequacy to meet those demands, and her/his role with the innovation.	0	5	5
Stage 3 Management Attention is focused on the processes and tasks of using the innovation and the best use of information and resources.	0	1	1
Stage 4 Consequence Attention focuses on impact of the innovation on students in her/his immediate sphere of influence.	5	3	8
Stage 5 Collaboration The focus is on coordination and cooperation with others regarding use of the innovation.	5	5	10
Stage 6 Refocusing The focus in on exploration of more universal benefits from the innovation, including the possibility of major changes or replacement with a more powerful alternative.	1	0	1
Total	18	15	33

Analysis of Research Objective 2

Research Objective 2. To compare the Stages of Concern profiles among technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.

An Independent Sample *t test* was used to determine if there were differences in Stages of Concern between Vice Presidents for Instruction and Vice Presidents for Student Services. Results are presented in Table 4 below. There was a statistically significant difference ($\alpha \leq .05$) between Vice Presidents for Instruction and Vice Presidents for Student Services in Stage 2 (Personal) with Vice Presidents for Student Services (M = 3.87, SD = 1.82) indicating higher intensity of concern than Vice Presidents for Instruction (M = 2.12, SD = 1.66). Stage 2 (Personal) reflects an uncertainty about the demands of the innovation, the required personal demands (time, etc) and a lack of understanding about how the innovation will affect the respondents' personal situation or level of commitment.

Table 4

Independent Sample t-test for Equality of Means

Stage	t	Significance
Stage 0	- .44	.66
Stage 1	1.27	.21
Stage 2	2.80	.01*
Stage 3	1.07	.30
Stage 4	.98	.33
Stage 5	.38	.71
Stage 6	.68	.51

*$\alpha \leq .05$

The summary of Stages of Concern means for each stage by group is presented below in Table 5. The mean scores of Vice Presidents of Instruction ranged from 1.90 (SD = 1.60) on Refocusing Stage (focusing on universal benefits from the innovation) to 3.71 (SD = 1.66) on the Collaboration Stage (focusing on coordination and cooperation with others regarding use of the innovation). The mean scores for Vice Presidents of Student Services ranged from 2.24 (SD = 1.27) on the Refocusing Stage to 3.93 (SD = 1.59) on the Collaboration Stage (Hall et al., 1986). According to Hall et al., (1986), a high Collaboration Stage profile is typical of team leaders and many administrators who spend most of their time coordinating the work of others. It also indicates concerns about coordinating with others in relation to the innovation and its adoption.

Table 5

Summary Profile of Stages of Concern by Group

Group	N	Mean*	SD	Range
Awareness				
Vice Pres SS	15	2.27	.77	1.20 - 3.60
Vice Pres Inst	18	2.44	1.39	.40 - 5.25
Informational				
Vice Pres SS	15	3.11	1.93	1.00 - 6.80
Vice Pres Inst	18	2.31	1.54	.20 - 5.20
Personal				
Vice Pres SS	15	3.87	1.82	1.40 - 7.00
Vice Pres Inst	18	2.12	1.66	.00 - 5.80
Management				
Vice Pres SS	15	2.61	1.56	1.00 - 5.60
Vice Pres Inst	18	2.03	1.43	.00 - 5.60
Consequence				
Vice Pres SS	15	3.81	1.37	1.60 - 5.80
Vice Pres Inst	18	3.28	1.72	1.00 - 6.40
Collaboration				
Vice Pres SS	15	3.93	1.59	.00 - 5.80
Vice Pres Inst	18	3.71	1.66	1.00 - 6.20
Refocusing				
Vice Pres SS	15	2.24	1.27	.00 - 4.60
Vice Pres Inst	18	1.90	1.60	.00 - 5.20

*Mean- mean of the total individual raw scores for each stage

Analysis of Research Objective 3

. **To determine the status of conversion of technical institutes to technical colleges from the perspective of the technical colleges Vice President for Instruction and the Vice President for Student Services.** Six additional questions were included in the survey (Appendix C) to ascertain the current status of accreditation for the responding technical colleges. They included questions on type of accreditation held, Commission on Occupational Education or Commission on Colleges, progress toward COC accreditation, level of involvement of the respondent in the process of conversion to technical colleges, and an assessment of the respondents' perceptions of the level of concern of the academic faculty, technical faculty, and students toward the conversion. Responses to the additional questions were used to provide insight into the status of institutional accreditation and the reaction of the faculty and students to this innovation. As seen in a previous study (Watford, 2004), there was existing evidence to support the concerns of faculty, especially those who had been mandated to return to school to increase their educational, i.e. degree, level.

A total of 33 individual responses were received from 25 different technical colleges. Data related to the 25 non-duplicated institutional responses are shown in Table 6 below. Table 6 represents the institutional responses to items related to current accreditation. Institutional responses were determined by comparing the responses of the two individuals from the same institution. In all cases, the responses were consistent between respondents from the same institution. Nine of the 34 Georgia technical colleges were not represented in the study. Table 6 below shows the current accreditation status of the technical colleges represented in the study. Four institutions reported holding both COE and COC accreditation.

Table 6

Current Accreditation Status by Institution (N = 25)

	YES	NO	TOTAL
Council on Occupational Education Accredited	15	10	25
Commission on Colleges Accredited	10	15	25
Dual Accreditation	4	21	25

Of the 25 institutions represented in this study, 15 did not currently hold COC accreditation. Table 7 shows the status of the institutions in regard to seeking COC accreditation in the future. Thirteen of the institutions reported either some progress toward COC accreditation or the intent to seek COC accreditation within a year. Two institutions did not respond to this inquiry.

Table 7

Current Commission on Colleges of Southern Association of Colleges Accreditation Status (N = 15)

	YES
COC Self-study Completed, Site Visit Scheduled	3
Self-Study Completed, No Site Visit Scheduled	0
In process of Completing Self-Study	1
Self-Study Will be Completed in AY 2004-2005	4
No Plan to Complete Self-Study in AY 2004-2005	5
No Plan to Seek Commission on Colleges Accreditation	0
No Response	2
Total	15

All responses were used in Table 8 in determining level of involvement, academic faculty concerns, technical faculty concerns, and student concerns. On the question of level of involvement in the conversion, 62% of the Vice Presidents for Student Services indicated high degree of involvement, while 82% of the Vice Presidents for Instruction indicated that they were highly involved.

On the question of academic faculty's level of concern, a total of 12 indicated high concern, 21 some or no concern. On the question of technical faculty' level of concern about Commission on Colleges accreditation standards for faculty, 14 indicated high concern, 11 some concern, and 7 not concerned. The majority indicating "not concerned" were Commission on Colleges accredited institutions. The Cronbach alpha reliability for these two items related to faculty concern was .88.

On the question of student's attitude toward conversion, 22 indicated high support, 3 indicated some support, and 8 responded that the students were not concerned. It is interesting to note that in one instance within the same institution, the Vice President for Student Services indicated high concern while the Vice President for Instruction responded that the students were not concerned.

Table 8

Additional Questions on Level of Involvement/Concern by Respondent

Group	High N (%)	Some N (%)	None N (%)	Total
Level of Personal Involvement				
Vice Presidents for Instruction	14 (82%)	2 (12%)	1 (6%)	17 (100%)
Vice Presidents for Student Services	8 (62%)	3 (23%)	2 (15%)	13 (100%)
Concern of Academic Faculty				
Vice Presidents for Instruction	5 (28%)	6 (33%)	7 (39%)	18 (100%)
Vice Presidents for Student Services	7 (47%)	7 (47%)	1 (6%)	15 (100%)
Concern of Technical Faculty				
Vice Presidents for Instruction	4 (22%)	8 (44%)	6 (33%)	18 (100%)
Vice Presidents for Student Services	10 (71%)	3 (21%)	1 (8%)	14 (100%)
Students' Attitude				
Vice Presidents for Instruction	11 (61%)	1 (6%)	6 (33%)	18 (100%)
Vice Presidents for Student Services	11 (73%)	2 (13%)	2 (13%)	15 (100%)

Summary

Data analysis was performed to determine group profiles, interpret differences between VPIs and VPSs concerns, and assess the status of conversion to technical colleges. The highest intensities of concern for vice presidents of instruction occurred at the Consequence and Collaboration stages. The highest intensities of concern for vice presidents for student services occurred at the Personal and Collaboration stages. Group profiles were determined, analyzed for differences, and level of involvement for each group.

CHAPTER 5

CONCLUSIONS

Introduction

This chapter describes the conclusions of the study through an analysis of the findings. The major areas addressed in this chapter include: (a) conclusions; (b) discussion of the findings; (c) implications for theory; (d) implications for practice; (e) implications for future research; and (f) chapter summary.

Conclusions

This study was conducted to determine the concerns that Vice Presidents for Instruction and Vice Presidents for Student Services in institutions of the Department of Technical and Adult Education have regarding the conversion of technical institutes to technical colleges. These concerns were identified to help us understand how the adoption and implementation of the conversion (innovation) was progressing and their current status of accreditation. The Concerns-Based-Adoption-Model (CBAM) was utilized because of its ability to measure an individual's response to and perception of new innovations. The theory underpinning the survey instrument (Stages of Concern Questionnaire) provides a frame of reference for understanding, studying, and managing the change process. In this study, the innovation was the conversion. The specific research objectives were:

1. To determine the Stages of Concern profiles of technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.

2. To compare the Stages of Concern profiles among technical college vice presidents of instruction and student services involved in the conversion of technical institutes to technical colleges.

3. To determine the status of conversion of technical institutes to technical colleges from the perspective of the technical colleges Vice President for Instruction and the Vice President for Student Services.

Based on the results of this study, the following conclusions are made:

1. The profile of participants in this study indicated highest intensity of concerns related to personal, collaboration, and consequence stages as measured by the Stages of Concern Questionnaire.
2. No significant difference exists between groups involved in conversion of technical institutes to technical colleges in Georgia on six of the seven stages.
3. The process of conversion from technical institutes to technical colleges varies greatly among participating/responding institutions.
4. Reliability of the Stages of Concern Questionnaire was confirmed through statistical analysis.

Discussion of the Findings

It is a foregone conclusion that change is needed in education today (Imel, 1990). In the review of literature, the changing nature of work and the related educational expectations

provides us with a basis for providing individuals with the necessary knowledge and skills to perform and advance in the workplace, both in the present and in the future (Cohen, 1993; Covey, 1989; Drummond & Youtie, 2003; Nielsen, 1994). Change, however is imperative and will encounter resistance (Curtis, 1991). In order to overcome this resistance, an understanding of how administrators adopt and use change (Dennison, 1993) is the focus of this study. Often the adoption process will involve change on the part of practitioners and we need to study the processes that they go through during the adoption of the innovation. In our research to understand how the individual decisions are reached, we must address the motivation and unknowns which underlie them, and focus on the intended adopter within the framework of the change effort as a whole (Ellsworth, 2000). By providing an understanding of these processes and the responses of individuals, we can get a better understanding of future innovation adoption. Through the use of the Concerns-Based Adoption Model, we are able to describe the personal aspects of change. Through the Stages of Concern, we explore the concerns of the participants from the first time they become aware of it until they have personally mastered it. Each conclusion is discussed below and reinforced through the review of literature for this study.

Conclusion One

According to Loucks and Hall (1977), (a) a higher personal stage of concern implies that an adopter's present role be evaluated and may change if an innovation is implemented within the organization, and (b) a higher collaboration stage of concern indicates that the adopter relates his/her use of an innovation to other individuals within the organization who may use the innovation. A higher consequence stage of concern is explained by Hall and George (1978), who stated that adopters focus on the innovation's impact on individuals while Rogers and Kim

(1985) proposed that consequences can be measured on a typology. According to Hall et al., (1986), a high collaboration stage profile is typical of team leaders and many administrators who spend most of their time coordinating the work of others. It also indicates concerns about coordinating with others in relation to the innovation and its adoption. Therefore, the responses from the participants from this study were consistent with their administrative roles and responsibilities within the technical colleges. VPIs and VPSs were selected since they have the responsibility for guiding the academic and student service activities at all locations, not just on main campuses. Their job descriptions (Appendix F), detail those responsibilities, which include leadership and supervision of subordinates.

Conclusion Two

The individuals involved often develop their own interpretation of the change process, not always resulting in acceptance and implementation. The concerns of individuals toward an innovation are critical because the individuals have a great deal of control over the implementation of the innovation (Hall & George, 1979). Each user of the innovation will try the innovation in his or her environment and will make an individual decision to adopt or reject. If enough individuals reject the innovation, then it is more likely to be rejected on a systems or global level. The use of the survey instrument (Stages of Concern Questionnaire) in this study is key to determining a frame of reference for understanding, studying, and managing the change process. The only stage at which there was a significant difference between the two groups was the Personal Stage. Hall and George (1978) indicated that a personal stage of concern expressed by an individual implied an uncertainty in the innovation's demands placed on his/her role in the reward structure of an organization, decision-making policies, and potential conflicts with the

organizational structure and an individual's well being. In this study, the respondents' administrative role was not a factor in their stage of concern of the conversion to technical colleges. The consistency of the respondents and the associated levels of concern substantiate the roles and responsibilities of these individuals.

Conclusion Three

Technical institutes, community colleges, colleges, and universities often have (Wolfson, 1994) very different standards, stringent transfer policies, and restrictive degree requirements. Since 2001, all technical colleges in the state have been encouraged to seek accreditation from COC of the Southern Association of Colleges and Schools. Currently, out of the 25 institutions responding to the survey, ten are currently accredited by COC, three are in candidacy status, and five are in the application process, five are not planning to convert in the next year, two did not respond to this question.

Conclusion Four

Hall, Wallace, and Dossett (1973) applied Fuller's model (1969) focusing on the concerns of teachers in training to teachers faced with innovations and presented a developmental progression of seven Stages of Concern. This model's strength lies in having dimensions which are paired with a valid and reliable instrument for diagnosing current status (Hall, 1978 p.2). This model has also benefited from a large number of researchers and practitioners adopting the CBAM, resulting in a rich knowledge base with particularly strong empirical support. Practitioners utilize the CBAM as a powerful tool to diagnose their innovation implementation progress by tracking the progression of adopter's concerns, and their behaviors related to the innovation's use (Ellsworth, 2000). One of the key lessons of CBAM research is that because

adopter's concerns evolve over time to focus on different issues, the most effective interventions will vary accordingly. This study helps to reinforce Hall's (1973) premise that as the user and resource systems work together to assume greater responsibility in the decision making and analysis of needs, the adopter will gain confidence in the use of the innovation. This study also supports the CBAM concept that focus should be directed to the practitioners of an innovation, their concerns, feelings, attitudes and perceptions during the implementation process.

Implications for Theory

In order to address the research objectives, a review of literature was completed to develop a theoretical framework in which education reform issues, higher education and mission, change theory, the Concerns-Based Adoption Model, seamless education, and lifelong learning were considered. The literature review helped to provide the basis for identifying the Stages of Concern of administrators involved in the conversion. The Stages of Concern Questionnaire (SoCQ) was utilized as the survey instrument. The SoCQ describes the feelings, perceptions, and attitudes of the administrators as they become familiar with, consider, and implement an innovation. According to Hall (1976), individuals implementing an innovation experience a developmental progression of concerns of varying intensity across all seven SoC at different stages in the change adoption process. The SoC can be divided into three groups: self concerns (awareness, informational, personal); to task concerns (management); and finally to impact concerns (consequence, collaboration, refocusing). An individual may experience several SoC concurrently, but with varying degrees of intensity. The degree of intensity of early concerns should be mitigated in order to increasing intensity in later stages (Cheung et al., 2001).. The data were analyzed using descriptive statistic and t-tests. The implications to be gained from this

study include a reaffirmation of the stages of concern that individual educators experience in the adoption of an innovation. All individuals experience concerns any time change takes place. This study demonstrates that administrators have specific levels of concern and those levels can be measured and quantified.

Implications for Practice

The research findings in this study indicate that administrators (Vice Presidents for Instruction and Vice Presidents for Student Services) had similar Stages of Concern about the conversion of technical institutes to technical colleges. These similarities were evident in the fact that the groups had highest mean scores in the Collaboration Stage. As an organization goes through change, the individuals involved can benefit by knowing that there are specific concerns they will face and that there are interventions to help them through the innovation process. This study heightened awareness of the concerns that individuals experience as part of the change process. Future innovations can be adopted more easily and with less anxiety on the part of the adopters. In fact, the model used for this study can provide for future adoption of innovations, by providing a framework for training and implementation.

Implications for Future Research

This study supports the CBAM concept that focus should be given to the practitioners/implementers of an innovation and their concerns, feelings, attitudes and perceptions during the period of implementation (Hall, 1975). Change can be more successful when the practitioners are involved and their concerns are identified. Through addressing these concerns, adoption of future innovations will be easier to understand, plan for, and implement.

This study should be replicated with a larger population, possibly including instructors, both academic and technical, in order to gauge the concerns of those practitioners who are charged with implementing the conversion on the student level. In addition, a sample of students could also be useful to determine their actual support level of the conversion.

Future studies should include questionnaires being submitted at the beginning of the innovation adoption as well as selected points within the implementation process. Comparisons could be made with other states as they implement similar conversions and report on their related concerns and success of implementation. The results of this study could be made available to other states which are considering innovations such as conversions/mergers of institutions/programs and possibly assist them in the change agent process. Staff development activities involving all related practitioners would be helpful in order to explain the theory behind the adoption innovation process and how change theories impact/facilitate adoption/implementation of innovations. Collaborative activities as well as group sessions should be included to instill a sense of cooperation and diminish a fear of change. In a recent study developed by the Occupational Research Group [ORG] in the College of Education at the University of Georgia, Wallin (2004) provided a substantial body of knowledge as well as national and Georgia best practices that can be used by technical colleges in Georgia to enhance orientation and professional development of full-time and adjunct faculty members. This study highlighted the "importance of planned, intentional, and quality orientation and professional development opportunities" (p. 9). Communication and dialogue between institutions involved in the implementation of innovations could provide a synergy of resources and broaden the base of knowledge. Additionally, Shotsberger and Crawford (1996) proposed that qualitative

information also be gathered from the respondents, in order to determine what the precise concerns of individuals are, utilizing "open-ended questions as well as informal discussions for pinpointing more accurately the critical issues in a reform effort" (p. 21).

Summary

As this study has proven, individuals progress through specific stages of concern which can be quantified and measured statistically. In the state of Georgia, an innovation has been taking place which allows technical institutes to become colleges, but also encouraged them to expand their accreditation status and make their programs more attractive to students (seamless education). The conversion that took place has been completed by some institutions and is still ongoing in others. As we follow the conversions, we see that academic and technical faculty have concerns that need to be addressed by administrators. On August 12, 2004, a new Commissioner of the Department of Technical and Adult Education was selected who no doubt will continue to urge the institutions to pursue COC accreditation and enhance the programs offered to include more associate degree programs.

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APPENDIX A

Stages of Concern About the Innovation

0 AWARENESS: Little concern about or involvement with the innovation is indicated.

1 INFORMATIONAL: A general awareness of the innovation and interest in learning more detail about it is indicated. The person seems to be unworried about herself/himself in relation to the innovation. She/he is interested in substantive aspects of the innovation in a selfless manner such as general characteristics, effects, and requirements for use.

2 PERSONAL: Individual is uncertain about the demands of the innovation, her/his inadequacy to meet those demands, and her/his role with the innovation. This includes analysis of her/his role in relation to the reward structure of the organization, decision making, and consideration of potential conflicts with existing structures or personal commitment. Financial or status implications of the program for self and colleagues may also be reflected.

3 MANAGEMENT: Attention is focused on the processes and tasks of using the innovation and the best use of information and resources. Issues related to efficiency, organizing, managing, scheduling, and time demands are utmost.

4 CONSEQUENCE: Attention focuses on impact of the innovation on students in her/his immediate sphere of influence. The focus is on relevance of the innovation for students, evaluation of student outcomes, including performance and competencies, and changes needed to increase student outcomes.

5 COLLABORATION: The focus is on coordination and cooperation with others regarding use of the innovation.

6 REFOCUSING: The focus is on exploration of more universal benefits from the innovation, including the possibility of major changes or replacement with a more powerful alternative. Individual has definite ideas about alternatives to the proposed or existing form of the innovation.

Note: Measuring the Stages of Concern About the Innovation: A Manual for Use of SOC Questionnaire, (p.7) by G. E. Hall, A. A. George, and W. L. Rutherford, 1986, Austin TX: Southwest Educational development Laboratory.
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APPENDIX B

Instructions for Concerns Questionnaire

Name (Optional) _____

MAKE ALL MARKS COMPLETELY DARK, CHOOSE ONLY ONE RESPONSE PER QUESTION.

The purpose of this questionnaire is to determine what people who are using, or thinking about using, various programs or practices are concerned about at different times during the innovation adoption process. A good number of the items on this questionnaire may appear to be of little relevance or irrelevant to you at this time. For the completely irrelevant items, please circle "0" on the scale. Other items will represent those concerns you do have, in varying degrees of intensity, and should be marked higher on the scale.

For Example:

This statement is very true of me at this time.	0	1	2	3	4	5	6	7
This statement is somewhat true of me now.	0	1	2	3	4	5	6	7
This statement is not at all true of me at this time.	0	1	2	3	4	5	6	7
This statement seems irrelevant to me.	0	1	2	3	4	5	6	7

Please respond to the items in terms of **YOUR PRESENT CONCERNS** or how you feel about your involvement or potential involvement with **the conversion of technical institutes to technical colleges**. We do not hold to any one definition of this innovation, so please think of it in terms of **your own perception of what it involves**. Please respond to each item in terms of **your present concerns** about your involvement with the conversion.

Your response is crucial to this study! Thank you for taking time to complete this task and please return the questionnaire in the postage-paid envelope by _____.

0	1	2	3	4	5	6	7
Not true of me now			Somewhat true of me now			Very true of me now	

1.	0 1 2 3 4 5 6 7	I am concerned about students' attitudes about this innovation.
2.	0 1 2 3 4 5 6 7	I now know of some other approaches that might work better.
3.	0 1 2 3 4 5 6 7	I don't even know what the innovation is.
4.	0 1 2 3 4 5 6 7	I am concerned about not having enough time to organize myself each day.
5.	0 1 2 3 4 5 6 7	I would like to help other administrators in their use of the innovation.
6.	0 1 2 3 4 5 6 7	I have a very limited knowledge about the innovation.
7.	0 1 2 3 4 5 6 7	I would like to know the effect of the innovation on my professional status.
8.	0 1 2 3 4 5 6 7	I am concerned about conflict between my interests and my responsibilities.
9.	0 1 2 3 4 5 6 7	I am concerned about revising my use of the innovation.
10.	0 1 2 3 4 5 6 7	I would like to develop working relationships with both our administrators and outside administrators using this innovation.
11.	0 1 2 3 4 5 6 7	I am concerned about how the innovation affects students.
12.	0 1 2 3 4 5 6 7	I am not concerned about this innovation.
13.	0 1 2 3 4 5 6 7	I would like to know who will make the decisions in the new system.
14.	0 1 2 3 4 5 6 7	I would like to discuss the possibility of using the innovation.
15.	0 1 2 3 4 5 6 7	I would like to know what resources are available once we adopt this innovation.
16.	0 1 2 3 4 5 6 7	I am concerned about my inability to manage all the innovation requires.
17.	0 1 2 3 4 5 6 7	I would like to know how my administration is supposed to change.
18.	0 1 2 3 4 5 6 7	I would like to familiarize other departments or persons with the progress of this new approach.
19.	0 1 2 3 4 5 6 7	I am concerned about evaluating my impact on students.

0	1	2	3	4	5	6	7
Not true of me now			Somewhat true of me now			Very true of me now	

20.	0 1 2 3 4 5 6 7	I would like to revise the innovation's approach.
21.	0 1 2 3 4 5 6 7	I am completely occupied with other things.
22.	0 1 2 3 4 5 6 7	I would like to modify our use of the innovation based on the experiences of our administrators.
23.	0 1 2 3 4 5 6 7	Although I don't know about this innovation, I am concerned about things in the area.
24.	0 1 2 3 4 5 6 7	I would like to excite our administrators about their part in this approach.
25.	0 1 2 3 4 5 6 7	I am concerned about time spent working with nonacademic problems related to this innovation.
26.	0 1 2 3 4 5 6 7	I would like to know what the use of the innovation will require in the immediate future.
27.	0 1 2 3 4 5 6 7	I would like to coordinate my effort with others to maximize the innovation's effects.
28.	0 1 2 3 4 5 6 7	I would like to have more information on time and energy commitments required by this innovation.
29.	0 1 2 3 4 5 6 7	I would like to know what other administrators are doing about in this area.
30.	0 1 2 3 4 5 6 7	At this time, I am not interested in learning about this innovation.
31.	0 1 2 3 4 5 6 7	I would like to determine how to supplement, enhance or change the innovation.
32.	0 1 2 3 4 5 6 7	I would like to use feedback from other administrators in this innovation.
33.	0 1 2 3 4 5 6 7	I would like to know how my role will change when we adopt the innovation.
34.	0 1 2 3 4 5 6 7	Coordination of tasks and people is taking too much of my time.
35.	0 1 2 3 4 5 6 7	I would like to know how this innovation is better than what we have now.

1. Does your technical college currently hold Council on Occupation Education accreditation?
   Yes _____
   No _____

2. Does your technical College currently hold Commission on Colleges of SACS accreditation?
   Yes _____
   No _____

   If no, which of the following best describes the status of your technical colleges toward COC accreditation (check one_?

   _____ Self-study completed; site visit scheduled.
   _____ Self-study completed; no site visit scheduled.
   _____ In process of completing the self-study.
   _____ Self-study will be completed in the next academic year (2004-2005)
   _____ No plan to complete the self-study in the next year.
   _____ No plan to seek COC accreditation.

3. How would you describe your personal level of involvement in the process of converting (or the consideration of converting) from a technical institute to a technical college?

   High involvement _____
   Some involvement _____
   No involvement _____

4. Overall, how would you characterize your academic faculty's level of concern about COC accreditation standards for faculty?
   Highly concerned _____
   Some concern _____
   Not concerned _____

5. Overall, how would you characterize your technical faculty's level of concern about COC accreditation standards for faculty?
   Highly concerned _____
   Some concern _____
   Not concerned _____

6. Overall, how would you describe your students' attitude toward the conversion from a technical institute to technical college?
   Highly support _____
   Some support _____
   Not concerned _____

Please feel free to add any additional comments regarding conversion from technical institutes to technical college.
Please return the entire questionnaire in the self-addressed stamped envelope to: Claude E. Lucas, Jr., 710 Mason Terrace Rd #12, Perry, GA 31069 Thank you.

APPENDIX C

Cover Letter

April xx, 2004

Dear:

My name is Claude E. Lucas, Jr., and I am currently a doctoral student at the University of Georgia, Department of Occupational Studies. As part of my doctoral program, I am conducting a survey of administrators in the Department of Technical and Adult Education. The survey activities related to this research may be published. The title of the study is Administrators' Stages of Concern in the Conversion of Georgia Technical Institutes to Technical Colleges. I can be reached by mail at 710 Mason Terrace Rd, Apt 12, Perry, GA 31069, or by phone at (478) 822-7596. My advisor is Dr. Helen C. Hall, Department of Occupational Studies (Rivers Crossing), 850 College Station Rd., Athens, GA 30602, (706) 542-4472.

The purpose of the research is to describe the concerns of administrators towards conversion of technical institutes to technical colleges in the state of Georgia. The data will enable the researcher to understand the different Stages of Concern that individual administrators experience in the adoption of innovations.

I realize how valuable your time is. Realizing this, your participation is voluntary, and you may withdraw from participation at any time, or skip any questions which you may feel uncomfortable in answering. If you decide to withdraw, just send your questionnaire back to me in the enclosed envelope. Completion of the stages of concern questionnaire and the few additional questions take about 10 minutes to complete. Answers will remain confidential as I am interested in the aggregate data only and not individual responses. Information, as it relates to you as an individual and to your institution will not be shared. The questionnaire has been numbered to allow me to know who has returned the questionnaire, not to track responses. Your participation is voluntary, but nevertheless greatly appreciated.

Your response is critical so please return the completed questionnaire and demographic information form in the enclosed self-addressed, stamped envelope as soon as possible, but hopefully no later than _____. If I haven't received your form within a short period, I will send you a follow-up letter to remind you to complete the form and return it.

Thank you very much for participating in my research of the concerns of administrators in the conversion of technical institutes to technical colleges in Georgia. Your time and responses are greatly appreciated. You may contact me at work (478) 822-7596 or at home at (478) 988-8687 or my committee chair, Dr. Helen Hall at (706) 542-4472 should you have any questions regarding my study.

Sincerely yours,

Claude E. Lucas, Jr.

Enclosures

Additional questions or problems regarding your rights as a research participant should be addressed to Chris A. Joseph, Ph.D., Human Subjects Office, University of Georgia, 612 Boyd Graduate Studies Research Center, Athens, Georgia 30602-7411; Telephone (706) 542-3199; E-Mail Address IRB@uga.edu

APPENDIX D

Follow-up Cover Letter

April xx, 2004

Dear:

You recently received a questionnaire which provides data for my doctoral research at the University of Georgia. I am conducting a survey of administrators in the Department of Technical and Adult Education.

The purpose of the research is to describe the concerns of administrators towards conversion of technical institutes to technical colleges in the state of Georgia. The data will enable the researcher to understand the different Stages of Concern that individual administrators experience in the adoption of innovations.

I realize how valuable your time is. Completion of the stages of concern questionnaire and the few additional questions take about 10 minutes to complete. Answers will remain confidential as I am interested in the aggregate data only and not individual responses. Information, as it relates to you as an individual and to your institution will not be shared. The questionnaire has been numbered to allow me to know who has returned the questionnaire, not to track responses. Your participation is voluntary, but nevertheless greatly appreciated.

Your response is critical so please return the completed questionnaire and demographic information form in the self-addressed, stamped envelope as soon as possible, but hopefully no later than _____.

Thank you very much for participating in my research of the concerns of administrators in the conversion of technical institutes to technical colleges in Georgia. Your time and responses are greatly appreciated. You may contact me at work (478) 822-7596 or at home at (478) 988-8687 or my committee chair, Dr. Helen Hall at (706) 542-4472 should you have any questions regarding my study.

Sincerely yours,

Claude E. Lucas, Jr.

Enclosures
Additional questions or problems regarding your rights as a research participant should be addressed to Chris A. Joseph, Ph.D., Human Subjects Office, University of Georgia, 612 Boyd Graduate Studies Research Center, Athens, Georgia 30602-7411; Telephone (706) 542-3199; E-Mail Address IRB@uga.edu

APPENDIX E

Statements on the Stages of Concern Questionnaire
Arranged According to Stage

Item Number	Statement
Stage 0—Awareness	
3	I don't even know what the innovation is.
12	I am not concerned about this innovation.
21	I am completely occupied with other things.
23	Although I don't know about this innovation, I am concerned about things in this area.
30	At this time I am not interested in learning about this innovation.
Stage 1—Informational	
6	I have a very limited knowledge about the innovation.
14	I would like to discuss the possibility of using the innovation.
15	I would like to know what resources are available once we adopt the innovation.
26	I would like to know what the use of the innovation will require in the immediate future.
35	I would like to know how this innovation is better than what we have now.
Stage 2—Personal	
7	I would like to know the effect of the innovation on my professional status.
13	I would like to know who will make the decisions in the new system.
17	I would like to know how my administration is supposed to change.
28	I would like to have more information on time and energy commitments required by this innovation.
33	I would like to know how my role will change when we adopt this innovation.
Stage 3--Management	
4	I am concerned about not having enough time to organize myself each day.
8	I am concerned about conflict between my interests and responsibilities.
16	I am concerned about my inability to manage al the innovation requires.
25	I am concerned about working with nonacademic problems related to this innovation.
34	Coordination of tasks and people is taking too much of my time.

Stage 4—Consequence

1 I am concerned about students' attitudes about this innovation.
11 I am concerned about how the innovation affects students.
19 I am concerned about evaluating my impact on students.
24 I would like to excite our administrators about their part in this innovation.
32 I would like to use feedback from other administrators in this innovation.

Stage 5—Collaboration

5 I would like to help other administrators in their use of the innovation.
10 I would like to develop working relationships with both our administrators and outside administrators using the innovation.
18 I would like to familiarize other departments or persons with the progress of this new approach.
27 I would like to coordinate my effort with others to maximize the innovation's effects.
29 I would like to know what other administrators are doing in this area.

Stage 6—Refocusing

2 I now know of some other approaches that might work.
7 I am concerned about revising my use of the innovation.
20 I would like to revise the innovation's approach.
22 I would like to modify our use of the innovation based on the experiences of our administrators.
31 I would like to determine how to supplement, enhance or change the innovation.

Note: Measuring the Stages of Concern About the Innovation: A Manual For Use of SoC Questionnaire, (p.25) by G.E. Hall, A.A. George, and W.L. Rutherford, 1998, Austin, TX: Southwest Educational Developmental Laboratory.

State of Georgia Job Description

Job Title: Vice President of Instruction
Job Code: 10050
Last Update: 04/01/2002
Salary Plan: DTAE Support Staff Salary Plan (SUP)
Pay Grade: 04

Job Description, Responsibilities, Standards, and Qualifications

Job Description:
Under minimal supervision of the president of a technical college, plans, administers and evaluates institutional services to include supervision and leadership in the activities of personnel as related to instruction; develops and maintains staff in-service activities; recommends the implementation or continuance or discontinuance of instructional programs and approves new curricula and revisions; promotes the technical college by addressing interested groups and by preparing news releases; May conduct hearings for appeals of suspended students. May be responsible for information technology services.

Job Responsibilities & Performance Standards:

1. Plans and organizes the unit's work to meet the technical college's objectives. Directs and reviews work assignments. (Performed by all incumbents)

1. Assigns and prioritizes work in keeping with employee skill levels, workloads and completion time frames.
2. Monitors progress and productivity of assigned staff.
3. Assists staff in resolving problems encountered in work assignments.
4. Evaluates policies, procedures, and processes, on a continual basis, and recommends/implements changes to ensure that assigned work unit is functioning.
5. Reviews and approves work schedules and request for leave, training and travel. Approves critical hire requests; responsible for disciplinary issues; acts as reviewing manager for performance plans and evaluations.

2. Develops policies and procedures for assigned functions. (Performed by all incumbents)

1. Develops instructional services policies and procedures which support the technical college's overall mission, goals and objectives. Ensures compliance with institutional accreditation criteria.
2. Determines and thoroughly evaluates costs and benefits of policy implementation.

3. Continually evaluates policies and procedures to ensure full compliance with DTAE policies and applicable state and federal laws.
4. Takes appropriate corrective action in cases of non-compliance.
5. Develops or seeks approval for effective processes for incorporating or implementing new rules, policies and procedures. Ensures policies and procedures are clearly communicated to employees to facilitate adherence.

3. Recommends the implementation or discontinuance of instructional programs. Approves new curricula and revisions. (Performed by all incumbents)

1. Effectively coordinates curriculum development activities within and between content areas to insure a sequential and comprehensive curriculum.
2. Provides appropriate staff with information concerning curriculum theory and current trends in curriculum development.
3. Accurately interprets curriculum results to determine specific areas of curriculum in need of development. Validates evaluation results with appropriate instructional staff.
4. Thoroughly researches and initiates the purchase or acquisition of curricula which are appropriate for the instructional needs of the technical college.
5. In coordination with appropriate personnel, develops and implements a strategic cyclical plan for curriculum review and revision.

4. Develops and implements an education plan to ensure staff, space and material are adequate to comply with federal and state guidelines. (Performed by some incumbents)

1. Develops a staffing plan sufficient to provide students with the opportunity to obtain adequate educational services.
2. May establish a plan that provides sufficient staff and/or contract services necessary to provide participation in the development of IEPs, administration of psycho-educational assessments, consultation and individual counseling.
3. Thoroughly monitors education programs to determine adequacy of classroom and administration space, instructional and reading materials and supplies needed to ensure compliance with established guidelines.
4. Develops plans for additional resources, if needed.
5. Effectively utilizes total building including scheduling of teachers, classrooms, laboratories and students. Participates in the planning of new facilities.

5. Develops and maintains staff in-service activities. (Performed by all incumbents.)

1. Accurately identifies staff training needs and selects, or make recommendations for training participates.
2. Conducts an effective departmental in-service training program in accordance with established guidelines.
3. Provides or makes available to staff the in-service training opportunities necessary for maintaining and improving professional skills.

4. Interacts in a professional manner with instructors and other staff concerning the improvement of techniques of instruction and organization of laboratories.
5. Properly maintains instructors' evaluation program.

6. Responsible for the administration of assessment and student placement tests for Adult Literacy students. (Performed by some incumbents)

1. Gathers information for state and national testing programs in a complete and timely manner.
2. Oversees the administration of tests to ensure they meet state scheduling requirements and student needs.
3. Publishes times, dates and requirements of tests in a timely manner to ensure staff and students are fully informed.
4. Responds to staff questions regarding the administration, use and interpretation of tests, as needed.

7. Promotes the technical college by directing media relations efforts and managing press conferences. (Performed by some incumbents)

1. Writes proposed responses or scripts for use at news conferences or briefings.
2. Schedules and arranges personal interviews of management and officials by media personnel, keeping the scope of the subject(s) within DTAE standards.
3. Plans and develops methods of delivering promotional information to the general public and designated audiences within and outside DTAE.
4. Outlines projects and programs on annual or quarterly events calendar, at the prescribed intervals or when appropriate.
5. Demonstrates a thorough knowledge of DTAE policies and programs in preparing clear and concise speech material, correspondence, news releases, and statistical data.

8. Conducts hearings for appeals of suspended students as requested. (Performed by some incumbents)

1. Requires, receives and reviews documents in informal or formal pre-hearing conferences and techniques of alternative dispute resolution.
2. Conducts hearings related to the appeal of suspended students in a professional and knowledgeable manner.
3. Determines credibility of witnesses and maintains appropriate order and decorum in hearing process.
4. Opens each hearing involving unrepresented parties with general explanation of hearing process, rights of parties and similar matters. Maintains impartial demeanor in the presence of parties and witnesses at all times.
5. Takes necessary steps to develop a full and fair record in each case and makes sure hearing is accurately recorded.

9. Directs, through subordinate managers, the technical college's information technology planning. (Performed by some incumbents)

1. Effectively plans for the long range direction of the information technology needs of the technical college.
2. Properly provides project management as needed to resolve significant problems with the information systems.
3. Provides data and coordinates interaction between staff and outside sources as requested.
4. Effectively manages the commitment of resources to assure the accomplishment of information technology needs of the technical college.
5. Effectively manages all major systems developments and enhancements/modifications to technical college's systems including approval of plans, designs, costs, resource allocation and timetables.

10. Requests funds and approves expenditure of funds for instructional and staff development efforts. (Performed by all incumbents)

1. Involves departmental staff in budget preparation to ensure all relevant information is available before making budget requests.
2. Compiles data and performs cost analysis prior to making budget requests.
3. Monitors budget on a regular basis and alerts supervisor in a timely manner to situations where the potential for substantial cost overruns exist.
4. Prepares all necessary budget and purchasing documents according to established procedures and submits them at required times.

11. Creates and maintains a high performance environment characterized by positive leadership and a strong team orientation. (Performed by all incumbents.)

1. Defines goals and/or required results at beginning of performance period.
2. Communicates regularly with staff on progress toward defined goals and/or required results, providing specific feedback and initiating corrective action when defined goals and/or required results are not met.
3. Evaluates employees at scheduled intervals, obtains and considers all relevant information in evaluation and supports staff by giving praise and constructive criticism.
4. Motivates staff to improve quantity and quality of work performed and provides training and development opportunities as appropriate.

12. Displays a high level of effort and commitment to performing work; operates effectively within the organizational structure; demonstrates trustworthiness and responsible behavior. (Performed by all incumbents)

1. Demonstrates eagerness to learn and assume responsibility; seeks out and accepts increased responsibility; displays a "can do" approach to work.
2. Shows persistence and seeks alternatives when obstacles arise; seeks alternative solutions; does things before being asked or forced to by events.

3. Works within the system in a resourceful manner to accomplish reasonable work goals; shows flexibility in response to process change and adapts to and accommodates new methods and procedures.
4. Accepts direction and feedback from supervisor and follows through appropriately.
5. Treats customers with respect, courtesy and tact; listens to customer and interacts with customer as a person while maintaining a business relationship.

Minimum Qualifications:
A master's degree from an accredited college or university in a vocational field or occupational supporting discipline or a related field *and* five years of experience in an adult education environment as an instructor, instructional media specialist, placement specialist, counselor or related professional specialty, with one of the years having been as a classroom instructor.

Preferred Qualifications:
(In addition to the minimum qualifications) A doctorate degree *and* two years full-time, paid work experience in business, industry or the military.

NOTE:
Job description information is extracted daily from the official Phoenix HRMS Job Code database. Problems in conversion may cause formatting errors in some job descriptions.

The information presented, while not an exact or exhaustive listing, describes the work, performance standards, and qualifications typically required of positions or employees in this job. A specific position description or employee performance plan may differ as long as it is consistent with the core Responsibilities, Standards and Qualifications of that job.

State of Georgia Job Description

Job Title: Vice President of Student Srvs
Job Code: 11125
Last Update: 02/01/2002
Salary Plan: DTAE Support Staff Salary Plan (SUP)
Pay Grade: 04

Job Description, Responsibilities, Standards, and Qualifications

Job Description:
Under minimal supervision of the president of a technical college, develops and maintains a system of services for students at the technical college. Supervises subordinate employees. Develops policies and procedures. Coordinates departmental activities with other federal, state and local agencies. Assists with quarterly and annual enrollment reports. Supervises subordinate employees. Plans and manages the Student Services budget. May manage the development of Student Services publications and may serve as the Registrar for the technical college.

Job Responsibilities & Performance Standards:

1. **Develops and maintains a system of services for students, including counseling, admission, orientation, testing, financial aid, job placement, special populations assistance, graduation events and student activities. (Performed by all incumbents)**
    1. Establishes and properly prioritizes appropriate goals and objectives of assigned functional areas. Effectively communicates department's goals and objectives to staff.
    2. Monitors progress and productivity of assigned staff.
    3. Regularly reviews operations for compliance with applicable regulations and standards.
    4. Makes appropriate procedural changes as needed to improve effectiveness, efficiency and compliance.
    5. Actively participates in strategic planning.
2. **Creates and maintains a high performance environment characterized by positive leadership and a strong team orientation. (Performed by all incumbents)**
    1. Defines goals and/or required results at beginning of performance period.
    2. Communicates regularly with staff on progress toward defined goals and/or required results, providing specific feedback and initiating corrective action when defined goals and/or required results are not met.
    3. Evaluate employees at scheduled intervals, obtains and considers all relevant information in evaluation and supports staff by giving praise and constructive criticism.
    4. Motivates staff to improve quantity and quality of work performed and provides training and development opportunities as appropriate.
3. **Develops policies and procedures for assigned functions. (Performed by all incumbents)**

1. Develops student services policies and procedures which support the technical college's overall mission, goals and objectives. Ensures compliance with institutional accreditation criteria for Student Services functions.
2. Determines and thoroughly evaluates costs and benefits of policy implementation.
3. Continually evaluates policies and procedures to ensure full compliance with DTAE policies and applicable state and federal laws.
4. Takes appropriate corrective action in cases of non-compliance.
5. Develops or seeks approval for effective processes for incorporating or implementing new rules, policies and procedures. Ensures policies and procedures are clearly communicated to employees to facilitate adherence.

4. Plans and supervises quarterly registration and may supervise orientation. (Performed by all incumbents)

1. Oversees the quarterly registration and may oversee the orientation process in a professional and efficient manner.
2. Ensures that events run smoothly and that unforeseen problems are kept at a minimum.
3. Serves as point of contact for questions from students and staff. Maintains thorough knowledge of registration and orientation procedures.
4. Assures the accuracy of student information data into the BANNER student information system.

5. Coordinates departmental activities with other federal, state and local agencies that provide student services. Serves on various boards, committees, etc. (Performed by all incumbents.)

1. Demonstrates considerable interpersonal skills and judgment in representing the technical college effectively in all interactions with external entities.
2. Provides information and assistance as requested in a timely and professional manner.
3. Requests information clearly and concisely. Follows up accordingly.
4. Provides expert consultation and participates actively on advisory groups and boards to organizations related to student services as needed.
5. Notifies appropriate personnel of projects and progress made.

6. Assists with the compilation of quarterly and annual enrollment reports. (Performed by all incumbents)

1. Performs adequate research to collect accurate and appropriate data.
2. Compiles data and prepares reports according to guidelines for format and content.
3. Submits reports in a timely manner and according to established procedures.
4. Appropriately drafts associated documents (letters, memos, or other narratives).

7. Plans and manages Student Services activity budget. (Performed by all incumbents)

1. Properly prepares budget which adequately provides needs.
2. Takes appropriate action as necessary to prevent cost overruns as required.
3. Monitors the use of allocated resources/funds to assure conformity to approved budget.
4. Promptly notifies appropriate personnel of significant budget variances according to established guidelines.
5. Thoroughly reviews financial requests to determine availability of funds.

8. Manages the development of all Student Services publications. (Performed by some incumbents)

1. Approves layouts and materials such as publication covers, brochures, flyers, mailers, posters, presentation boards, etc.
2. Ensures that publications are designed and produced according to established policies and procedures.
3. Responds to publications staff's questions/concerns in a timely manner to ensure that production of materials is not affected.
4. Ensures that all costs association with publication, production and delivery are kept within budgetary guidelines.

9. Serves as the Registrar for the technical college. (Performed by some incumbents)
1. Appropriately establishes procedures regarding student records.
2. Appropriately counsels students regarding transfer of credit and advanced standing.
3. Appropriately supervises processing of forms such as drop/add forms, change of grade forms, etc.
4. Provides effective assistance in recruiting potential students.
5. Appropriately administers assessment instrument(s) and other tests.

10. Plans and implements graduation exercises. (Performed by some incumbents.)
1. In an organized and professional manner, plans and implements graduation exercises.
2. Furnishes information to students regarding graduating program in a timely manner.
3. Orders correct number of diplomas and certificates as specified.

11. Assists with the design and execution of special events, projects and activities as requested. (Performed by all incumbents)
1. Readily assists with special events, projects and activities.
2. Shares information with other departments regarding activities in a timely manner.

12. Displays a high level of effort and commitment to performing work; operates effectively within the organizational structure; demonstrates trustworthiness and responsible behavior. (Performed by all incumbents)
1. Demonstrates eagerness to learn and assume responsibility; seeks out and accepts increased responsibility; displays a "can do" approach to work.
2. Shows persistence and seeks alternatives when obstacles arise; seeks alternative solutions; does things before being asked or forced to by events.
3. Works within the system in a resourceful manner to accomplish reasonable work goals; shows flexibility in response to process change and adapts to and accommodates new methods and procedures.
4. Accepts direction and feedback from supervisor and follows through appropriately.
5. Treats customers with respect, courtesy and tact; listens to customer and interacts with customer as a person while maintaining business relationship.

Minimum Qualifications:

Master's degree from an accredited college or university in educational leadership, vocational administration, counseling, or a closely related field *and* a minimum of five years full-time paid work experience within the past seven years. Occupational experience must have occurred in a setting appropriate to leadership/management of student services. Must have five years experience in a secondary, postsecondary or higher educational environment.

Preferred Qualifications:
(In addition to the minimum qualifications) Experience with the BANNER student information system.

NOTE:
Job description information is extracted daily from the official Phoenix HRMS Job Code database. Problems in conversion may cause formatting errors in some job descriptions.

The information presented, while not an exact or exhaustive listing, describes the work, performance standards, and qualifications typically required of positions or employees in this job. A specific position description or employee performance plan may differ as long as it is consistent with the core Responsibilities, Standards and Qualifications of that job.
