National Library
of Canada

Bibliothèque nationale
du Canada

Canadian Theses Service

Services des thèses canadiennes

Ottawa, Canada
K1A 0N4

CANADIAN THESES

THÈSES CANADIENNES

NOTICE

The quality of this microfiche is heavily dependent upon the quality of the original thesis submitted for microfilming. Every effort has been made to ensure the highest quality of reproduction possible.

If pages are missing, contact the university which granted the degree.

Some pages may have indistinct print especially if the original pages were typed with a poor typewriter ribbon or if the university sent us an inferior photocopy.

Previously copyrighted materials (journal articles, published tests, etc.) are not filmed.

Reproduction in full or in part of this film is governed by the Canadian Copyright Act, R.S.C. 1970, c. C-30.

AVIS

La qualité de cette microfiche dépend grandement de la qualité de la thèse soumise au microfilmage. Nous avons tout fait pour assurer une qualité supérieure de reproduction.

S'il manque des pages, veuillez communiquer avec l'université qui a conféré le grade.

La qualité d'impression de certaines pages peut laisser à désirer, surtout si les pages originales ont été dactylographiées à l'aide d'un ruban usé ou si l'université nous a fait parvenir une photocopie de qualité inférieure.

Les documents qui font déjà l'objet d'un droit d'auteur (articles de revue, examens publiés, etc.) ne sont pas microfilmés.

La reproduction, même partielle, de ce microfilm est soumise à la Loi canadienne sur le droit d'auteur, SRC 1970, c. C-30.

THIS DISSERTATION
HAS BEEN MICROFILMED
EXACTLY AS RECEIVED

LA THÈSE A ÉTÉ
MICROFILMÉE TELLE QUE
NOUS L'AVONS REÇUE

NL-339 (r. 86/06)

Canada

THE UNIVERSITY OF ALBERTA

A PROFILE OF OPERATIONAL EFFECTIVENESS IN FURTHER EDUCATION COUNCILS

BY

FLORENCE JUNE MORGAN

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE

OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATION ADMINISTRATION

EDMONTON, ALBERTA

SPRING, 1986

Permission has been granted to the National Library of Canada to microfilm this thesis and to lend or sell copies of the film.

The author (copyright owner) has reserved other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without his/her written permission.

L'autorisation a été accordée à la Bibliothèque nationale du Canada de microfilmer cette thèse et de prêter ou de vendre des exemplaires du film.

L'auteur (titulaire du droit d'auteur) se réserve les autres droits de publication; ni la thèse ni de longs extraits de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation écrite.

ISBN 0-315-30115-5

THE UNIVERSITY OF ALBERTA

RELEASE FORM

NAME OF AUTHOR Florence June Morgan

TITLE OF THESIS A PROFILE OF OPERATIONAL EFFECTIVENESS IN FURTHER EDUCATIONAL COUNCILS

DEGREE FOR WHICH THESIS WAS PRESENTED Doctor of Philosophy

YEAR THIS DEGREE WAS GRANTED 1986

Permission is hereby granted to the UNIVERSITY OF ALBERTA LIBRARY to reproduce single copies of this thesis and to lend or sell such copies for private, scholarly or scientific research purposes only.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.

(signed) F. June M. Morgan

PERMANENT ADDRESS:

12 Quesnell Crescent
Edmonton, Alberta, CANADA
T5R 5N9

DATED April 16, 1986

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled A PROFILE OF OPERATIONAL EFFECTIVENESS IN FURTHER EDUCATION COUNCILS submitted by FLORENCE JUNE MORGAN in partial fulfillment of of the requirements for the degree of Doctor of Philosophy in Educational Administration.

Supervisor

James M Small

Albert A. Einsiedel

Eugene W. Ratsoy

R. L. Davis

External Examiner

Date April 14, 1986

DEDICATION

To my husband, Rod, who tolerated
extraordinary lifestyle sacrifices in order
that this dissertation might reach its
logical conclusion.

ABSTRACT

The assessment of the effectiveness of human service organizations is beset with problems. Goals focusing on provision of service are intangible and difficult to measure. Standards to evaluate the quality of service can only be established imprecisely. In addition, indeterminate technologies provide incomplete knowledge on attaining desired outcomes.

Given these constraints, the purpose of this study was to identify the perceived relative importance, and degree of achievement, of operational variables in assessing the operational effectiveness of Alberta's further education councils. An attempt was also made to explore possible stages of development relative to council age.

A review of related theoretical and empirical literature identified several assessment issues. These issues included lack of agreement on: a) a universal definition of organizational effectiveness, b) models for assessing effectiveness, and c) criteria and procedures to be used for assessment. Based upon this lack of agreement, two research methods were chosen for the study: informant interviews and a questionnaire. The informant identified operational items were utilized in a questionnaire distributed to a 25% sample of Alberta's eighty-five further education councils.

Questionnaire responses were submitted to three different analyses. First, a frequency analysis produced profiles of importance and achievement items according to the four categories in Steers' (1977) model. Second, factor analysis was utilized on response items to validate Steers' model for assessing further education council effectiveness. Third, t-tests were utilized with the demographic variables of age, size and the urban/rural nature to explore for differences between the populations.

The results of these analyses identified 112 importance items and 91 achievement items for assessing the operational effectiveness of councils. Also, Steers' model was validated for use as a framework for evaluating council effectiveness. Lastly, the demographic variables were not statistically related to the importance of the operational effectiveness items. However, these variables were statistically and meaningfully significant to the achievement items for older and larger rural councils.

Four conclusions were reached. First, the effectiveness of councils is measurable by utilizing operational items. Second, operational effectiveness is a concept addressing multiple dimensions. Third, Steers' model is valid for evaluating the operational effectiveness of councils. Fourth, the notion of stages of development in councils requires further study.

ACKNOWLEDGEMENTS

I wish to acknowledge the scholarly guidance, advice and encouragement given to me throughout the development of the dissertation by my dissertation committee chairman, Dr. J.E. Seger. His approachable, considerate and thoughtful manner in sharing his wisdom is sincerely appreciated.

Acknowledgement and appreciation are also extended to the members of my dissertation committee: to Dr. E. W. Ratsoy for his direction and encouragement; to Dr. J. Small for his encouragement and input relative to the field of adult education; to Dr. A. A. Einsiedel, Jr., for his active questionning and encouragement from the development of the proposal to the completion of the dissertation. Special thanks are extended to Dr. R. L. Faris for sitting on my committee as external examiner.

To Dr. D. A. MacKay, my thanks for his questions regarding research methodologies, as well as his ongoing encouragement.

Sincere thanks is extended to Mrs. Christianne Prokop for the efficient and helpful manner in which she provided computer analyses of the data. Her assistance and sense of humor are greatly appreciated.

Sincere thanks also to Dr. Craig Montgomerie for his technical assistance with various word processing programs and the transfer from one computer system to another.

To my family and friends my gratitude and indebtedness for your ongoing support, understanding and encouragement. I thank you for providing philosophical and moral support and for just being there as friends and supporters.

To my husband Rod I am deeply indebted and convey my heartfelt thanks and love. Through the most demanding phase of the program he has been a major source of love and support and has shown great tolerance for our disrupted lifestyle. I will always be grateful for his assistance and dedication.

My sincere thanks to the twenty informants and the 202 members of the sampled councils across Alberta for agreeing to participate in this study. The belief of council members in the effectiveness of further education councils has made this study possible.

Lastly, my thanks to Alberta Advanced Education for allowing me leave to pursue this study for the benefit of Alberta's further education councils and other human service organizations involved in the delivery of learning opportunities for adults.

TABLE OF CONTENTS

PAGE

LIST OF TABLES xxi

LIST OF FIGURES xxiv

CHAPTER

1 OVERVIEW AND PURPOSE FOR EXPLORING OPERATIONAL EFFECTIVENESS IN FURTHER EDUCATION COUNCILS 1

INTRODUCTION 1

EXISTING MEASURES OF COUNCIL EFFECTIVENESS 4

RATIONALE FOR THE STUDY 10

Operational Effectiveness 11

PURPOSE OF THE STUDY 13

Research Problems 14

FRAMEWORK FOR THE STUDY 15

IMPORTANCE OF THE STUDY 17

Practical Significance 17

Contribution to Research and the Literature 18

Delimitations 20

Limitations 20

DEFINITION OF TERMS 22

Further Education Council 22

Further Education Council Coordinator . . 23

Designated Hosting Authority 23

Further Education 23

CHAPTER PAGE

Further Education Services 23
Alberta Advanced Education 24
Organizational Effectiveness 24
Operational Effectiveness 24
ORGANIZATION OF THE THESIS 25

2 LITERATURE REVIEW 26
INTRODUCTION 26
THEORETICAL LITERATURE 27
Organizations and Systems 27
Definitions of Organizations 27
Organizations as Open Systems 30
Organizational Effectiveness Definitions 34
Goal Focused Definitions 35
Systems Oriented Definition 35
Other Definitions 36
Models of Organizational Effectiveness . 37
Seashore's Model 37
Mott's Model 38
Steers' Model 39
Summary 43
Organizational Effectiveness Assessment . 44
Introduction 44
Kelly's Model 47
Environmental Models 48

CHAPTER PAGE

Support for Multivariate Measures . . . 50

Guidelines for Assessing Organizational Effectiveness 52

Concept of Coordination 54

Summary 55

ORGANIZATIONAL LIFE CYCLES 55

Three Stage Models 56

Four Stage Model 57

Summary 58

HISTORY OF FURTHER EDUCATION COUNCILS . . 59

Overview 59

Program Coordination Principles 62

Financial Principles 63

Policy Development 64

Council Effectiveness Measures 64

Some Council Operational Characteristics 65

Summary 67

EMPIRICAL LITERATURE 67

Organizational Effectiveness in Institutions of Higher Education . . 67

Effects of Different Features on Organizational Effectiveness 72

Organizational Effectiveness: An Empirical Comparison of the Goal and System Based Resource Approaches . . 74

Perceptions of Organizational Effectiveness over Organizational Life Cycles 75

CHAPTER PAGE

The Structure of Organizations 78

Summary 80

SUMMARY 81

3 RESEARCH DESIGN AND METHODOLOGY 84

INTRODUCTION 84

Domain of Activity 87

Level of Analysis 87

Time Frame 87

Nature of Data 88

DATA SOURCES 88

Informant Interviews 88

Pilot Questionnaire 92

Final Questionnaire 94

RESEARCH INSTRUMENTATION 100

Validity 100

Reliability 101

ANALYSIS OF DATA 102

Frequency Analysis 103

Factor Analysis 103

t-test 104

SUMMARY 104

4 FINDINGS ASSOCIATED WITH OPERATIONAL EFFECTIVENESS 106

INFORMANT INTERVIEWS 107

Organizational Effectiveness Definitions 107

CHAPTER PAGE

Preferred Measurement Items 110

Stages of Development in Councils . . . 112

Summary 113

THE NATURE OF THE SAMPLE 115

A General Description of the Respondents 115

Summary of Description of Councils in Sample 124

Comparison of Group A and Group B Respondents 125

Respondent's Positions and Titles . . 126

Executive Positions Held 128

Age and Sex Responses 129

Length of Membership on Council . . . 129

Level of Schooling 131

Summary of the Comparisons 131

RELATIVE IMPORTANCE AND DEGREE OF ACHIEVEMENT OPERATIONAL EFFECTIVENESS ITEMS 134

Organizational Characteristics 136

Structure 137

Technology 142

Summary of Organizational Characteristics 148

Employee Characteristics 149

Organizational Attachment 150

Job Performance 151

Summary of Employee Characteristics . 156

Environmental Characteristics 158

CHAPTER PAGE

External Environment 158

Internal Environment 162

Managerial Policies and Practices . . . 163

Strategic Goal Setting 167

Resource Acquisition and Utilization . 170

Creating a Performance Environment . 174

Communication Processes 178

Leadership and Decision Making 180

Organizational Adaptation and Innovation 182

Summary of Managerial Policies and Practices 188

SUMMARY 191

5 UNDERLYING FACTORS AND COUNCIL DIFFERENCES RELATIVE TO COUNCIL OPERATIONAL EFFECTIVENESS 195

INTRODUCTION 195

FACTOR ANALYSIS 196

Importance Factors Validating Steers' Model 196

Relative Importance 197

Degree of Achievement 200

Summary 202

DEMOGRAPHIC ANALYSIS 202

Nature of the Council 205

Age of the Council 205

Size of the Council 206

CHAPTER PAGE

SUMMARY 210

6 SUMMARY, CONCLUSIONS AND IMPLICATIONS . . 212

SUMMARY OF THE STUDY 212

Rationale 213

Conceptual Framework 213

The Nature of the Sample 214

Research Methodology 218

SUMMARY OF THE FINDINGS 221

Research Problem 1 221

Organizational Characteristics . . . 222

Employee Characteristics 223

Environmental Characteristics 224

Managerial Policies and Practices . . 224

Research Problem 2 227

Organizational Characteristics . . . 228

Employee Characteristics 229

Environmental Characteristics 229

Managerial Policies and Practices . . 230

Research Problem 3 233

DISCUSSION OF THE FINDINGS IN RELATION TO THE CONTEXT OF THE STUDY 234

CONCLUSIONS 236

IMPLICATIONS FOR ASSESSING OPERATIONAL EFFECTIVENESS 239

Implications for Councils 239

CHAPTER PAGE

Recommendations for Future Studies . . . 242

SUMMARY 243

7 A FRAMEWORK FOR ASSESSING THE OPERATIONAL EFFECTIVENESS OF FURTHER EDUCATION COUNCILS 245

INTRODUCTION 245

Problems in Assessing Organizational Performance 245

Guidelines for Assessing Effectiveness . 248

Issues in Developing a Conceptual Framework 251

AN ASSESSMENT FRAMEWORK 252

SUMMARY 256

BIBLIOGRAPHY 257

APPENDICES 265

APPENDIX A: THE LOCATION OF URBAN AND RURAL COUNCILS PARTICIPATING IN THE STUDY RELATIVE TO ALL ALBERTA FURTHER EDUCATION COUNCILS 266

APPENDIX B: LIST OF INFORMANTS 268

APPENDIX C: INFORMANT CHARACTERISTICS 270

APPENDIX D: INFORMANT INTERVIEWS, PREAMBLE AND QUESTIONS 272

APPENDIX E: MODELS OF PERCEIVED STAGES OF GROWTH IN FURTHER EDUCATION COUNCILS 277

APPENDIX F: PILOT QUESTIONNAIRE 280

APPENDIX G: COVER LETTERS AND FINAL QUESTIONNAIRE FOR GROUPS A AND B RESPONSES 295

APPENDIX H: FREQUENCY DISTRIBUTION OF IMPORTANCE AND ACHIEVEMENT RATINGS FOR QUESTIONNAIRE ITEMS IN SECTION II TO V OF THE QUESTIONNAIRE 321

APPENDIX I: DETAILED REPRESENTATION OF THE NATURE OF THE MEMBERSHIP FOR THE SAMPLED RURAL AND URBAN COUNCILS 328

RURAL GROUPING 329

URBAN GROUPING 330

APPENDIX J: VARIMAX ROTATION OF TWO FACTOR ANALYSIS RESULTS FOR GROUP A FOR RESPONSE ITEMS B AND C IN SECTIONS II AND III OF THE QUESTIONNAIRE 331

APPENDIX K: VARIMAX ROTATION OF TWO FACTOR ANALYSIS RESULTS FOR GROUP B AND RESPONSE ITEMS D AND E IN SECTIONS IV AND V OF THE QUESTIONNAIRE 335

VITA 339

LIST OF TABLES

Table		Page
1.1	Course Offerings, Registrations and Course Hours for Alberta Further Education Councils, 1975-84	5
4.1	Descriptions of Councils Included in the Sample	116
4.2	Frequency and Percentage Distribution of the Ages of the Further Education Councils Studied	118
4.3	Frequency and Percentage Distribution of Council Size	119
4.4	Frequency and Percentage Distribution of the Average Length of Tenure of Council Members	119
4.5	Summary of Coordinators' Tenures Indicating Minimum, Maximum and Mean Tenure of the Coordinators in the Sampled Councils	120
4.6	Comparison of Rural and Urban Councils Showing Organizations, Agencies, Post-Secondary Institutions and Committees Represented by Respondents	120
4.7	Frequency and Percentage Distribution of Types of Designated Hosting Authorities	122
4.8	Frequency and Percentage Distribution of Coordinator Reporting Route Options	123
4.9	Frequency and Percentage Distribution Showing the Interpretation of the Term "Volunteer" in Further Education Councils	124
4.10	Frequency and Percentage Distribution of Titles of Positions Held by Respondents in the Agencies, Organizations, Post-Secondary Institutions and Committees they Represented on Council	127

Table Page

4.11 Frequency and Percentage Distribution of Respondents Holding Council Executive Positions 128

4.12 Frequency and Percentage Distribution of Council Executive Positions Held by Respondents 130

4.13 Frequency and Percentage Distribution of Respondents by Sex 130

4.14 Frequency and Percentage Distribution of Respondents by Age 131

4.15 Frequency and Percentage Distribution of Respondent Length of Membership (Tenure) on Council 132

4.16 Frequency and Percentage Distribution of Highest Level of Schooling Attained by Respondents 133

4.17 A Profile of Very Important Organizational Structure Items 140

4.18 A Profile of Highly Achieved Organizational Structure Items 141

4.19 A Profile of Very Important Organizational Technology Items 143

4.20 A Profile of Highly Achieved Organizational Technology Items 146

4.21 A Profile of Very Important Organizational Attachment Items 153

4.22 A Profile of Highly Achieved Organizational Attachment Items 154

4.23 A Profile of Very Important Job Performance Items 155

4.24 A Profile of Highly Achieved Job Performance Items 157

4.25 A Profile of Very Important External Environment Items 160

Table Page

4.26 A Profile of Highly Achieved External Environment Items 164

4.27 A Profile of Very Important Internal Environment Items 165

4.28 A Profile of Highly Achieved Internal Environment Items 166

4.29 A Profile of Very Important Strategic Goal Setting Items 169

4.30 A Profile of Highly Achieved Strategic Goal Setting Items 169

4.31 A Profile of Very Important Resource Acquisition Items 173

4.32 A Profile of Highly Achieved Resource Acquisition Items 174

4.33 A Profile of Very Important Items for Creating a Performance Environment 176

4.34 A Profile of Highly Achieved Items for Creating a Performance Environment 177

4.35 A Profile of Very Important Communication Process Items 179

4.36 A Profile of Highly Achieved Communication Process Items 180

4.37 A Profile of Very Important Leadership and Decision Making Items 183

4.38 A Profile of Highly Achieved Leadership and Decision Making Items 184

4.39 A Profile of Very Important Organizational Adaptation and Innovation Items 186

4.40 A Profile of Highly Achieved Organizational Adaptation and Innovation Items 187

4.41 A Summary of the Importance and Achievement Profile Items for the Steers' based Categories 194

Table | Page
5.1 Group A Factor Analysis Responses to Importance Items: Organizational and Employee Characteristics 198
5.2 Group B Factor Analysis Responses to Importance Items: Environmental Characteristics and Managerial Policies and Practices 199
5.3 Group A Factor Analysis Responses to Achievement Items: Organizational and Employee Characteristics 201
5.4 Group B Factor Analysis Responses to Achievement Items: Environmental Characteristics and Managerial Policies and Practices 203
5.5 Statistical Tests for Differences between Urban and Rural Councils 207
5.6 Statistical Tests for Differences between Younger and Older Councils 208
5.7 Statistical Tests for Differences between Smaller and Larger Councils 209

LIST OF FIGURES

Figure		Page
1.1	Participation Rates in Adult Education, Canada and Provinces, 1983	7
1.2	Age-Sex Profiles of Participants and Non-Participants in Adult Education, Canada, 1983	8
1.3	The Further Education Council Subsystem Within the Alberta Post-Secondary System .	19
2.1	Hutton's View of General Management (1972) .	31
2.2	A Framework for Analysis: Factors Contributing to Organizational Effectiveness	40
2.3	A System Effectiveness Model	60
7.1	A Framework for Assessing Perceived Operational Effectiveness in Further Education Councils	254

CHAPTER-1

OVERVIEW AND PURPOSE OF THE STUDY

INTRODUCTION

Universally, adults are involved in learning on a formal, nonformal or informal basis. Formal programs of study are offered primarily by post secondary institutions and provide students with certification recognized by the market place and other institutions. Nonformal courses are offered by various organizations and agencies. Informal learning occurs within family, organization and social contexts. However, there is no universal agreement on these terms among adult educators as witnessed by the following quotes from Coombs (1973), Harman (1976) and Kleis (1974).

Coombs (1973:11) defines nonformal education as:

> Any organized educational activity outside the established formal system -- whether operating separately or as an important feature of some broader activity -- that is intended to serve identifiable learning clientele and learning objectives.

Harman (1976:4,5) clarifies the distinction between formal and nonformal education by focusing on three key aspects.

> Despite the similarities of formal and nonformal education as organized intervention characterized by specified sets of learning objectives and a relatively clear identification of participating groups, significant differences exist between them. First, nonformal education assumes virtually

> unlimited license in regard to substance. Unhampered by convention and ingrained notions of 'appropriate' curricula, any chosen agenda is considered legitimate. Flexibility, both in terms of audience and substance, is nonformal education's most basic tenet, and the factor that differentiates it most from formal education.
>
> Relevance is a second fundamental aspect of nonformal education, albeit not a necessary condition.
>
> Underscoring the point of relevance is the third characteristic of nonformal education: voluntary participation.
>
> Kleis, (1974:6) is summarized in Harman (1976:5):
>
> In sum, nonformal education is intentional and systematic, but it is an 'enterprise...in which content, media, time units, admission criteria, staff, facilities and other system components are selected and/or adapted for particular students, populations, or situations.' It is distinguished from formal education 'not by the absence, but by the non-centrality, of form, by the persistent subordination of form to mission.' A mission or objective, on the one hand, and an educational mechanism designed to achieve objectives, on the other, merge as essential characteristics of nonformal education.

Within the province of Alberta and its post-secondary system, the terms noted above are further confused with credit and non-credit descriptors. As a result, formal educational programs in Alberta are credit in nature; they offer the student a diploma, certificate or degree upon successful completion of the program. Nonformal courses are non-credit in nature, are offered by various agencies and organizations and offer no accreditation to the student. Somewhere in between are non-credit extension courses offered by post-secondary institutions which are generally described as continuing education and fit neither the formal, nonformal or informal definitions as well.

The investigator was interested in the nonformal learning opportunities as provided by the eighty-five further education councils existing in Alberta. These councils are responsible for the local delivery of non-credit learning opportunities to adults in the communities within each council's jurisdiction. Although post-secondary institutions are actively involved in offering "continuing education" courses through further education councils, the overall offerings of further education councils are still broadly described as nonformal learning opportunities.

Further Education Councils first came into existence in 1972. As stated in the Further Education Policy, Guidelines and Procedures, Alberta Advanced Education, (1982:4):

> The ultimate goal of a Local Further Education council is to mobilize all available resources to offer coordinated, comprehensive, meaningful courses of further education to adults in the community. A Local Further Education Council is not intended to assume the operation of any of its member agencies. A Local Further Education Council is intended to serve people within a region which may be defined by city, county or school division boundaries.

While further education courses are structured learning experiences, by definition they do not lead to certification in Alberta. Course content tends to be more general interest in nature and related to the knowledge, skills and abilities used by adults in daily living. Categorization of the content of further education courses falls into such topic areas as English as a Second Language, Adult Basic Literacy, Fine Arts and Crafts, Physical Development, Home Skills, Personal Development and Family and Community issues.

EXISTING MEASURES OF COUNCIL EFFECTIVENESS

Since 1975, when the Further Education, Policy Guidelines and Procedure document was approved by the Alberta Legislature, simple growth measures have been used to assess the effectiveness of these councils. These measures considered the total number of courses offered to the community through the council, the total number of course hours and the total number of course registrations. Both the councils and the Alberta Department of Advanced Education used these growth measures as indices of council effectiveness.

A review of Table 1.1 shows total course offerings, course hours and course registration for the councils for the period 1975 through 1984. The ratios, in brackets, show the growth rate since 1975. From 1975 to 1984, course offerings had increased by 235 percent. Similarly, course registration had increased 231 percent and course hours had increased 222 percent.

TABLE 2.1

Course Offerings, Registrations and Course Hours for Alberta Further Education Councils 1975 - 1984

YEAR	TOTAL COURSE OFFERINGS*	TOTAL COURSE REGISTRATION*	TOTAL COURSE HOURS*
1975	9721 (1.00)	147514 (1.00)	183990 (1.00)
1976	12063 (1.24)	170213 (1.15)	210606 (1.14)
1977	12547 (1.29)	180359 (1.22)	249163 (1.35)
1978	15032 (1.56)	200396 (1.36)	284000 (1.59)
1979	13217 (1.36)	187271 (1.27)	257560 (1.40)
1980	16918 (1.74)	227712 (1.54)	362306 (1.97)
1981	19439 (1.99)	278026 (1.88)	368490 (2.00)
1982	21104 (2.17)	322542 (2.18)	396052 (2.15)
1983	22038 (2.26)	333033 (2.26)	402933 (2.19)
1984	22879 (2.35)	340805 (2.31)	408534 (2.22)

* Ratio in bracket is a comparison with the base year, 1975.

Source: Alberta Advanced Education, Further Education Services, Annual Reports, 1975-1984.

In support of these statistics for measuring the effectiveness of further education councils on a quantitative basis, there are also statistics from the federal government. The Secretary of State in conjunction with Statistics Canada produced a report in 1985 entitled "One in Every Five: A Survey of Adult Education in Canada." The definition of adult education for the purpose of the federal report was:

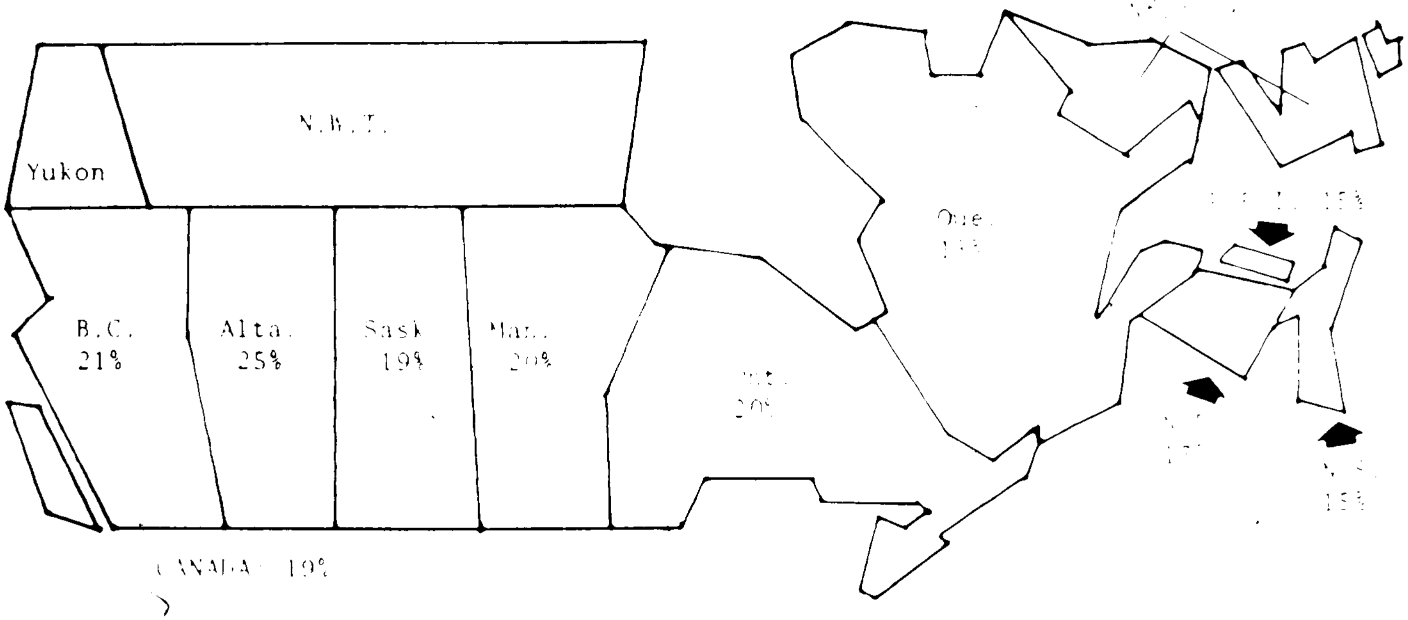
> ... all organized activities - everything from job related training to hobby classes -- taken outside of a full-time program. However, those who were engaged in self education projects are not included as participants (Statistics Canada, 1985:1).

Given this definition, the stated aim of the survey was to identify a portrait of the adult learner using demographic and socio-economic data, and to identify the types of adult education courses pursued in Canada in 1983 (Statistics Canada, 1985:1).

The map of Canada in Figure 1.1 shows the participation ratios in adult education in Canada, province by province. Alberta leads all other provinces with a participation rate of 25%, that is one in every four Albertans over the age of seventeen was involved in adult education. This was better than the national average of one in every five adults. A supporting diagram, Figure 1.2, shows the age/sex profiles of participants across Canada in 1983. Separate profiles for each province were not available.

Figure 1.1

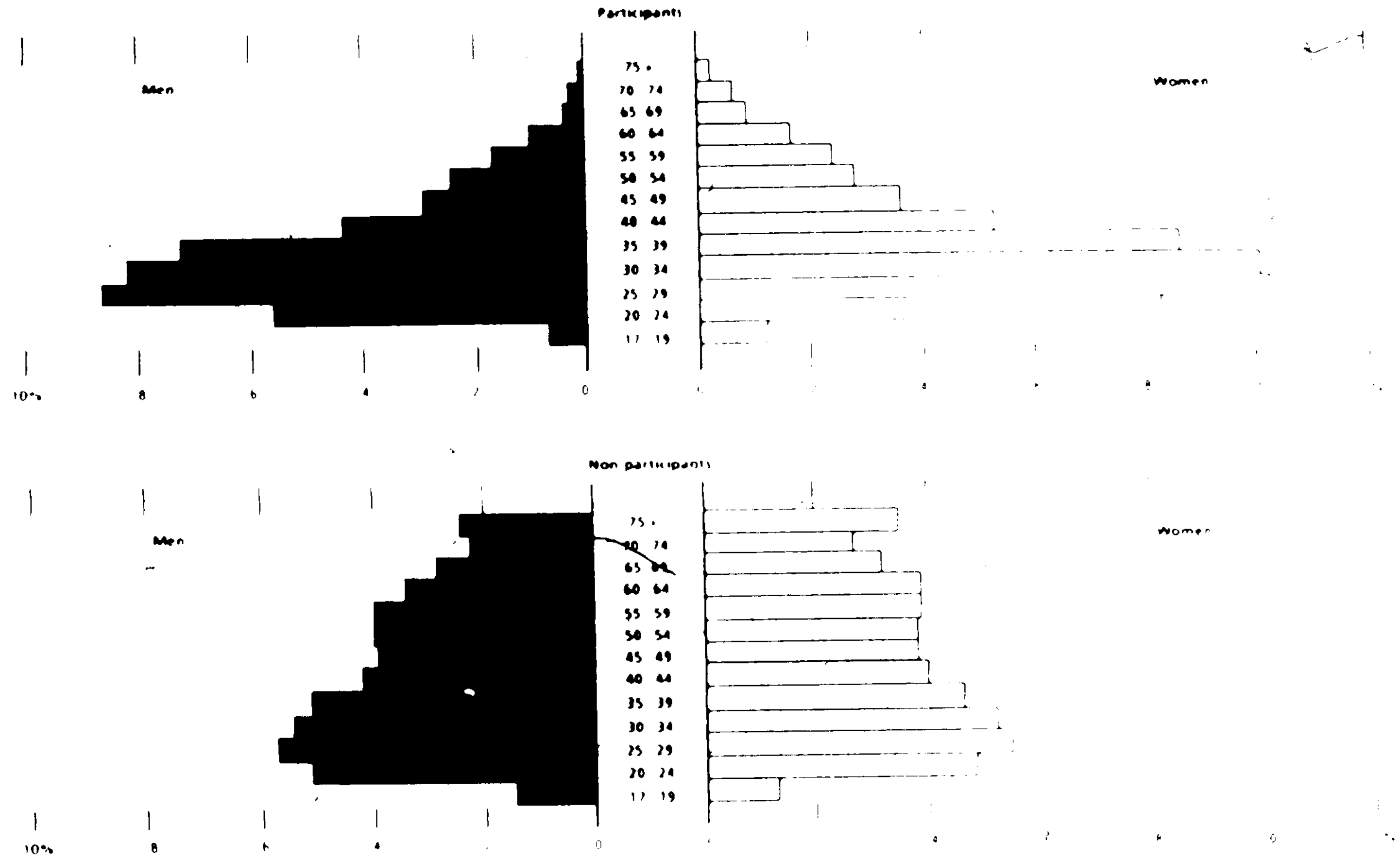
Participation Rates in Adult Education, Canada and the Provinces, 1983


Yukon
N.W.T.
B.C. 21%
Alta. 25%
Sask 19%
Man. 20%
Ont. 20%
Que.
P.E.I. 15%
N.S. 15%
CANADA 19%

Source: Secretary of State and Statistics Canada.
"One In Every Five: A Survey of Adult Education in Canada," 1985

Figure 1.2

Age-Sex Profiles of Participants and Non-participants in Adult Education, Canada, 1983



Source: Secretary of State and Statistics Canada.
"One in Every Five: A Survey of Adult Education in Canada." 1985

However, the study did identify the five types of courses in which adults participated. Broadly, these courses were identified as: a) academic, b) job related, c) hobby/craft/recreation, d) personal development/general interest, and e) other. The study cautions the reader that the categories are not mutually exclusive due to the "respondents' perception of the nature of the instruction and their reasons for enrolling" (Secretary of State, 1985:20). The example provided is that of a university course in art history. It could have been classified:

> ... as academic by a part-time student working towards a degree, as job-related by an art gallery employee and as general interest by a retired person seeking more knowledge of art (Secretary of State, 1985:20).

According to the study, adult Albertans participated in courses as follows: a) job related -- 47%, b) personal development/general interest -- 21%, c) hobby/craft/recreation -- 20%, and d) academic -- 10%. In the "other" category, data were not reliable enough to be released. The result is that given the one in four adult Albertans participating in courses, ten percent of the population stated their involvement in academic courses. Since academic courses, by definition, are not eligible for grant support under the Further Education Policy, Guidelines and Procedures (1982), the credit for the participation rate of one in four in Alberta must be shared by the further education councils with the various post-secondary institutions offering credit programming.

While the statistics above infer the effectiveness of councils from a quantitative perspective, the intent of this study was to explore the perceived operational effectiveness of councils from an internal perspective.

RATIONALE FOR THE STUDY

Given that councils appear to be effective in working towards their prescribed goal as described by the previous statistics, the investigator wanted to determine what made councils operationally effective. The investigator expected to find differences in respondent perceptions to the elements contributing to council operational effectiveness as differentiated by age, size and the urban/rural nature of the council. Differences in the emphasis placed on particular operational items were also expected by the researcher. This exploration of operational items leading to council operational effectiveness was based on the assumption that councils were continually working towards their prescribed goal. That is, councils were constantly attempting to:

> mobilize all available resources to offer coordinated, comprehensive, meaningful courses of further education to adults in the community (Alberta Advanced Education, 1982:4).

If councils are to improve their operational effectiveness, it is important to identify those items that were perceived to contribute to effectiveness at the time of the study. Those items were identified and used to develop an evaluative framework for councils to use in measuring their perceived operational effectiveness.

Operational Effectiveness

For the purpose of this study, operational effectiveness was defined as that condition of the council which was instrumental in assisting the council to meet the prescribed goal defined in the Further Education Policy, Guidelines and Procedures (Alberta Advanced Education, 1982).

This definition of operational effectiveness arose from two sources. One was the response of the informants to a battery of interview questions which asked, "What makes your council effective?" Their responses identified processes undertaken by the council in order to meet adult learning needs in the community. The second source was the preference stated by half of the informants for the Katz and Kahn (1966) based definition of organizational effectiveness: "Council effectiveness is based on both efficiency and the power to produce the desired results." Both sources focused on council operations as the key to evaluating council effectiveness. In the questionnaire, operational effectiveness was explored through council members assessment of effectiveness items on importance and achievement scales.

Steers' model (1977) for categorizing effectiveness into organizational, employee and environmental characteristics and managerial policies and practices was used to categorize the items identified. The quantitative effectiveness of councils as a whole has already been suggested through the review of the provincial participation rate statistics as growth measures reported in Table 1.1. Operational effectiveness was the focus of this study because it was believed that intra- and inter-council relations, activities and processes were primarily responsible for the effectiveness of further education councils. What council members and the coordinators "do" on a regular basis was believed to constitute the basis of council effectiveness. By involving council members only in the study, the outcome reflected their perceptions of council operational effectiveness. Given the relative newness of the councils' operations (the mean age of councils sampled was 10.5 years) and the lack of other qualitative studies on the effectiveness of these councils, it was assumed that the operational effectiveness of councils was best defined by council members.

The notion of measurement as it relates to control and effectiveness was summarized well by Heaton (1977:37) who stated that:

> Measurement is a means of control and manipulation. Land is measured to tax and convey it. Time is measured to schedule work, study, play, confinement and the enforced start of retirement. Measurement is purposeful, not neutral; shaped by social structure, not independent; distorted by intellectual conventions, not unbiased. Things that are not measured are not controlled. By not measuring the productivity of organizations in serving people, we have relinquished control over organizations. By letting organizations measure us, we have given them power to control us... .

The intent in exploring the operational effectiveness of councils was to consider the qualitative side of council effectiveness from the membership's perspective. This exploration would ultimately give council members the power to more formally assess the operational effectiveness of their own council in order to take greater control of the councils. Members could then undertake planned change options designed to enhance the operational effectiveness in their councils. References to operational effectiveness are made throughout the balance of this study report.

PURPOSE OF THE STUDY

The purpose of the study was to explore the operational effectiveness of Alberta's further education councils through the perceptions of council members. The intended outcome was a framework for council members to use in assessing the level of operational effectiveness achieved by the council at a given point in time.

Research Problems

Problem 1: To identify the perceived relative importance of various items in assessing the operational effectiveness of Alberta's further education councils. Related questions address the current relationship between the perceived relative importance of the effectiveness items and the variables of age, size and urban or rural nature of the council.

Problem 2: To identify the perceived degree of achievement of various operational effectiveness items in assessing the operational effectiveness of Alberta's further education councils. Related questions address the current relationship between the perceived degree of achievement of the effectiveness items and the age, size and the urban or rural nature of the council.

Problem 3: To explore for possible stages of development in Alberta further education councils as related to council age.

The rationale for identifying items of perceived importance and perceived degree of achievement was based on the need to clarify between theoretical and actual perspectives of operational effectiveness. This need became clear during the pilot test of the questionnaire. Further clarification of this distinction is found in Chapter 3 in the description of the pilot questionnaire. The investigator did not expect that all items perceived to be very important would also have been achieved to a high degree. This expected difference was attributed to constraints faced by councils and variances in the opinions and perceptions of council members.

FRAMEWORK FOR THE STUDY

Steers' model (1977) was chosen as the basis for this study. It is a dynamic model which encompasses three dimensions: goal optimization, systems perspective and behavioral emphasis, and four characteristic areas: 1) organizational, 2) environmental, 3) employee characteristics and 4) managerial policies and practices. Based on the focus on the operational effectiveness items in this study it was argued that Steers' model (1977) provides a sufficiently comprehensive range of opportunities for identifying and clustering operational effectiveness items to develop a framework for assessing the operational effectiveness of councils.

By involving council members only in the study, the investigator was able to focus the study on the internal perspective of operational effectiveness and to involve council members in defining an operational effectiveness framework which described their perceptions. While it might be argued that this is a narrow view of council effectiveness, the internal perspective does provide a starting point for research in the area of council effectiveness. To date there is no existing research on council effectiveness and limited research on the effectiveness of post-secondary educational delivery systems generally.

A review of the organizational effectiveness literature identified two problems in assessment. Cameron and Whetten (1981:525) noted the following:

> Among the problems in the literature on organizational effectiveness are the over reliance on researcher imposed criteria of effectiveness and the tendency to measure perceptions of effectiveness at only one point in time.

Pondy and Mittroff (1978) and Weick (1979) have attempted to circumvent these two assessment problems through two recent developments. The emphasis on language and meaning by Pondy and Mitroff (1978) and Weick (1979) suggested "the need to rely less on investigator imposed definitions of effectiveness and more on the meaning that different groups of organizational members place on this concept." Secondly, the emphasis on organizational life cycles suggested that the judgement and perceptions of organizational members change at different stages in the organization's development (Kimberly and Miles,1980). Given this background, this study made use of the meaning of effectiveness which emerged from the informant interviews. The study also attempted to identify stages in the development of the organization through the sampling of councils at different age levels. Thus, the diagnostic tool used was the members' perspective of the operational effectiveness of the council to which they belonged. Within this internal perspective, the concept of development over time was also addressed. Related to these concepts for the purposes of this study were the variables of age, size and the urban or rural nature of the council.

IMPORTANCE OF THE STUDY

Practical Significance

In a practical way, the study identified a framework for assessing the operational effectiveness of further education councils. The study also identified eighty-one operational items found by a majority of respondents to be very important to the operational effectiveness of councils, and eighty operational items found by a majority of respondents to be achieved to a high degree. These operational items were found in four areas as identified by Steers' (1977) model of organizational effectiveness.

Research results were expected to be of primary use to further education councils whose membership was interested in assessing the council's level of operational effectiveness. Assessment of operational effectiveness would contribute knowledge to the management and administration of the transformation phase of Alberta's further education councils. This phase is one aspect of the systems model; the others are the input and output phases. Others who could make use of the research results include the Further Education Services Branch of Alberta Advanced Education, researchers interested in the coordination of adult education programs and interested members of the adult education community.

Contribution to Research and the Literature

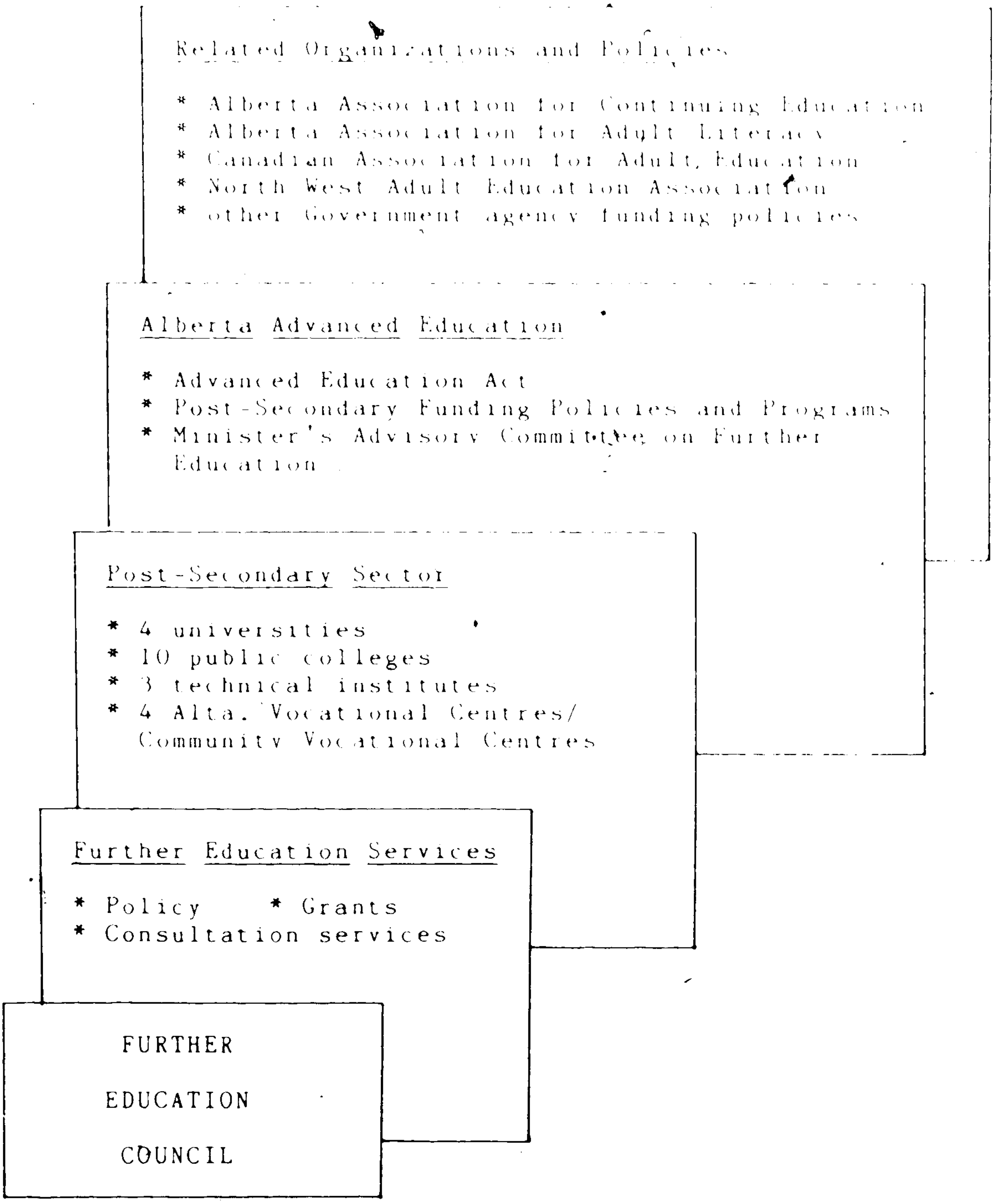
The research was intended to add to the general understanding of the operational effectiveness of further education councils in the delivery of adult learning opportunities. The research outcomes allowed for comparison with similar organizations involved in the delivery of adult learning opportunities across Canada and throughout the western world.

This study opens opportunities for further research into such areas as the operational effectiveness of major urban councils and the community perspective of further education council effectiveness. Studies already completed (Seville, 1985, Konrad, 1982 and Sonoda, 1983) focused respectively on the role of council coordinators, their professional development needs and their satisfaction with their job.

Figure 1.3

THE FURTHER EDUCATION COUNCIL SUBSYSTEM WITHIN

THE ALBERTA POST SECONDARY SYSTEM



Related Organizations and Policies

- * Alberta Association for Continuing Education
- * Alberta Association for Adult Literacy
- * Canadian Association for Adult Education
- * North West Adult Education Association
- * other Government agency funding policies

Alberta Advanced Education

- * Advanced Education Act
- * Post-Secondary Funding Policies and Programs
- * Minister's Advisory Committee on Further Education

Post-Secondary Sector

- * 4 universities
- * 10 public colleges
- * 3 technical institutes
- * 4 Alta. Vocational Centres/ Community Vocational Centres

Further Education Services

- * Policy * Grants
- * Consultation services

FURTHER

EDUCATION

COUNCIL

Delimitations

The study was delimited to twenty two Alberta further education councils whose locations are identified in Appendix A, a council highlighted map of Alberta. The study excluded the two major urban councils in Calgary and Edmonton for the following reasons: a) they did not operate in the same way as rural and small urban councils, b) they did not have a coordinator, c) their membership was composed of larger agencies and d) they had no volunteers as members. The study was also delimited to an internal perspective on the operational effectiveness of councils. In terms of organizational life cycle theory, the study focused on the growth, development and maturation phases of organizations but did not address decline and disbanding. The study began in April, 1984 with the first ten informant interviews and concluded in April, 1986 with the completion of the dissertation.

The resulting assessment framework was delimited to rural and small urban councils. By definition, this included all Alberta further education councils except Calgary and Edmonton.

Limitations

A limitation of the study was the acceptance of the operational items identified by the twenty informants in their interviews as accurate and fully reflective of the best measures of perceived operational effectiveness for councils at that time. Another limitation was the potential for bias introduced by the researcher who was also the Assistant Director of the Further Education Branch at the time that the study was conducted. Attempts were made to reduce this potential bias by involving four informants in validating their taped interview with the investigator, by asking these same four informants to validate the investigator's categorization of several informant identified variables into Steers' four characteristic areas, and by pilot testing the questionnaire to identify and change leading or biased questions.

While the councils were a subsystem in the larger system of post-secondary education in Alberta, it was beyond the scope of this study to deal with all parts of the system and the roles each part played in the perceived operational effectiveness of councils. As a result, the impact of the institutional sector on perceived operational effectiveness was identified only insofar as institutions were represented in council membership.

A final limitation was the familiarity of the respondents with the activities and processes of the council to which they belonged. Approximately thirty percent of respondents were new council members, that is, they had been council members for one year or less. The lack of familiarity of these respondents because of their limited experience with council processes and procedures may have resulted in some degree of understatement of the operational items found to be achieved to a high degree.

A diagram of the post-secondary system in Alberta and the relationship of a further education council to its various suprasystems is noted in Figure 1.3.

DEFINITION OF TERMS

Further Education Council

These are the organizations whose structure and functioning has been approved by Alberta Advanced Education. Councils are responsible for coordinating the provision of further education courses within the afea served by the council. Council membership is open to such persons as:

1) Further Education personnel from the nearest advanced educational institution,
2) the School Superintendent,
3) a member of the School Board or Board of Education of a County,
4) the local representative of the Department of Recreation and Parks,
5) the Recreation Director, or a member of the Recreation Board,
6) the Medical Officer of Health or Public Health Nurse,
7) the District Home Economist,
8) the District Agriculturist,
9) the Family and Community Support Services Director,
10) the Municipal Librarian,
11) a local representative of the Alberta Educational Communications Corporation (ACCESS),
12) representatives of non-profit, public service organizations which have as an educational purpose the provision of Non-Credit Further Education Courses to adults,

13) the nearby Regional Representative of Alberta Culture,
14) the Regional Representative for Alberta Consumer and Corporate Affairs,
15) a regional Early Childhood Services Advisory Council representative,
16) a Local Council on Aging representative, and
17) citizens who recognize the worth of further education and are vitally interested in fostering such learning opportunities (Alberta Advanced Education, 1982:9).

Further Education Council Coordinator

An individual employed to provide leadership and administrative assistance to a further education council.

Designated Hosting Authority

A member agency, institution or organization of a further education council nominated by the council, or the council itself if a duly constituted non-profit society, and approved by the Minister of Advanced Education as the body to receive and disperse further education grants.

Further Education

Further education constitutes planned educational experiences designed to be integrated on a part-time basis into the on going lifestyle of adults as part of a system of recurrent education. (Alberta Advanced Education 1982:1)

Further Education Services

That branch of Alberta's Department of Advanced Education which provides grant support, consultative assistance and related services to further education councils in Alberta.

Alberta Advanced Education

The department of the government of Alberta responsibile for providing funding to post-secondary institutions and coordinating programming among the institutions. As indicated in the definition for Further Education Services, the department is responsibile for providing grants, consultative assistance and related services to the eighty-five further education councils in the province.

Organizational Effectiveness

An organization's capacity to acquire and utilize its scarce and valued resources as expeditiously as possible in the pursuit of its operative and operational goals (Steers, 1977).

Operational Effectiveness

For the purpose of this study, operational effectiveness was defined as that condition of the council which was instrumental in assisting the council to meet the prescribed goal defined in *Further Education Policy, Guidelines and Procedures* (Alberta Advanced Education, 1982).

ORGANIZATION OF THE THESIS

Chapter 2 contains an overview of the general literature on organizational effectiveness, with special attention paid to criteria for evaluating organizational effectiveness.

Chapter 3 describes the research process. The description includes the techniques used for gathering data and the methodological approaches employed in the analysis of the data.

The results of the study are reported in Chapters 4 and 5.

Chapter 6 presents a summary of the findings of the study as well as the conclusions and implications for assessing the operational effectiveness in councils. Recommendations for further research are also included.

Chapter 7, the final chapter, presents the framework which emerged from the research for assessing the operational effectiveness of further education councils.

CHAPTER 2

LITERATURE REVIEW

INTRODUCTION

Organizational effectiveness has been studied in many different organizations. The results of some studies which were important to the study at hand include the Georgopolous study (1962) of effectiveness in hospitals, Cameron's (1978) study of effectiveness in institutions of higher education, Osborn and Hunt's (1974) study of effectiveness in quasi-independent social service organizations and Molnar and Rogers', (1976) study on effectiveness using goal and system resource approaches.

As a result of these and other studies, it has been determined that: a) the unit of study varies from the individual to the sub-unit to the organization and the key constituency served, b) both univariate and multivariate methods of assessment have been used, and c) definitions of organizational effectiveness are as numerous as the perspectives, organizations and methods used to study the concept. The current status of organizational effectiveness in theory, definition and research methodologies is one of multiplicity of approach. However, there is a leaning towards some concerted identification of perspective, domain, level of analysis, identified purpose for judging effectiveness, specification of time frame and data used and specification of a referent against which effectiveness is judged in order for comparisons to be made.

This chapter is organized to provide an overview of the theoretical and empirical literature relative to this study. The review begins with the theoretical literature and focuses on such topics as some definitions of organizations, open systems theory, organizational effectiveness definitions and organizational effectiveness models. A short history of Alberta further education councils is also included.

The review of the empirical literature focuses on five studies related to organizational effectiveness. Three describe the effect of different factors on organizational effectiveness, one studied the structure of organizations and one measured organizational effectiveness in institutions of higher education.

ORGANIZATIONS AND SYSTEMS

Definitions of Organizations

Within the literature on organizations, definitions of organizations vary from simple to complex. For example, Parsons (1968:17) defines organizations as "social systems with specific purposes."

Firth (1955) has produced the following definition of organization.

> In a narrow context, organization implies a systematic ordering of positions and duties which defines a chain of command and makes possible the administrative integration of specialized functions towards a recognized limited goal. In a broader context it implies diversity of the ends and activities of individuals in society, a pattern for their coordination in some particular sphere, and specific integration of them there by processes of choice and decision into a coherent system, to yield some envisaged result.

Using this definition, Hutton (1972:2) believed that to cope with situations in organizations we must be concerned with development. According to Hutton, development implied analysis. From his perspective, analysis included looking at the forces and constraints of each situation and "its own unique set of possibilities and impossibilities for development."

Weber's perspective (1947:145-146) used the following key elements to distinguish the corporate group from other forms of social organizations.

1. Organizations involve social relationships, that is individuals interact within the organization.

2. Contact is not random; there is an idea of order and structuring of interaction.

3. The organization includes some and excludes others, thus it creates a boundary.

4. There is a hierarchy of authority and a division of labor in carrying out functions.

5. Specific personnel are designated to enforce order.

6. Interaction is "associative" rather than "communal", that is, it differs from family interactions.

7. Organizations carry out purposeful activities of a specific kind, such that organizations transcend the lives of their members. Organizations are designed to do something.

Hall (1977:19) summed up Weber's perspective nicely by describing its proximity to reality and its focus on "legitimate interaction patterns among organizational members as they pursue goals and engage in activities."

Barnard (1938) focused on the members of the system. For Barnard, the key elements in the definition of an organization included: a) communications, b) willingness of members to contribute, c) common purpose among members, d) the focus on the individual to communicate, to be motivated and to make decisions.

In answer to his own question, "Are organizations real?", Hall (1977:23-25) revealed the basic issue of organizations. He wondered "whether organizations are anything more than individuals who have come together in an interactive system." He then answered his own question by stating that organizations "are real to the extent that strictly organizational factors account for part of the behavior of individuals at all times in organizations." (1977:25)

In this research it becomes important not to think of a council as a traditional organization with easily identified goals, structure, membership, products or services, but rather to think of it as a loosely structured organization. By accepting councils as loosely coupled systems, it is acceptable for the councils to exhibit flatter structures, more open communication systems, relative absence of regulations, decentralization, delegation of discretion, equifinality, planned unresponsiveness and slack times.

Organizations As Open Systems

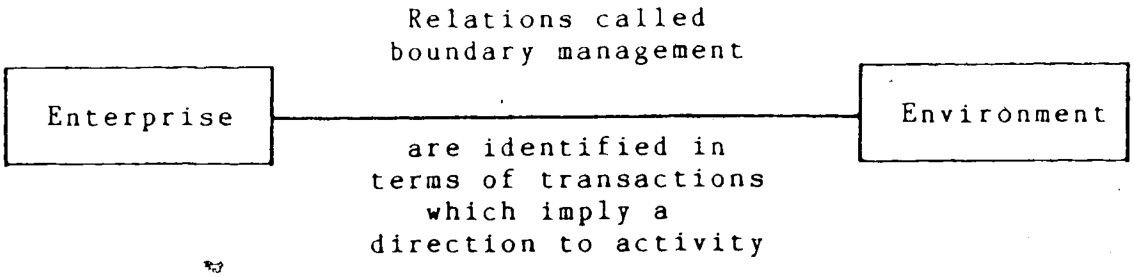
Organizations tend to be classified as open or closed systems. However, since closed systems by definition do not take account of the environment, the focus will be on open or natural systems.

von Bertalanffy (General Systems Yearbook, Vol. 1, 1956) defined a system as "a set of objects together with relations between the objects and between their attributes." The focus appeared to be on the notion of relationships or as stated by Hutton (1972:28), "Relations are what makes a system a system." This focus was reinforced by Hutton's (1972:30) definition of open systems which stated that, "The system exists by virtue of a transaction, thus the system can only be defined in terms of the environment." Hutton (1972:32) believed that the most important part of an open system,

> ... has to do with controlling the traffic across the boundaries. Using general systems notions, Hutton's thinking is 'that general management has to do with the characteristics of both the environment and the internal organization'. Thus the job of management is at the boundary and consists of 'defining the relations between system and environment and managing the flow across the boundary. It includes choosing the states of the system required for survival and development.'

According to Hutton (1972:32) the most important part of an open system "has to do with controlling the traffic across the boundaries", and he called that notion running the system or general management. This notion of boundary management considers the relations between the organization and policy and concepts of mission, objectives, goals, task, strategy, operation and tactics. In a diagram, this notion can be shown as follows:

Figure 2.1: Hutton's view of general management (1972)


Relations called
boundary management
Enterprise
Environment
are identified in
terms of transactions
which imply a
direction to activity

Gouldner (1959), also saw organizations as open systems. He stated,

> The natural model regards the organization as a 'natural whole' or system. The realization of the goals of the system as a whole is but one of several important needs to which the organization is oriented.

Hall (1977:56) agreed with Gouldner and identified one of the organizations needs as survival, recognizing that it can lead to neglect or distortion of goal seeking behavior.

Hall (1977:56) offered the following descriptions of open systems:

1. Organizational changes are seen as relatively unplanned adaptive responses to a need for organizational equilibrium.

2. Organizations are seen as emergent insofar as organizational goals play a relatively minor role in the directions in which the organization emerges.

3. Parts are interdependent, thus a change in any one could produce unanticipated changes in another.

In summary, Katz and Kahn (1966:19-26) identified nine characteristics shared by all open systems. They were: 1) importation of energy, 2) throughput, 3) output, 4) systems as cycles of events, 5) negative entropy (importing excessive energy and stockpiling it), 6) information input, negative feedback and the coding process, 7) steady state and dynamic homeostasis, 8) differentiation and 9) equifinality.

Human service Systems fall under the category of open systems. To define a human service system, Budde (1979:74) identified three steps:

1. Determining system boundaries.

2. Defining the organization's mission which dictates direction for the system by: a) defining the consumer group served and b) defining the mission as the system changes.

3. Defining in a measurable way: a) goals as general statements concerning the overall functions to be performed, and b) objectives as ways in which goals are to be accomplished.

The purpose for this theoretical review of organizations and systems is to provide the reader with a better sense of further education councils as human service organizations and open systems. In particular, Hutton's view (1972) of general management provides a systems perspective of councils by virtue of the boundary relations. Councils require constant contact with the environment (the adult public of the community) in order to be effective in delivering learning opportunities to meet learning needs.

Hall's description of open systems (1977) provides an excellent description of councils as open systems which: a) incur organizational changes as relatively unplanned responses to a need for organizational equilibrium, b) are emergent, as organizational goals play a relatively minor role in the direction in which the organization emerges, and c) have interdependent parts, such that change in one council member's programming could produce unanticipated changes in another member's programming.

ORGANIZATIONAL EFFECTIVENESS DEFINITIONS

Despite considerable research on the topic, there is no universally accepted definition, theory, research methodology or criteria for appraising organizational effectiveness. Cameron and Whetten (1983) described organizational effectiveness as an enigma. It was central to the organizational sciences, but there were no generally accepted theories per se. "In order to develop good theories analysts should study the dynamic reactions that occur when spontaneous events disturb equilibrium." This statement from Starbuck and Nystrom (1981) disagreed with the notion that one should understand organizations before trying to improve them. They believed that the understanding of an organization's effectiveness would come from active efforts to change it.

In defining organizational effectiveness, the investigator has categorized definitions by goal focus, system focus and "other" focus.

Goal Focused Definitions

Definitions of organizational effectiveness by some goal focused authors are as follows:

Etzioni (1964:6,8) saw organizational effectiveness as:

> The degree to which a social system achieves its goals. An organizational goal is a desired state of affairs which the organization attempts to realize.

Perrow (1970) concluded that:

> If one conceives of organizations as deliberate, rational, goal seeking activity systems, then it is rational to agree to that successful goal accomplishment is an appropriate measure of effectiveness.

Stewart (1976:112) defined effectiveness as:

> The extent to which a social system makes progress toward its acquisition, power and goal objectives.

Goodman and Pennings (1977:160) declared that:

> Organizations are effective if relevant constraints can be satisfied and if organizational results approximate or exceed a set of referents for multiple goals.

Van de Ven and Ferry (1980:83) argued that:

> Effectiveness is defined as the percentage of attainment of production goals.

Systems Oriented Definitions

Authors supporting the systems oriented approach to defining organizational effectiveness include the following:

Pfeffer (Pfeffer and Salanzik, 1978:145) contended that:

> ... effective organizations are those that accurately perceive patterns of resource interdependence, correctly perceive demands, and thus respond to those demands made by those groups that control the most critical interdependencies. The effectiveness of an organization is a socio political question.

Yuchtman and Seashore (1967:891-903) described effectiveness as:

> ... the ability of an organization to secure an advantageous bargaining position in its environment and to capitalize on that position to acquire scarce and valued resources.

Katz and Kahn (1966:170) viewed:

> ... organizations as open systems (which) began by defining effectiveness as the 'maximization of return of the organization by all means'. Steers (1977:47) interprets Katz and Kahn's definition as a joint function of efficiency and political effectiveness in the short term.

Other Definitions

The "other" author group produced the following definitions:

Spray (1976) stated that:

> ... effective organizations still resemble elephants in the sense that they are identifiable when encountered, but very difficult to describe.

Schneider in Cameron & Whetten (1983:35) emphasized recruitment as a goal-free approach to effectiveness, and "implicitly defines effectiveness in terms of adapting to a changing environment." He identified that the attraction, selection and attrition of organization members may have produced either homogeneity or heterogeneity of membership.

Too close a fit between individual and organizational interests resulted in homogeneity which resulted in a decreased capacity for adaptation and change, and therefore decreased effectiveness. Heterogeneity increases capacity for adaptation and change by attracting and selecting "nonright" people (Schneider in Cameron and Whetten, 1983:41) and preventing too close a fit. The net result was that the nature of the people within the organization established the behavior of the organization and thus determined its effectiveness.

MODELS OF ORGANIZATIONAL EFFECTIVENESS

The previous section indicated the diversity existing in organizational effectiveness theories and definitions. In this section, several models will be discussed to exhibit the interpretation of those theories and definitions. The models to be discussed will be multidimensional models because they appeared to be most useful for developing a framework to assess the effectiveness of Further Education Councils.

Seashore's Model

Seashore's model (Cameron and Whetten, 1983:191) was really a merging of three contemporary theories: the natural system model, the goal model and the decision process model. The complementary dimensions of these three models were centered on two shared features: the assumption of organizational rationality and the assumption of internal (goal and process models) or external (natural systems model) dependencies. The result of this integration was a focus on the functioning of the internal social system of an organization.

Mott's Model

Mott proposed an open systems model, believing that due to a constantly changing environment, structures should be temporary and flux should characterize the workings. His structure showed a flattened hierarchy and was characterized by shared authority. The emphasis on adaptability became an antistructural value, insofar as rigid roles could not be designed to deal adequately with a constantly changing environment. From his perspective (Mott, 1972:5), the problem was the often inadequate attention "to the importance of productivity and the utility of structures designed to achieve it (productivity)."

Mott's model also focused on the internal functioning of an organization. The model identified productivity, adaptability and flexibility as measurement indices in recognition of the environment as a major reality. Mott's model resulted from a recognition of conflicting forces operating in an organization toward structuring roles and role relationships, and those operating to increase scope for improvisation in roles and associated relationships (Mott, 1972:9). He identified the notions of negotiated orders (informal negotiation of new activities and relations) and social power (usable and socially valued latent energy in human organizations) as being important in maintaining productivity, adaptability and flexibility. Mott (1972:17) equated effectiveness with survival by measuring adaptation to environment in the statement: "Organizations that adapt to their environments are more effective in the long run than are those that do not."

Steers' Model

Steers (1977:175-184) proposed a process model of effectiveness whose key advantages over other models was the recognition of the changing nature of the organization and its environments.

Steers (1977:4) believed that:

> ... effectiveness could best be examined by jointly considering three related concepts: 1) the notion of goal optimization, 2) a systems perspective, and 3) an emphasis on human behavior in organizational settings.

In addition to these three dimensions, Steers identified four general domains of factors contributing to the success of an organization. He described these four domains (1977:7) as: 1) organizational characteristics, 2) environmental characteristics, 3) employee characteristics,

Figure 2.2

A Framework for Analysis:

Factors Contributing to Organizational Effectiveness

ORGANIZATIONAL
CHARACTERISTICS

Structure

Decentralization
Specialization
Formalization
Span of Control
Organizational Size
Work-unit size

Technology

Operations
Materials
Knowledge

ENVIRONMENTAL
CHARACTERISTICS

External

Complexity
Stability
Uncertainty

Internal (climate)

Achievement Orientation
Employee Centeredness
Reward-punishment orientation
Security vs. risk
Openness vs. defensiveness

EMPLOYEE
CHARACTERISTICS

Organizational Attachment

Attraction
Retention
Commitment

Job Performance

Motives, goals and needs
Abilities
Role clarity

MANAGERIAL
POLICIES AND PRACTICES

Strategic goal setting
Resources acquisition and utilization
Creating a performance environment
Communication Processes
Leadership and decision making
Organizational adaptation and innovation

Source: Steers (1977:8)

and 4) managerial policies and practices. These characteristics and their elements are detailed in Figure 2.2.

Goal optimization, the first dimension, was the measurement of organizational success against organizational intentions. This approach allowed for "the explicit recognition of multiple and often conflicting goals, as well as for the existence of several constraints on the goal effort" (Steers, 1977:5). In recognizing that goal maximization was likely not possible due to "identifiable and irreducible constraints (for example money, technology, personnel)" Steers chose to focus on optimized goals. He defined optimized goals (1977:5) as "an organization's desired goals as constrained or modified by available resources." The result (Steers, 1977:5) was that "effectiveness is evaluated in terms of how well an organization can attain its feasible goals."

Goal optimization, Steers' first dimension, was supported by several others. They included Etzioni (1964), Goodman, Pennings and Associates (1977), Hall (1977), Price (1972), Child (1975), and Van de Ven and Ferry (1980).

The second Steers' dimension, the systems perspective focused on the cyclical nature of organizational processes (input, transformation and output) and complemented the goal optimization perspective by allowing for the changing nature of goals in organizations. Support for this dimension was found in research by Seashore and

Yuchtman (1967), Pfeffer and Salancik (1978) and Hasenfeld and English (1974).

The third dimension, the behavioral emphasis in an organizational setting, considered the role of employee behavior in long term organizational success. This dimension considered "how the behavior of individuals and groups ultimately contribute to or detract from organizational goal attainment" (Steers, 1977: 6). It recognized that goal attainment was possible only through the actions of organizational members. Research supporting this dimension was found in Bennis (1966) and Nadler and Tushman (1980).

Steers model (1977) was chosen for use in the study for several reasons. Its key advantage as a process model of effectiveness was the recognition of the changing nature of the organization and its environments. First, as a systems based model it was applicable to further education councils as sub-systems working within the post-secondary system of education. Second, councils transformed course ideas, community problems and information (raw materials) into courses of study (output) using council members and community resources and processes. As indicated above, Steers used a process oriented approach consisting of three interrelated dimensions for analyzing effectiveness: goal optimization, systems perspective and behavioral emphasis.

This comprehensive approach allowed for the broad review of organizational effectiveness research related to this study. With a view towards change, Steers argued that, "it is against the concept of effectiveness that managerial and organizational success are ultimately judged" (1977:1). Third, Steers' model also focused on human resources as an important aspect of achieving effectiveness through the behavioral emphasis dimension. Human resources were important to this study of perceived operational effectiveness because it was the human element of council members which undertook to perform all the activities and processes which culminated in operational effectiveness in Alberta further education councils. Fourth, two of the key dimensions, goal optimization and systems perspective, allowed for the pursuit of multiple goals.

According to Steers (1977:5):

> The use of the goal optimization approach allows for the explicit recognition of multiple and often conflicting goals as well as for the existence of several constraints on the goal effort. Thus, effectiveness is evaluated in terms of how well an organization can attain its feasible goals.

Councils regularly pursued multiple and sometimes conflicting goals as they worked to provide adults with the opportunity to pursue learning needs.

Summary

Three models of organizational effectiveness have been reviewed. Each was a multidimensional model merging a number of related concepts. Seashore's model focused on the internal social system of an organization. Mott's was an open system's model which also focused on the internal functioning of an organization. Mott's model used productivity, flexibility and adaptability as measurement indices. Steers' model encompassed the three dimensions of goal optimization, systems perspective and behavioral perspective. It was chosen as the model for this study because it was applicable to systems oriented organizations, it identified the importance of human resources in achieving effectiveness, it allowed for the pursuit of multiple goals and it appeared to offer more latitude for categorizing data.

ORGANIZATIONAL EFFECTIVENESS ASSESSMENT

Introduction

The importance of assessing performance became widely recognized early in the 20th century. Taylor (1911), Gulick (1937), Barnard (1938), Weber (1947) and Fayol were all members of the classical school of organization theorists which emphasized the efficiency focus on conceptual frameworks (Spray, 1976). In the post World War II era, a proliferation of distinct models emerged for assessing organizational effectiveness. For example, the case study approach was used by Selznick in 1949, Gouldner in 1959 and Blau in 1955. The decision making model was used by March and Simon in 1958. The multiple criterion approach to the study of effectiveness was used by Bennis in 1966 and Georgopolous and Tannenbaum in 1971. In 1967, Lawrence and Lorsch used the contingency approach, followed in 1970 by the structuralist approach of the Aston group, namely, Johnson, Pugh and Hickson (1970). The systems model was used by Katz and Kahn in 1966, Evan in 1972 and Likert in 1981. Between 1966 and 1972, a multidimensional approach was used by Katz and Kahn (1966), Mahoney and Weitzel (1969) and Mott (1972).

A consolidation factors approach was used by Stewart in 1976. Spray (1976) identified both the rate of increase in the literature on organizational effectiveness and the coming "golden era" of research which interest in the topic had created. Both the volume and multiplicity of points of view from which the subject has been examined had produced a state of ferment which Spray called theoretical pluralism.

Research covered so vast an area, from so many perspectives, that it has recently been recommended by researchers and theoreticians that studies be systematized by specifying conceptual schemes and methodological techniques (Spray, 1976). This reaction was supported by Price (1972) who wrote the Handbook of Organizational Measurement with two purposes in mind: 1) to promote standardization of measures used in the study of organizations, and 2) to promote the improvement of measures used.

Not only was there lack of agreement on the meaning of organizational effectiveness, there was also lack of agreement "on the criteria to be used for its assessment and on how it may be attained" (Ratsov, 1983:1). For example, Etzioni (19[illegible]4) and Price (1972) favored the goal model for measuring effectiveness while Bennis (1966) and Nadler and Tushman (1980) favored the internal processes model. Scott (1981) used the open systems model while Hasenfeld (1983) preferred the political economy model, and Schneider (1983) used the interactionist model of attraction, selection and attrition.

Another approach to such diversity was taken by Mahoney and Wietzel (1969) based on their study and the resulting model of effectiveness. Their findings indicated "that different effectiveness criteria may have differential relevance depending upon the nature of the organization and the technologies involved."

It appeared from the literature that rather than standardizing the measuring device for all assessments of organizational effectiveness, according to Cameron and Whetten (1981:526), there was a greater need to rely "more on the meaning that different groups of organizational members place on this concept."

Kelly's Model

Kelly (1980:506-508) identified four variables and eleven related measures for assessing organizational effectiveness.

Variables	Related Measures
Task Effectiveness	a) Productivity
	b) Profitability
Human Relations Effectiveness	a) Job satisfaction
	b) Morale
Adaptation Effectiveness	a) Capacity to deal with conflict
	b) Environmental changes
Intelligence Effectiveness	a) Managerial, analytical skills
	b) Organizational information processing
	c) Internalization of organizational values
	d) Training and development emphasis
	e) Human resource planning

Kelly's model takes the complexity of assessing organizational effectiveness and breaks it into four categories, then defines the related measures in each category. As a result, Kelly (1980) offers enhanced clarity in his model of assessment.

Environmental Models

The literature on environments assumed the acceptance of open systems theory and identified the importance of the environment in determining the effectiveness or survival of the organization.

Writings by Meyer and Associates (1978), Pfeffer and Salancik (1978) and Aldrich (1979) showed that processes and outcomes in organizations were strongly influenced by environmental factors that may have been only partially within the control of the organization. Starbuck's work (1965) suggested that organizational growth was not linear, but influenced by a variety of political, economic and social factors.

In the Hasenfeld and English (1974) view of human service organizations as open systems, they noted the continuous interchange with the environment to attain inputs, dispose of outputs and maintain the organization as a viable system.

Jackson and Morgan (1982) identified environments as being internal or external and saw the interaction of the organization and its environment as either adaptive or manipulative.

Research by Hall (1982) identified seven dimensions of organizational effectiveness using an environmental perspective. Jackson and Morgan (1982) identified environmental characteristics, several of which are the same as those of Hall. The dimensions identified by Hall (1982) and Jackson and Morgan (1982) are as follows:

Hall's Environmental Dimensions	Jackson and Morgan's Environmental Characteristics
1. Technological Conditions	1. Psychological
2. Legal Conditions	2. Legal
3. Political Conditions	3. Political
4. Economic Conditions	4. Economic
5. Demographic Conditions	5. International
6. Ecological Conditions	6. Ecological
7. Cultural Conditions	7. Cultural/Religious
	8. Social
	9. Physical

Jackson and Morgan's study (1982:248) examined the question: "Do organizations adapt to their environment or control their environments?" In pursuing their research, Jackson and Morgan identified the internal and external environments of an organization and the nine environmental characteristics of organizations noted above. Similarly, Hall's (1982) research on environments and the development of organizations identified seven environmental conditions which he found to produce differences in the structure and process of organizations. While Hall was searching to find what environmental factors do to organizations, Jackson and

Morgan were attempting to identify whether the environment had an impact on the organization or vice versa.

Their agreement on five of the dimensions was significant given the diversity of their field of research.

Support for Multivariate Measures

Many of these measures were described as multivariate effectiveness measures: such measures assessed major sets of variables to demonstrate how they fitted together. Georgopoulos and Tannenbaum (1957) were two of the first researchers to attempt the multivariate approach and set an early argument for the use of systems theory. They were concerned that an evaluation of effectiveness must deal with both means and ends. Such notable researchers as Katz and Kahn (1966) and Yuchtman and Seashore (1967) supported the Georgopoulos study through their own research and rejected definitions of effectiveness which evaluated performance based on the existence of an ultimate goal. Using the system resource conceptualization, Yuchtman and Seashore defined effectiveness in terms of the ability of an organization to secure an advantageous bargaining position to acquire scarce and valued resources. Further, Yuchtman and Seashore (1967:898) stated that:

> The concept of 'bargaining position' implies the exclusion of any specific goal (or function) as the ultimate criterion of organizational effectiveness. Instead it points to the more general capability of the organization as a resource-getting system. Specific 'goals', however, can be incorporated in

> this conceptualization in two ways: (1) as a specification of the means or strategies employed by members of the organization and (2) as a specification of the personal goal of certain members of classes within the organizational system. The better the bargaining position of an organization, the more capable it is of attaining its varied and often transient goals, and the more capable it is of allowing the attainment of the personal goals of members.

The alternative was the use of univariate measures of effectiveness in assessing the attainment of some ultimate criterion. Examples included measures of satisfaction, morale, stability, growth and profit. These measures were criticized by Steers (1977:39-41) for three reasons. First, they were neither comprehensive nor adequate measures of organizational effectiveness. Second, they appeared to represent value judgements of what ought to be. Third, was the integration problem and contributing to the meaning or understanding of the organizational effectiveness construct. Steers did not agree that one concept could adequately define organizational effectiveness.

In reviewing the criteria for evaluating organizational effectiveness, Scott (1981:336) noted that they could not be produced by some objective, apolitical process. He described them as being normative, often controversial, varied and chosen from among several types. Goodman, Pennings and Associates (1977:4-6) reinforced this view, but expressed it in a different way. They identified six problems which they felt should be addressed in any viable framework for measuring effectiveness. They included: 1) the nature of the organization, 2) a precise definition of organizational effectiveness, including a precise set of dimensions, 3) specification of a domain of effectiveness, 4) which constituency's perspective will be used, and which goals (official, operative or the researcher's), 5) the determinants of organizational effectiveness need to be defined and 6) the research strategy to be used.

Another reinforcement for Scott's statement came from Campbell (Goodman, Pennings and Associates, 1977:15) in a statement on the lack of a universal definition of organizational effectiveness.

> The usefulness of a particular formulation is a function of both the values of the user and the facts of organizational life. Regardless of what theory is used, a value judgement must be made about what the goals of the organization should be.

Guidelines for Assessing Organizational Effectiveness

A comprehensive set of guidelines for assessing organizational effectiveness was found in Cameron and Whetten (1983:270-279) in the form of seven guiding questions. They believed that by asking for and receiving answers to these questions for every assessment of effectiveness, for every definition of effectiveness and for every project designed to improve effectiveness, the result would be an itinerary for mapping the construct of effectiveness and helping to make studies of effectiveness comparable. The questions are highly interrelated, so that making choices for one will effect choices in another area.

1. From whose perspective is effectiveness being judged?

   Which constituency has been identified as being most important at this point in time?

2. On what domain of activity is the judgement focused?

   Is it the input, process or output domain being assessed at this time?

3. What level of analysis is being used?

   Is it the individual, subunit, organizational population or industry level or societal level?

4. What is the purpose for judging effectiveness?

   The identified purpose generally affects the judgement itself. A change in the purpose of the evaluation will create different consequences for the evaluator and the unit being evaluated. Also, the answer to this question affects the answer to the prior three questions.

5. What time frame is being employed?

   Is short-term or long-term effectiveness being evaluated? These can vary remarkably, so it is important to specify.

6. What type of data are being used for judgement of effectiveness?

   Is it objective data (organizational records) or subjective data (interviews, questionnaires)? Different data may produce significantly different results.

7. What is the referent against which effectiveness is judged?

Is it:

a) a comparative judgement?
b) a normative judgement?
c) a goal-centred judgement?
d) an improvement judgement?
e) a trait judgement?

Cameron and Whetten (1983:274) identified the advantage of using these guides in helping to circumscribe the construct boundaries of effectiveness as well as explicitly identifying the indicators of effectiveness under consideration.

Concept of Coordination

With reference to the concept of coordination and coordinating agencies, a study was done by Litwak and Hylton (1962:395-420). They found that coordination among organizations was reached through a coordinating agency whose major purpose was to order the behavior between organizations by: a) communicating pertinent information, b) adjudicating areas of dispute, c) providing standards of behavior and d) promoting areas of common interest. Their study also found evidence for the hypothesis that coordinating agencies would develop and continue to exist if the formal organizations were partly interdependent, if they were aware of this interdependence, and if the coordinating agency had developed standardized units of behavior for the organizations.

Summary

The preceeding section on organizational effectiveness assessment has achieved four purposes. First, the description identified various approaches to or models of assessment in place since the early part of the 20th century. Second, several empiricial examples were given to demonstrate the lack of agreement on criteria used for assessing organizational effectiveness. Both univariate and multivariate measures were discussed. Third, Cameron and Whetten's guidelines for helping to circumscribe the construct boundaries and identifying factors of effectiveness were presented. Fourth, Litwak and Hylton's study on the concept of coordination was presented. Their hypothesis regarding the interdependence of coordinating agencies and standardized units of behavior is believed to describe the existing situation in Alberta's further education councils.

ORGANIZATIONAL LIFE CYCLES

The concept of organizational life cycles may be difficult to grasp given the ambiguity of the concept of an organization. As a biological metaphor, Kimberly (1980:7) defined organizational life cycle as, "the creation, development, expansion, stabilization, decline and disappearance of organizations." Adizes (1979:4) described the life cycle as "a series of passages: birth, growth, maturity, old age and death; in each passage a unique pattern of behavior emerges." Given these definitions, the life cycle analogy was deemed appropriate for this research on further education councils where age is being discussed.

Within the organizational life cycle literature, age was rarely discussed or identified as being specific to a stage of development. While the lack of age specific stages resulted in reduced predictability on a practical level, it did allow for predictability on a theoretical level so long as predictions were not age based, but stage based.

Three Stage Models

Most authors reviewed had identified three or four stages in the life cycle of an organization. Of these, the simplest was that of Heron (1972) who identified the stages as birth, youth and maturity in his study of "Growth Stages in the Development of College Structure." Kimberly and Miles (1980) also identified a three stage model, but their model had an organismic perspective through identifying creation, transformation and decline.

Katz and Kahn (1966:109) identified three stages of organizational development when they studied the effect of the environment on open systems. Stage I was the Primitive System where certain characteristics of the human population and some common environmental problems interacted to generate task demands and a primitive production structure to meet them. In Stage II, the Stable Organization, an authority structure emerged for formulating and enforcing rules. It then became the basis for managerial and maintenance sub-systems. Stage III, Elaboration of Structure, was characterized by further elaboration of supportive structures at organizational boundaries.

Stewart (1976) identified four stages of development, but noted that these stages did not occur at discrete intervals, and unilinear development was not assumed. These two conditions created a significant departure from the findings of the other authors, with the exception of Quinn and Cameron (1982). The stages identified by Stewart (1976) were foundation, consolidation, operations and achievement of goals.

As well as the three stage models of organizational life cycles, a four stage model is also useful in this review to provide a broader understanding of the life cycle concept in organizations.

Four Stage Model

In their study, of "Life Cycles and Shifting Criteria of Effectiveness", Quinn and Cameron (1980) identified four stages and their characteristics: 1) Creativity and Entrepreneurship - marshalling resources, creating ideology, forming an ecological niche; 2) Collectivity - high commitment and cohesion, informal structures, face to face communication, long hours of dedicated service and an emerging sense of collectivity and mission; 3) Formalization and Control - procedures and policies become institutionalized, goals are formalized, conservation predominates, flexibility is reduced, the emphasis is on efficiency of production; 4) Elaboration of Structure - domain expansion, decentralization, renewed adaptability, new multipurpose subsystems are established. The authors saw these sequential stages as being applicable to the early stages of organization development. After stage four, they believed that development would occur metamorphically.

Summary

The concept of organizational life cycle does not seem to enjoy wide acceptance in the literature on organizations and their behavior. While some researchers believed that the concept had value as a predictor of organizational growth, that use has only been achieved to date at the theoretical level.

All of these models can be summarized in the results of a longitudinal study done by James H. Stewart on "Factors Accounting for Goal Effectiveness" (Spray, 1976:112). The four categories (career stages, functional requirements, objectives and effectiveness) serve four functions: 1) as an analytic tool, 2) as an explanatory hypotheses about the determinants of effectiveness at different stages of organizational development, 3) by allowing comparison of effectiveness over time in terms of subsystems, similar systems and the system itself, and 4) by measuring effectiveness from the leadership perspective. Figure 2.3, A System Effectiveness Model, summarizes these features.

Most models identified ranged from three to five stages with the three main stages appearing to be birth, maturation and death.

A review of the theoretical literature on stages of organization development was undertaken for one key reason. The purpose of the review was to allow the investigator to explore the literature on life cycles based on research problem three and the desire to establish a sense of stage development in further education councils.

HISTORY OF FURTHER EDUCATION COUNCILS

Overview

The time period between 1972 and 1975 saw the early stages of development of a unique organization in Alberta whose purpose was to ensure the delivery of a comprehensive range of non-credit learning opportunities to adults in Alberta communities. Incentive for the formation of these unique further education councils in each school district across the province was provided by the provincial

Figure 2.3

A SYSTEM EFFECTIVENESS MODEL

Categories	Career Stages	Functional Requirements	Objectives	Effectiveness
Phases of Development	Foundation	*Adaptation (external)	Acquisition	Acquisition
		*Adaptation (internal)	Power	Power
	Consolidation	*Integration and *Latency (cohesion)	Consolidation	Consolidation
		Adaptation (internal)		
PERFORMANCE	Operation	*Adaptation (external)	Acquisition	Acquisition
		*Adaptation (internal)	Power	Power
		Integration and Latency (cohesion)		
		Goal attainment		
	Attainment	*Goal attainment	Goal	Goal
		Adaptation		
		Integration and Latency (cohesion)		

(*) Dominant, theoretically speaking

Source: Stewart in Spray (1976:112)

Department of Education and its Continuing Education Branch. The department's rationale for forming these councils was the need to expand and coordinate part-time non-credit learning opportunities for adults, particularly in rural Alberta.

At the time, the Department recognized that many organizations, public and private agencies and post-secondary institutions in the community were carrying out their mandate to offer courses and other learning opportunities to the adult public. However, the efforts of these groups appeared to be uncoordinated and the response rate of participants seemed to be relatively low. Programming duplication or gaps were prevalent as identified by community based programmers expressing frustration with the low response to their programming efforts.

Considering the social upheaval of the late 1960's and the economic growth of the early 1970's, the Department of Education identified learning as an opportunity for the adult population to assist themselves in managing the social and economic changes they faced in daily living. In order to bring together the existing groups already involved in adult education, incentive grants were offered by the Department of Education, through agency membership in a further education council, for courses, joint advertising tabloids and instructor travel. By offsetting some instructional costs and thereby reducing tuition fees, it became more manageable financially for the adult public to participate in part-time educational endeavours.

Program Coordination Principles

The underpinnings of the Further Education Policy rests on four principles which focus on program coordination. These principles are described by Falkenberg (1976:36) and include:

1) The "Client First" Principle. The purpose of coordinating further education programming should be to better serve all of the people of Alberta. Institutional needs must be of a lower priority.

2) The "Varied Perspective" Principle. People representing different organizations, and agencies, pursuing different disciplines and holding different philosophical perspectives about education must be involved in the continuing education program in a given community. As Falkenberg has stated, "... varied contributors are necessary to the flourishing of a pluralistic society."

3) The "Systematic Communication" Principle. Although the people noted in (2) above work in autonomous agencies, Falkenberg adds

> they must communicate systematically with each other on such things as current and proposed programs, needs identification plans, advertising initiatives, financial sources, etc. to open the way to comprehensive, coordinated and, where appropriate, cooperative programming.

4) The "Maintenance of Flexibility" Principle. The flexibility and adaptability of the extension or further education aims of educational operations must be preserved.

Financial Principles

By the time the _Further Education Policy, Guidelines and Procedures_ were passed by the provincial legislature in 1975, the financial principles for managing the grants had been established and the council's names had been changed to Further Education Councils. The financial principles included:

1) Local Coordination. Further education would be coordinated at the local level.

2) Public Participation. Two avenues open to encourage public involvement include participation in courses and voluntary participation as further education council members.

3) Fiscal Equity. By using the processes of _a priori_ program approval and post-audit, Advanced Education is able to maintain grant support equity across the province.

4) Financial Partnership. Despite the incentive funding available for leadership, administration, travel and limited instructional support grants, the instructional costs incurred in providing further education courses are to be borne primarily by the user.

Policy Development

By 1975, seventy-two councils had been formed and by 1985 there were eighty-five in existence. As the initial councils were being developed between 1972 and 1975, so was the policy document, Further Education Policy, Guidelines and Procedures. Since its passage by the legislature in 1975 as section 196/75 of the Advanced Education Act, it has undergone several incremental changes most of which have been related to the grants provided.

Council Effectiveness Measures

With the formation of the councils, [illegible]e first steps were to coordinate the courses currently available through member organizations, to identify new courses, to advertise them and to encourage the adult public to participate. Each year the councils sought to offer more courses and t[illegible] encourage greater registrations. Simple growth rate statistics became the measure of council effectiveness for both the council and the government. A copy of the Alberta Further Education Councils course offerings, registrations and course hours for the period 1975 through 1984 was provided in Table 1.1. As indicated in Chapter 1, statistically, the councils appeared to have been very effective in providing learning opportunities to adults. The study by Statistics Canada, mentioned in the first chapter, entitled "One in Every Five -- A Survey of Adult Education in Canada" showed Alberta leading in Canada with a participation rate of one in every four adults involved in an organized learning opportunity. This figure for Alberta compared to the national average of one in every five.

Some Council Operational Characteristics

The following key characteristics provide a greater insight into the nature of further educational councils:

1) Councils operated according to prescribed goals, procedures and guidelines as identified in the Further Education Policy, Guidelines and Procedures document.

2) Councils were non-profit in nature.

3) Councils were composed of representatives from various public and private agencies and organizations and public advanced education authorities.

4) Councils served adults within an area bounded by city, county or school division boundaries.

5) The legislated (prescribed) goal of each council (Advanced Education, 1982:4) was "to mobilize all available resources to offer coordinated, comprehensive, meaningful courses of further education to adults in the community."

6) Grant money was made available to councils for completed courses according to minimum registration requirements, quality control by the member organization offering the course, and the type of course offered.

7) Councils were empowered by the Further Education policy to make decisions on courses eligible to receive grant support, as well as other decisions relative to the operation of the council.

8) Council structures had little hierarchy. The executive was generally composed of an elected chairman, the part-time coordinator, the secretary and the representative to council from the designated hosting authority. All members had voting privileges on all decisions with the exception of the coordinator who was a non-voting member.

9) Allocation of grant money varied within each council. Grants were distributed according to annual programming goals; on a first-come, first-served basis; or according to the nature of the courses and their ability to meet current community learning needs.

10) Since councils were non-legal entities in themselves unless they were constituted under the societies act, public grant money was distributed to them through the designated hosting authority.

11) The policy statement (Further Education Policy, Guidelines and Procedures, 1982:1) guides the council's operation:

> The Department of Advanced Education will facilitate involvement in further education by adult Albertans, and encourage systematic inter-agency communication, cooperation and coordination in further education programming.

Summary

Most Alberta Further Education Councils are ten or more years old, but they still operate according to the program coordination principles identified in the early stages of the development of the further education program. The key characteristics identified provided some insight into the operation of the councils.

EMPIRICAL LITERATURE

The five studies which follow each provide some information relevant to the study at hand. These five studies focus on organizational effectiveness as it relates to institutions of higher education, to the environment, to social service organizations, to organizational life cycles and to the structure of the organization.

Organizational Effectiveness in Institutions of Higher Education

The purpose of Cameron's study, "Measuring Organizational Effectiveness in Institutions of Higher Education" (1978:604) was "to examine the concept of organizational effectiveness in institutions of higher education." The sample included four New England colleges in the first study and four colleges plus two more higher education institutions in the second study. All institutions had an undergraduate student population of less than 10,000.

As there was no precedence for criteria of effectiveness in institutions of higher education, the study used an inductive approach to generate criteria. The strategic constituency used to describe effectiveness criteria was the internal dominant coalition of formal position holders who influenced the direction and funding of the organization. The study was not longitudinal, therefore effectiveness indicators were best typified as static. The study was divided into three sub-studies. The first was the use of questionnaires and interviews to assess the reliability and validity of the effectiveness criteria. The second was designed to effect refinements and improvements in the instruments and to improve psychometric properties. The third was the interviewing of approximately ten senior officers in each of six colleges to derive the dimensions of effectiveness. Nine groupings of criteria were found and they are: 1) student education satisfaction, 2) student academic development, 3) student career development, 4) student personal development, 5) faculty and administrator employment satisfaction, 6) professional development and quality of faculty, 7) systems openness and community interaction, 8) ability to acquire resources, and 9) organizational health.

Two instruments were used to measure the criteria in each of the nine dimensions noted. The first was a subjective rating by college personnel of the extent to which their college possessed certain organizational characteristics. The second instrument identified objective data from the records of the institution, for example, number of student terminations, number of continuing education courses offered, the amount of general funds received, etc. The reason for getting both subjective and objective data was to allow for testing the external validity of the dimensions, since there was no way to determine bias without such a test.

In the respondent sample, questionnaires were mailed to seventy-five administrative and academic department heads at each of six institutions. The returns were 70% and 72% respectively.

The results of the first study produced a range of reliability coefficients among the nine dimensions from .601 to .928. In the second study the range of reliability coefficients was between .628 and .924. These relatively high correlations produced some evidence of the face validity of the dimensions. Use of factor analysis resulted in a single factor for each dimension except one (student education satisfaction).

Using MANOVA ($p <.001$), it was found that institutional affiliations do have a significant effect on responses for combined organizational effectiveness. In both studies, the differences were significant among the means of the institutions, but not for the five job categories.

Univariate ANOVA procedures for each separate effectiveness dimension showed the significant effect of the employing institution in determining respondent perceptions on each dimension. In the two studies, the amount of variance accounted for among the dimensions by this institutional factor ranged from 3% to 20% in the first study and from 15% to 60% in the second study. (Cameron, 1978:621-622)

> These results suggest that the institutions can be distinguished, on the basis of their effectiveness profile, as those having very high or very low effectiveness on moral dimensions, and as those having high or low effectiveness on student orientated dimensions. Some institutions do achieve higher overall effectiveness than others.

As a result of this study, Cameron (1978:625) concluded that organizational effectiveness

> ...is not a unitary concept. Rather it is a construct composed of multiple domains which are therefore operationalized in different ways. Effectiveness in one domain may not necessarily relate to effectiveness in another domain.

In describing the application of the approach Cameron (1978:625-626) stated that:

> It has been discovered that no institution operates effectively on all effectiveness dimensions, but that certain effectiveness profiles are developed in which particular dimensions are emphasized. No single profile is necessarily better than any other, since strategic constituencies, environmental domain, contextual factors, etc., help determine what combination is most appropriate for the institution. Once a profile of effectiveness is

> identified for an institution, however, a fine grained analysis of effectiveness can really be made. That is ... detailed examination of the causes, correlates and components of its strengths and weaknesses are possible... .

Cameron (1978:226) concludes by stating:

> This approach to assessing organizational effectiveness also appears applicable to other types of loosely coupled organizations, particularly in the non-profit or public sectors. It is suggested that by inductively deriving criteria, by focusing on organizational attributes rather than operationalized goals, and by carefully selecting sources and types of criteria to indicate effectiveness, important dimensions of effectiveness can be identified which can lead to more fine grained analyses of public sector organizations.

Cameron's study (1978) was relevant to the study at hand for five reasons. First, Cameron's study was one of very few concerned with the effectiveness of higher education or post-secondary institutions. Further education councils were not institutions, but were part of the Alberta post-secondary system. Second, Cameron's study and the study at hand both used an inductive approach to generate criteria to measure effectiveness due to the lack of criteria or models available. Third, both Cameron's study and the study at hand used subjective and objective data. Fourth, both studies reached conclusions about the multiplicity of the concept of organizational effectiveness. Last, due to the differences among institutions and further education councils in operating to the same degree of effectiveness on all dimensions, Cameron (1978:625) found that it was necessary to develop an effectiveness profile for each institution followed by a "fine grained analysis of effectiveness."

Effects of Different Factors on Organizational Effectiveness

Osborn and Hunt in their study on "Environment and Organizational Effectiveness", in 1974, were investigating the construct of environmental complexity. Their sample from the midwestern USA (1974:231) was:

> restricted to 48 small quasi-independent social service organizations which shared highly similar internal structures and processes, but which differed in the degree of formal goal attainment.

Their research method used three questions to produce data concerning task environment risk, dependency and interorganizational interaction. Of the fourty-eight agencies chosen for the sample, responses were received from twenty-six which represented a cross section of the universe for the study.

The measure of effectiveness for the study was achieved by ranking a series of items using a goals approach. Rankings were based on questions related to program performance, community wide planning, mobilization of resources, delivery of services and overall effectiveness.

For the environmental measures, task environment was defined as "the degree of heterogeneity among task environment members on the dimensions of objectives, goals, output, ownership, location, size and structure" (Osborn and Hunt, 1974:238). Items used to measure task environment dependency asked the chief executive of the organizations sampled to describe the reliance of his unit on the task environment and the interrelationship among the task environment organizations on nine point Likert type scales. Interorganizational interaction was measured by asking chief executives a series of policy questions also using nine-point Likert scales.

In the analysis and results of the study, the use of Kendall's rank correlations showed that there was no significant relationship between task environment risk and the criterion using significance at the .05 level. The hypotheses relating to environmental complexity were not supported.

While Osborn and Hunt's (1974:299) study investigated the concept of environmental complexity in general and complexity in the task environment of the organization in particular, they concluded that:

> It appears that for predicting organizational effectiveness the interaction effects among task environment variables may only be important when risk and level of dependency are extremely high and the level of interorganizational interaction is extremely low.

The relevance of Osborne and Hunt's study (1974) to the study at hand was based on the shared construct of environmental complexity. Further education councils are quasi-independent organizations with highly similar internal structures and processes, operating in a complex environment as were the social service organizations in the Osborn and Hunt study. However, the study at hand could not make direct use of Osborn and Hunt's conclusions regarding the interaction effects among task environment variables, risk and level of dependency.

Organizational Effectiveness: An Empirical Comparison of the Goal and Systems Resources Approaches

Based upon the controversy as to whether the goal or system resource approach to measuring organizational effectiveness is superior, this study by Molnar and Rogers (1976) was of interest. Molnar and Rogers (1976:401) indicated that their paper:

> ... reconceptualizes the system resource approach for use in public agencies and examines the flow of organizational resources as an indicator of effectiveness. Goal approach indicators are matched with system resource measures in examining the convergence and consistency of the two approaches. An examination of the data collected ... reveals some consistency but no convergence between the two approaches.

The Molnar and Rogers study sampled 110 public agencies in sixteen Iowa counties using subjective and objective ratings for both the goal and system research approaches. The results showed that there was no significant relationship between the two goal approach measures (r = .03).

The system resource indicators used four scales: 1) administrative orientation, 2) resource differences, 3) resource inflow, and 4) resource outflow. Resource outflow showed a strong correlation (r = .69) with resource inflow. Resource difference was related to resource outflow (r = .61) but not to resource inflow. There was limited consistency among goal and system resource approaches in this comparative study. The net result (Molnar and Rogers, 1976:40) was that "data collected through interviews ... reveals some consistency but no convergence between the two approaches." The two approaches measure separate but related dimensions of organizational effectiveness.

Perceptions of Organizational Effectiveness over Organizational Life Cycles

The fourth of the studies considered of use to the present study was done by Cameron and Whetten (1981) on "Perceptions of Organizational Effectiveness over Organizational Life Cycles." The purpose of the Cameron and Whetten study (1981:526) was "...to determine whether the meaning that organizational members attach to criteria of effectiveness shifts over time and according to organizational groups." The sample consisted of eighteen simulated organizations playing "The Organization Game" as developed by Miles and Randolph in 1979. Each of the eighteen groups was a small production organization composed of four physically separated divisions each with two departments or subunits.

Participants included: a) 150 graduate students and upper class undergraduates in Business Administration from the University of Wisconsin, who made up four organizations of approximately thirty-eight people each, and b) about 500 undergraduate students from the University of Illinois (Champaign-Urbana) who were assigned to fourteen organizations (average number = 35).

After each of five sessions, participants completed a questionnaire which assessed their perceptions of different aspects of organizational effectiveness across four levels of analysis. In the questionnaires, participants were to rank order the relative importance they attached to: a) criteria of individual effectiveness, b) departmental or operating unit effectiveness, c) divisional effectiveness, and d) organizational effectiveness. The criteria for measuring effectiveness at each level were predefined, but different for each level. Several weeks after the simulation, 90% of participants responded to a request for a written analysis of their experience for use by the researchers in interpreting questionnaire data.

Participants also rank-ordered the relative importance of effectiveness in three domains of activity for the four levels of analysis, the domains being: 1) obtaining inputs and resources, 2) maintaining satisfactory internal processes and coordination, and 3) producing desirable levels of output.

Both groups were highly consistent in that: a) their ratings were similar, b) the test retest reliability coefficient was .99, c) the ratings of the importance of effectiveness in different domains of activity over time produced a test retest reliability of .99, d) the test of similarity of the two covariance matrices (that is, ratings over time for both universities) using Box's M statistics indicated that a statistically significant difference did not exist. However, extension of external validity was cautioned when applying the resulting perceptions of effectiveness in simulated organizations to organizations existing for longer periods of time.

The findings suggested that: a) the interpretations of organizational effectiveness change in systematic ways across organizational life cycle stages, and b) the appropriate level of analysis for measuring organizational effectiveness should vary according to level of uncertainty and environmental turbulance, the constituency being considered and the stages of life cycles.

Cameron and Whetton's (1981) study was not as applicable to the study at hand as hoped for two reasons. First, the questionnaire sent to respondents in the study at hand did not ask any questions of direct relevance to organizational life cycles due to the lack of mutual exclusiveness of stages of development as identified by the informants and reported in Appendix E. Second, the analysis of variance in the study at hand indicated no major significant differences in the perceptions of relative importance or degree of achievement of perceived operational effectiveness of councils according to their age. For example, the perceived degree of achievement of organizational characteristics was of somewhat greater significance for older councils than for younger councils (p=0.05) in the study at hand.

The Structure of Organizations

The last of the different types of empirical studies identified as having probable relevance to the study at hand was the Aston Study by Pugh and Hickson (1976). The purpose of their research was to study the structure of organizations. Data were collected on a sample of forty-six organizations in the Birmingham area of England. Each organization had a minimum of 250 employees.

Descriptive data about structure were collected by means of interviews with department heads according to standard interview schedules. The data were analyzed under the five headings used as the conceptual scheme: 1) specialization of activities, 2) standardization of procedures, 3) formalization of documentation, 4) centralization of authority, and 5) configuration of role structure.

As a result, sixty-four scales were constructed to define the variables operationally. Item analysis using the Brogden-Clemens coefficient was done to test: a) whether the items formed a scale, and b) whether the items could be regarded as representing a dimension.

The comparative data across the fourty-six organizations made it possible to: 1) test the internal consistency of the sixty-four scales and to examine the intercorrelations between them, 2) complete a principle components analysis on sixteen of the sixty-four scales, yielding four empirically established underlying dimensions of organizational structure: a) structuring of activities, b) concentration of authority, c) line control of overflow, and d) relative size of supportive component, 3) compile profile characteristics and compare organizations, and 4) demonstrate the possibilities of a multivariate approach to the analysis of the relationships between the structure of an organization and the context in which it functions. The three basic dimensions of structure were 2a, 2b and 2c above, while the eight elements of context were: age, size of organization, size of parent organization, operating variability, operating diversity, workflow integrations, number of operating sites and dependence.

The results of the Aston study (Pugh and Hickson, 1976:131) strongly suggest that increasing structure is concomitant with increasing size and that "bureaucracy takes different forms in different settings." Lastly, the study produced an empirical taxonomy of seven distinct types of structures of work organizations: 1) Full Bureaucracy, 2) Nascent Full Bureaucracy, 3) Workflow Bureaucracy, 4) Nascent Workflow Bureaucracy, 5) Preworkflow Bureaucracy, 6) Personnel Bureaucracy, and 7) Implicitly Structured Organizations.

While it was expected by the investigator that the five headings in the Aston conceptual scheme may have emerged from the data in the study at hand to infer stages of council development, that outcome did not occur. Reasons for the lack of occurrence include the limited number of questions on council structure alone and the lack of use of all eight elements of context as used in the Aston study.

Summary

Each of the preceding five studies contributed to the development of the study at hand on the perceived operational effectiveness of Alberta's further education councils. The contributions of the five studies ranged from providing support for using an inductive approach to generate effectiveness criteria, to supporting the investigator's notion of the multiple nature of the concept of organizational effectiveness, to providing a conceptual scheme of five structural variables generally found in organizations which were specialized in activities, standardization of procedures, formalization of documentation, centralization of authority and configuration of role structure.

SUMMARY

The literature reviewed in this chapter considered definitions of organizations, open systems theory and organizational effectiveness definitions and models. A brief historical overview of Alberta further education councils was also provided.

Common to the definition of organizations presented by the six authors reviewed are the notions of: a) interpersonal interaction and communication within defined social systems, b) efforts being directed towards the achievement of common, yet specified purposes, c) the ordering or structuring of positions and duties, d) constraints affecting achievements, e) motivation and decision making by the individuals involved, and f) the effect of strictly organizational factors on the behavior of individuals in the organization.

In classifying organizations as open systems, the definitions reviewed focused on three characteristics. Those characteristics included the notions of relationships, transactions across boundaries and the orientation of organizations to meeting goals and to survival.

Definitions of organizational effectiveness were identified in three categories: goal focused, systems oriented and other. Goal focused definitions focused on goal achievement as the measure of effectiveness whereas systems oriented definitions focussed on resource acquisition and bargaining position. Other definitions include references to homogeneity or heterogeneity of membership in organizations (Schneider, 1983), and Cameron and Whetten's (1983) views of organizational effectiveness as an enigma.

Of the three models of organizational effectiveness reviewed, Seashore (1967), Mott (1972) and Steers (1977), the focus was placed on Steers model (1977) since it was used in the study at hand.

The assessment of organizational effectiveness was described in terms of the many models used. Prior to World War II the emphasis was on efficiency in the organization. In the post war era, several new models emerged for assessing effectiveness. These models included the case study approach, the decision making model, the multiple criterion approach and the contingency approach, the systems model and a multidimensional approach. This diversity resulted ultimately in a need to systematize assessment methods by specifying conceptual schemes and methodological techniques (Spray, 1976).

The models reviewed were primarily multivariate models and included Kelly (1980), Hall (1982) and Jackson and Morgan (1982). The strength of multivarite models includes the recognition of both means and ends in assessing effectiveness, as opposed to the univariate view of focussing on one measure. Cameron and Whetten (1983) produced seven guiding questions to assist in making studies comparable as well as to circumscribe the construct boundaries and explicitly identify indicators of effectiveness.

Most important in the history of the further education councils were the four program coordination principles: client first, varied perspective, systematic communication and maintenance of flexibility. These and the financial principles were the underpinnings of the Alberta Further Education Policy, Guidelines and Procedures. The financial principles were local coordination, public participation, fiscal equity and financial partnership.

The empirical literature review encompassed five studies of organizational effectiveness on human service organizations such as social service organizations and institutions of higher education. These studies addressed the organization's environment, structure, life cycle and other aspects of their effectiveness. In terms of their contributions to the study at hand, Cameron's study (1978) provided support for use of the inductive approach for generating effectiveness criteria. While the Aston study (1976) provided a conceptual scheme of five structural variables generally found in organizations, Cameron and Whetten's study (1981) supported the multiple nature of the concept of organizational effectiveness.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

INTRODUCTION

The purpose of the study was to explore the operational effectiveness of Alberta's further education councils. One of the intended outcomes was a framework for councils to use in identifying the level of operational effectiveness achieved at a given point in time.

Triangulation, "the combination of methodologies in the study of the same phenomenon" (Denzin, 1978:291) was used to help validate study results. As argued by Campbell and Fiske (1959), the use of more than one method in the validation process is important in that it ensures that the variance reflected is that of the trait and not the method. Denzin's (1978:301) "between methods" triangulation approach is used in order to test external validity. In this study, external validity was delimited to other rural and small urban councils because there are no known organizations in North America which were directly comparable to Alberta further education councils.

In using triangulation, the research methods used in this study were: 1) face to face interviews using primarily open ended questions, 2) frequency analysis, 3) factor analysis, and 4) a t-test.

The study was conducted in three distinct stages. An inductive process was used to interview twenty informants to determine their perceptions of the operational items contributing to further education council effectiveness. The items were used to produce a questionnaire which was pilot tested with members of one urban and one rural council which were not included in the final study. The revised questionnaire was then distributed to a twenty-five percent random sample of Alberta councils, excluding Calgary and Edmonton.

Questionnaire results were analyzed in three ways in order to answer the research questions and to validate the research methodology. First, frequency analysis was used to identify the respondent ratings of each operational effectiveness questionnaire item, and the ratings of council and respondent demographic data. Second, a factor analysis was utilized to validate the use of Steers' model in developing a framework for assessing the operational effectiveness of Alberta further education councils. The two factor analysis was applied to Group A and Group B responses in order to provide four factors similar to those found in Steers' model. Third, an analysis of variance was used to explore for differences between councils according to the variables of age, size and nature (urban or rural).

Domain of Activity

The domain of activity in this study is the transformation phase of the systems process (input, transformation and output). The study identified which operational items were perceived to be most important and most highly achieved in the transformation process of creating further education courses from ideas and community needs.

Level of Analysis

The level of analysis chosen was the unit or council level. However, it was clearly recognized that the council was part of a larger system of adult education in Alberta, as identified in Figure 1.4. Within the Alberta post-secondary system, the councils were responsible for the delivery of non-credit adult education courses, while the post-secondary institutions were primarily responsible for the delivery of credit programs. Most post-secondary institutions maintained membership in at least one council for the purpose of delivering further education courses and receiving grant support for those courses.

Time Frame

A short time frame was employed for the study. Effectiveness was measured by council members at the point of completing the questionnaire in June, 1985. The only sense of change in effectiveness measurement over time came from the varying ages of the councils sampled and their varying perspectives on effectiveness. The council age variations allowed for some recognition of the changing nature of organizations over time, but limited the study to a time frame of two to fifteen years, the ages of the youngest and oldest councils in the sample studied.

Nature of Data

Data from the informant interviews and the questionnaires were primarily perceptual and subjective in nature. Council characteristics were the only objective data collected from the informants and sampled council members through the questionnaire. The remainder of the objective data came from various government reports.

DATA SOURCES

Data on council operational effectiveness came from two sources, the informant interviews and the questionnaire sent to the membership of the sampled councils.

Informant Interviews

Twenty informants were chosen by the researcher to identify items which they found to be responsible for the operational effectiveness of their council. The informants were chosen using the following three guidelines. First, the informant must have been a council member for more than four years. Second, two informants were chosen according to their involvement in the development of the further education policy since the inception of the program in 1972. Third, the informant represented either geographic, operational or programming diversity in further education councils across the province. A listing of the informants and their characteristics is found in Appendices B and C followed by a listing of the primarily open ended interview questions in Appendix D.

The first ten interviews were recorded in April 1984 and seemed to the investigator to produce a very narrow range of responses to the question of council effectiveness. Responses seemed to focus on employee characteristics as the basis for operational effectiveness.

The balance of the recorded interviews were completed by February, 1985. Six hundred and seventy two items were identified in the initial transcribing of the twenty interviews. As a result of identifying duplication, this listing was reduced to three hundred forty-nine variables which were categorized into Steers' four characteristic areas of effectiveness: organizational characteristics, employee characteristics, environmental characteristics and managerial policies and practices. Using a key word index emanating from the data and a cross referencing system, the items were further reduced to one hundred sixty-three. This list was used to develop the pilot questionnaire which presented questions in the four characteristic areas noted above.

Apart from the effectiveness items identified in the informant interviews, there were three additional questions asked of informants. The first of these questions asked respondents to identify a preferred definition of council effectiveness. Three written definitions of council effectiveness arising from the literature were provided to informants. A fourth option was to allow the informant to state his own definition of council effectiveness. Informants were asked to choose which definition best defined council effectiveness from their perspective or to write their own. The definitions and the informant response are reported in Chapter four.

The next question was added to the informant interviews after the first ten interviews had been completed. The investigator was concerned that informant responses seemed to focus on the employee characteristics as they affected council operational effectiveness.

In order to test this seemingly narrow response phenomenon, a question was designed to allow the informants to identify by "yes", "no" or "pass" responses, which of a listing of twenty-eight items were "preferred" for measuring council effectiveness. This additional question was asked of all twenty informants and the results were recorded. The results were identified and priorized according to informant response as reported in Chapter 4. The results of this question satisfied the investigator's concern that council members were able to identify items contributing to the operational effectiveness of councils other than the inferred emphasis on employee characteristics.

In the third additional question, informants attempted to identify the stages of development through which their council had passed to reach its present state. They were asked,

> What changes have you observed in the goals and functions of the council over the period you have been involved with the council? Based on these observations, could you identify stages or phases of growth in the development of the council?

There was no one major area of consensus, but a reasonable dispersion of responses across five models of perceived stages of development. Broadly, these models were identified by their content focus and were labeled by the researcher as the programming model, the group process model, the organizational technology model, the council establishment model and the dependence model. These models are reported in Chapter 4 and detailed in Appendix E. These models were not validated in the final questionnaire because they were not identified as being mutually exclusive. They could become the basis for a future study on stage development of further education councils.

Pilot Questionnaire

The purposes of the pilot study were to clarify wording and question intent, to identify the time required for completion of the questionnaire, to identify any differences in interpretation between urban and rural councils and to react to any other feedback provided. The pilot questionnaire used a Likert-type five point rating scale for each operational effectiveness item. Respondents were asked to use the scale to rate the relative importance of these items in assessing council operational effectiveness. The pilot study was conducted with six members of the Parkland Further Education Council (rural) and six members of the Edmonton Association for Continuing Education and Recreation (urban).

An evaluative discussion was conducted with each group following their completion of the questionnaire for the purposes identified above. As a result of these discussions, the following changes were made to the questionnaire.

First, the wording of questions was clarified and typing errors were corrected. Second, questionnaire intent was clarified. Pilot study respondents were unsure whether to rate degree of importance to the council as they identified it, or as they felt it should be. A lengthy discussion of intent led to the use of the double rating system to identify both the perceived relative importance of items to council members and the degree to which they had been perceived to be achieved. The intent of this double rating was threefold: 1) to allow council members to rate items of low importance with a low rating of achievement without any sense of guilt for not having achieved a given item to a greater degree, 2) to attempt to establish degree of importance and council age to provide some sense of stage development for councils, and 3) to enhance the quality of the study and the development of the framework for assessing the operational effectiveness of further education councils. A copy of the pilot questionnaire is found in Appendix F.

Third, some questions were not applicable to small urban councils, specifically those dealing with volunteers or area representatives. Questions were revised where possible. However, one question with an obvious rural bias was left in the study, expecting that urban council respondents would rate it as not applicable.

Fourth, the importance rating was changed from a five point scale in the pilot study to a three point scale in the final questionnaire. The degree of achievement scale was added with a Likert-type five point rating. The purpose of this change was to clarify the difference between what respondents perceived to be important and what the councils had actually achieved. As a result, on the relative importance scale, degree of importance was to be rated: 1 - Not Important, 2 - Important and 3 - Very Important. The five point rating scale for degree of achievement was rated as: 1 - Not Achieved, 2 - Some Degree, 3 - Moderate Degree, 4 - Considerable Degree and 5 - High Degree of Achievement.

Lastly, the questionnaire was divided into two sections as the time required to complete the total questionnaire was too long to retain respondent attention and honesty of response. Council coordinators were the exception: they completed the entire questionnaire. Details of the division of the questionnaire are reported in the next section describing the final questionnaire.

Final Questionnaire

As a result of making several significant changes to the pilot questionnaire, the final questionnaire was produced in five sections. Section IA was titled Council Descriptors and was completed by the coordinator on behalf of the council. Section IB was Respondent Data and included demographic information. This section was completed by all respondents. Sections II, III, IV and V were the substantive portions of the questionnaire. Although they were not labeled for the respondents to reduce possible bias, each section addressed questions on particular characteristics of organizational effectiveness according to Steers (1977) model. Section II addressed organizational characteristics, Section III addressed employee characteristics, Section IV addressed environmental characteristics and Section V addressed managerial policies and practices. A copy of the questionnaire and accompanying cover letters are found in Appendix G.

While all respondents completed Section IB (Respondent Data) to provide demographic data for the study, they were divided into groups A and B for purposes of completing the questionnaire. The coordinator took responsibility for attempting to ensure that both groups (A and B) were equally represented by a cross-section of the council membership of volunteers, programmers and professionals. Group A was given Sections II and III of the questionnaire to complete on organizational and employee characteristics and Group B was given Sections IV and V on environmental characteristics and managerial policies and practices. While it would have been in the best interests of the research had each group completed the entire questionnaire, its length precluded that option. By ensuring that responses were received from similar membership groups (A and B), a balance among the responses was maintained.

A twenty-five percent sample of the eighty-five councils was chosen for the study using a random number table. The sample size was set at twenty-five percent because the total number of councils in existence was relatively small. Nineteen councils of the twenty two chosen presented usable data, representing a 22.3% sample.

From the total of 452 questionnaires distributed, 202 were collected by council coordinators and returned. This amounted to a 44.7% overall return rate for the sample comprising 40.0% of council members and 81.8% of coordinators. Of the 202 questionnaires returned, nine from one council were discarded as not useable because respondents were not council members. One questionnaire each was voided from two other councils because they were the only responses from those councils and could not produce any kind of meaningful result. As a result nineteen of the twenty-two councils sampled participated in the study.

In two previous studies which sampled coordinators only (Sonoda, 1983 and Seville, 1985) questionnaire returns were 87.8% and 92.1% respectively. The reasons identified for the lower response rate in this study of council effectiveness were the time of year, the nature of the population and the complexity of the questionnaire. The questionnaire was mailed May 30 for return by June 30. This time period was year end for councils. Most councils had ceased operation entirely for the summer because the rural population was involved in farming and the urban population was taking holidays and getting involved in outdoor activities.

As a result, council member enthusiasm and commitment was low and members had shifted their energies to other activities. Further, coordinators were more responsive to requests for assistance, especially when the requests originated with staff of the Department of Advanced Education in Alberta. Both Sonoda and Seville were Advanced Education staff members when they conducted their studies. Verbal feedback to the investigator on the questionnaire indicated that many respondents found the double rating system to be too complex and difficult. As a result many questionnaires were only partially completed. This forced the investigator to use the mean substitution figures in the factor analysis as opposed to the listwise deletion.

Upon receiving the completed questionnaire, several items were manually coded by the investigator. First, each completed questionnaire was given an alphanumeric identification code. The code identified by the first letter, the council to which the respondent belonged; by the second letter, the order of that person's response from the council; and lastly by a numeral, the nature of organization, institution or agency which the respondent represented on council. For example, coding A-A-2 identified a respondent from Council A (Barrhead), who was the first respondent from that council and who represented a public agency on the council.

For each questionnaire, three questions were hand coded upon completion, based on the categorizing of the responses provided. The first was question one in section IB, Council Descriptors, "What organization, agency, post-secondary institution (including a school board) or community do you represent on the council?" The responses were categorized as:

1 -- Organization or Club
2 -- Public Agency, Municipal Officer, Hospital or Library Representative
3 -- Private Agency or Registered Society
4 -- College
5 -- University
6 -- Technical Institute
7 -- Alberta Vocational Center
8 -- School Board
9 -- Community Representative
0 -- Further Education Council Coordinator

The second question coded after the return of the questionnaires, which was based on the data provided, was question two of Section IB. It asked, "What is the title of the position which you hold in the agency, etc. noted (in Question one) above?" The responses were clustered and coded as follows on the basis of job focus:

1 -- Director/Assistant Director/ Manager/Departmental Chairman/ Administrator

2 -- Programmer/Facilitator/Community School Coordinator

3 -- Community or Area Representative/Volunteer

4 -- Further Education Council Coordinator

5 -- School Superintendent/Deputy Superintendent/Trustee/Principal

6 -- Typical Council Member (District Home Economist, Recreation Director, Public Health Nurse, Family and Community Support Services Director, Senior Citizen's Representative, Allied Arts Representative, District Agriculturist, ACCESS Representative, Alberta Culture Representative, etc.)

7 -- Club President

The third question in Section IB was number 36, "If you hold a position on council executive, which position do you hold?". The responses were clustered and coded as follows:

1 -- Chairman, President, Executive Director

2 -- Vice Chairman, Vice President

3 -- Secretary

4 -- Treasurer, Finance Committee Member

5 -- Designated Hosting Authority Representative

6 -- Past President

7 -- Further Education Council Coordinator

8 -- Advisory Board Member, Member-at-Large,
Director-at-Large

The remainder of the coding was managed according to the questionnaire item coding as identified in Appendix G.

RESEARCH INSTRUMENTATION

Validity

Validity was attempted through the use of knowledgeable informants, experienced with the various types and operations of councils, to identify operational effectiveness items for use in the questionnaire. These operational items were supplemented with questions arising from the literature where the informant-identified items did not address all of the sub-factors identified in the Steers' model. Of the twenty informants, four were chosen at random to validate the results of their own interviews and the transcriptions of their own interview tapes. The four informants were provided with their own interview tape and a typed page citing examples of two items identified by them which had been categorized into each of the four characteristic areas identified by Steers. Informants were asked to listen to the tape and place a check mark in front of each variable if they were able to identify it and agreed with the characteristic area it was placed under. This page was returned to the investigator indicating acceptance of item identification and categorization. Informant data and categorization were validated using this process and informant anonymity of response was observed.

Validation of Steers' model for assessing the perceived operational effectiveness of further education councils was achieved utilizing a factor analysis of Group A and Group B responses. The items which clustered resulted in two factors on the importance scale and two factors on the achievement scale for each group. Each factor described one of the four characteristic areas identified by Steers.

Internal validity was controlled using information contained in the related literature on organizational effectiveness. External validity was not expected beyond Alberta's further education councils as there were no other known organizations with the same structure, function, goals or funding. While somewhat similar organizations existed, each had major differences. In Canada at the time, many provincial governments had withdrawn public support of non-credit part-time educational opportunities.

Reliability

The pilot test of the questionnaire contributed to increased reliability in three ways. First it clarified wording and intent in the questions to make them acceptable to both urban and rural councils. It also clarified the perspective from which the questions were to be answered and resulted in the rating of both importance and achievement in the final version. Second, it allowed for a completion time review of the questionnaire which forced the investigator to divide the questionnaire in half so that each respondent could complete the instrument in a reasonable period of time (generally accepted in research as a maximum of thirty minutes). The balance of responses from volunteers and programmers in Group A and Group B was requested and received. Third, the question of council stage development originally included in the pilot questionnaire in Section I was excluded from the final questionnaire. The stages were not identified as being mutually exclusive, thus questions on stage development were excluded to prevent the analysis of unreliable data.

ANALYSIS OF DATA

Data obtained from the usable questionnaires were transferred to computer cards for processing using the Statistical Package for the Social Sciences (SPSS) (Nie, et al, 1975). The SPSS analyses which were utilized were the frequency distribution, factor analysis and analyis of variance. While the frequency distribution clearly identified the ratings of perceived relative importance and degree of achievement by councils for each item, factor analysis validated the use of Steers' model in assessing the operational effectiveness of further education councils. Analysis of variance enabled a comparison among councils on age, size and nature (urban or rural) variables.

Frequency Analysis

A frequency analysis of the questionnaire produced two types of findings. The first finding included the description of the sampled councils, their characteristics and the similar characteristics of group A and group B respondents. The second type of findings reported respondent ratings of the questionnaire's operational items on the relative importance and degree of achievement scales. (Both types of findings are reported in Chapter 4). There were 112 items which were rated by the largest percentage of respondents as very important and ninety-one items rated by the largest percentage of respondents as achieved to a high degree. In reporting those items, the achievement rating combined the considerable and high degree of achievement ratings under the "HIGH" heading in order to provide a clearer picture of the higher ratings using a five point rating scale. Appendix H contains a report of frequency and percentage ratings for importance and achievement responses for Sections II, III, IV and V of the questionnaire.

Factor Analysis

A two factor analysis was utilized for both Group A and Group B responses. Mean substitution factor loadings were frequency analyzed using four categories: 1) greater than 0.5, 2) 0.3 to 0.5; 3) less than 0.3, and 4) less than 0.0. The factor loading items of 0.3 and greater clustered to identify two importance and two achievement factors for each group. Group A factors validated the organizational and employee characteristic areas of Steers' model. Group B factors validated the environmental characteristics and managerial policies and practices.

The factor analysis results are reported in Chapter 5.

t-tests

A t-test is a type of analysis of variance which explores the probability of differences between two populations (Iverson, 1976). The t-test was used in this study to explore the differences between councils using the three variables of age, size and nature of the council. The investigator wanted to explore the possible effects of these three variables on the operational effectiveness of further education councils and to consider the effects in the design of the evaluative framework.

In utilizing the t-test on the achievement scale, only those 112 items which were rated by 50% or more of the respondents as being very important were analyzed. As a result, means scores were computed for the achievement of the 112 items reported to be very important and those scores were utilized in computing the differences assessed by the t-test. Results of the t-test are reported in Chapter 5.

SUMMARY

Three types of analyses were used in this study. Frequency analysis identified the items rated as very important and achieved to a high degree by the largest number of respondents. A two-factor analysis of Group A and Group B responses validated the use of Steers' model in assessing the operational effectiveness of further education councils. Lastly, the t-test identified the differences in the council members' perceptions of the operational effectiveness of their council based on differences in council age, size and nature. Each of these analyses provided a response to a different part of the research problem.

CHAPTER 4

FINDINGS ASSOCIATED WITH PERCEIVED OPERATIONAL EFFECTIVENESS

This chapter contains descriptive analyses of data gathered by means of informant interviews and questionnaires. Findings, discussion and analyses are presented according to the three major sections of the chapter: informant interviews, the nature of the sample and relative importance and degree of achievement of operational effectiveness items.

The intent of the research was to identify the perceived relative importance and degree of achievement of effectiveness items in assessing the operational effectiveness of Alberta's further education councils. The results of the frequency analyses which addresses these problems are presented in this chapter in three sections.

In the first section, the results associated with three questions from the informant interviews are discussed. These questions focused on: a) preferred definitions of council effectiveness, b) the ranking of preferred items for measuring council effectiveness, and c) a preliminary discussion of five models of growth stages for further education councils as identified by council members.

The second section of this chapter describes the nature of the sample. The third section describes the findings associated with the relative importance and degree of achievement of operational effectiveness items.

INFORMANT INTERVIEWS

The three areas of results included in this section are the informants' reactions to the organizational effectiveness definitions, a review of the preferred measurement items for measuring council effectiveness and a description of the proposed stage development models for councils.

Organizational Effectiveness Definitions

Informants were provided with three definitions of organizational effectiveness as part of the informant interviews with the investigator. The first definition of organizational effectiveness in the interview choices, "The degree to which the council achieves its goals", was goal based using Etzioni's (1964) definition. This definition was chosen by six of the twenty informants as their preferred definition. Additional definitions of further education council effectiveness stated by informants in support of the goal based definition included the following statements:

> The council is effective when it can provide courses for residents as identified by them.
>
> The council has to be effective within itself in terms of organization, leadership, communication and support from the designated hosting authority to be effective in the community.

> Effectiveness in the community means feedback to council through increased enrollments, receiving ideas for courses and being used as the first contact for adult education needs.

> Effectiveness is 'the degree to which the council plays a leadership role in the community through coordinating programming, educating adult educators, providing an incentive to be innovative and explorative and ensuring better resource utilization for all concerned'.

The second definition offered in the questionnaire, "the ability of the council to develop an advantageous bargaining position within the community and to use that position to acquire the resources required by the council", was chosen from the systems resource literature on organizational effectiveness. This definition was adapted from Yachtman and Seashore (1967) and was noted by three of the twenty informants as their preferred definition of council effectiveness.

Informant statements supporting the system resource approach to organizational effectiveness included the following:

> Council effectiveness related to the coordinator at the time and whether they are visible and approachable: the same is true of area representatives.

> Effectiveness equals high profile in the community and public awareness of the council.

The third definition of council effectiveness provided was adapted from Katz and Kahn (1966) and described "both efficiency and the power to produce the desired results." This definition was chosen by ten of the twenty informants and therefore represented the definition preferred by the majority of informants. These authors agreed that organizational effectiveness was determined by a combination of the efficiency of the organization as a system and its success in obtaining inputs on advantageous terms. Stated in other words, Katz and Kahn (1966:170) saw organizational effectiveness as "a maximization of return to the organization by all means."

Informant interview statements which supported the Katz and Kahn based definition are as follows:

> An effective council would be one that is filling any gaps that exist in the area that make it difficult for adults to learn.
>
> Effectiveness is based on goal setting, efficiency in achieving goals and the power to produce desired results. It is action based. (This definition obviously supports the goal based definition too.)
>
> Add to the definition given the statement, 'based on informed goal setting and an adequate evaluation system'. This informant also stated that, 'Council effectiveness is directly related to the expertise of the coordinator.'
>
> One informant reworded the definition to read, '... efficiency in reaching goals and the power to produce the desired results in offering human development courses to enrich the experience of living. Effectiveness is recognition of the council as being able to manage the process of learning.'
>
> Another informant agreed with the definition on the assumption that it included, 'flexibility, innovation, creativity and financial resources. The council crosses many boundaries in the community and that is what makes it so valuable even though hard to measure.'

> The last informant supporting this definition stated that, 'Effectiveness is based on the awareness, growth and development of the individual and their skills in being able to take risks, confront, deal with trust and conflict, openness, support, caring and understanding. The more people who gain these skills, the more effective the council. The notion of effectiveness begins with the individual and builds towards group effectiveness.'

Those informants who did not agree with any of the definitions provided and chose to write their own, produced the following definitions of council effectiveness:

> Effectiveness is the freedom of any Albertan to have the courses they want.
>
> A council is effective due to the relationship among council members. We like each other. We are like a family: there is trust, respect, rivalry and one negative thinker to cause others to think.

These two definitions represented the minority of respondents in their views which seemed to focus on the behavioral emphasis dimension of Steers (1977) model from the individual and organizational perspectives respectively.

Preferred Measurement Items

Informants were provided with a list of twenty-five measurement items from the literature and were asked to identify the validity of each item for measuring council effectiveness. For each item, they responded "Yes", "No" or "Pass" to the question: "Is [the item] a good item to use for measuring council effectiveness?"

Those items which received a "Yes" response from all twenty informants are listed as follows:

1. adaptability/flexibility
2. adaptation to environment
3. organizational technology
4. established communication system
5. internal cooperation and coordination
6. identification of clientele needs

Items rated "Yes" by 19 out of 20 informants were:

7. meeting goals
8. interorganizational relations and communications
9. information processing
10. coordinator retention
11. council members belief in the value of adult education.

Items rated "Yes" by 18 out of 20 informants included:

12. employee characteristics
13. capacity to deal with conflict on council
14. council resource access
15. methods used for allocating resources

Items rated "Yes" by 17 out of 20 informants included:

16. role relationships among council members
17. stable representation on council
18. decision making process
19. personal power of coordinator, chairman or council member

20. position authority of coordinator, chairman or council member

The items rated "Yes" by 15 or 16 out of 20 informants were:

21. productivity (volume of courses offered)
22. managerial policies and practices
23. council size
24. council autonomy from Further Education Services
25. council survival

This list of twenty-five measurement items was the additional question added to the informant questionnaire after the first ten interviews seemed to produce a narrow response range. As noted earlier, the responses seemed to focus on employee characteristics as the basis for council effectiveness. The responses to this question by all informants revoked the intestigator's initial concern. These twenty-five items were not intended for inclusion in the questionnaire. They were utilized as a cross-checking mechanism by the investigator.

Stages of Development in Councils

Informants were asked if they could identity stages or phases of development in the council based on their observations of changes in goals or functions in the council over the years. From the various stages identified by the informants, five models of growth stages seemed to emerge.

Those models were named by the investigator as the dependence model, the programming model, the group process model, the organizational technology model and the council establishment model. Descriptions of each of those models as identified by the informants are found in Appendix E.

The models were not included in the final questionnaire for validation for several reasons. First, the models were not determined to be mutually exclusive. That is, a council could potentially be involved in different stages of different models at a given point in time. Second, the investigator became aware of the lack of methodologies for assessing stages of development in organizations. Third, since the study at hand was more concerned with further education council effectiveness than council development stages, the investigator elected not to include the validation of stage models in the final questionnaire. However, they could be useful as a starting point for a future study on the developmental stages of further education councils.

Summary

The first section of this chapter discussed the results of three questions addressed in the informant interviews. Results of the three questions focussing on preferred definitions of council effectiveness, the ranking of preferred items for measuring council effectiveness and an overview of five models of stages of growth are presented here.

The definition of council effectiveness chosen by the largest number of informants (10) was the process definition adapted from Katz and Kahn (1966). As a result, this was inferred to be the preferred definition of council effectiveness. Etzioni's (1964) goal based definition was chosen by the second largest group (6). Only three of the twenty informants chose the systems resource definition adapted from Yuchtman and Seashore (1967). While there was obviously no definition which all informants agreed on, it is important to note that the effectiveness items which they identified in other interview questions were operational items, thus supporting the process definition of council effectiveness.

The most preferred organizational effectiveness measurement items identified by informants included: adaptability/flexibility, adaptation to environment, organizational technology, an established communication system, internal (council) cooperation and coordination and identification of clientele needs. Each of these items was considered indirectly in the final questionnaire in the wording of various questions.

The question of stages of development of councils produced five possible models. However, a decision was made not to include these models in the final questionnaire. The models were named the dependence model, the programming model, the group process model, the organizational technology model and the council establishment model.

THE NATURE OF THE SAMPLE

This section begins with a description of the council's respondents included in the study and proceeds to an analysis of the Group A and Group B respondents in the sample.

A General Description of the Respondents

A twenty-five percent random sample of the eighty five councils in existence in Alberta at the time of the study resulted in twenty-two councils being included for the study. As reported in Table 4.1, members from nineteen councils actually participated in the research at hand. Three councils were excluded from the chosen sample due to insufficient questionnaire returns or invalid questionnaire returns because the respondents were not council members.

Of the nineteen councils participating in the study, fourteen (73.68%) were rural and five (26.31%) were urban. Distinctions between urban and rural councils were defined by council boundaries. Rural councils were contained within county, municipal district or improvement district school division boundaries which tended to cover large geographic areas. Urban councils were bounded by the city limits or municipal school division boundaries.

TABLE 4.1

DESCRIPTION OF COUNCILS INCLUDED IN THE SAMPLE

Council	Nature U=Urban R=Rural	Age of Council in Years	Number of Members	Current Coordinator Tenure	Population Served Over 18 yrs. **
Barrhead	R	NA	26	2	9465
Beaver	R	10	19	6	9050
Bow Corridor	R	10	25	*9	10590
Brooks	R	10	18	4	9420
Cardston	R	10	15	*6	13465
Central Peace	R	10	14	9	7880
Drumheller	R	NA	NA	NA	NA
Eastpark	R	10	28	7	5505
Flagstaff	R	11	18	3	8710
Lac La Biche	R	2	43	1	2525
Lac St. Anne	R	NA	NA	NA	NA
Leduc	R	9	23	1	31460
Rockyview	R	12	52	1	33250
Warner	R	NA	NA	NA	NA
Westlock	R	11	10	1	23560
Wetaskiwin	R	12	30	7	21295
Willow Creek	R	15	30	10	13710
Grande Prairie Council for Lifelong Learning	U	10	18	1	24250
Lethbridge Lifelong Learning Association	U	11	26	*1	54070
Medicine Hat	U	11	25	1	49635
Red Deer	U	11	14	11	46395
St. Albert	U	12	34	1	31995

* These figures indicate tenure in half years which have been rounded up.

** 1981 census figures from Statistics Canada.

NA - Not available.

Most councils were at least ten years old. Membership ranged from ten to fifty-two members. The population over eighteen years in the areas served by the councils ranged from a low of 5505 adults to a high of 54,070 adults according to Statistics Canada, 1981.

Table 4.2 reports that the age of councils sampled ranged from two to fifteen years with a mean age for the sample of 10.5 years.

Council size is reported in Table 4.3. The table shows that minimum council size for the sample was ten members, maximum size was fifty two members, and the mean was 24.22 members. Table 4.4 reveals that while the average length of membership on council ranged from one to seven years, the mean retention of membership on councils was 4.23 years.

The councils studied ranged in age from two to fifteen years, during which time they employed from one to six coordinators. Table 4.5 reports the tenure of coordinators. The table shows that the first and second coordinators retained their positions for more than three years. Subsequent coordinators retained their positions for less than three years.

Table 4.6 reports the nature of the council members sampled according to the agency, organization, post-secondary institution or community which they represented on

Table 4.2

Frequency and Percentage Distribution of the Ages of the Further Education Councils Studied

Age of Council (years)	Frequency	Percentage
1	0	0.0
2	1	5.6
3	0	0.0
4	0	0.0
5	0	0.0
6	0	0.0
7	0	0.0
8	0	0.0
9	1	5.6
10	7	38.9
11	5	27.8
12	2	11.1
13	0	0.0
14	1	5.6
15	1	5.6

(n = 18, mean = 10.5 years)

council. Actual detailed representation for each council is reported in Appendix I.

Generally, Table 4.6 shows the variation between rural and small urban councils in council member representation. Rural councils reported greater representation from volunteer community representatives, public agencies and private agencies. Urban council membership resulted primarily from private organizations, public agencies and school boards. No community representatives were reported in urban council membership.

Table 4.3

Frequency and Percentage Distribution of Council Size

Number of members	Frequency	Percentage
10	1	5.6
14	2	11.1
15	1	5.6
18	2	11.1
19	1	5.6
20	1	5.6
23	1	5.6
25	2	11.1
26	2	11.1
28	1	5.6
30	2	11.1
43	1	5.6
52	1	5.6

(n = 18, mean 24.22 members)

Table 4.4

Frequency and Percentage Distribution of the Average Length of Tenure of Council Members

Average Length of Membership (yrs.)	Frequency	Percentage
1	1	7.7
2	1	7.7
3	4	30.8
4	1	7.7
5	2	15.4
6	2	15.4
7	2	15.4

(n = 13, mean = 4.23 years)

Table 4.5

Summary of Coordinator Tenure Indicating Minimum, Maximum and Mean Tenure of the Coordinators in the Sampled Councils

Coordinator	Sample Size	Years in the Position: Minumim	Maximum	Mean
First	16	1.00	9.00	3.44
Second	14	1.00	9.00	3.79
Third	8	1.00	6.00	2.88
Fourth	5	1.00	4.00	1.80
Fifth	2	1.00	1.00	1.00

Table 4.6

Comparison of Rural and Urban Councils showing Organizations, Agencies, Post-Secondary Institutions and Communities Represented by Respondents

Nature of Council	Total number of respondents in each category: NA	0	1	2	3	4	5	6	7	8	9	Total
Rural	6	14	19	31	8	2	-	-	-	12	60	152
Urban	2	5	11	9	3	3	-	-	-	8	-	41
Totals	8	19	30	40	11	5	0	0	0	20	60	193

(NA -- not available)

Coding for Responses: 0 = coordinator, 1 = organization (private), 2 = public agency, 3 = private agency, 4 = public college, 5 = university, 6 = technical institute, 7 = Alberta Vocational Centre, 8 = school board, 9 = community representative.

Community representatives were a development of the rural councils to achieve representation on council from the large geographic areas served.

It was reported by coordinators (see Table 4.7) that the majority of designated hosting authorities were school boards (84.2%). Public colleges accounted for 10.5% and one council was registered as a society (5.3%). It was not surprising that school boards were the designated hosting authority for most councils. In the developmental period of the policy (1972-75) school boards were identified as the best agency to receive and disperse funds on behalf of the councils for four reasons: 1) school boards were legal entities, 2) they were educational organizations and thus were sensitive to the field of education, 3) they had accounting systems in place which were accustomed to government grant regulations, and 4) they had resources of use to the councils, including classroom space, instructors and trained management. Once in place as the designated hosting authority, many school boards have continued with this role.

Public colleges were not eligible to hold the position of designated hosting authority until 1978 when some school boards stated their preferences to be released from that role. In those instances, school boards preferred to concentrate on kindergarten to grade 12 and to leave

Table 4.7

Frequency and Percentage Distribution of

Types of Designated Hosting Authorities

Designated Hosting Authority	Frequency (n=19)	Percentage
College	2	10.5
School Board	16	84.2
Society	1	5.3

adult education to colleges and other organizations and agencies.

In 1982, the Alberta Further Education Policy was changed to allow councils to register as a society under the Societies Act of the province. This action allowed a council to receive grant monies directly from government because, as a society, they were a legal entity. This study sampled one of the three existing further education societies.

In attempting to develop a sense of structure by identifying reporting procedures, coordinators were asked to identify their reporting route to the council. According to coordinator responses shown in Table 4.8 nine coordinators (47.4%) indicated that they reported to the council executive, seven coordinators (36.8%) reported to the council as a whole, and three coordinators (15.8%) reported to the desig-

Table 4.8

Frequency and Percentage Distribution of Coordinator Reporting Route Options

Reporting Options for coordinators	Frequency (n=19)	Percentage
Council Executive	9	47.4
Council as a Whole	7	36.8
Designated Hosting Authority	3	15.8

nated hosting authority. These findings reveal that all coordinators report to a group, with the possible exception of those reporting to the designated hosting authority. In reporting to the designated hosting authority, the coordinator may have reported directly to an individual such as the superintendent, deputy superintendent or school principal, or to a group such as the school board. When asked to whom they were responsible, coordinators indicated their responsibility to the whole council.

In section 1A of the questionnaire on Council Descriptors, coordinators were asked to clarify the interpretation of the term "volunteer" as utilized by their council. As expected by the researcher, the interpretation of the term "volunteer" was identified by 72.2% of the respondents as "a community (or area) representative", as reported in Table 4.9. For 16.7% of the councils, or three

Table 4.9

Frequency and Percentage Distribution Showing the Interpretation of the Term "Volunteer" in Further Education Councils

Description of Term "Volunteer"	Frequency (n=18)	Percentage
An agency, organization or institutional representative	3	16.7
A community representative	13	72.2
Other	2	11.1

councils, "volunteer" referred to the agency, organizational or institutional representatives to council. Two councils (11.17%) reported defining the term "volunteer" as other and provided such definitions as 1) non-salaried organizational representatives, and 2) people assisting member agencies of council on a no fee basis.

Summary of Description of Councils in Sample

Rural councils made up the majority (73.68%) of the sample just as they do in the province of Alberta as a whole where seventy-eight of the eighty-five councils are rural (91.86%). The mean age for councils was 10.5 years and the average council had 24 members. Seven coordinators in the sample (36.84%) had been working for the council for one year or less (Table 4.1).

Urban councils were composed primarily of organizational, public agency and school board representatives. The composition of rural councils included primarily community representatives and representatives of public agencies. Council members generally retained their membership for 4.23 years.

Most councils had experienced an average of 2.88 coordinators since their inception. Generally, the first and second coordinators had reported the greatest tenure in the position at nine years. Sixteen of nineteen coordinators (84.2%) reported to the council executive or to the council as a whole.

Most councils reported having school boards as their designated hosting authority for the purpose of receiving and dispersing public grant monies. The term "volunteer" was identified by most coordinators as referring to area or community representatives.

Comparison of Group A and Group B Respondents

As indicated earlier, the questionaire was divided into two parts so that council Groups A and B would each complete one half of the questionnaire in a response time approximating a thirty minute time period. The investigator felt that this would be approximately the maximum amount of time that any council member would commit to completing the questionnaire. Only the coordinators were asked to complete the entire questionnaire. As noted in Chapter 3, Group A completed section II items on organizational characteristics and section III items on employee characteristics. Group B completed section IV items on environmental characteristics and section V items on managerial policies and practices. Both groups were asked to provide respondent data.

Before pursuing the results for the organizational effectiveness portion of the questionnaire, it is important to review the characteristics of the respondents in each group to prove their similarity. With regard to size Group A had 116 respondents and Group B had 90.

Respondent's Position and Titles. Groups A and B were generally similar in terms of number of respondents and other characteristics. There were 116 respondents in Group A and 90 in Group B. Table 4.10 reports the positions held by Group A and B respondents in the agencies, organizations, post-secondary institutions and communities which they represented on council. A comparison of the largest percentages of titles represented showed that the largest three groupings of respondents for Groups A and B respectively included: a) directors/assistant directors/managers/department chairmen/administrators and extension officers (18.4% and 15.9%), b) programmers/facilitators/community school coordinators (18.4% and 18.4%) and c) community or area representatives/ volunteers/citizens at

Table 4.10

Frequency and Percentage Distribution of Titles of Positions Held by Respondents in the Agencies, Organizations, Post-Secondary Institutions and Communities they Represented on Council

Title of Position	Group A (n = 114)		Group B (n = 88)	
	Frequency	Percentage	Frequency	Percentage
Director/Assistant Director/Manager/ Dept. Chairman/ Administrator/ Extension Officer	21	18.4	14	15.9
Programmer/Facilitator/Community School Coordinator	21	18.4	10	11.4
Community or Area Representative/ Volunteer/Citizen at Large	40	35.1	34	38.6
Further Education Council Coordinator	16	14.0	16	18.2
School Superintendent/Deputy Superintendent/Trustee/ Principal	7	6.1	4	4.5
Public Agency Representative	3	2.6	5	5.7
Club President	5	4.1	2	2.3
Further Education Council Executive	1	.9	2	2.3

large (35.1% and 38.6%). There were an equal percentage of coordinators in each group. The largest percentage of respondents for each group were the community or area representatives/volunteers/citizens at large which composed 35.1% of Group A and 38.6% of Group B. This group represented the volunteer membership of further education councils as defined in Table 4.9.

The membership balance reported between the volunteer grouping and the manager and programmer groupings was the balance requested of the coordinators by the investigator in dividing the councils into Groups A and B.

Executive Positions Held. As reported in Table 4.11, 28.6% of Group A respondents held executive positions. Group B reported a similar response of 22.7%. Of those who held executive positions, as shown on Table 4.12, over fifty percent of both Groups A and B were either chairman or vice-chairman. Both groups report an equal number of

---

Table 4.11

Frequency and Percentage Distribution of Respondents Holding Council Executive Positions

Response	Group A (n = 112) Frequency	Percentage	Group B (n = 88) Frequency	Percentage
Yes	32	28.6	32	22.7
No	80	71.4	68	77.3

coordinators holding positions with the council executive. Group B did report a larger number of advisory board members/ members at large/directors at large on their executive.

Age and Sex Responses. Over 80% of the respondents of both Groups A and B were female. Less than 20% were male, as reported in Table 4.13. This ratio of approximately four to one represented the observed membership ratio on most further education councils.

With regard to age, Table 4.14 reported that most respondents were in the 25 to 49 year age bracket. For Group A, this age grouping represented 83.7% of council respondents, and for Group B, 82.3% The two age groupings for both A and B which composed 6% or less of the councils were the 18-24 year age bracket and the 60 and over age bracket.

Length of Membership on Council. This was another area of similarity between Groups A and B. The largest percentage of respondents for both groups were new members with one year of tenure, 30.2% of Group A and 32.6% of Group B (Table 4.15). Respondents with two to six years of tenure represented the largest tenure grouping, comparing 56.1% for Group A with 45.4% of Group B.

Table 4.12

Frequency and Percentage Distribution of Council Executive Positions Held by Respondents

Executive Position	Group A (n = 32)		Group B (n = 22)	
	Frequency	Percentage	Frequency	Percentage
Chairman/President /Executive Director	14	43.8	5	22.7
Vice Chairman/ Vice President	6	18.8	7	31.8
Secretary	4	12.5	1	4.5
Treasurer/Finance Committee	2	6.3	0	0.0
Designated Hosting Authority Representative	1	3.1	0	0.0
Past President	1	3.1	0	0.0
Further Education Council Coordinator	3	9.4	3	13.6
Advisory Board Member /Member at Large /Director at Large	1	3.1	6	27.3

Table 4.13

Frequency and Percentage Distribution of Respondents by Sex

Sex	Group A (n = 117)		Group B (n = 90)	
	Frequency	Percentage	Frequency	Percentage
Male	21	17.9	10	11.1
Female	96	82.1	80	88.9

Table 4.14

Frequency and Percentage Distribution of Respondents by Age

Age Brackets (years)	Group A (n = 117)		Group B (n = 90)	
	Frequency	Percentage	Frequency	Percentage
18 - 24	7	6.0	2	2.2
25 - 29	14	12.0	14	15.6
30 - 39	49	41.9	33	36.7
40 - 49	35	29.9	27	30.0
50 - 59	8	6.8	9	10.0
60 and over	4	3.4	5	5.6

Level of Schooling. Groups A and B were within a 10% range of difference on the overall educational levels of their respondents. For those respondents with some college or university or less, Group A reported 43.1% of respondents in this category and Group B reported 53.4% (Table 4.16). Respondents who had completed their post-secondary education represented 56.9% of Group A and 46.7 of Group B.

Summary of the Comparisons. There was considerable similarity between the Group A and Group B respondents which made up the sample. Over 80% of both groups were female and over 80% were ~~in~~ the 25-49 year age bracket. Approximately one third of the respondents of both groups were new to further education councils, having been members for one year or less. Those respondents who had two to six years of

Table 4.15

Frequency and Percentage Distribution of Respondent Length of Membership (Tenure) on Council

Council Tenure (Years)	Group A* (n=116)		Group B** (n=86)	
	Frequency	Percentage	Frequency	Percentage
1	35	30.2	28	32.6
2	19	16.4	8	9.3
3	12	10.3	9	10.5
4	11	9.5	8	9.3
5	14	12.1	9	10.5
6	9	7.8	5	5.8
7	2	1.7	3	3.5
8	1	.9	1	1.2
9	4	3.4	2	2.3
10	4	3.4	2	2.3
11	2	1.7	3	3.5
12	1	.9	1	1.2
13	0	0.0	1	1.2
14	1	.9	1	1.2
15	1	.9	0	0.0

(*) Group A: mean = 3.7, standard deviation = 3.39.

(**) Group B: mean = 4.1, standard deviation = 3.10.

Table 4.16

Frequency and Percentage Distribution

of Highest Level of Schooling Attained by Respondents

Highest Level of Schooling Attained	Group A (n = 116)		Group B (n = 90)	
	Frequency	Percentage	Frequency	Percentage
Some High School	9	7.8	5	5.6
High School Diploma	25	21.6	24	26.7
Some College or University	16	13.8	19	21.1
College Diploma	16	13.8	10	11.1
Bachelor Degree	39	33.6	25	27.8
Post-grad. Degree	11	9.5	7	7.8

tenure as council members represented just over 40% of the respondents.

Respondents of both groups were generally well educated. A minimum of 45% of both groups had completed a college diploma, baccalaureate degree or post-graduate degree. The balance had completed at least some high school and had attained some college education.

About one-quarter of the respondents of each group held executive positions, and of these 50% were either chairman or vice chairman. Coordinators were equally represented on the executive by both groups of respondents.

Group B was noted for reporting more volunteer advisors or directors at large on their executive (27.3%) than Group A (3.1%).

Group A and B respondents were also very similar in the titles of the positions they held with the organization, agency, post-secondary institution or community which they represented on council. Directors/assistant directors/managers and so on represented 18.4% and 15.9% of the respondents while programmers/facilitators and community school coordinators represented 18.4% and 11.4% of respondents. Community or area representative/volunteer/citizen at large types were the largest sub-group representing 35.1% and 38.6% of the respondents.

The similarity reported between Groups A and B allowed for the treatment of these two groups as if they were one group in terms of the variables just examined. As a result, the various analyses applied to the operational effectiveness items for the two groups produced results which could reasonably be interpreted as if the whole group had been sampled on each questionnaire item.

RELATIVE IMPORTANCE AND DEGREE OF ACHIEVEMENT OF OPERATIONAL EFFECTIVENESS ITEMS

This section focuses on the frequency and percentage distribution of the relative importance and degree of achievement results for sections II to V of the questionnaire. The discussion relates to the four characteristic areas of Steers' (1977) model used as the basis for this study. Those areas are organizational characteristics, environmental characteristics, employee characteristics and managerial policies and practices. Within each of these four characteristic areas, discussion focuses on relative importance and degree of achievement results.

Relative importance was rated by respondents on a three-point Likert type scale where 1 was NOT IMPORTANT, 2 was IMPORTANT and 3 was VERY IMPORTANT. A five-point Likert type scale was used for degree of achievement where 1 was NOT ACHIEVED, 2 was SOME DEGREE, 3 was MODERATE DEGREE, 4 was CONSIDERABLE DEGREE and 5 was HIGH DEGREE of achievement.

For purposes of discussion all tables in this section report the combined percentages of CONSIDERABLE and HIGH DEGREE of achievement under the heading labeled "high" degree of achievement. The decision to combine these achievement ratings for the purpose of reporting and discussion was based on the similarity between "considerable" and "high" ratings. In distinguishing "considerable" and "high" ratings from "moderate" ratings, the "considerable" or "high" ratings were considered to be close enough in their intent to describe the perceptions of respondents without jeopardizing the interpretations of the results.

In the tables reporting frequency results throughout the balance of this chapter the reader should be advised that:

a) the items reported in the importance profiles were rated as very important by at least fifty percent of the respondents,

b) the items reported in the achievement profiles were rated as achieved to a high degree by at least fifty percent of the respondents,

c) of the total of 157 questionnaire items, one item was voided in employee characteristics because the wording was incomplete, leaving a total of 156 items, and

d) the number of questionnaire items in each of the four areas identified by Steers' model is proportional to the informant's responses, thus there are more items found in organizational characteristics and managerial policies and practices than in employee or environmental characteristics.

Organizational Characteristics

Within the area of organizational effectiveness characteristics, there are two general categories described as structure and technology (Steers, 1977). According to Steers (1977:59) structure "refers to the manner in which an organization organizes its human resources for goal-directed activities." As a result, the relatively fixed relationships between people may be described by such concepts as span of control, degree of formalization, functional specialization and centralization or decentralization of authority.

Steers' technology category (1977:70) involves "either mechanical or intellectual processes by which an organization transforms inputs, or raw materials, into outputs in the pursuit of organizational goals." In the study at hand, the council is the level of analysis for exploring technology as opposed to the individual or job level of analysis. As a result, this study explores, according to Steers' definition of technology (1977:70), the effectiveness of "the transformation process in organizations [further education councils] where mechanical and intellectual energies are brought to bear in the efficient utilization of resources."

Structure. According to Steers (1977), structure referred to the relatively fixed relationships in an organization regarding the arrangement of human resources. Within the concept of structure he identified six sub-categories which describe the relatively fixed relationships among the organizations human resources. Those categories were: decentralization, specialization, formalization, span of control, organization size and work-unit size. In this study, work-unit size was not included explicitly as a questionnaire item for response.

Within section II of the Questionnaire on organizational characteristics, there were thirteen questions related to organizational structure and forty one questions related to organizational technology. The frequency distribution results for these items are found in Appendix H, questionnaire items B and C.

By using fifty percent as the cut-off point for importance and achievement items, the investigator was able to identify those items which respondents rated highly as very important and achieved to a high degree. The items which were rated by fifty percent or more of the participants on each scale were considered to be valid for providing importance and achievement profiles of council organizational characteristics.

Eleven of the fourteen items on organizational structure were considered by fifty percent or more of the respondents to be important to the operational effectiveness of councils.

Those eleven structural items and their importance ratings are identified in Table 4.17. Observation of that table shows that important structural items were the skills of the executive, the geographic and organizational comprehensiveness of membership representation, the purpose of the coordinators office, the role of programming members, the nature of the communication linkages among council members and the dispersion of power throughout the membership of the council.

The two structural items rated most highly by respondents as not achieved described the balance of power in the council as being held by the executive or the coordinator. Thus, respondents did not perceive the balance of power to be held by the executive or the coordinator, but to be dispersed throughout the membership. The item which described "council members following specified procedures for each administrative task" was not strongly supported as either not achieved or achieved to a high degree, hence it was also not included in the profile of structural items identified by Group A.

Table 4.18 shows the profile of organizational structure items achieved to a high degree. In this instance, these are the same items as found in the importance profile. However, the order and percentages are different. The items not included in the achievement profile describe the lack of power held by the coordinator and the executive and how council members tended not to follow established procedures for administrative tasks.

Table 4.17

A Profile of Very Important Organizational Structure Items

Organizational Structure Items	Percentage of Respondents Reporting Very Important
Executive members have good leadership skills	81.9
Council membership is representative of the agencies, organizations and institutions committed to offering adult programming in the community	80.9
Council members represent the entire entire geographic area served by the council	79.5
Council has flexibility in deciding its operational style	71.3
The coordinator has an office with regular hours to increase council profile	69.4
The coordinator has an office with regular hours to increase public access to council	69.3
The coordinator has an office with regular hours to be the contact for adult education activity in the community by outsiders	68.1
Programming members of council focus on program development and delivery delivery	64.9
Council member communication and reporting is channeled through the coordinator	64.3
Council size allows for easy communication linkages amongst council members	63.5
The balance of power is dispersed throughout the membership	58.5

Table 4.18

A Profile of Highly Achieved Organizational Structure Items

Organizational Structure Items	Percentage of Respondents Reporting High Achievement
Council members represent the entire entire geographic area served by the council	73.5
Council has flexibility in deciding its operational style	73.4
Executive members have good leadership skills	71.8
Council membership is representative of the agencies, organizations and institutions committed to offering adult programming in the community	69.9
The coordinator has an office with regular hours to increase public access to council	67.3
Council member communication and reporting is channeled through the coordinator	66.1
The balance of power is dispersed throughout the membership	63.2
The coordinator has an office with regular hours to be the contact for adult education activity in the community by outsiders	62.8
The coordinator has an office with regular hours to increase council profile	58.9
Council size allows for easy communication linkages amongst council members	56.9
Programming members of council focus on program development and delivery delivery	56.4

Technology. This was a large category of forty-one items. Steers (1977) referred to technology as the mechanisms used to transform raw inputs into finished outputs. Using this "systems-based" definition of technology, he identified three categories in the general category of technology. These categories included operations, materials and knowledge. Operations referred to the "variations in the mechanical processes used in production", whereas materials referred to the "variations in the materials used", and knowledge referred to "variations in the technical detail brought to bear on goal directed activities" as identified by Steers (1977:9). Table 4.19 reported the highest frequency response ratings for technology items within the organizational characteristics area. Each item fits one of the category items of operations, materials or knowledge previously described. Each of the twenty-five items reported was considered very important to the operational effectiveness of further education councils by at least fifty percent of Group A respondents.

Organizational technology profile items focused on council operational processes such as course approval, course registration procedures, council meetings, joint advertising and volunteer area representative undertakings

Table 4.19

A Profile of Very Important Organizational Technology Items

Organizational Technology Items	Percentage of Respondents Reporting Very Important
Courses approved by council for grant grant support are offered by qualified instructors	92.2
Course registration procedures are well organized	88.9
Courses approved by the councils for grant for grant support are offered at reasonable tuition fees	87.0
The programming offered to the community by council members reflects current community issues and learning needs	86.8
Council meetings are led by a chairman with chairman with good leadership skills	86.2
Course registration procedures are well organized	86.1
Courses approved by the council for grant support are timetabled to meet adult lifestyle needs	82.1
Council meetings are orderly but flexible	81.9
Volunteer area representatives organize courses locally	81.5
Volunteer area representatives identify course needs	80.7
The joint advertising produced by the is sent to each household	79.8

(continued next page)

Table 4.19 (continued)

A Profile of Very Important Organizational Technology Items

Organizational Technology Items	Percentage of Respondents Reporting Very Important
Council meetings are followed by minutes outlining action items and people responsibilities	78.4
The joint advertising produced by the council identifies the diversity of courses available	75.9
Council meetings are held regularly	75.7
Council meetings include information sharing as an agenda item	75.7
The joint advertising produced by the council is published regularly	72.4
The joint advertising produced by the council enhances council identify	69.7
Volunteer area representatives are council members	69.4
Courses approved by the council for grant support are offered in many locations for easy public access	69.3
Volunteer area representatives are recognized for their work	66.7
Courses approved by the council for grant support are custom designed to meet target group learning needs	65.5
Council meetings always include a financial report on the agenda	64.9
Course offerings are coordinated by council members	60.0

(continued next page)

Table 4.19 (continued)

A Profile of Very Important Organizational Technology Items

Organizational Technology Items	Percentage of Respondents Reporting Very Important
Volunteer area representatives develop communication networks	59.4
The joint advertising produced by the council credits council membership for offering adult courses	55.0
Council members participate in at least one joint project each year to enhance council visibility	54.5

in identifying learning needs and organizing courses.

Operational technology items which lacked in importance according to respondent ratings of less than fifty percent included the following: use of the council as a vehicle for achieving social changes, area representatives' roles in completing administrative tasks and having a knowledge of adult education, approved course offerings were offered by members only and were innovative in delivery styles, council advertising (other than the tabloid) occuring through a regular display location amd demonstrations at special events and regular press releases.

Table 4.20 describes the organizational technology items achieved to a high degree. There were twenty-one

Table 4.20

A Profile of Highly Achieved Organizational Technology Items

Organizational Technology Items	Percentage of Respondents Reporting High Achievement
Courses approved by the councils for grant support are offered at reasonable tuition fees	86.0
Courses approved by council for grant support are offered by qualified instructors	83.5
Council meetings are held regularly	83.5
Council meetings are followed by minutes outlining action items and people responsibilities	82.8
Council meetings are orderly but flexible	81.1
Course registration procedures are well organized	80.0
Courses approved by the council for grant support are timetabled to meet adult lifestyle needs	77.2
Council meetings are led by a chairman with good leadership skills	75.8
Volunteer area representatives organize courses locally	75.0
The joint advertising produced by the council identifies the diversity of courses available	74.8
The joint advertising produced by the council is sent to each household	73.7
Council meetings include information sharing as an agenda item	73.3
Course registration procedures are well organized	72.3

(continued on next page)

Table 4.20 (continued)

A Profile of Highly Achieved Organizational Technology Items

Organizational Technology Items	Percentage of Respondents Reporting High Achievement
The programming offered to the community by council members reflects current community issues and learning needs	69.8
Volunteer area representatives identify course needs	63.3
Council meetings include social interaction by design	61.2
The joint advertising produced by the council credits council membership for offering adult courses	59.3
Course offerings are coordinated by council members	57.9
The joint advertising produced by the council enhances council identity	57.3
Courses approved by the council for grant support are custom designed to meet target group learning needs	57.2
Volunteer area representatives are recognized for their work	56.6

items in this achievement profile which describe the course approval decision making process, the operation of council meetings, the organization of local courses by volunteer area representatives, the joint advertising produced by the council, course registration procedures and the recognition of volunteer area representatives.

Organizational technology items which are not included in the high achievement profile items in Table 4.20 are twenty in number. Broadly, they describe how council members' participation in one joint project each year enhances council unity, credibility and visibility. Also, course registration procedures involve other community groups in a special registration night. And further, volunteer members are required to complete administrative tasks, to understand council's role in the post-secondary system and to have a role description. Other items not achieved refer to course timetabling to meet adult lifestyle needs, innovative course delivery and "other" council advertising occurring through a regular display location, regular press releases and demonstrations at special events.

Summary of Organizational Characteristics. Organizational characteristics included the general categories of council structure and council technology. Structural items referred to the relatively fixed relationships regarding the arrangement of the human resources within further education councils. Of major importance to, and high degree of achievement by, further education councils were items describing the geographic and organizational representation of council members, the role of the coordinators and his or her office relative to the general public, the role of programming members of councils and the dispersion of power throughout the membership.

Technology items reported by respondents to be very important and achieved to a high degree included the course approval process, council meetings, the activities of area representatives in identifying needs and organizing courses, the organization of course registrations and sending out joint advertising. Of the total of fifty four organizational characteristic items responded to, eleven of thirteen structural items were profiled as very important and achieved to a high degree. Within the forty-one organizational technology items, twenty-five were profiled as very important and twenty were profiled as achieved to a high degree.

Employee Characteristics

According to Steers (1977:13) employee characteristics focused on "the role of individual characteristics ... as they influence job performance, and, ultimately, the success or failure of an organization." He identified two key aspects of employee characteristics and referred to these as attachment and performance. Employee attachment was defined by Steers (1977:113) as "an individual's desire to maintain his membership in a particular organization", while performance was "an individual's desire to perform on the job and contribute to organizational goal attainment."

Steers saw these two aspects of employee characteristics as outcomes of some basic understanding of the requirements for organizational success. Those outcomes included knowledge of what the organization required from its members "in order to survive and prosper" (Steers, 1977:113) and knowledge of what members expected from the organization for their efforts. Also important according to Steers (1977:112) were the "consequences of this interaction between individual needs and organizational requirements."

Organizational Attachment. By extrapolating Steers' definition of employee attachment to further education councils, employee attachment was defined as the coordinator's desire to maintain membership in the council. Within further education councils, the coordinators were the only employees insofar as they were the only individuals being paid by the councils for performing work according to job descriptions established by the councils. In terms of job attachment, the leadership role of the coordinator's position was rated as very important by 74.1% of respondents.

Of the twelve organizational attachment items in the questionnaire, seven were reported to be very important in Table 4.21. Those seven items, which enhance employee attachment, describe the leadership and administrative role of the coordinator, several ways for enhancing coordinator credibility, attractiveness of the position due to its part-time nature, the innovative management skills required and the autonomy of the position.

The five items not rated highly enough to be included in the job attachment profile referred to the role of the coordinator in organizing courses, the presence of Further Education Staff at council meetings enhancing the credibility of the coordinator and the high profile nature of the coordinator's position.

Table 4.22 reports the nine organizational attachment items achieved to a high degree. The organizational attachment items achieved to a high degree duplicate in content, but not in ranking, the attachment items reported to be very important in Table 4.21. Three additional organizational attachment items achieved to a high degree describe the enhancement of the coordinator's credibility by receiving a range of information from post-secondary institutions and by leaving all programming to the programming members of council, as well as the attractiveness of the position of coordinator due to its part-time nature.

Job Performance. According to Steers (1977), the importance of superior job performance is critical to the effectiveness of any organization. When employees cease to perform well individually, the collective result is a decrease in the achievement of effectiveness of the entire organization. Steers (1977:144) believed that "individual job performance is a joint function of three important factors: 1) the abilities, traits and interests of an employee, 2) the clarity and acceptance of the role perceptions of an employee, and 3) the motivational level of an employee." He indicated further that although each factor was important in itself, it was the combination of these three variables which "largely determined the level of output of each employee."

Within further education councils, the only council employee was the coordinator. Other members of the council were either salaried members of the agencies, organizations or post-secondary institutions which employed them or volunteers representing community groups or organizations. With only one salaried employee whose job focused on the administrative and leadership functions, it seemed logical that there was a clear distinction between the role of the coordinator and the role of members in achieving operational effectiveness.

Table 4.23 reports seven items in the job performance importance profile from a total of eight questionnaire items. Job performance profile items for council coordinators highlight the coordinators' knowledge

Table 4.21

A Profile of Very Important Organizational Attachment Items

Organizational Attachment Items	Percentage of Respondents Reporting Very Important
The council employs a coordinator to to provide administrative assistance	90.0
Coordinator credibility is enhanced by his/her understanding of further education as a community based effort to deliver educational opportunities to adults	88.5
The council employs a coordinator to provide leadership	74.1
The position of coordinator is attractive because the individual works with a diverse group of professionals and volunteers	73.7
The position of coordinator is attractive because it requires innovative management skills	61.4
The position of coordinator is attractive because it has considerable autonomy	57.0
Coordinator credibility is enhanced by receiving a range of information from post-secondary institutions	53.4

Table 4.22

A Profile of Highly Achieved Organizational Attachment Items

Organizational Attachment Items	Percentage of Respondents Reporting High Achievement
The council employs a coordinator to provide administrative assistance	92.7
Coordinator credibility is enhanced by his/her understanding of further education as a community based effort to deliver educational opportunities to adults	81.4
The position of coordinator is attractive because the individual works with a diverse group of professionals and volunteers	80.4
The council employs a coordinator to provide leadership	77.1
The position of coordinator is attractive because it has considerable autonomy	70.1
The position of coordinator is attractive because it requires innovative management skills	65.6
Coordinator credibility is enhanced by receiving a range of information from post-secondary institutions	61.0
The position of coordinator is attractive because it is part-time	57.3
Coordinator credibility is enhanced by leaving all programming to programming members of council	56.0

of adult education, working well with others, managing daily council affairs, resource identification, report preparation, understanding the role and functioning of post-secondary institutions and involving council members in special activities.

The only item not perceived to be very important to job performance described the role of the coordinator in

Table 4.23

A Profile of Very Important Job Performance Items

Job Performance Items	Percentage of Respondents Reporting Very Important
The role of the coordinator is to be knowledgeable about adult education	95.3
The role of the coordinator is to develop a good working relationship with council members	94.4
The role of the coordinator is to manage the day to day council affairs	88.7
The role of the coordinator is to identify resources for council use	81.9
The role of the coordinator is to prepare a semi-annual activity report for the council	61.0
The role of the coordinator is to understand the role and functioning of post-secondary institutions	58.9
The role of the coordinator is to involve council members in special activities	52.0

seeking out new hosting authorities for membership on council.

Table 4.24 presents the profile of high achievement job performance items. All eight questionnaire items in this category were perceived to be achieved to a high degree. The profile of high achievement job performance items duplicates in content the importance profile of job performance items with one exception: the achievement profile adds the role of the coordinator in seeking out new hosting authorities for membership on council.

Summary of Employee Characteristics. In terms of job attachment and job performance in Alberta's further education councils, there were twenty items describing these employee characteristics. Of the twelve job attachment items, seven were perceived to be very important to council operational effectiveness and nine were perceived to be achieved to a high degree. Seven of the eight job performance items were perceived to be very important to council operational effectiveness, and all eight were achieved to a high degree by the councils sampled.

A review of Tables 4.21 and 4.22 reveals that the very important and high achievement job attachment items describe the employment of a coordinator to provide administrative and leadership assistance to a council. The job performance items both perceived to be most important

Table 4.24

A Profile of Highly Achieved Job Performance Items

Job Performance Items	Percentage of Respondents Reporting High Achievement
The role of the coordinator is to be knowledgeable about adult education	86.4
The role of the coordinator is to develop a good working relationship with council members	85.1
The role of the coordinator is to manage the day to day council affairs	84.8
The role of the coordinator is to identify resources for council use	78.7
The role of the coordinator is to understand the role and functioning of post-secondary institutions	71.7
The role of the coordinator is to prepare a semi-annual report for the council	63.8
The role of the coordinator is to involve council members in special activities	53.9
The role of the coordinator is to seek out new hosting authorities for membership on council	52.0

and achieved to the highest degree focused on the coordinator's knowledge of adult education as noted in Tables 4.23 and 4.24.

Environmental Characteristics

According to Steers' (1977) environmental characteristics consisted of two related categories, external and internal environments. The external task environment (Steers, 1977:9) consisted of forces existing outside the boundaries of the organization which affected "internal organizational decisions and actions (for example, economic and market conditions, government regulations)." The internal environment, or organizational climate, "included a variety of perceived attributes of the work environment that have been shown to be related to certain facets of effectiveness, particularly those measured on an individual level."

The questionnaire included twenty-nine environmental items. Seventeen of these items described the external environment and twelve described the internal environment of further education councils.

External Environment. Defining the external environment often proves difficult for organizations, particularly if a systems perspective is taken; for example, where does the organization end and the environment begin? In the case of the further education council, this study has defined the external environment to include the Further Education Services Branch, the rest of the Department of Advanced Education and related organizations, agencies and policies, as well as adult learners and instructors. The concept of council environment was described in Figure 1. The external environment, or task environment, contained elements which affected the goal setting and goal directed activities of the council.

The dimensions of the external or task environment also affected the activities and ultimate operational effectiveness of a council. Viewed along a continuum, the task environment ranged from simple to complex, static to dynamic and certain to uncertain. The environment was generally expected to be in a state of flux for councils, as the adults they attempted to serve constantly faced new learning needs.

Fifteen of the seventeen external environment items were rated by at least 50% of the respondents as being very important to council operational effectiveness. These items are identified in Table 4.25. These fifteen items focus on: a) good working relationships with Further Education Services, other community organizations, senior administrators of the designated hosting authority, nearby post-secondary institutions and others, b) crossing community boundaries due to diversity of membership, c) recognizing the attitudes of the adult public toward adult education, and d) identifying learning resources available in the community.

Table 4.25

A Profile of Very Important External Environment Items

External Environment Items	Percentage of Respondents Reporting Very Important
Council maintains a good working relationship with Further Education Services	92.3
Council maintains a good working relationship with other organizations in the community	81.1
Council maintains a good working relationship with senior administrators of the designated hosting authority	79.8
Council maintains a good working relationship with nearby post-secondary institutions	79.1
The council is able to cross many boundaries in the community due to the diversity of its membership	75.8
Learning resources available for use in the community include libraries	73.0
The adult public in the community is aware that education is a lifelong process	72.2
The adult public in the community suggest new course ideas	71.1
Council maintains a good working relationship with nearby further education councils	67.4
The adult population in the community is aware that learning can enhance their lifestyle	67.0
Council maintains a good working relationship with school teachers whose classrooms are used for adult classes	62.2
Council maintains a good working relationship with school janitors	60.4

(continued next page)

Table 4.25 (continued)

A Profile of Very Important External Environment Items

External Environment Items	Percentage of Respondents Reporting Very Important
The economic base of the community is relatively stable	58.2
Learning resources available for use in the community include computers	56.7
The adult public in the community accept tuition fees as an investment in their self-development	50.6

The two items not included in the external environment importance profile were access to teleconference centers and educational television.

According to the achievement profile of external environment items, Table 4.26, eight items were reported to be achieved by a majority of the respondents. Each of the eigh items achieved was also considered to be very important. However, the achievement ratings were generally somewhat lower and the ranking was not generally the same.

The nine external environment items not achieved describe: a) the lack of awareness of the adult public that learning is a lifelong process, that it can enhance their lifestyle, that tuition fees can be perceived as an investment and that the public can suggest new course ideas, b) learning resources do not include computers and teleconference centers and educational television, c) the lack of stability of the economic base, and d) the lack of a good working relationship with nearby further education councils.

Internal Environment. The internal environment is a perceived environment also referred to as the organizational climate or the personality of the organization. According to Payne and Pugh (1978), "Climate ... refers principally to the prevalent attitudes, values, norms and feelings employees have concerning the organization." These responses were seen by Steers (1977:103) to be the result of the interaction of structure (the physical arrangement of people in an organization) with the goals, needs and abilities of the individual or group. The result was that, conceptually, structure was seen to have a major influence on climate.

Of the twelve internal environment items, the ten which were reported to be most important to the climate or internal environment of further education councils and achieved to the greatest degree are reported in Tables 4.27 and 4.28.

The ten internal environment items rated very very important (Table 4.27) describe council members completing council work, receiving consultive support from Further Education Service staff and attending council meetings consistently. Other items describe council development according to the member's needs, organizations and goals, recognizing members for their contribution to the further education program and achieving a strong sense of accomplishment through meeting adult learning needs by working together.

Those internal environment items not reported to be achieved to a high degree include council priorities changing when the leadership changes and council members knowing each other both professionally and socially.

On the achievement scale, Table 4.2, the same ten items were reported to be achieved to a high degree. However, there is a ranking difference. Most notable is the highest ranking achievement item, stating that "council does not interfere with the operation of any of its member agencies. The two items not achieved duplicate the importance items not achieved.

Managerial Policies and Practices

Within this fourth area of organizational characteristics identified by Steers' (1977) model, there were six general elements. Listed in the order in which the frequency results will be discussed, the six general elements of management concern are: strategic goal setting, resource acquisition and utilization, creating a performance environment, communication processes, leadership and

Table 4.26

A Profile of Highly Achieved External Environment Items

External Environment Items	Percentage of Respondents Reporting High Achievement
Council maintains a good working relationship with Further Education Services	87.7
Council maintains a good working relationship with senior administrators of the designated hosting authority	81.4
Council maintains a good working relationship with other organizations in the community	66.3
Council maintains a good working relationship with nearby post-secondary institutions	65.5
The council is able to cross many boundaries in the community due to the diversity of its membership	63.8
Learning resources available for use in community include libraries	60.3
Council maintains a good working relationship with school janitors	58.9
Council maintains a good working relationship with school teachers whose classrooms are used for adult courses	54.1

decision making, and organizational adaptation and innovation.

Generally, managerial policies and practices focused upon the role of management within an organization in

Table 4.27

A Profile of Very Important Internal Environment Items

Internal Environment Items	Percentage of Respondents Reporting Very Important
Council members accept their responsibility in ensuring that the work of the council gets done	84.6
Council receives consultive support from Further Education Services staff	82.4
Council members attendance at meeting is consistent	80.2
Council develops according to the needs, aspirations and goals of its membership	80.0
Council members identify learning needs	79.1
Council goals and objectives change as the nature of the population to be served changes	79.1
Council does not interfere with the operation of any of its member agencies	75.0
Council members have a strong sense of accomplishment in being able to meet adult learning needs as a council	72.5
Council recognizes its members for their contribution to the further education program	67.4
Council members develop confidence in speaking to issues at meetings	67.0

Table 4.28

A Profile of Highly Achieved Internal Environment Items

Internal Environment Items	Percentage of Respondents Reporting High Achievement
Council does not interfere with the operation of any of its member agencies	82.0
Council develops according to the needs, aspirations and goals of its membership	68.2
Council receives consultive support from Further Education Services staff	68.2
Council members accept their responsibilities in ensuring that the work of the council gets done	64.9
Council goals and objectives change as the nature of the population to be served changes	64.4
Council recognizes its members for their contribution to the further education program	59.3
Council members identify learning needs	58.3
Council members have a strong sense of accomplishment in being able to meet adult learning needs as a council	58.3
Council member attendance at meetings is consistent	51.8
Council members develop confidence in speaking to issues at meetings	50.5

"planning, coordinating and facilitating goal-directed activities" as described by Steers (1977:9). According to traditional management functions, "management" includes the executive committee of council and the "manager" is the coordinator. However, as a result of the "flattened" structure of the council and the role of volunteer area representatives, many typical management functions were carried out by area representatives in supporting the managerial role of the coordinator.

The role played by the coordinator in securing the six general elements of management concerns referred to earlier (strategic goal setting, resource acquisition and utilization, etc.), contributes to the maximization of achievement of organizational effectiveness by councils. As a result, Steers (1977:136) maintained that: "organizational effectiveness is not seen as an end state. Rather it is seen as a continual state that organizations strive to achieve and maintain." Thus organizations are described as being relatively effective or ineffective, and the role of the coordinator and the executive committee following Steers' argument (1977:136) is to work to improve "goal attainment and effectiveness over time."

Strategic Goal Setting. Based upon the chosen definition of effectiveness which viewed further education councils as goal seeking systems, it was recognized by

Steers (1977:136) that "a major ingredient in organizational success is the ability of management to clearly identify the specific nature of the goals and objectives it wishes to pursue."

Goal setting occurs on more than one level in an organization. It begins with management determining its operative goals and specifying measurable operational objectives, and proceeds to the successive identification of objectives down the hierarchy of the organization. Within further education councils, this meant the setting of council goals followed by the establishment of related committee and individual task objectives. The achievement of individual and committee objectives should contribute substantially to the achievement of operative council goals.

The majority of respondents identified the four items reported in Table 4.29 as being of greatest importance to them. The achievement profile in Table 4.30 shows the four items achieved to the highest degree by councils. Strategic goals included developing a policy and procedures manual, establishing programming goals annually, establishing financial resource acquisition goals as needed, and involving the whole council in setting council goals. The notion of involving the whole council in setting goals was perceived to be the most important item to the achievement of effectiveness by councils.

Table 4.29

A Profile of Very Important Strategic Goal Setting Items

Strategic Goal Setting Items	Percentage of Respondents Reporting Very Important
Council goals are set by the whole council	88.1
Council has developed a policy and procedures manual	85.5
Programming goals are established annually by council	70.6
Financial resource acquisition goals are established as needed	69.4

Table 4.30

A Profile of Highly Achieved Strategic Goal Setting Items

Strategic Goal Setting Items	Percentage of Respondents Reporting High Achievement
Council goals are set by the whole council	84.4
Council has developed a policy and procedures manual	73.3
Programming goals are established annually by council	58.1
Financial resources acquisition goals are established as needed	52.4

There were six goal setting items in the questionnaire. Four were perceived to be very important and are identified in Table 4.29. The two items not perceived to be very important to council operational effectiveness are the setting of council goals by the executive or the coordinator. Council members perceive it to be important to involve the whole council in goal setting as noted by the 88.1% rating on the importance profile.

Table 4.30 identifies the four items perceived to be achieved to a high degree. These items duplicate the importance profile items in Table 4.29 in content and the item ranking is parallel. The two items not included in the achievement profile are also a duplicate of those not included in the performance profile for strategic g[illegible] setting items.

Resource Acquisition and Utilization. After the strategic goals have been set, resources must be secured and utilized in activities oriented toward reaching the established goals. To do this, the manager (council coordinator) must deal with: 1) system integration and coordination, 2) the role of management policies and 3) organizational control systems according to Steers (1977:138).

From the council perspective, system integration and coordination required that the coordinator take a nurturing and facilitative role so that the various sub-systems were able to maintain themselves, given sufficient resources. First, the productive and supportive sub-systems consisted of the council member agencies and the coordinator who acquired raw materials and offered courses to the satisfaction of the public. Second, the maintenance sub-system (training function) was managed by the coordinator through provision of instructor training to further education council instructors and in-service training to council members. The role of management policies was to provide guidelines for decision making by council members. Policies were also designed to improve coordination between task groups and to insure that the council benefited from past decisions and action through the development of a council constitution and by-laws. An example of management policy is the decision making regarding the timing, content, format and distribution of the council advertising tabloid.

Since rural councils generally relied on volunteer assistance, reward systems became important to councils as did some form of performance appraisal for the coordinator and the volunteers. In most councils, the reward system was formalized but the performance appraisal system was still generally informal.

Of ten items in the questionnaire pertaining to resource acquisition and control, six items were identified by respondents as being very important and four of them were achieved to a considerable degree. The resources which respondents reported in Table 4.31 to be most important to acquire and utilize in the achievement of perceived operational effectiveness included the administrative and program support grants received from Further Education Services, free use of classroom space, an office for the coordinator and secretarial assistance. It should be noted that the resources perceived to be most important to council operational effectiveness (the Further Education Services support grants) were provided by a service external to the council, albeit closely related.

It is worth noting that resources perceived not to be very important were, to a large degree, those that could be found locally. The discrepancy identified between council and outside sources of resources on both the relative importance and degree of achievement scales points to substantial council reliance on resources beyond their control. While this state is quite typical for not for profit organizations, it is not an easy state in which to attempt to improve operational effectiveness. Unless resources can be controlled to some degree, resource acquisition goals could soon take precedence over all others.

Table 4.31

A Profile of Very Important Resource Acquisition Items

Resource Acquisition Items	Percentage of Respondents Reporting Very Important
Council resources include the administrative support grants from Further Education Services	89.2
Council resources include the program support grants from Further Education Services	83.1
Council resources include free use of classroom space	76.5
Council resources include office space for the coordinator	75.0
Council resources include postage and paper provided by the designated hosting authority	58.8
Council resources include secretarial assistance for the coordinator	50.6

Resources achieved to a high degree are noted in Table 4.32 and include administrative and program support grants from Further Education Services, as well as office space for the coordinator and free use of classroom space for courses.

The six resources not achieved to a high degree included postage and paper, secretarial assistance for the coordinator, funds to purchase equipment and to support

Table 4.32

A Profile of Highly Achieved Resource Acquisition Items

Resource Acquisition Items	Percentage of Respondents Reporting High Achievement
Council resources include the administrative support grants from Further Education Services	75.3
Council resources include the program support grants from Further Education Services	71.8
Council resources include office space for the coordinator	66.3
Council resources include free use of classroom space	65.3

council social activities, and a designated hosting authority to manage council funds.

It should be noted that some coordinators preferred to work from their homes, thus decreasing the achievement rate for achieving office space for the coordinator. The preference of some coordinators to work in their homes also contributed to a lower level of achievement of secretarial assistance reported for the coordinator (35.9%).

Creating a Performance Environment. According to Lewin (1938), the behavior of the individual in the organization was a function of the interaction between the individual and the environment. Arising from this behavior was the notion of the fit of the individual to the job and its requirements. In creating a performance environment, Steers (1977:142) identified four strategies for developing a "goal oriented performance environment." Those strategies were: 1) employee selection and placement, 2) training and development, 3) task design and 4) performance appraisal and rewards.

Table 4.33 reports the nine performance environment items which were perceived to be important to creating a performance environment. The first three items seem to have a philosophical basis. Those items focused on: council members commitment to adult education values and principles, member commitment to the philosophy and practices of community based education, and the ability of council members to keep their prescribed goal in sight. Other items include: use of the training and development strategy, or making "professional development opportunities available to all council members", providing an orientation to new members, assisting local instructurs with professional development, and providing council members with partial financial assistance for professional development opportunities.

Table 4.34 provides a profile of the four performance environment items perceived achieved to the highest degree. Those items include: a) council member

Table 4.33

A Profile of Very Important Items For Creating A Performance Environment

Performance Environment Items	Percentage of Respondents Reporting Very Important
Council members are committed to the values and principles of adult education	90.0
Council follows the philosophy and practices of community based education (i.e. developing and using local resources)	87.9
Council keeps its "reason for being" in sight	85.6
The coordinator's salary is proportional to the work required	76.5
Council makes professional development opportunities available to all council members	63.5
Council does not see itself as a post-secondary institution	58.3
Council provides an orientation to new members	56.5
Council makes professional development opportunities available to local instructors	52.4
Council makes professional development opportunities eligible for at least partial financial assistance from council	52.4

commitment to the philosophy and practices of community based education, and the values and principles of adult education, b) council keeping its "reason for being" in

Table 4.34

A Profile of Highly Achieved Items For Creating A Performance Environment

Performance Environment Items	Percentage of Respondents Reporting High Achievement
Council follows the philosophy and practices of community based education (i.e. developing and using local resources)	83.4
Council members are committed to the values and principles of adult education	80.0
Council keeps its "reason for being" in sight	78.1
Council does not see itself as a post-secondary institution	61.4

sight, and c) council not perceiving itself as a post-secondary institution.

The five items not included on the performance environment profile of achievement items due to their lower rankings are: coordinator's salary is proportional to the work required, the availability of professional development opportunities to council members and instructors, the provision of partial financial assistance to council members for professional development activities, and providing an orientation to new council members. Thus, in this element of managerial policies and practices, respondents reported the achievement of fewer items than they perceived to be important to council operational effectiveness.

Communication Processes. Communication processes are of central importance to the effectiveness of an organization according to Steers (1977:147), insofar as they "... represent the necessary vehicle by which employee activities become coordinated and directed toward the goals and objectives of an organization." Also identified by Steers is the reliance of leadership, decision making and adaptation processes upon the effectiveness of communication processes. In organizations such as further education councils with high levels of environmental uncertainty, generally non-routinized technologies and a loose structure, effective communication processes were very important (Table 4.35). In councils, the emphasis was on horizontal communication between the coordinator and council members, and between the coordinator and the council executive. These communication lines for councils were influenced strongly by the nature and structure of the council.

Within the councils, five communication items were reported by a majority of respondents to be very important (Table 4.35) and two of them were achieved to a high degree (Table 4.36). The item which the highest number of respondents reported as very important was the regular communication between council members and the coordinator.

Table 4.35

A Profile of Very Important Communication Process Items

Communication Process Items	Percentage of Respondents Reporting Very Important
Communication occurs regularly between council members and the coordinator	81.0
Communication occurs regularly between council members	68.6
Communication occurs through feedback to Further Education Services on provincial policy changes	68.3
Communication occurs through course evaluation	56.5
Communication occurs between the coordinator and post-secondary institutions	56.0

This item was followed by regular communication between council members, feedback to Further Education Services on provincial policy changes, communication occurring through course evaluation, and communication between the coordinator and post-secondary institutions.

Of the five communication process items, two were reported by respondents to be achieved to a high degree. They are reported in Table 4.36. Those two items were: a) regular communication between council members and the coordinator, and b) communication to Further Education Services on provincial policy changes. This left three

Table 4.36

A Profile of Highly Achieved Communication Process Items

Communication Process Items	Percentage of Respondents Reporting High Achievement
Communication occurs regularly between council members and the coordinator	68.6
Communication occurs through feedback to Further Education Services on provincial policy changes	52.6

items not achieved to a high degree, including regular communication between council members, communication through course evaluation and communication between the coordinator and post-secondary institution.

Leadership and Decision Making. Leadership was defined by Katz and Kahn (1966:302) as "The influential increment over and above mechanical compliance with the routine directives of the organization." In other words, leadership is viewed as the ability to induce others to act on their own volition or initiative. Leadership is an important contribution to organizational effectiveness insofar as the quality of leadership may differentiate effective from ineffective organizations.

Effective leaders have the ability to make decisions which are "appropriate, timely and acceptable" according to

Steers (1977:156). Basically, decision making is the "process of selecting among available alternatives" as defined by Shull, Delberg and Cummings (1970). Based on the nature of the factors in the questionnaire, participation in decision making is the focus of the ensuing results. Table 4.37 reports the seven highest rated importance items out of fifteen related to leadership and decision making.

The item "All members have an equal vote", is supported throughout this subsection on leadership and decision making by the high ratings given to the whole council on each of the decision areas identified. Table 4.37 indicates that most respondents found it to be very important to have the decisions related to goals, policy, program planning, grant allocations and special projects made by the whole council. The item describing council autonomy in making decisions was rated very important by 85.2% of respondents and achieved to a high degree by 83.9%. These perception ratings likely had a major effect on determining the variations in decision making processes by different councils.

The narrow range in the percentages shown for the achievement ratings on the leadership and decision making items reported in Table 4.38 suggests that councils had operationalized council involvement in decision making to a significant degree as perceived by respondents.

Tables 4.37 and 4.38 identified the same six items as very important and achieved to a high degree. Only the order of their ranking varied. This phenomenon also affects the nine items which were not rated by at least fifty percent of respondents to be very important or achieved to a high degree. The nine items not found in the importance or achievement profiles of leadership and decision making items include: a) program planning decisions made by the executive or the coordinator, b) grant allocation decisions made by the executive, the coordinator or a course approval committee, c) special project funding approved by the executive or coordinator, and d) policy decisions made by the executive or coordinator.

The belief in, and practice of, involving all council members in council decisions is obviously a critical managerial policy and practice for further education councils in assessing the operational effectiveness of councils.

Organizational Adaptation and Innovation. According to Price (1968), a primary characteristic of effective organizations is "the ability . . . to successfully adapt to a changing environment." It is the responsibility of management to balance adaptation and innovation needs with the need for stability and continuity of operations. Kast and Rosenzweig (1974:574-575) described this situation as

Table 4.37

A Profile of Very Important Leadership and Decision Making Items

Leadership and Decision Making Items	Percentage of Respondents Reporting Very Important
All members have an equal vote	88.8
Policy decisions are made by the whole council	87.8
Council has considerable autonomy in making decisions	85.2
Program planning decisions are made by the whole council	82.5
Grant allocation decisions in the council are made by the whole council	81.7
Special project funding is approved by the whole council	80.0

maintaining a dynamic equilibrium and indicated that such an equilibrium required the following four dimensions: 1) enough stability to facilitate achievement of current goals, 2) enough continuity to ensure orderly change in either ends or means, 3) enough adaptability to react appropriately to external opportunities and demands as well as changing internal conditions, and 4) enough innovativeness to allow the organization to be proactive (initiate changes) when conditions warranted.

Table 4.38

A Profile of Highly Achieved Leadership and Decision Making Items

Leadership and Decision Making Items	Percentage of Respondents Reporting High Achievement
All members have an equal vote	88.7
Council has considerable autonomy in making decisions	83.9
Special project funding is approved by the whole council	79.7
Policy decisions are made by the whole council	78.8
Program planning decisions are made by the whole council	71.3
Grant allocation decisions in the council are made by the whole council	64.8

Change tends to occur according to Steers (1977:165) "when there is a notable gap between what an organization is trying to do and what it is actually accomplishing." The forces which produce these gaps may be internal or external to the organization. Ideally, the change which does occur to overcome the gap is planned change, executed through a series of fairly discreet sequential stages.

In relating adaptation and innovation to organizational effectiveness, Steers (1977: 183,184) made two points:

1. The notion of effectiveness is best understood in terms of a continuous process instead of an end state,
2. The role of contingencies as managers recognize the uniqueness of their organizations and respond in a manner consistent with that uniqueness.

For the study at hand, Table 4.39 reports seven of a possible eight adaptation and innovation factors rated as very important by respondents to the operational effectiveness of councils. Each item refers to an annual evaluation of some facet of the further education program. The highest importance rating was given to the annual evaluation of the council financial situation. Other adaptation and innovation items focused on program goals, adult learning needs, council program offerings, course delivery needs, joint advertising effectiveness and annual evaluation of the coordinator's role.

Each of these areas is open to adaptation and/or innovation within further education councils. The entire area of programming for adults and the innovation possible in order to meet their lifestyle learning needs, time schedules and preferred learning styles make this a very

Table 4.39

A Profile of Very Important Organizational Adaptation and Innovation Items

Organizational Adaptation and Innovation Items	Percentage of Respondents Reporting Very Important
Council annually evaluates its financial situation	82.7
Council annually evaluates council programming goals	72.3
Council annually evaluates council program offerings	71.3
Council annually evaluates adult learning needs	71.3
Council annually evaluates course delivery needs	64.6
Council annually evaluates joint advertising effectiveness	63.4
Council annually evaluates the role of the coordinator	53.2

important area of council operational effectiveness, especially as it related to the achievement of council goals.

The three most highly rated achievement items in Table 4.40, A Profile of Highly Achieved Organizational Adaptation and Innovation Items, clearly focused on finances, joint advertising, program offerings and program goals, all of which were contingent upon each other. Each

Table 4.40

A Profile of Highly Achieved Organizational Adaptation and Innovation Items

Organizational and Adaptation Items	Percentage of Respondents Reporting High Achievement
Council annually evaluates its financial situation	77.8
Council annually evaluates joint advertising effectiveness	58.0
Council annually evaluates council [illegible]ogram offerings	51.9
Council annually evaluates council programming goals	50.0

of these items was strongly affected by the external environment, for example, a) the major source of council finances were the grants received from Further Education Services, b) joint advertising had to be widely distributed, easily identifiable and easily read if it was to cause adults to register in courses, and c) the program offerings consisted of courses designed to meet the learning needs of the adult public as identified by them or as perceived by council members.

In light of council managerial policies and practices, it would appear that the role of council management was to ensure that these four highly rated achievement items were operationalized. The outcome should have enhanced the operational effectiveness of councils.

Within the eight organizational adaptation and innovation items, one item was not included in the importance profile and four items were not included in the achievement profile. The item not included in the importance profile (Table 4.39) was the annual evaluation of the coordinator's salary. With regard to the achievement profile (Table 4.40), the four items not included described the annual council evaluation of adult learning needs, course delivery needs, the role of the coordinator and the salary of the coordinator. The result is that the five items not included in either profile were not perceived to contribute to council operational effectiveness.

Summary of Managerial Policies and Practices. Within the six general elements of managerial policies and practices, frequency analysis identified a number of operational items which respondents perceived to be both very important for achieving council operational effectiveness and as having been achieved to a high degree. Of the fifty-three operational items in the questionnaire related to managerial policies and practices, thirty-seven were identified by respondents in the importance profiles and twenty-four were identified in the achievement profiles.

The items included in the profiles were rated as either very important or achieved to a high degree by at least fifty percent of the respondents.

Strategic goal setting identified the same four operational items in the importance and achievement profiles focusing on: a policy and procedures manual, programming and financial resource acquisition goals and setting council goals as a council. Resource acquisition and utilization included six operational items in the importance profile focusing on programming and administrative grants from Further Education Services, free use of classroom space, office space and secretarial assistance for the coordinator, and paper and postage provided. Four of these were identified in the achievement profile.

Within the element, "creating a performance environment" frequency analysis of respondent ratings identified nine operational items. Four of the nine were also found in the achievement profile. Five of the importance items focused on council member commitment to the values and principles of adult education, following the philosophy and practices of community based education, keeping the councils "reason for being" in sight, ensuring that the coordinator's salary was proportional to the work required; and making professional development opportunities available to all council members.

Of the five operational items identified under communications processes in the importance profile, two were found in the achievement profile, which were internal to the council: regular communication between council members and the coordinator, and regular communication between all council members. Communications with people and organizations external to the council included feedback to Further Education Services on provincial policy changes, feedback to council members through course evaluations and communication between the coordinator and post-secondary institutions.

There were fifteen operational items within the leadership and decision making category, six of which were found in the importance and achievement profiles. The two items which had the greatest impact on the others were the considerable autonomy of the council in making decisions and the policy of all members having an equal vote. The balance of the operational items identified the nature of the decisions made by the whole council. These decisions focused on setting council goals, making policy decisions, program planning, grant allocation and special project funding.

The last category, organizational adaptation and innovation, included eight operational items, all of which focused on annual evaluation for purposes of adaptation and change. Seven items were identified in the importance profile and four in the achievement profile. The importance profile items included council evaluation of: a) the council financial situation, b) council programming goals, c) adult learning needs, d) council program offerings, e) the effectiveness of council's joint advertising, and f) course delivery needs.

Of the fifty-three questionnaire items on managerial policies and practices, thirty-seven were identified in the importance profiles and twenty-four were identified in the achievement profiles. These profiles represent the perceptions of the respondents at a given point in time as they rated the importance of various items to council operational effectiveness and the degree to which these items had been achieved.

SUMMARY

This chapter presented the findings of the informant interviews, a description of the respondents sampled, and the findings resulting from the frequency analysis of the questionnaire.

The majority of the councils sampled were rural. The average council had twenty-four members and was 10.5 years old. Seven councils had new coordinators who had held their positions for one year or less. Regarding membership, rural councils were primarily composed of community representatives and public agencies. Urban councils reported that most of their membership came from private organizations, public agencies and school boards. Council members generally held membership on council for 4.23 years. Most councils had had 2.88 coordinators since the inception of the council. Most coordinators reported to either the council executive or the council as a whole.

Councils generally had school boards for designated hosting authorities. Councils primarily used the term "volunteer" to refer to area or community representatives.

The respondents sampled were over eighty pecent female and in the 25-49 year age bracket. Respondents were generally well educated: about half of the respondents had a college diploma or university degree at the graduate or post-graduate level. Over forty percent of respondents had been council members for two to six years, while approximately thirty percent were new members of council.

In terms of titles held in the organization represented on council, just over one third of respondents were community or area representatives, volunteers or citizens at large. The next largest groupings were directors, assistant directors and managers followed by programmers, facilitators and community school coordinators.

The findings of the frequency analysis of the questionnaire were reported under four headings: organizational characteristics, employee characteristics, environmental characteristics and managerial policies and practices. Under each of these headings were reported the operational items which were rated as very important or achieved to a high degree by at least fifty percent of the respondents. Collectively, these add up to 112 items of importance and ninety-one items of achievement.

A summary of the high and low importance and achievement items in each of the Steers' based categories is presented in Table 4.41 for the 156 items.

Table 4.41 reinforces a statement made earlier in the study that the double rating of the questionnaire items would show the differences between the theoretical (importance) items and the actual (achievement) items. While the table portrays the perceived differences in numbers, the twenty-four importance and achievement tables in the chapter exhibit the content likeness and differences of the operational effectiveness items.

The findings reported in this chapter respond to parts of research problems one and two insofar as the findings identify the relative importance and degree of achievement of the 156 operational effectiveness items in assessing the effectiveness of Alberta's further education councils. Those operational items perceived to be very important and achieved to a high degree are identified in profiles according to the Steers' based categories and their elements.

Table 4.41

A Summary of the Importance and Achievement Profile Items for the Steers' Based Categories

	Very Important	Low Importance	High Degree of Achievement	Low Degree of Achievement
ORGANIZATIONAL CHARACTERISTICS (54):				
a) Structure	11	2	11	2
b) Technology	25	16	21	20
EMPLOYEE CHARACTERISTICS (20):				
a) Job Attachment	7	5	9	3
b) Job Performance	7	1	8	0
ENVIRONMENTAL CHARACTERISTICS (29):				
a) External	15	2	8	9
b) Internal	10	2	10	2
MANAGERIAL POLICIES AND PRACTICES (53):				
a) Goal Setting	4	2	4	2
b) Resource Acquisition & Utilization	6	4	4	6
c) Creating a Performance Environment	9	0	4	5
d) Communication Processes	5	0	2	3
e) Leadership & Decision Making	6	9	6	9
f) Organizational Adaptation & Innovation	7	1	4	4
TOTALS =	112	44	91	65

CHAPTER 5

UNDERLYING FACTORS AND COUNCIL DIFFERENCES RELATIVE TO COUNCIL OPERATIONAL EFFECTIVENESS

INTRODUCTION

Two types of analyses are considered in this chapter. The first, factor analysis, was used to examine the appropriateness of Steers' four characteristic areas for assessing the perceived operational effectiveness of Alberta's further education councils. The second analysis was used to discover the involvement of the council demographic variables of age, size and nature in assessing the perceived operational effectiveness of councils.

The first sets of data presented in this chapter result from a factor analysis of the questionnaire items as answered by Groups A and B. The second sets of data result from an analysis of variance. This analysis was conducted to discover differences in member's perceptions of effectiveness based on the age, size and nature of the councils. The purpose of the factor analysis was to lend empirical weight to Steers' (1977) model for measuring organizational effectiveness.

FACTOR ANALYSIS

A two-factor solution was sought for the responses from each group through the orthogonal, varimax rotation as implemented in the Statistical Program for the Social Sciences factor analysis (Nie et al, 1975). Even though the items responded to by Groups A and B were clustered on the basis of logical analysis and the Steers' model, the empirical reconstitution of these factors from the responses of council members tended to confirm Steers' structure (1977). Factor analysis was applied to both the importance and achievement responses in seeking validation for Steers' model (1977).

As noted in Chapter 4 a great similarity in the characteristics of Group A and Group B respondents was observed. This similarity allowed them to be treated as if they were one group having responded to the entire questionnaire, even though each group had completed different halves of the questionnaire as explained in Chapter 3. Therefore, the confirmatory factor analysis procedures were applied independently to each group.

Importance Factors Validating Steers' Model

Group A respondents answered the "B" and "C" questions on organizational and employee characteristics in the questionnaire. A factor analysis of all group A responses produced a wide range of factor loadings. Group A factor loadings were analyzed and the results were presented by a frequency analysis applied to the factor loadings reported in Table 5.1. The categories chosen for the frequency analyses were based on factor loadings of: a) 0.5 and greater, b) 0.3 to 0.5, c) 0.0 to 0.3, and d) -0.3 to 0.0. These categories were selected because they seemed to apply consistently and appropriately to all of the factor analysis results. The actual factor loadings for the two factor solution to Group A responses are reported in Appendix J. Responses with factor loadings of 0.3 or greater were used to determine the underlying meaning identified for the factor.

Relative importance. Within Group A, Factor 1 corresponded to the "C" questionnaire, items, or Steers' employee characteristics. The "C" items described the coordinator's ability to relate well to others. Factor 2, which was interpreted to correspond to "B" questionnaire items, described council processes and the roles played by council members. This empirically derived description corresponds to Steers' organizational characteristics. A summary of the factor analysis for Group A importance items is reported in Table 5.1. Broadly, Steers' organizational characteristics were categorized into structure and technology. Factor 2, which corresponds to the "B" item descriptions is consistent with Steers' model and identified

Table 5.1

Group "A" Factor Analysis Responses to Importance Items:
Organizational and Employee Characteristics

Factor 1			Factor 2		
	Factor Loadings	Frequency		Factor Loadings	Frequency
	.5 plus	4		.5 plus	8
"C"	.3 to .5	14	"B"	.3 to .5	23
Items	0 to .3	3	Items	0 to .3	21
	-.3 to 0	0		-.3 to 0	2
18 of 21 "C" items, or 85.7% had factor loadings of 0.3 and above.			31 of 54 "B" items, or 57.4% had factor loadings of 0.3 and above.		

Summary of Group "A" Relative Importance Items:

Factor 1 "C" items describe the coordinator's ability to relate well to others.

Factor 2 "B" items describe council processes and the roles played by council members.

as operations technology (council processes) and roles of members. Factor 1, which corresponds to the "C" items are described in Steers' model as job performance.

Group B responded to "D" and "E" items in the questionnaire. The factor analysis results of Group B importance items is reported in Table 5.2. According to the results, Factor 1 was interpreted as corresponding to the "D" questionnaire items and Factor 2 as corresponding to the

Table 5.2

Group "B" Factor Analysis Response To Importance Items: Environmental Characteristics and Managerial Policies and Practices

	Factor 1			Factor 2	
	Factor Loadings	Frequency		Factor Loadings	Frequency
	.5 plus	3		.5 plus	10
"D"'s	.3 to .5	18	"E"	.3 to .5	12
Items	0 to .3	8	Items	0 to .3	26
	-.3 to 0	0		-.3 to 0	5
	21 of 29 "D" items, or 72.4%, had factor loadings of 0.3 and above			22 of 53 "E" items, or 41.5%, had factor loadings of 0.3 and above	

Summary of Group "B" Relative Importance Items:

Factor 1 "D" items describe the positive relationship between the council and the community.

Factor 2 "E" items describe council resource use decisions being made primarily by the coordinator and the executive.

"E" questionnaire items. The "D" items described the positive relationship between the council and the community. Steers' model describes this situation as stability and certainty in the external environment and achievement orientation within the internal climate.

Group B Factor 2 which corresponds to "E" items describe council resource use decisions being made primarily by the coordinator and the executive. Within Steers' model, this factor corresponds to the leadership and decision making category within managerial policies and practices.

Degree of Achievement. As for the relative importance scale, a factor analysis of both Group A and Group B responses to achievement items was completed. Group A responded to "B" and "C" items (organizational and employee characteristics) and group B responded to "D" and "E" items (environmental characteristics and managerial policies and practices).

Group A results of the factor analysis are presented in Table 5.3. Factor 1 which was interpreted to correspond to "C" items describes the role of the coordinator as council manager. This description fits the role clarity category of Steers' employee characteristics. Factor 2 which was interpreted to correspond to "B" items describe council visibility and accessibility resulting from its operational processes. Within Steers' categorization, this factor is an organizational characteristic describing operations technology.

The Group B factor analysis results of achievement items is reported in Table 5.4. According to the analysis, Factor 1 which was interpreted to correspond to "D" items described the council's ability to meet organizational and community needs through developing relationships with

Table 5.3

Group "A" Factor Analysis Responses to Achievement Items:

Organizational and Employee Characteristics

Factor 1			Factor 2		
	Factor Loadings	Frequency		Factor Loadings	Frequency
	.5 plus	6		.5 plus	12
"C"	.3 to .5	7	"B"	.3 to .5	20
Items	0 to .3	7	Items	0 to .3	18
	-.3 to 0	1		-.3 to 0	4
13 of 21 "C" items, or 61.9%, had factor loadings of 0.3 and above			22 of 44 "B" items, or 50.0%, had factor loadings of 0.3 and above		

Summary of Group "A" Achievement Items:

Factor 1 "C" items describe the role of the coordinator as council manager.

Factor 2 "B" items describe council visibility and accessibility resulting from its operational process.

---

significant others. Within Steers' categorization this factor is described as an environmental characteristic.

Factor 2 which was interpreted to correspond to "E" items described council decisions being made primarily by the coordinator and the executive. Within Steers' categorization, Factor 2 is categorized as leadership and decision making within the broader area of managerial policies and practices. The likeness between the factor descriptions and Steers' characteristics provides validation of Steers' model for assessing the operational effectiveness of further education councils using the achievement scale.

The outcome of the factor analysis of the achievement scale did exhibit some weaknesses when a frequency analysis of the loadings was completed. The weakness showed in Factor 2 in Table 5.4 where only twenty-eight percent of the items had factor loadings of 0.3 or greater. However, the likeness between the factor descriptions and Steers' characteristics was still apparent.

Summary

The factor analyses of Group A and B responses tended to validate the use of Steers' model for assessing operational effectiveness in further education councils. This validation is based on the likeness in description between the factor loadings and Steers' characteristics on both the importance scale of operational effectiveness items and the achievement scale of operational effectiveness items.

DEMOGRAPHIC ANALYSIS

An analysis of variance was done in terms of the age, size and nature of councils. The purpose was to compare councils to determine any significant difference between them in relative importance or degree of achievement

Table 5.4

Group "B" Factor Analysis Responses To Achievement Items: Environmental Characteristics and Managerial Policies and Practices

Factor 1			Factor 2		
	Factor Loadings	Frequency		Factor Loadings	Frequency
	.5 plus	10		.5 plus	10
"D"	.3 to .5	12	"E"	.3 to .5	5
Items	0 to .3	7	Items	0 to .3	21
	-.3 to 0	0		-.3 to 0	16
22 of 29 "D" items, or 75.8%, had factor loadings of 0.3 and above			15 of 52 "E" items, or 28.8%, had factor loadings of 0.3 and above		

Summary of Group "B" Achievement Items:

Factor 1 "D" items describe council meeting organizational and community needs through developing relationships with significant others.

Factor 2 "E" items describe council decisions being made primarily by the coordinator and the executive.

---

of operational effectiveness. The mean scores on the importance dimensions of the Steers' based categories were used in the t-tests to determine the differences between the means, thus identifying which demographic variables were more important in assessing council effectiveness. On the achievement scale, the means scores of the 112 importance items were utilized to compute the differences in achievement according to the demographic variables of age, size and urban or rural councils.

Differences in council nature, age and size were determined using the following definitions. The nature of the council was determined by the investigator using the convention of council boundaries. Rural councils were contained within county or improvement district school division boundaries and covered a much larger geographic area than urban councils which were bounded by city limits or municipal school division boundaries. The age of the council was identified as it was reported by the coordinator in Section IA of the questionnaire. Given that the mean age of the councils in the study was 10.5 years, the investigator determined that younger councils were those which had been in operation for up to ten years. Older councils were determined to be those having been in operation for more than 10 years. The determination of council size was based on the mean size of the sample of 24.22 members. As a result, smaller councils were determined to be those with fewer than 25 members. Larger councils were those with 25 or more members.

In reviewing the mean scores, it is important to recall that relative importance was rated on a three point scale by the respondents while degree of achievement was rated on a five point scale. These two rating scales provided a greater range for respondents to use when rating the achievement of operational effectiveness variables and a somewhat limited rating for the importance items. As a result, a skewing was possible on the importance results and a direct comparison between the two sets of means is not possible.

In making the comparison of the two sets of means, only the means of the 112 items rated as very important were utilized to compute the achievement differences.

Although this was not an hypothesis testing study, a general guide of $p \leq 0.05$ was adopted for interpretation of statistical significance.

Nature of the Council

Differences in the nature, age and size of the councils are reported in Tables 5.5, 5.6 and 5.7 respectively. With regard to the nature of the council, (Table 5.5), the perceived degree of achievement of organizational characteristics is both statistically significant and meaningfully higher for rural councils than for urban councils ($p = 0.014$). There is no significant difference in the relative importance or degree of achievement perceptions between rural and urban council members in any of the other three characteristic areas.

Age of the Council

The age differences in councils was statistically significant and meaningful for older councils in one of the Steers' based characteristic areas. Table 5.6 shows that the degree of achievement of organizational characteristics to be statistically significant and meaningfully higher than for members of younger councils (p = 0.048).

Size of the Council

Table 5.7 shows that differences in council size are identified in two characteristic areas, resulting from the t-test. First, members of larger councils perceive the degree of achievement of organizational characteristics to be significantly and meaningfully higher than do members of smaller councils (p = 0.021). Second, members of larger councils also perceive the degree of achievement of environmental characteristics to be significantly and meaningfully higher than for smaller councils (p = 0.004).

In summary, neither age, size or nature made any statistically significant or meaningful difference between councils in the relative importance of operational effectiveness. However, some differences were identified in the degree of achievement of operational effectiveness within the four characteristic areas identified by Steers (1977). The degree of achievement of organizational characteristics was statistically and meaningfully higher

Table 5.5

Statistical Tests for Differences Between Urban and Rural Councils

Organizational Characteristics ("B" Items)

		Rural			Urban		t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	90	2.55	0.23	27	2.53	0.23	0.36	0.720
Degree of Achievement	90	3.98	0.46	27	3.72	0.52	2.49	0.014

Employee Characteristics ("C" Items)

		Rural			Urban		t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	87	2.54	0.26	27	2.34	0.55	1.87	0.072
Degree of Achievement	87	4.17	0.60	27	3.78	0.98	1.96	0.059

Environmental Characteristics ("D" Items)

		Rural			Urban		t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	75	2.62	0.55	16	2.63	0.32	-0.06	0.953
Degree of Achievement	75	3.64	0.52	16	3.57	0.49	0.51	0.610

Managerial Policies and Practices ("E" Items)

		Rural			Urban		t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	75	2.55	0.30	16	2.55	0.33	0.00	1.000
Degree of Achievement	75	3.79	0.57	16	3.63	0.52	1.07	0.286

(N = sample size, S.D. = standard deviation,
p = probability)

Table 5.6

Statistical Tests for Differences Between

Younger and Older Councils

Organizational Characteristics ("B" Items)

	Younger(*)			Older (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	56	2.57	0.22	59	2.53	0.23	0.87	0.388
Degree of Achievement	56	3.83	0.50	59	4.01	0.47	-2.00	0.048

Employee Characteristics ("C" Items)

	Younger(*)			Older (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	54	2.55	0.26	58	2.44	0.43	1.74	0.086
Degree of Achievement	54	4.11	0.61	58	4.07	0.82	0.30	0.766

Environmental Characteristics ("D" Items)

	Younger(*)			Older (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	50	2.64	0.25	41	2.60	0.27	0.88	0.380
Degree of Achievement	50	3.56	0.50	41	3.71	0.53	-1.40	0.164

Managerial Policies and Practices ("E" Items)

	Younger(*)			Older (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	50	2.56	0.30	41	2.54	0.31	0.33	0.741
Degree of Achievement	50	3.69	0.53	41	3.85	0.59	-1.29	0.199

(* = equal to or less than 10 years, ** = greater than 10 years, N = sample size, S.D. = standard deviation, p = probability)

Table 5.7

Statistical Tests for Differences Between Smaller and Larger Councils

---

Organizational Characteristics ("B" Items)

	Smaller(*)			Larger (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	51	2.58	0.23	64	2.53	0.22	1.33	0.262
Degree of Achievement	51	3.81	0.54	64	4.02	0.43	-2.33	0.021

Employee Characteristics ("C" Items)

	Smaller(*)			Larger (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	48	2.55	0.32	64	2.45	0.38	1.53	0.130
Degree of Achievement	48	4.03	0.68	64	4.13	0.76	-0.74	0.461

Environmental Characteristics ("D" Items)

	Smaller(*)			Larger (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	45	2.62	0.28	46	2.63	0.25	-0.29	0.770
Degree of Achievement	45	3.47	0.47	46	3.77	0.52	-2.94	0.004

Managerial Policies and Practices ("E" Items)

	Smaller(*)			Larger (**)			t-	
	N	Mean	S.D.	N	Mean	S.D.	Value	p
Relative Importance	45	2.51	0.30	46	2.59	0.31	-1.30	0.196
Degree of Achievement	45	3.67	0.43	46	3.85	0.66	-1.54	0.127

(* = less than 25 members, ** = equal to or greater than 25 members, N = sample size, S.D. = standard deviation, p = probability)

---

higher for members of older and larger rural councils. Also, larger council members perceived that the degree of achievement of environmental characteristics was statistically and meaningfully higher than for smaller councils.

Summary

Group A and B questionnaire responses were subjected to both a factor analysis and a t-test. The factor analysis was used to validate Steers' model (1977) in assessing the operational effectiveness of further education councils. Reporting the t-test equivalent of the analysis of variance resulted in the identification of differences between councils according to their age, size and nature.

The factor analysis tended to confirm the use of Steers' (1977) model for this study. The analysis thus contributed to the development of an evaluative framework for further education councils.

In assessing the effect on perceptions of differences between councils on the demographic variables of age, size and nature, these variables were not related to the relative importance of the operational effectiveness items. However, these three demographic variables were statistically related to the perceived degree of achievement of operational effectiveness by councils. The perceived degree of achievement of organizational characteristics in pursuing organizational effectiveness was statistically significant and meaningfully higher for older and larger rural councils. Also, larger councils perceived the degree of achievement of environmental characteristics to be higher than did the smaller councils.

CHAPTER 6

SUMMARY, CONCLUSIONS AND IMPLICATIONS

This chapter reviews the purpose of the study and provides a brief overview of the conceptual framework, methodology, and findings relative to the research problem. Following the presentation of findings, concluding statements and some implications of the study are presented.

SUMMARY OF THE STUDY

The purpose of the study was to explore the operational effectiveness of Alberta's further education councils. In achieving this purpose, one of the intended outcomes was a potential framework for council members to use when identifying the level of operational effectiveness achieved by the council.

For the purpose of this study, operational effectiveness was defined as that condition of the council which was instrumental in assisting the council to meet the prescribed goal defined in the Further Education Policy, Guidelines and Procedures (Alberta Advanced Education, 1982.) This definition was developed inductively from the informant interview results and the preferred definition of council effectiveness based on Katz and Kahn's identification which stated that, "Council effectiveness is based on both efficiency and the power to produce the desired results."

Rationale

The steady growth of the number of courses and registrants between 1975 and 1984, as shown in Table 1.1, is one measure indicating council success. However, the investigator wanted to determine what made councils operationally effective. By exploring another method for assessing council effectiveness, the investigator hoped to contribute to knowledge of council effectiveness from an operational perspective, as identified by council members.

Conceptual Framework

The investigator chose to use Steers' (1977) model as the framework for exploring the effectiveness of Alberta's further education councils. Steers' model (1977) identified four characteristic areas within three dimensions which were comprehensive enough to encompass any operational effectiveness item in assessing council effectiveness.

The three dimensions within Steers' model (1977) were goal optimization, systems perspective and behavioral emphasis. Relating to these three dimensions as they were conceptualized are four characteristic areas of items that might be used in analyzing organizational effectiveness. The four areas are organizational characteristics, employee characteristics, environmental characteristics and managerial policies and practices.

Operational effectiveness items identified by the informants were easily categorized into Steers' (1977) four characteristic areas by the investigator. The result was a composite of items which contributed to the definition of operational effectiveness identified earlier.

Conceptually, the study also recognized that the operational effectiveness items identified and analyzed were all directed towards achieving the prescribed goal for councils established by Alberta Advanced Education (1982).

The Nature of the Sample

A twenty-five percent sample of Alberta's eighty-five further education councils was chosen for the study, using a random number table. The large urban councils in Calgary and Edmonton were excluded from the study for several reasons, the most important of which was the difference in operation between those two major urban councils and the other councils in Alberta.

The sample for this study may be described in two ways: first, the general descriptions of the councils sampled, and second, the nature of Group A and Group B respondents within councils each of whom completed different halves of the questionnaire.

First, a summary of the council descriptors is presented. Of the twenty-two councils chosen for the study, nineteen actually participated by producing usable data. Fourteen of the councils (74%) were rural and five (26%) were urban. The mean age of the councils sampled was 10.5 years, with ages ranging from two to fifteen years.

Council size ranged from ten to fifty two members, with a mean of twenty four members. These council members had been on council for an average of 4.23 years.

Coordinators for councils reported that they had held their positions from one to nine years. Thirty percent (seven) of the coordinators sampled had been in their position for one year or less. No councils had reported having more than than six coordinators. Mean tenure for the first coordinator of a council was 3.44 years; for the second coordinator, it was 3.79 years and for the third it was 2.88 years.

Rural and urban councils reported different membership patterns. Within rural councils, 39.50% of the membership was composed of volunteer community representatives. The next largest grouping (20.40%) consisted of public agencies. Other groupings included private organizations, school board representatives and public college representatives.

Within urban councils, private organizations accounted for 26.83% of the membership, followed by public agencies (21.95%) and school board representatives (19.51%). There were no community representatives on the urban councils.

School boards were identified by 84.2% of respondents to act as the designated hosting authority for councils, while public colleges were reported as designated hosting authorities by 10.5% of respondents. One council was a registered society and therefore acted on its own authority for receiving and dispersing further education grant monies according to the Further Education Policy, Guidelines and Procedures, (Advanced Education, 1982.)

In considering the reporting relationship for the coordinator as manager of the council, nine coordinators indicated that they reported to the council executive. Seven reported to the council as a whole and three reported to the designated hosting authority. The autonomy exercised by most coordinators may be attributed to their reporting to a group as opposed to an individual. However, this attribution was not empirically validated.

In the last of the council descriptors in the questionnaire, coordinators were requested to clarify the use of the term "volunteer" as it applied to their council members. The majority of the coordinators (72.2%) defined the term as community or area representatives.

For purposes of data collection, council respondents were divided into Group A and Group B within each council in order to enable each respondent to complete the questionnaire within a thirty minute period. Both groups were very similar in composition as described by size, positions held in the agencies, organizations and institutions which respondents represented on council, executive positions held, length of membership and level of schooling.

The majority of respondents in each group were volunteer area or community representatives; programmers, facilitators and community school coordinators; and program directors, managers, administrators and extension officers.

About one quarter of the respondents held executive positions on the council of which fifty percent for each group was either chairman or vice chairman of the council. Coordinators were equally represented in the executives of both groups.

Insofar as age and sex were concerned, over 80% of both Group A and Group B were female, and over 80% of both groups were in the twenty-five to forty-nine year age bracket. About 30% of both groups had been council members for one year or less. However, respondents with two to six years of council membership comprised about half of each group. Educationally, approximately half of each group had completed a post-secondary diploma, degree or post-graduate degree. Less than one third of each group had completed or attained a high school diploma.

The concern for similarity between groups A and B arose from the completion of different sections of the questionnaire by each group. Continuity of response was a major concern when Group A responded to organizational and employee characteristic questions and Group B responded to environmental characteristics and managerial policies and practices questions. However, the similarity between the groups tended to alleviate any problems which may have occurred due to major differences between the groups.

Research Methodology

In order to explore the operational effectiveness of Alberta's further education councils, two research methods and three types of analyses were utilized in the three stage study. The two research methods included face to face interviews with twenty informants using primarily open-ended questions and a further education council effectiveness questionnaire sent to a 25% random sample of councils.

Stage one of the study focused on the face to face interviews with council member informants to identify operational items which contributed to the effectiveness of further education councils. Stage two was the development, testing and refinement of a pilot questionnaire utilizing operational items identified by the informants. Stage three included the distribution of the final questionnaire to a twenty five percent sample. The analyses of responses included frequency analysis, factor analysis and a t-test.

Throughout the study the domain of activity was the transformation phase of the systems process and the level of analysis was the unit or council level. Most of the study data were perceptual and subjective in nature and came from the informant interviews and the questionnaires. Objective data were found in the council descriptors reported by coordinators and council growth measures as reported in provincial and federal government reports.

The pilot test of the questionnaire resulted in five changes, the most significant of which was the addition of the achievement scale to the importance scale already in place. By using the two scales, the study was able to achieve two of three intended outcomes. First, the study identified operational items which were perceived to be important in assessing council effectiveness and in identifying areas of achievement by councils. Second, while the study had intended to be able to provide some sense of stages of development based on the relationship between council age and items of high importance, this outcome did not occur. Too many councils, in the random sample (83.4%) were of a similar age (10.5 years) for the t-test to be able to identify any relationship between council age and the operational items rated as very important.

Third, the use of the two scales did enhance the quality and validity of the study and the development of the evaluation framework. A factor analysis of Group A and Group B responses confirmed the use of Steers' model (1977) for assessing the operational effectiveness of councils on both the importance and achievement scales. In the development of the evaluative framework, the two scales allowed for some separation of theoretical items from practical items. At a conceptual level, this separation provided council members with two options for assessing the operational effectiveness of their council. At the theoretical level, use of the importance scale in assessing the operational items would result in a description of the those items which council members believed to be important to the operational effectiveness of their council. By establishing a comprehensive set of beliefs, councils would be able to concentrate on developing goals, activities and processes which would reflect council members' beliefs about council effectiveness.

At a practical level, the achievement scale items could be utilized to assess the operational effectiveness of councils. By utilizing the questionnaire designed for this study and including only the achievement profile items, the resulting assessment would describe what councils had actually achieved in pursuing council operational effectiveness. Theoretically, all operational items in the questionnaire should have been achieved to a high degree in order for councils to be effective. However, given differences between councils and various constraints, achievement of all items to a high degree was not possible.

The high achievement items reported in Tables 4.18 to 4.40 could be used as a referrent for comparative purposes. The ninety-one operational items reported in these tables were found by the study to be the items achieved to the highest degree by the councils studied.

SUMMARY OF THE FINDINGS

The summary of findings on the operational effectiveness of Alberta's further education councils will be presented for each of the research problems of the study. Findings address the relative importance and degree of achievement of operational items as well as the relationship between these two scales and the council age variable regarding stages of development in further education councils.

Research Problem 1

The first research problem was, "To identify the perceived relative importance of various items in assessing the operational effectiveness of Alberta's further education councils." Related questions addressed the relationship between the relative importance assigned each item and the variables of age, size and nature of the council.

The study identified 112 importance items and 91 achievement items from a total of 156 across the four areas of Steers' model. Within organizational characteristics, thirty-six items were very important and thirty-two were achieved to a high degree. Employee characteristics revealed fourteen very important items and seventeen items achieved to a high degree. Environmental characteristics revealed twenty-five items as very important and eighteen achieved to a high degree. Within managerial policies and practices, thirty-seven items were very important and twenty-four were achieved to a high degree.

The perceptions of the majority of respondents who provided a high rating for each item are summarized below. Only the three most important or most highly achieved items are noted below for reasons of parsimony. The full importance and achievement profiles were provided in Chapter 4.

Organizational characteristics. Within the organizational characteristics area there were thirty-six operational items found to be very important. Of these thirty-six operational items, eleven were council structural items and twenty-five were council technology items. The three structural items rated as very important by the largest percentage of respondent were: 1) executive members have good leadership skills, 2) council membership is representative of the agencies, organizations and institutions committed to offering adult programming in the community, and 3) council members represent the entire geographic area served by the council.

The three technology items rated as very important include: 1) courses approved by council for grant support are offered by qualified instructors, 2) course registration procedures are well organized, 3) courses approved by council for grant support are offered at reasonable tuition fees.

Employee characteristic. Within this area, fourteen operational items were identified to be very important to council effectiveness. Seven items were related to job attachment and seven items were related to job performance. Of the seven job attachment items the three found to be most important to the perceived operational effectiveness of councils were: 1) the council employs a coordinator to provide administrative assistance, 2) coordinator credibility is enhanced by his/her understanding of further education as a community based effort to deliver educational opportunities to adults, and 3) the council employs a coordinator to provide leadership.

The three most highly rated job performance items were: 1) the role of the coordinator is to be knowledgeable about adult education, 2) the role of the coordinator is to develop a good working relationship with council members, and 3) the role of the coordinator is to manage the day to day council affairs.

Environmental characteristics. Twenty-five items of importance were identified, fifteen of which were external environmental items and ten of which were internal environnment items. Of the fifteen external environment operational items, the three of greatest importance were found to be: 1) council maintains a good working relationship with Further Education Services, 2)council maintains a good working relationship with other organizations in the communities, and 3) council maintains a good working relationship with senior administrators of the designated hosting authority.

The three internal environmental items found to be important were: 1) council members accept their responsibilities in ensuring that the work of the council gets done, 2) council receives consultive support from Further Education Services, and 3) council members attendance at meetings is consistent.

Managerial policies and practices. Within the area of managerial policies and practices, respondents rated thirty-seven items to be very important to the operational effectiveness of councils. The items are reported according to the six elements in which they are found.

The first element was strategic goal setting. The four operational items found to be very important in this category were: 1) council goals are set by the whole council, 2) council has developed a policy and procedures manual, 3) programming goals are established annually by council, and 4) financial resource acquisition goals are established as needed.

In regard to the second element, resource acquisition and utilization, six of ten operational items were found to be very important. The three most important were: 1) council resources include the administrative support grants from Further Education Services, 2) council resources include the program support grants from Further Education Services, and 3) council resources include free use of classroom space.

The third element was creating a performance environment. All nine operational items were rated very important. The three which were rated most important were: 1) council members are committed to the values and principles of adult education, 2) council follows the philosophy and practices of community based education, and 3) council keeps its "reason for being" in sight.

The fourth element, communication processes, showed all five items to be very important to the operational effectiveness of councils. The top three of these five items were: 1) communication occurs regularly between the council members and the coordinator, 2) communication occurs regularly between council members, and 3) communication occurs through feedback to Further Education Services on provincial policy changes.

In the fifth element of leadership and decision making, six of the fifteen operational items were found to be very important. The top three of those six items were: 1) all members have an equal vote, 2) policy decisions are made by the whole council, and 3) council has considerable autonomy in making decisions.

In the last element organization adaptation and innovation, seven of the eight items were found to be very important. The first three were: 1) council evaluates annually its financial situation, 2) council evaluates annually council programming goals, and 3) council evaluates annually council program offerings.

The operational items identified above provide a summary of the findings to the first research problem which was, "To identify the perceived relative importance of various items in assessing the operational effectiveness of Alberta's further education councils."

The related question attached to research problem 1 addressed the relationship between relative importance items and the demographic variables of age, size and nature of council. As a result of utilizing a t-test on Group A and Group B responses to items of importance, the analysis found that there was no statistical relationship between the importance of operational items and the variables of age, size and nature.

Relative importance was one scale utilized by respondents to rate operational items and to produce the findings noted above. Degree of achievement was the second scale utilized in the study to rate operational items. A summary of the degree of achievement finding is found in the following section on the second research problem.

Research Problem 2

The second research problem in this study was, "To identify the perceived degree of achievement of various items in assessing the operational effectiveness of Alberta's further education councils." Related questions address the relationship between degree of achievement and the variable of age, size and nature.

The study identified ninety-one items out of a total of 156 as being achieved to a high degree by at least fifty percent of respondents in assessing the operational effectiveness of further education councils.

These results were found using frequency analysis and combining the considerable and high degree of achievement rating into a single rating described as "high" degree.

The perceptions of the majority of respondents who provided high ratings to the degree of achievement of operational items are reported using Steers' (1977) four characteristic areas of organizational characteristics, employee characteristics, environmental characteristics and managerial policies and practices.

Organizational characteristics. Within this area there were thirteen structural items and forty-one technology items of which eleven and twenty-one respectively were found to be achieved to a high degree by the majority of the respondents. The three structural items found to be achieved by the largest percentages of respondents were: 1) council members represent the entire geographic area served by the council, 2) council has flexibility in deciding its operational style, and 3) executive members have good leadership skills. Of the twenty-one operational items related to council technology, the three items achieved by the largest percentage of respondents were: 1) courses approved by the council for grant support are offered at reasonable tuition fees, 2) courses approved by council for grant support are offered by qualified instructors, and 3) council meetings are held regularly.

Employee characteristics. Under employee characteristics are the two categories of job attachment and job performance. Nine of twelve job attachment items were found to be achieved to a high degree by the largest number of respondents. The top three rated items were: 1) the council employs a coordinator to provide administrative assistance, 2) coordinator credibility is enhanced by his/her understanding of further education as a community based effort to deliver educational opportunities to adults, and 3) the position of coordinator is attractive because the individual works with a diverse group of professionals and volunteers.

Of the eight job performance items all were reported achieved to a high degree. The top three of these were: 1) the role of the coordinator is to be knowledgeable about adult education, 2) the role of the coordinator is to develop a good working relationship with council members, and 3) the role of the coordinator is to manage the day to day council affairs.

Environmental characteristics. The two categories of findings in this area were external environment items and internal environment items. Eight of the seventeen external items were achieved to a high degree. The top three were: 1) council maintains a good working relationship with Further Education Services, 2) council maintains a good working relationship with senior administrators of the designated hosting authority, and 3) council maintains a good working relationship with other organizations in the community.

Ten of the twelve internal environment items were achieved to a high degree. The top three were: 1) council does not interfere with the operation of any of its member agencies, 2) council develops according to the needs, aspirations and goals of its membership, and 3) council receives consultive support from Further Education Services staff.

Following environmental characteristics, the last category of operational items achieved are the managerial policies and practices.

Managerial policies and practices. Within this area of organizational effectiveness characteristics, there were six elements of operational items. Of the fifty-three items in the six elements, twenty-four were achieved to a high degree. The top three in each of the six elements will be reported here.

Within the first element of strategic goal setting the three operational items found to be achieved by the largest percentage of respondents were: 1) council goals are set by the whole council, 2) council has developed a policy and procedures manual, and 3) programming goals are established annually by council.

In the second element, resource acquisition and utilization, the four of the ten items were found to be achieved to a high degree. The top three were: 1) council resources include the administrative support grants from Further Education Services, 2) council resources include the program support grants from Further Education Services, and 3) council resources include office space for the coordinator.

Creating a performance environment was the third element of operational items achieved. The top three of the four items achieved by the largest percentage of respondents included: 1) council follows the philosophy and practices of community based education, 2) council members are committed to the values and principles of adult education, and 3) council keeps its "reason for being" in sight.

In the fourth element, communication processes, there were two operational items found to be achieved by a majority of the respondents. The two items were: 1) communication occurs regularly between council members and the coordinator, and 2) communication occurs through feedback to Further Education Services on provincial policy changes.

The fifth element, leadership and decision making, reported six of fifteen items achieved by a majority of the respondents. Of these six items, the three achieved by the largest percentage of respondents were: 1) all members have an equal vote, 2) council has considerable autonomy in making decisions, and 3) special project funding is approved by the whole council.

Organizational adaptation and innovations is the sixth element under managerial policies and practices. Four of the eight items in this category were achieved by the majority of respondents. The top three items were: 1) council evaluates annually its financial situation, 2) council evaluates annually joint advertising effectiveness, and 3) council evaluates annually council program offerings.

In summary, there were ninety-one operational items found to be achieved by a majority of the respondents. These items were reported according to the four characteristic areas of Steers'(1977) model into which they had been categorized.

The related question to research problem two, addressed the relationship between achievement items and the variables of age, size and nature of council. In this instance, relationships were found between the demographic variables and specific characteristic areas. For example, the degree of achievement of organizational characteristic items was significantly higher for councils which were older, larger and rural. Larger councils' degree of achievement of organizational characteristics and environmental characteristics was significantly higher than for smaller councils.

The final research question in the study was intended to explore the stages of development of Alberta's further education councils.

Research Problem 3

The third research problem was "To explore for possible stages of development in Alberta further education councils as related to council age." An analysis of variance of items on the relative importance scale, utilizing the t-test, found no relationship between operational items of importance and the variable of council age. As a result, no stages of development could be identified or inferred from importance items.

A relationship was found between operational items achieved and council age utilizing the t-test. However, that relationship provided little information on stages of development. Council age differences were only significant for older councils in the area of organizational characteristics which included the categories of council structure and council technology. It can be inferred from this finding that councils progress through some stages or changes in structure and technology. Changes in technology likely center on changes in materials, knowledge or operations. Structural changes may be observed through changes in specialization, formalization, span of control, decentralization, organization size and work-unit size. The relationship between operational items achieved and council age was inconclusive.

DISCUSSION OF THE FINDINGS IN RELATION TO THE CONTEXT OF THE STUDY

In Chapter 1, the context of the study was introduced. The parameters of the study were reported to be the qualitative analysis of council effectiveness, from an internal council perspective at a given point in time, through the identification and rating of items which council members perceived contributed to council effectiveness. According to Heaton (1977:37) "Measurement is a means of control and manipulation." This quote also applies to the parameters of this study. The assessment framework reported in Chapter 7 is intended for use by council members and others interested in assessing the operational effectiveness of organizations which deliver nonformal learning opportunities. Through assessment, council members will be able to exert greater control over the operational effectiveness of the further education councils to which they belong. Each parameter noted above will be discussed relative to the findings of the study.

The first is the qualitative analysis of council effectiveness, or the determination of the operational effectiveness items. Informant interviews identified over six hundred operational items which were cross-tabulated, pilot-tested and categorized by the investigator using Steer's (1977) model to result in one hundred fifty-six items for inclusion in the final questionnaire. Each operational item describes a process, activity, ability or level of knowledge required by council members, the coordinator or community members or a quality of the council which is perceived to contribute to council effectiveness.

By using council members as informants, the investigator was able to gather an internal (council) perspective of the operational items. Diversity and duplication were made possible due to the variety of organizations, agencies and post-secondary institutions which the informants represented on their respective councils. See Appendix B for a listing of informants.

Council effectiveness was assessed by means of interviews and questionnaires. As a result of the timing of the study the findings were most applicable to the perceived operational effectiveness of rural and small urban further education councils in 1984/1985. If there are no major changes in the operational effectiveness of the councils in the near future, the findings of the study may be applicable for several years. If changes are required, the Steers framework offers stability about which the framework can be developed.

The findings of the study were utilized in the development of an evaluative framework. Utilization of the framework in assessing operational effectiveness was intended to provide organizational members with greater control over the operational effectiveness of their organization. In particular, control is likely to emerge when council members delegate resources to enhancing the operational items achieved to a lesser degree, thereby strengthening them and enhancing operational effectiveness.

CONCLUSIONS

As a result of the study, several conclusions were reached based on the findings and the research methodology utilized. Based on the findings, four conclusions were reached. First, it would seem that the effectiveness of further education councils can be measured. In particular, effectiveness can be measured by council members by means of operational items such as those used in the present study. Alberta council members are generally well educated and capable of assessing the operational effectiveness of the council to which they belong. As a result of the autonomy given to councils by Further Education Services regarding structure and operational decisions, the effectiveness of each council will be individualistic within the framework provided.

Second, the operational effectiveness of further education councils is not a unitary concept: the concept has multiple dimensions and domains. This study addressed the four dimensions of organizational characteristics, environmental characteristics, employee characteristics and managerial policies and practices within the transformation phase of systems theory.

Third, the study confirmed the use of [illegible]ers'(1977) model for evaluating the operational effectiveness of Alberta's further education councils. However, the investigator would suggest that since this is the first model to be used to assess the effectiveness of councils beyond the simple growth measures used in the past, further refinements must be made. In particular, the evaluation framework developed uses Steers'(1977) model to address the broad assessment issues. The finer details of effectiveness assessment for each council must be added.

Fourth, based on the findings, the investigator was not able to make significant explorations into the notion of stages of development of further education councils. Future studies on stages of development of councils and their relationship to the four characteristic areas of effectiveness as identified in this study are recommended by the investigator. Such studies would be of use to council members and council executives in establishing council technology goals leading to greater levels of council operational effectiveness. Secondly, the identification of stages of development would provide an historical perspective of the development of further education councils under a conservative government committed to the decentralization of decision making in government programs.

Based on the methodology utilized, the investigator found the perceived internal perspective or inductive approach to developing effectiveness criteria for councils to be useful in the initial stage of evaluating perceived operational effectiveness. The inductive approach is supported by Pondy and Mitroff(1978) and Cameron and Whetton (1981). The latter two authors suggested that there should be greater reliance on the meaning of organizational effectiveness identified by members of the organization under consideration when assessing the effectiveness of that organization. The study at hand validated the use of the inductive method for determining the elements of the operational effectiveness framework for assessing the effectiveness of further education councils.

The division of the respondents of each council into Group A and Group B to answer separate halves of the questionnaire did not seem to alter the responses received. The success of this division of respondents into groups is accredited to the coordinators who followed the investigators' directions for dividing the council into these groups.

IMPLICATIONS FOR ASSESSING OPERATIONAL EFFECTIVENESS

There appear to be several impli[illegible]tions resulting from the identification of items used to assess the perceived operational effectiveness of further education councils. Further implications arise from the development of an evaluative framework for assessing the perceived operational effectiveness of further education council. The implications will be presented as they affect councils.

Implications For Councils

First, given the development of a framework for assessing council operational effectiveness, council members may show greater interest in assessing the effectiveness of their councils. Assessment would likely lead to the identification of areas of relative strength and relative weakness. Areas of relative strength would likely be maintained through the continued application of council resources. However, areas of relative weakness or under achievement could become targets for the establishment of goals to be utilized in a planning process with the help of additional resources to overcome those weaknesses. The result may increase the relative strengths of the council and lead to more effective councils in the future.

A second implication is that the entire process of assessment could prove to be an excellent learning opportunity for the council. Working together to overcome relative weaknesses could also strengthen council members commitment to the council and its goals. Council members are the key human resources within the council. Without the commitment of the membership to the council's prescribed goal, councils would not have reached the levels of effectiveness which most enjoy at the present time according to the simple growth measures reported in Chapter 1.

The third possible implication is that the Further Education Services Branch of Alberta Advanced Education may utilize the findings in the development or revision of policies, guidelines and procedures related to councils and their operation.

Fourth, in terms of the contribution of this study to the existing knowledge on organizational effectiveness, the study found that the measurement of operational effectiveness by members of a human service organization was possible. As a result, other non-profit organizations may be able to use Steers' model (1977) and inductively derived operational assessment items to assess the operational effectiveness of their own organizations.

Fifth, by focusing on the transformation domain of activity, the results of this study may be compared to studies of similar organizations assessing their effectiveness using the same domain. Comparison of a number of human service organizations along the transformation domain may lead to new information regarding the assessment of organizational effectiveness in these organizations.

The sixth implication includes the possibility of change in the effectiveness of councils based on the three interventions introduced by the study: the informant interview, the pilot testing and the final questionnaire. By drawing attention to the concept of council effectiveness through carrying out this study, council members may have made some type of assessment and introduced changes to enhance the effectiveness of the council. The changes introduced may not have been based on operational effectiveness, however their intent would still have been to increase the effectiveness of the council in achieving its prescribed goal.

The response to the questionnaire item, "Council keeps its 'reason for being' in sight" reflects council members acceptance of the council goal as prescribed by Alberta Advanced Education. On the achievement scale, 78.1% of respondents reported this operational item achieved to a high degree. Such a high percentage of achievement of goal acceptance describes a continual awareness of and commitment to the council's goal. The investigator expects that council members will take the opportunity to enhance council operational effectiveness readily based on commitment to goals, availability of an assessment framework and the opportunity to customize the assessment to meet the needs of each council.

Recommendations for Future Studies

The investigator has three recommendations for future studies based on the outcome of the study at hand.

The first recommendation is to pursue the notion of stage development of further education councils, based on the five models described as a result of the informant interview. Stage development research on councils could pursue such issues as: the number of models of stage development and their relationship to council operations; the order of stages of development through which councils can expect to pass and the indicators of movement from one stage to another; the relationship of each model to such variables as council age, goals and resources; and any possible relationship between stages of development and the four areas of operational effectiveness identified by this study using Steers' model (1977).

The second recommendation would be a Delphi study to explore the future effectiveness of further education councils from the member's perspective. Such a study may parallel this study by using Steers' (1977) model to identify future operational items related to council effectiveness. The identification of "futures based" operational items would also infer membership perceptions of anticipated future behavior.

Third, a study of the effectiveness of councils in large urban centers may help to identify a new operational model for these councils. In the case of the Calgary and Edmonton urban centers in Alberta, both councils have attempted various structural and technology modes in the past, but none have proved to be fully satisfactory to the councils. Large urban councils appear to require structural and technology dimensions as well as managerial policies and practices different to those of rural or small urban councils. A study of the effectiveness of large urban councils may point to the changes required.

SUMMARY

This chapter has provided a summary of the study, its findings and some implications and conclusions arising from the findings. Primarily the chapter has recognized the importance and achievement operational variables which responded to the three research problems.

Conclusions point to the value of the study to council members in both assessing the operational effectiveness of their council and taking control of the council to enhance operational effectiveness.

Three possible research studies emerged from the findings of this study. These studies would consider stage development of councils, the future effectiveness of councils and an effectiveness study of councils in major urban centers.

Chapter 7

A FRAMEWORK FOR ASSESSING THE PERCEIVED OPERATIONAL EFFECTIVENESS OF FURTHER EDUCATION COUNCILS

INTRODUCTION

The findings of this study have established that the effectiveness of further education councils can be assessed through the use of operational items, that appropriate measurement items may be inductively derived, and that council members are capable of assessing the operational effectiveness of the council to which they belong.

Based on the findings of the study, the investigator has proposed a framework for use by council members in assessing the effectiveness of councils. The framework is really a basic structure or arrangement of characteristics, dimensions and operational items; it is not a measurement instrument.

Prior to presenting the framework, a review of concerns related to council effectiveness assessment is useful. These concerns focus on three areas. The first is an overview of the problems encountered in assessing organizational performance in human service organizations, such as further education councils. Second, there is a need to review some guidelines for assessing organizational effectiveness. The guidelines put forward by Cameron and

Whetten (1983) and Goodman, Pennings and Associates (1977) are reviewed. Third, there is a brief review of the issues faced in previous works by Steers (1975) and Seashore and Yuchtman (1967) in developing their conceptual frameworks for defining and evaluating the performance of an organization.

Problems in Assessing Organizational Performance

Hasenfeld (1983) described the process of defining assessment systems for human service organizations a "dialectical dilemma." As stated by Hasenfeld (1983:217):

> On the one hand, the quest for valid and reliable measures is likely to expose their weaknesses and vulnerabilities. On the other hand, it is only through such measures that they can ultimately provide effective services to clients.

Hasenfeld also believed that assessment dilemmas in human service organizations were generally due to the structural characteristics of the organization. The following four assessment dilemmas were summarized by Hasenfeld (1983:210): 1) competing values and interests which must be accommodated for the survival of the organization, 2) a turbulant environment as indicated by frequent changes, 3) indeterminate service technologies and lack of information about cause and effect relations, and 4) loose coupling of the internal structure obscures the identification of contributions from various parts to the organization's total performance.

In reacting to Hasenfeld's dilemmas, the investigator's review of the structural characteristics of further education councils describes councils generally as: a) having a fairly flat structure, b) being highly decentralized, c) exhibiting some specialization of function in separating programming from council administrative functions, and d) allowing the coordinator a wide span of control. Work unit size varied with the nature of the task.

In terms of the external environment, councils continually worked with turbulence. The adult clientele in the community had constantly changing learning needs; government agencies regularly introduced new programs and policies; new resources were made available to councils through a variety of sources and other parts of the post-secondary system became involved in structural, program and other changes. Community economic climate also challenged councils in attempts to meet the council's prescribed goal.

Councils also exhibited indeterminate service technologies. The processes used to reach goals were sometimes indefinite or vague and not limited in advance. A good deal of this indeterminacy was based on the "loose coupling" within the internal structure of the council. Formalized communication processes were limited, thus allowing the work processes to be managed informally according to the knowledge, skills and abilities of the council members involved.

Most councils did share some of the dilemmas identified by Hasenfeld (1983), particularly that of a turbulent environment. The other dilemmas are believed by the investigator to vary from one council to the other depending upon their structure.

Guidelines for Assessing Effectiveness

The second concern requiring review focused on some guidelines for assessing organizational effectiveness. The guidelines stated as questions which follow were established by Cameron and Whetten (1983:270-279) to provide an itinerary for mapping the construct of effectiveness and helping to make assessment studies comparable. There is a high degree of interrelationship among the questions, thus choices for one question will affect responses to other questions.

1. From whose perspective is effectiveness being judged?

    The constituency chosen to judge effectiveness should be that group whose perspective is most important at the time.

2. On what domain of activity is the judgment focussed?

    Judgment may focus on the imput, process or output domain.

3. What level of analysis is being used?

The level of analysis must be specified. It may be the individual, subunit, or organizational level, or industry or societal level.

4. What is the purpose for judging effectiveness?

The identified purpose generally affects the judgment itself. A change in the purpose of the evaluation will create different consequences for the evaluator and the unit being evaluated.

5. What time frame is being employed?

There is considerable difference in the measurement of short and long term effectiveness, so it is important to specify the time frame at the outset of the study.

6. What type of data are being used for the judgment of effectiveness?

Objective and subjective data may produce significantly different results, so it is important to specify which type of data will be used.

7. What is the referrent against which effectiveness is judged?

Referrents may be comparative, normative, goal centered, trait or improvement based. The choice of referrent has considerable impact on the design and outcome of the study.

A set of problems identifying topics similar to those raised by Cameron and Whetten (1983) above were noted by other researchers. Goodman, Pennings and Associates (1977:4-6) identified six problems which they feel must be addressed in any viable framework for measuring effectiveness. These problems are: 1) the nature of the organization, 2) a precise definition of organizational effectiveness including a precise set of dimensions, 3) specification of a domain of effectiveness, 4) identifying which constituency's perspective will be used, 5) defining the determinants of organizational effectiveness, and 6) defining the research strategy to be used.

The six problems identified by Goodman, Pennings and Associates (1977) address many of the same concerns as the questions put forward by Cameron and Whetten (1983). Responses to those problems and questions will guide council members in establishing the limits of their assessment of council effectiveness and the function to be served by the completed assessment.

Still further issues are addressed below in developing a conceptual framework for assessing council effectiveness.

Issues in Developing a Conceptual Framework

Steers (1975:551-555) identified eight additional problems in measuring organizational effectiveness which council members should take into consideration. Those problems of relevance to councils include: 1) construct validity, 2) criterion stability, 3) time perspective, 4) multiple criteria, 5) precision of measurement, and 6) level of analysis. Each of these problems requires careful consideration and response before proceeding with a study of council operational effectiveness.

Another perspective of issues faced in developing a conceptual framework was put forward by Seashore and Yuchtman (1967:379) in their study "Factorial Analysis of Organizational Performance." In developing a conceptual framework for defining and evaluating the performance of an organization, they emphasized the following: a) no single criterion (except the ultimate unmeasurable criterion) can reasonably be used alone to represent organizational performance, b) organizational performance fluctuates with time and that few variables, if any, can be expected to reveal much constancy over time, even though the network may have stable features, and c) organizational performance is complex ... and allows for both elements of universality and elements of uniqueness.

Within the conceptual framework proposed by Seashore and Yuchtman (1967:380) there are three levels. At the top of the hierarchy are the "Ultimate Criteria of Organizational Performance" which exist over a long span of time and optimize use of environmental resources and opportunities.

The "Penultimate Criteria" are the second level. They tend to be few in number, wholly caused by partially independent sets of lesser performance variables and they have trade off value relative to each other. At the third level are the subsidiary variables. These are large in number, they refer to subgoals, organizational status and processes and represent relatively short term performances, transitory states and processes of organizational life.

Having briefly reviewed the problems in measuring organizational effectiveness, guidelines for assessing effectiveness and a conceptual framework, the findings of the study at hand are utilized to present a framework for assessing the operational effectiveness of Alberta's further education councils.

AN ASSESSMENT FRAMEWORK

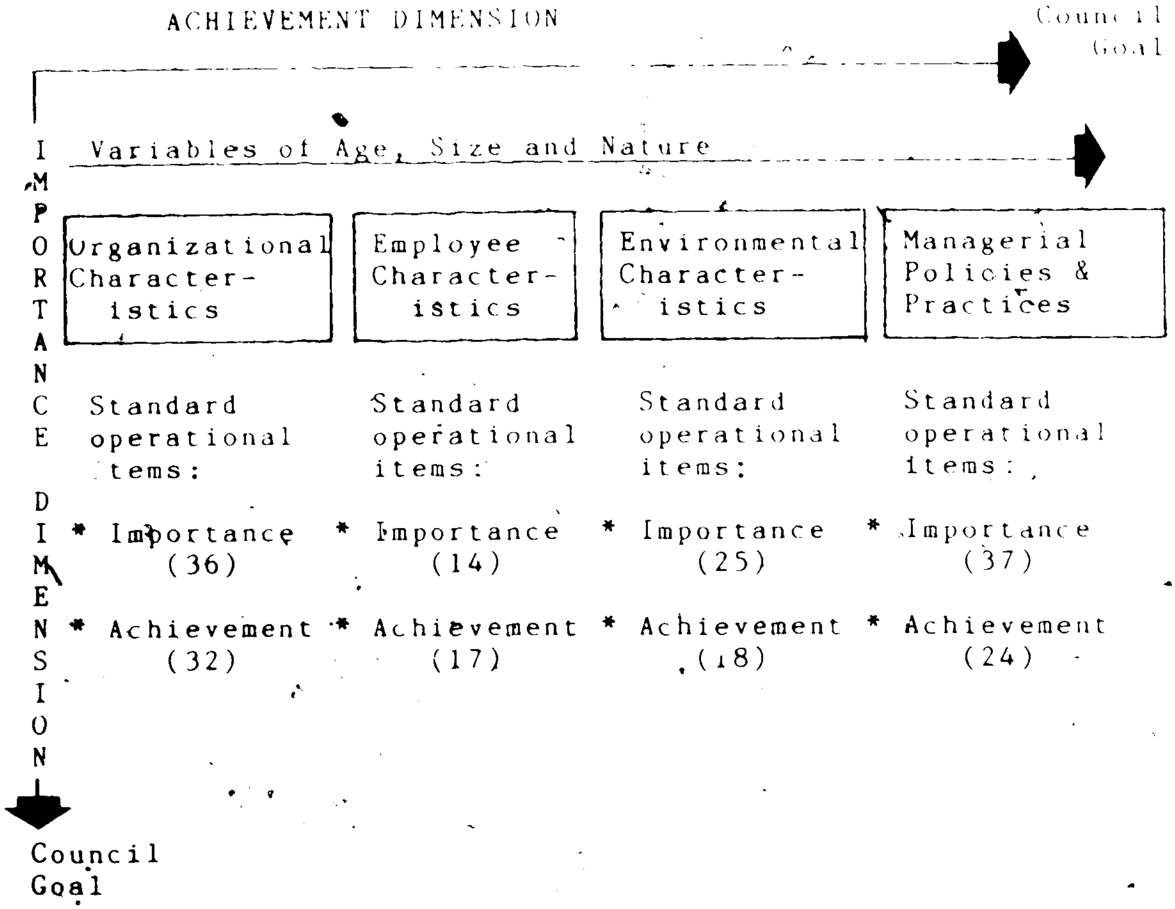
Based upon: a) Steers' (1977) four characteristic areas, b) the operational items identified by a majority of respondents as being very important and achieved to a high degree, and c) the variables of council age, size and nature, the framework in Figure 7.1 was developed. The framework addresses both the importance and achievement dimensions for assessing operational effectiveness. However, the framework limits the application of the age, size and nature variables to the achievement dimension.

This delimitation in application of the age, size and nature variables is based on the results of the analysis of variance using the t-test. The t-test showed no significant difference in the perceived relative importance of any operational items according to differences in the age, size or nature of councils. However, on the achievement scale, the degree of achievement of organizational characteristic items was significantly higher for older and larger rural councils. Also on the achievement scale, the degree of achievement of environmental characteristic items and organizational characteristic items were significantly higher for larger councils than for smaller councils.

Within each of the sections identifying organizational characteristics, employee characteristics, environmental characteristics and managerial policies and practices, council members are given the option of identifying operational items which are unique to their council in assessing operational effectiveness. In order to clarify the correct section location of unique operational items, council members are referred to Figure

Figure 7.1

A Framework for Assessing Perceived Operational Effectiveness in Further Education Councils


ACHIEVEMENT DIMENSION
Council Goal
Variables of Age, Size and Nature
IMPORTANCE DIMENSION
Organizational Characteristics
Employee Characteristics
Environmental Characteristics
Managerial Policies & Practices
Standard operational items:
* Importance (36)
* Achievement (32)
Standard operational items:
* Importance (14)
* Achievement (17)
Standard operational items:
* Importance (25)
* Achievement (18)
Standard operational items:
* Importance (37)
* Achievement (24)
Council Goal

Note: Standard operational items for each of the four characteristic areas as found by this study are reported in the following tables:

a) Organizational items in Tables 4.17 to 4.20
b) Employee items in Tables 4.21 to 4.24
c) Environmental items in Tables 4.25 to 4.28
d) Managerial Policies and Practices items in Tables 4.29 to 4.40

2.4 "Factors Contributing to Organizational Effectiveness" for a description of the content items in each characteristic area.

The framework identifies the council goal on both importance and achievement dimensions. This is the prescribed goal identified in Further Education Policy, Guidelines and Procedures, (Alberta Advanced Education, 1982:4) which states that:

> The ultimate goal of a local further education council is to mobilize all available resources to offer coordinated, comprehensive, meaningful courses of further education to adults in the community.

In utilizing the framework council members may choose to use either the relative importance or degree of achievement dimensions. The choice of dimension immensely influences the outcome of the assessment. For example, council members may wish to use both the relative importance dimension and the importance profile items identified by this study. The council assessment will provide members with data on the operational items perceived to be important to a given council. The outcome will provide a picture of "what should be" or a theoretical interpretation of the operational effectiveness of the council.

On the other hand, use of the achievement dimension and the achievement profile items identified by the study will result in an assessment of "what is". This type of the council at the time of the assessment relative to the referrent presented by the operational items utilized. The investigator believes that the items which were rated as achieved to a high degree by fifty percent or more of the respondents constitute a referrent against which councils might compare their own achievement. By assessing "what is" council members will have assessed the perceived actual relative strengths and weaknesses of the council.

SUMMARY

Within the framework provided, councils will not find that they are highly effective in all operational items at a given point in time. A variety of constraints will always exist to impede effectiveness. As described earlier by Steers, effectiveness is a process, not an end point.

Prior to utilizing the operational effectiveness framework, the questions raised in the guidelines and issues for assessing effectiveness must be discussed and considered responses must be provided. Only then will the framework provide a meaningful context for assessing operational effectiveness.

BIBLIOGRAPHY

Adizes, Ichak.
1979 "Organizational Passages: Diagnosing and Treating Life Cycle Problems of Organization." Organizational Dynamics 8:3-25.

Alberta Advanced Education
1982 Further Education Policy, Guidelines and Procedures. Edmonton, Alberta. Government of Alberta.

Aldrich, Howard E.
1979 Organizations and Environments. Englewood Cliffs, N.J.: Prentice Hall.

Anthony, Robert N. and Regina Herzlinger.
1975 Management Control In Nonprofit Organizations. Homewood, Illinois: Richard D. Irwin Inc.

Barnard, Chester I.
1938 The Functions of the Executive. Cambridge, Mass.: Harvard University Press.

Bennis, Warren G.
1966 "The Concept of Organizational Health." In W. G. Bennis (ed.) Changing Organizations. New York: McGraw Hill, 35-58.

Budde, James F.
1979 Measuring Performance in Human Service Systems: Planning, Organization and Control. New York: Amacom (A division of American Management Association).

Bertalanffy, L. von.
1956 "General Systems Theory". General Systems Yearbook I. 1-10.

Cameron, Kim.
1978 "Measuring Organizational Effectiveness in Institutions of Higher Education". Administrative Science Quarterly 23: 604-632.

Cameron, Kim S. and David A. Whetten.
1981 "Perceptions of Organizational Effectiveness over Organizational Life Cycles." Administrative Science Quarterly 26: 525-544.
1983 Organizational Effectiveness: A Comparison of Multiple Models. New York: Academic Press.

Campbell, Donald T. and D. W. Fiske.
1959 "Convergent and Discriminant Validation by the Multitrait--Multimethod Matrix". Psychological Bulletin. 56: 81-105.

Campbell, J.
1977 "On the Nature of Organizational Effectiveness." In New Perspectives on Organizational Effectiveness. P.S. Goodman, J.M. Pennings and Associates (eds.) San Francisco: Jossey-Bess, 13-55.

Child, John.
1975 "Managerial and Organizational Factors Associated with Company Performance -- Part I". Administrative Science Quarterly 11. 175-189.

Coombs, P.
1973 New Paths to Learning. New York: International Council for Educational Development. 11.

Denzin, Norman K.
1978 The Research Act. 2nd Ed. New York: McGraw-Hill.

Etzioni, Amita.
1964 Modern Organizations. Englewood Cliffs, N.J.: Prentice-Hall.

Falkenberg, Eugene.
1976 "Journey of a Thousand Miles". Toronto, Ontario. Learning Vol 1 (January).

Firth, Raymond.
1955 "Some Principles of Social Organization." J. Royal Anthropoligical Institute. 85: 1-18.

Georgopoulous, Basil S. and Floyd C. Mann.
1962 The Community General Hospital. New York: Macmillan and Co.

Goodman, Paul S., Johannes M. Pennings and Associates.
1977 New Perspectives on Organizational Effectiveness. San Francisco: Jossey Bass.

Gouldner, Alvin W.
1959 "Organizational Analysis" in Robert K. Merton, Leonard Broon and Leonard S. Cottrall, Jr., Sociology Today. New York: Basic Books, Inc.

Hall, Richard H.
1977 Organizations: Structure and Process. Englewood Cliffs, N.J.: Prentice-Hall, Inc.

Hall, Richard H.
1982 Organizations: Structure and Processes, 3rd Ed., Englewood Cliffs, N.J.: Prentice-Hall, Inc.

Harman, David.
1976 "Expanding Recurrent and Nonformal Education". New Directions for Higher Education, 14. San Francisco: Jossey Bass.

Hasenfeld, Yehezkel.
1983 Human Service Organizations. Englewood Cliffs, N.J.: Prentice-Hall, Inc.

Hasenfeld, Yehezkel and Richard A. English (Eds.).
1974 Human Service Organizations: A Book of Readings. Ann Arbor, The University of Michigan Press.

Heaton, Herbert.
1977 Productivity in service organizations:organizing for people New York: McGraw-Hill.

Hutton, Geoffrey.
1972 About Organization, 2nd Ed. London; Tavistock Publications in association with Bath University Press.

Heron, P.
1972 Growth Stages in the Development of College Structures. Unpublished thesis. University of Alberta, Edmonton.

Iverson, Gudmund R. and Helmut Norpath.
1976 Analysis of Variance. London: Sage Publications.

Jackson, John H. and Cyril P. Morgan.
1982 Organization Theory:A Macro Perspective for Management, 2nd Ed. Englewood Cliffs, N.J.: Prentice-Hall.

Kast, F.E. and J.E. Rosenzweig.
1974 Organization and Management: A Systems Approach, 2nd ed. New York: McGraw-Hill.

Katz, D. and Robert L. Kahn.
1966 Social Psychology of Organizations.
New York: John Wiley and Sons, Inc.

Kelly, Joe.
1980 Organizational Behavior: Its Data, First Principles and Applications, 3rd Ed. Homewood, Illinois: Richard D. Irwin.

Kim, Jae On. and Charles W. Mueller.
1978 "Introduction to Factor Analysis: What Is It and How To Do It". In the series: Quantitative Applications in the Social Sciences. Eric M. Uslener, (ed.). Beverly Hills: Sage Publications.

Kimberley John R. and Robert H. Miles.
1980 The Organizatinal Life Cycle.
San Francisco: Jossey Bass, 1980.

Kleis, R.J., C.L. Lang, J.R. Mietus and F. Tiapula.
1974 "Toward a Contextual Definition of Nonformal Education". In Nonformal Education Discussion Papers, No. 2. East Lansing: Michigan State University.

Konrad, Abram G. et al.
1982 "Professional Development of Further Education Coordinators in Alberta." A report prepared for Alberta Advanced Education by the Centre for the Study of Post-secondary Education, University of Alberta, Edmonton.

Litwak, E. and L.F. Hylton.
1962 "Interorganizational Analysis: A Hypothesis on Coordinating Agencies". Administrative Science Quarterly, March:395-420.

Lewin, Kurt.
1938 The conceptual representation and the measurement of psychological forces. Durham, N.C.: Duke University Press.

Mahoney, T.A. and W. Weitzel.
1969 "Managerial Models of Organizational Effectiveness." Administrative Science Quarterly, 14:357-365.

Meyer, Marshall W. and Associates.
1978 Environments and Organizations: Theoretical and Empirical Perspectives. San Francisco: Jassey-Bass.

Miles, Robert H. and Alan Randolph.
1979 The Organization Game. Santa Monica, Ca.: Goodyear.

Molnar, Joseph J. and David L. Rogers.
1976 "Organizational Effectiveness: An Empirical Comparison of the Goal and System Resource Approaches." The Sociological Quarterly, 17:401-413.

Mott, Paul E.
1972 The Characteristics of Effective Organizations. New York: Harper and Row.

McClelland, David C.
1974 "The Dynamics of Power and Affiliation Motivation: The Two Faces of Power". In Holb, David A., Irwin M. Rubin and James M. McIntyre (Eds.), Organizational Psychology: A Book of Readings, (2nd Ed.): 163-176.

Nadler, David A. and Michael L. Tushman.
1980 "A Congruence Made for Organizational Assessment." In Edward E. Lawler, III, David A. Nadler and Cortland and Cameron (Eds.), Organizational Assessment: Perspectives on the Measurement of Organizational Behavior and the Quality of Work Life. New York: John Wiley, 261-278.

Nie, N.H., C. Hadlai Hull, Jean G. Jenkins, Karin Steinbrenner and Dale H. Bent.
1975 S.P.S.S.: Statistical Program for the Social Sciences, (2nd Ed.). New York: McGraw-Hill.

Osborn, Richard N. and James G. Hunt.
1974 "Environment and Organizational Effectiveness." Administrative Science Quarterly, 19:231-246.

Parsons, T.
1968 "A Sociological Approach to Organizations." Administrative Science Quarterly.

Payne, R.L. and D. Pugh.
1976 Organizational Structure and Climate. In M.D. Dunnette (Ed.), Handbook of Industrial and Organizational Psychology. Chicago: Rand McNally and Company.

Perrow, Charles.
1970 "A Framework for the Comparative Analysis of Organizations". American Sociological Review, 32, No. 2:194-208.

Pfeffer, Jeffrey and Gerald R. Saloncik.
1978 The External Control of Organizations: A Resource Dependence Perspective. New York: Harper and Row.

Price, James L.
1968 Organizational Effectiveness: An Inventory of Propositions. Homework, Illinois: Richard D. Irwin, Inc.
1972 Handbook of Organizational Measurement. Lexington, Mass: D.C. Heath and Company.

Pondy, Louis R. and Ian I. Mitroff.
1978 "Beyond Open Systems Models of Organization." In Barry M. Stan (Ed.), Research in Organizational Behavior. Greenwich, Ct.: JAI Press.

Pugh, D.S. and D.J. Hickson.
1976 Organizational Structure in its Context. Westmead, Farnborough, Hants, England: Saxon House, D.C. Heath Ltd.

Pugh, D.S., D.J. Hickson, C.R. Hinings and C. Turner.
1969 "The Context of Organization Structures." Administrative Science Quarterly, 14:91-114.

Quinn, Robert E. and Kim S. Cameron.
1980 "Organizational life cycles and shifting criteria of Effectiveness: Some preliminary evidence." Paper presented at the American Psychological Association meeting, Montreal, Canada.

Ratsoy, Eugene W.
1983 "Assessing Effectiveness in Educational Organizations." The Canadian Administrator, 23 (March).

Schneider, B. An Interactionist Perspective on
1983 Organizational Effectiveness. In Cameron, Kim S. and David A. Whetten (Eds.). Organizational Effectiveness: A Comparison of Multiple Worlds. New York: Academic Press, 27-54.

Scott, Wm. G., Terrence R. Mitchell and Philip H. Birnbaum.
1981 Organizationa Theory -- A Structural and Behavioral Analysis. Homewood, Illinois: Richard D. Irwin, Inc.

Seashore, Stanley E. and E. Yuchtman.
1967 "Factorial Analysis of Organizational Performance." Administrative Science Quarterly, Vol. 12:377-395.

Selznick, Philip.
1949 T.V.A. and the Grass Roots. Berkley: University of California Press:29-37.

Seville, R.
1983 The Role of the Further Education Council Coordinator. Unpublished Master's Thesis, University of Alberta.

Shull, F. A., Jr., A.L. Delberg and L.L. Cummings.
1970 Organizational Decision Making. New York: McGraw-Hill.

Sonoda, F.
1983 Job Satisfaction for Further Education Council Coordinators. Unpublished Master's Thesis, University of Alberta.

Spray, S. Lee.
1976 "Organizational Effectiveness: The Problem of Relevance." In Organizational Effectiveness: Theory -- Research -- Utilization. Kent, Ohio: Kent State University Press. Preface and 165-173.

Starbuck, W.H.
1965 "Organizational Growth and Development." Handbook of Organizations. Edited by James G. March. Chicago: Rand McNally,451-533.

Starbuck, W.H. and P.C. Nystrom.
1981 "Designing and Understanding Organizations." In Handbook of Organizational Design, Vol. I. New York: Oxford University Press ix-xxii.

Statistics Canada.
1981 Census of Canada.
1985 One in Every Five: A Survey of Adult Education in Canada. Published jointly by Statistics Canada and Education Support Sector, Department of The Secretary of State.

Steers, Richard M.
1975 "Problems in the Measurement of Organizational Effectiveness." Administrative Science Quarterly, 20: 546-558.
1977 Organizational Effectiveness: A Behavioral View. Santa Monica, Ca.: Goodyear.

Stewart, James H.
1976 "Factors Accounting for Goal Effectiveness: A Longitudinal Study." In S. Lee Spray (Ed.),

Organizational Effectiveness: Theory -- Research -- Utilization. Kent, Ohio: Kent State University Press 109-121.

Van de Ven, Andrew and Dianne L. Ferry.
1980 Measuring and Assessing Organizations. New York: John Wiley and Sons.

Weber, Max.
1947 "The Theory of Social and Economic Organization." A.M. Henderson and Talcott Parsons, translators. New York: The Free Press, 145-146.

Weick, Karl E.
1979 "Re-Punctuating the Problem." In New Perspectives on Organizational Effectiveness. Goodman, Paul S. and Johannes M. Pennings (Eds.). San Francisco: Jassey Bass, 193-225.

Yuchtman, Ephraim and Stanley E. Seashore.
1967 "A System Resource Approach to Organizational Effectiveness." American Sociological Review, 32:891-903.

APPENDICES

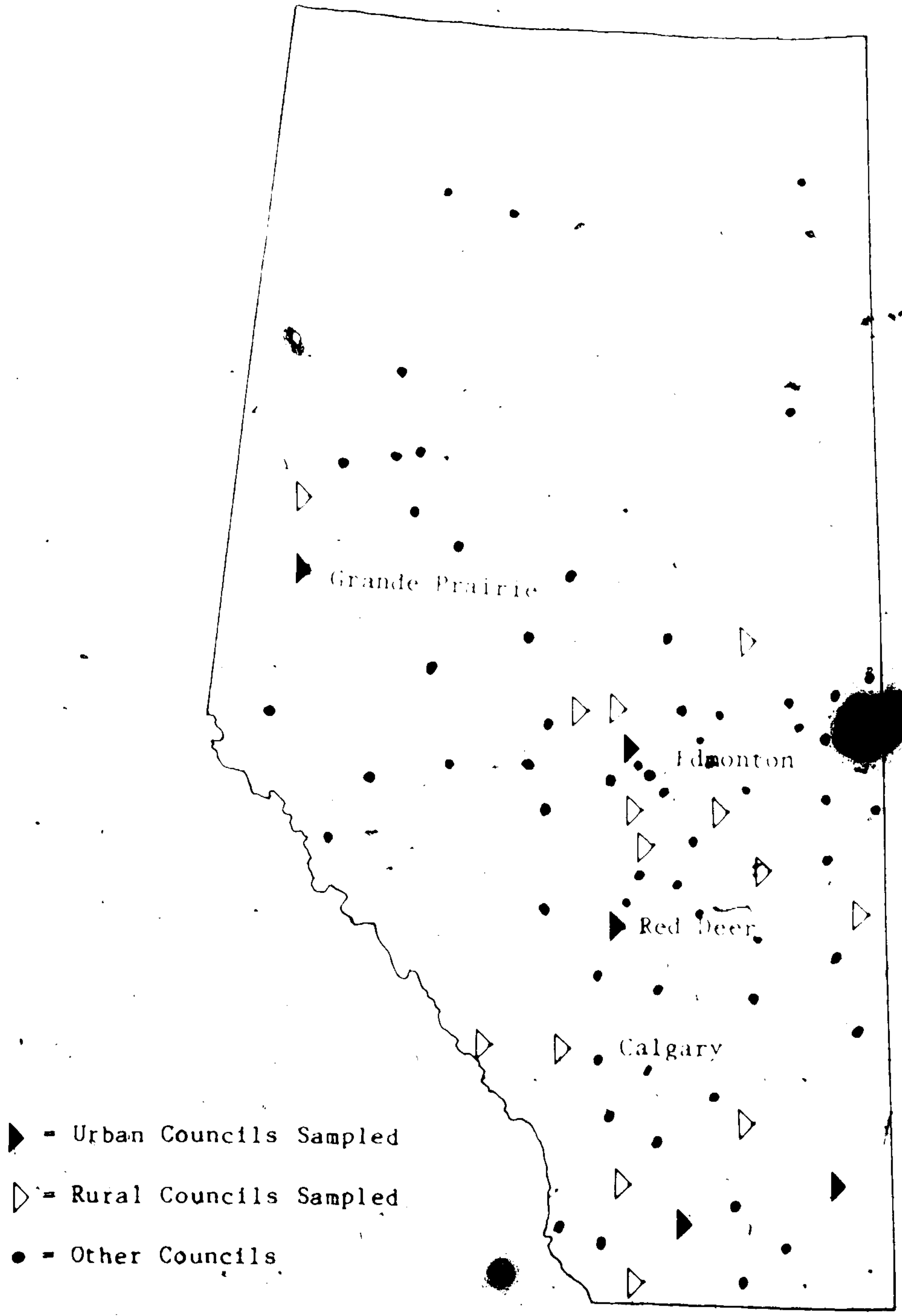
APPENDIX A

THE LOCATION OF URBAN AND RURAL COUNCILS PARTICIPATING IN THE STUDY RELATIVE TO ALL ALBERTA FURTHER EDUCATION COUNCILS

Appendix A

Figure A.1

The Location of Urban and Rural Councils Participating in the Study Relative to all Alberta Further Education Councils


Grande Prairie
Edmonton
Red Deer
Calgary
▶ = Urban Councils Sampled
▷ = Rural Councils Sampled
● = Other Councils

APPENDIX B

LIST OF INFORMANTS

APPENDIX B

LIST OF INFORMANTS

Name	Position	Urban/ Rural	Representation
Janette Anderson	Coordinator	Rural	Volunteer
Kelly Brown	Coordinator	Urban	Volunteer
Jay Buis	Coordinator	Urban	Volunteer
Karen Carlyle	Chairman	Rural	Public Agency
Jan Gehrke	Chairman	Rural	Volunteer
Wendy Geldreich	Coordinator	Rural	Volunteer
Michael Henry	Chairman	Rural	Public Agency
Dale Heyland	Chairman	Urban	Public College
Ray Jewison	Chairman	Urban	Technical Institute
Barbara Kallay	Coordinator	Rural	Volunteer
Pat Langridge	Coordinator	Rural	Volunteer
Shirley McClellan	Coordinator	Rural	Volunteer
Rick Pepper	Chairman	Rural	Public College
Bill Persley	Past Chairman	Rural	Public College
Joan Piening	Coordinator	Rural	Volunteer
Ann Prideaux	Chairman	Urban	University
Donna Ross	Chairman	Rural	Volunteer
John Teunion	Past Chairman	Urban	Technical Institute
Anne Wilson	Coordinator	Rural	Volunteer
Jim Woodward	Coordinator	Rural	Public Agency

APPENDIX C

INFORMANT CHARACTERISTICS

APPENDIX C

INFORMANT CHARACTERISTICS

The researcher chose twenty individuals to be informants for stage I of the three stage research process. These informants were presently active, or had been active, as chairman or coordinators of further education councils. Other characteristics which they possessed include:

1. A minimum of four years experience with a further education council.
2. They represent both male and female perspectives.
3. They represent both urban and rural perspectives.
4. As volunteers or representatives of public or private agencies, or organizations, and of post-secondary institutions, they bring those perspectives to the study.

The list of informants appears in Appendix B.

APPENDIX D

INFORMANT INTERVIEWS, PREAMBLE AND QUESTIONS

APPENDIX D

PREAMBLE TO INTERVIEW QUESTIONS

Preamble

The structure and functioning of further education councils is guided by the Further Education Policy, Guidelines and Procedures document. Within that document the policy statement reads as follows:

> The Department of Advanced Education will facilitate involvement in further education by adult Albertans, and encourage systematic interagency communication, cooperation and coordination in further education programming. (Further Education Policy, Guidelines and Procedures, 1982:1).

Following this policy statement is the goal statement provided to guide the councils in their functioning.

> The ultimate goal of a Further Education Council is to mobilize all available resources to offer coordinated, comprehensive, meaningful courses of further education to adults in the community. A Further Education Council is not intended to assume the operation of any of it's member agencies. A Further Education Council is intended to serve people within a region which may be defined by city, county or school board boundaries. (Further Education Policy, Guidelines and Procedures, 1982:4).

Given these guiding statements and your years of experience with a further education council, your assistance in answering the following questions is greatly appreciated. These questions comprise stage one of a three stage research project designed to identify and measure the variables which contribute to the effectiveness or success of further education councils.

The nine interview questions have been designed to allow you freedom to respond as you see fit. A copy of the questions will be provided should you desire them. The entire interview will be taped and later transcribed into printed notes. The notes from all twenty interviews will be analyzed to identify the variables contributing to council effectiveness or success.

Confidentiality and anonymity of response will be carefully observed. Your responses will be identified by a code number until they are transcribed and proof read. Should clarification be required at that time, you will be contacted by me. After that time, the responses will be clustered according to commonalities and any recognition of individual responses will be lost. The variables identified will be used to develop a questionnaire which will be distributed to other councils across the province.

Thank you so much for participating in this interview.

APPENDIX D, (continued)

INTERVIEW QUESTIONS FOR INFORMANTS

1. On a scale of one to five, how would you rate the effectiveness or success of your further education council? Please circle one of these

1	2	3	4	5
Totally Ineffective	Somewhat Effective	Moderately Effective	Very Effective	Exceptionally Effective

2. What constitutes effectiveness/success for further education councils?

a) A further education council is considered successful when it has: ______________________________

b) Which variables are common to all councils? ______________

3. From your observations and experiences, what does the council do on a regular basis that contributes to its effectiveness/success?

4. From what you know about other councils, can you identify additional variables which contribute to their effectiveness?

5. What variables do you feel will be critical to council effectiveness/success in the next three to five years? That is, what will constitute success in the near future?

6. Which of the following descriptions of council effectiveness/success best reflects your understanding of the concept as it applies to further education councils? Please check one:

_____ The degree to which the council achieves its goals.

_____ The ability of the council to develop an advantageous bargaining position within the community and to use that position to acquire the resources required by the council.

_____ Council effectiveness is based on both efficiency and the power to produce the desired results.

_____ (Write your own):

7. If you were free to make any changes you could in the council's operations, what changes would you make?

8. What changes have you observed in the goals and functions of the council over the period you have been involved with the council? Based on these observations, would you

identify stages or phases of growth in the development of the council?

9. What about using each of the following as variables for measuring success? Are these preferred indicators for measuring council effectiveness? Please answer "yes" or "no".

1. Productivity (volume of courses) . . . . . ________
2. Adaptability/flexibility of council . . . ________
3. Meeting goals . . . . ________
4. Interorganizational relations and communications . . . . ________
5. Way FEC is structured . . . . ________
6. Role Relationships among FEC members (titles) . . . . ________
7. Adaptation to environment (public served, politics, socio-economic trends, etc.) . ________
8. Managerial practices - policies . . . . . ________
9. Work flow/Technology . . . . ________
10. Employee characteristics . . . . ________
11. Capacity to deal with conflict on council ________
12. Information processing . . . . ________
13. Stable representation on council . . . . ________
14. Coordinator tenure/retention . . . . . . ________
15. Decision making (cent. or decent.) . . . ________
16. Established communication system (formal/informal) . . . . ________
17. Internal cooperation and coordination . . ________
18. Personal power of coordinator/chairman/ council members . . . . ________
19. Position authority of coordinator/ chairman/council members . . . . ________
20. Functioning without a coordinator . . . . ________
21. Council size (membership) . . . . ________
22. Council resource access (3M and facilitaties) . . . . ________
23. Degree of autonomy from FES . . . . ________
24. Methods used for allocating resources . . ________
25. ID for clientele needs . . . . ________
26. Council belief in the value of Adult Education? As measured by . . . ? . . . . ________
27. Age of council . . . . ________
28. Council survival . . . . ________

APPENDIX E

MODELS OF PERCEIVED STAGES OF GROWTH IN FURTHER EDUCATION COUNCILS

Appendix E

Models of Perceived Stages of Development of Further Education Councils

---

Dependence Model

Perceived Stages of Council Growth

Dependence on Further Education Services for decision making	➡ Development of a constitution and by-laws for council	➡ Independent council

Programming Model

Perceived Stages of Council Growth

a) Focus on delivery of "how to" courses such as hobby, recreation and crafts	➡ Delivery of some credit courses with council assistance	➡ Human resource and professional development courses are a priority
b) Courses provided according to public request	➡ More comprehensive programming based on needs identification	➡ Programming policies and guidelines developed
c) Council provides lots of courses	➡ Larger council delivers even more courses	➡ Quality of courses becomes important. Community project becomes a council goal

Group Process Model

Perceived Stages of Council Growth

a) Council members focus on their own agencies in developing courses	➡ Resource sharing and some joint programming is occurring	➡ Council takes a philosophical perspective of its development

. . . . continued next page

b) Uneasiness about council operations. Desire to maintain old status quo	→ Members working together on joint advertising and sharing resources	→ Group becomes large and philosophical	→ Cycle repeats itself each 1 1/2 to 2 years	

Technology Model

Perceived Stages of Council Growth

a) Council focus on producing and approving courses and documenting operation	→ Focus on policy development and decision making based on goal statements	→ Pro-active program focus on community development issues. Increased quality and sophistication of courses offered	
b) Establishment of coordination and sharing mechanisms among members	→ Get resources to council members	→ Focus on professional development for instructors and programmers	→ Focus on futures oriented courses
c) Council focuses on course approval	→ Course approval focus by one committee	→ Development of policies re: courses to be funded	→ More sophisticated courses offered

Council Establishment Model

Perceived Stages of Council Growth

a) Hire a council coordinator	→ Establish [redacted] atives	→ Program for identified needs	→ Focus on social issues and more sophisticated content in the courses
b) Large membership	→ Membership stabilization	→ Membership increases	→ Membership stabilization

APPENDIX F

PILOT QUESTIONNAIRE

DIRECTIONS FOR COMPLETING THE QUESTIONNAIRE

1. SECTION IA. (PINK) This section is general information to be completed by the coordinator on behalf of the council.
2. SECTION IB. (WHITE) This section is to be completed by all respondents.
3. SECTION II AND III. (GREEN) These two sections are to be completed by one-half of the council.
4. SECTIONS IV AND V. (YELLOW) These two sections are to be completed by the other half of the council.

NOTE When dividing the council into two groups to
* complete the questionnaire, try to ensure that
* there are an equal number of programmers and
* volunteers in each group. This will assist in
* providing response consistency to each half of
* the questionnaire.

DIRECTIONS FOR READING THE QUESTIONS

The stem question that is used to begin each sentence is stated at the top of each page. Begin reading with this stem then proceed to read the numbered question and response. If the question has several sub-sets, read the stem, then the numbered question and the sub-set and then respond by rating on the scale of one to five.

EXAMPLE: SECTION II QUESTION 2
HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS
OF YOUR FURTHER EDUCATION COUNCIL THAT:
2. The executive have good leadership skills
1 2 3 4 5

SECTION II QUESTION 8 sub-set b
HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS
OF YOUR FURTHER EDUCATION COUNCIL THAT:
8. Registration procedures for courses
b. are well organized
1 2 3 4 5

IN EACH CASE YOUR RESPONSE IS RATED ON A SCALE OF ONE (1) TO FIVE (5). ONE IS NOT IMPORTANT AND FIVE IS VERY IMPORTANT.

SECTION IB. RESPONDENT DATA

1. What organization, agency, post secondary institution (including a school board) or community do you represent on the council?

2. What is the title of the position which you hold in the agency, etc. noted above?

3. Do you currently hold an executive position on council?
   Yes ___ (1) No ___ (2)

   If YES, which position do you hold? ______

4. Your sex is: Male___ (1) Female___ (2)

5. Your age is best described as: (please circle the number on the right corresponding to the correct age bracket)
   - 18 - 25 years 1
   - 26 - 35 years 2
   - 36 - 45 years 3
   - 46 - 55 years 4
   - 56 - 65 years 5
   - 65 years and over 6

6. How long have you been a further education council member? ______ years

7. Which of the following best describes the highest level of schooling you have attained? (Please circle the appropriate number)
   - Some high school 1
   - High school diploma 2
   - Some college or university .. 3
   - College diploma 4
   - Undergraduate degree 5
   - Graduate degree 6

8. Research shows that some organizations go through stages of development which are often cyclical. Informant interviews identified a variety of stages of development for councils. Please read the following and circle the number which best represents the current stage of your council. (No one response is any better than the others)

   a) Programming (circle one only)
      - --focus on recreation and craft courses 1
      - --some credit courses 2
      - --focus on human development courses 3

b) Group development (circle one only)
- member agencies focus on their
  own development 1
-- some joint programming and resource
  sharing occurs among members 2
- resources are openly shared 3
- council has developed a strong
  philosophical stance 4 26

c) Goals (circle one only)
- council focuses on course approval 1
-- council focuses on policy development 2
goals focus on the quality of courses 3 27

d) Organizational Development (circle one only)
produce courses and document
program operation 1
goal statements exist to direct policy
development and decisions 2
-- proactive programming is initiated
on community issues 3 28

e) Decision Making (circle one only)
-- council is dependent on Further
Education Services 1
-- constitution and by-laws are
developed to guide decisions 2
-- council is autonomous, but maintains open
communication links with other significant
groups 3 29

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response keys: 1=not important 5=very important					DO NOT USE
SECTION II. ORGANIZATIONAL CHARACTERISTICS						
A. COUNCIL STRUCTURE						1 - 4
1. Council membership is representative of the agencies, organizations and institutions committed to offering adult education programming in the community.	1	2	3	4	5	6
2. The executive have good leadership skills.	1	2	3	4	5	7
3. Council has flexibility in deciding its own operational style.	1	2	3	4	5	8
4. The coordinator has an office location with regular hours to:						
a) increase public access to the council	1	2	3	4	5	9
[illegible]ncrease council profile	1	2	3	4	5	10
[illegible] the first contact for adult education activity in the community by outsiders	1	2	3	4	5	11
B. TECHNOLOGY						
5. The programming offered to the community by the council is reflective of current community issues and learning needs.	1	2	3	4	5	12
6. Council ensures that its course offerings are coordinated internally to prevent programming duplication and gaps.	1	2	3	4	5	13
7. Council members work with each other on at least one joint project each year to enhance council:	1	2	3	4	5	14
a) unity	1	2	3	4	5	15
b) credibility	1	2	3	4	5	16
c) visibility	1	2	3	4	5	17
8. Registration procedures for courses:						
a) are well advertised	1	2	3	4	5	18
b) are well organized	1	2	3	4	5	19
c) are completed annually	1	2	3	4	5	20
d) involve other community groups	1	2	3	4	5	21

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:

	Response key: 1=not important 5=very important					DO NOT USE
9. Council is a vehicle for achieving social change in the community.	1	2	3	4	5	22
10. Volunteer area representatives:						
a) are included as council members	1	2	3	4	5	23
b) receive recognition/reward for their work	1	2	3	4	5	24
c) are not burdened with excessive paper work-	1	2	3	4	5	25
d) understand the role of the council within the post secondary system	1	2	3	4	5	26
e) identify course needs	1	2	3	4	5	27
f) organize local courses	1	2	3	4	5	28
g) develop their own communication network	1	2	3	4	5	2[illegible]
h) are knowledgeable of the broad field of adult education	1	2	3	4	5	30
i) have a role description	1	2	3	4	5	31
11. Courses approved for further education grant support by the council are:						
a) timetabled to meet all adult scheduling needs	1	2	3	4	5	32
b) responsive to the pursuit of knowledge by the adult comunity	1	2	3	4	5	33
c) offered by member agencies, post-secondary institutions and organizations only	1	2	3	4	5	34
d) innovative in their method of delivery	1	2	3	4	5	35
e) monitored to keep the tuition fees marketable	1	2	3	4	5	36
f) offered by well qualified instructors	1	2	3	4	5	37
g) custom designed to meet the learning needs of particular target groups	1	2	3	4	5	38
h) offered in many locations for easy public access	1	2	3	4	5	39

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response key: 1=not important 5=very important					DO NOT USE
12. Council meetings:						
a) are orderly but flexible	1	2	3	4	5	40
b) include some social interaction by design	1	2	3	4	5	41
c) include information sharing as a regular agenda item	1	2	3	4	5	42
d) are followed up with a good set of minutes outlining action items and people responsible	1	2	3	4	5	43
e) are led by a chairman who provides good leadership	1	2	3	4	5	44
f) are held regularly	1	2	3	4	5	45
g) always include a financial report with opportunity for discussion	1	2	3	4	5	46
13. The joint advertising tabloid produced by the council:						
a) is published regularly	1	2	3	4	5	47
b) exposes the community to the diversity of courses available	1	2	3	4	5	48
c) identifies and credits the council as being responsible for offering adult courses to the community	1	2	3	4	5	49
d) goes to each household in the community	1	2	3	4	5	50
e) acts as a peer evaluation mechanism for council members	1	2	3	4	5	51
f) gives the council a positive identity in the community	1	2	3	4	5	52
14. Other council advertising occurs through:						
a) regular displays	1	2	3	4	5	53
b) live demonstrations at community special events	1	2	3	4	5	54
c) regular press releases in the community newspaper	1	2	3	4	5	55

C. DECENTRALIZATION

15. The council members are representative of all areas of the school division served.	1	2	3	4	5	56

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response key: 1=not important 5=very important					DO NOT USE
16. Council power is:						
a) held by the executive	1	2	3	4	5	57
b) held by the coordinator	1	2	3	4	5	58
c) dispersed throughout the membership	1	2	3	4	5	59

D. SPECIALIZATION

17. Programming members of council focus their expertise on program development and delivery.	1	2	3	4	5	60

E. FORMALIZATION

18. Council members follow precisely the clearly specified procedures established for each administrative task.	1	2	3	4	5	61

F. SPAN OF CONTROL

19. Communication and reporting lines are clearly established for council members.	1	2	3	4	5	62
20. All communication and reporting within the council is channelled through the coordinator for action.	1	2	3	4	5	63

G. ORGANIZATION SIZE

21. The size of the council allows for easy communication linkages among members.	1	2	3	4	5	64

==================================

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:

==================================

Response key:
1=not important
5=very important

DO NOT USE

SECTION III. EMPLOYEE CHARACTERISTICS

A. ORGANIZATIONAL ATTACHMENT

22. The council employs a coordinator to:						
a) provide leadership	1	2	3	4	5	65
b) provide administrative assistance	1	2	3	4	5	66
23. Coordinator credibility in the community is enhanced by:						
a) leaving all programming to the programming members of council	1	2	3	4	5	67
b) receives a direct flow of information from post-secondary institutions	1	2	3	4	5	68
c) the presence of Further Education Services staff at council meetings	1	2	3	4	5	69
d) the size of salary they receive	1	2	3	4	5	70
e) the coordinators understanding of further education as a community based effort to deliver educational oportunities to adults	1	2	3	4	5	71
24. People are attracted to the role of coordinator because:						
a) it is a part-time position	1	2	3	4	5	72
b) it has a high profile in the community	1	2	3	4	5	73
c) it requires innovative management skills	1	2	3	4	5	74
d) they believe in the goals of adult education	1	2	3	4	5	75
e) they work well with a diverse group of professionals and volunteers	1	2	3	4	5	76
f) the role has considerable managerial autonomy	1	2	3	4	5	77
g) the role meets the individual's achievement needs	1	2	3	4	5	78

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response key: 1=not important 5=very important					DO NOT USE
B. JOB PERFORMANCE						3 1-4
25. The role of the coordinator is to:						
a) provide resource information to council members	1	2	3	4	5	6
b) involve council members in special activities	1	2	3	4	5	7
c) be a member of every committee of council	1	2	3	4	5	8
d) seek out new hosting authorities for membership on council	1	2	3	4	5	9
e) be knowledgeable about the field of adult education	1	2	3	4	5	10
f) prepare a semi-annual activity report for the council and the designated hosting authority	1	2	3	4	5	11
g) understand the role and functioning of post-secondary institutions	1	2	3	4	5	12
h) develop a good working relationship with council	1	2	3	4	5	13
i) manage the day to day council affairs	1	2	3	4	5	14
26. The coordinator has skills in:						
a) public speaking	1	2	3	4	5	15
b) bookkeeping and accounting	1	2	3	4	5	16
c) using a computer	1	2	3	4	5	17
d) writing press releases and various reports	1	2	3	4	5	18
e) problem solving	1	2	3	4	5	19
f) delegating work	1	2	3	4	5	20
g) being a good listener	1	2	3	4	5	21
h) organizing people and projects	1	2	3	4	5	22
i) motivating others	1	2	3	4	5	23
j) performing a public relations function for council	1	2	3	4	5	24

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:

Response key:
1=not important
5=very important

DO NOT USE

SECTION IV. ENVIRONMENTAL CHARACTERISTICS.

A. EXTERNAL CHARACTERISTICS						3 1-4
27. The adult public being served is:						
a) aware of their need to pursue learning to enhance their lifestyle	1	2	3	4	5	25
b) aware that education is a process	1	2	3	4	5	26
c) representative of all segments of the adult population	1	2	3	4	5	27
d) accepting of tuition fees as an investment in their own development	1	2	3	4	5	28
e) comfortable in suggesting new course ideas to council	1	2	3	4	5	29
28. A variety of learning mechanisms are used in the community such as:						
a) computers	1	2	3	4	5	30
b) teleconference centers	1	2	3	4	5	31
c) libraries	1	2	3	4	5	32
d) educational television	1	2	3	4	5	33
29. The council has a good working relationship with:						
a) Further Education Services Branch	1	2	3	4	5	34
b) nearby post-secondary institutions	1	2	3	4	5	35
c) senior administrators of the designated hosting authority	1	2	3	4	5	36
d) other community groups	1	2	3	4	5	37
e) school teachers whose classrooms are being used for adult courses	1	2	3	4	5	38
f) school janitors	1	2	3	4	5	39
g) nearby further education councils	1	2	3	4	5	40
30. The economic base of the community is relatively stable.	1	2	3	4	5	41
31. The council is able to cross many boundaries in the comunity due to the diversity of its membership.	1	2	3	4	5	42
32. Council members know each other on a social basis.	1	2	3	4	5	43
33. Council members receive recognition for their contribution to the further education program.	1	2	3	4	5	44

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response key: 1=not important 5=very important					DO NOT USE
34. Council members accept their responsibilities in ensuring that the work of the council gets done.	1	2	3	4	5	45
35. Council member attendance at meetings is consistent.	1	2	3	4	5	46
36. The council receives consultive support from Further Education Services staff.	1	2	3	4	5	47

B. INTERNAL CHARACTERISTICS

37. Council goals change as the nature of the population being served changes.	1	2	3	4	5	48
38. Council develops according to the needs, aspirations and goals of its membership.	1	2	3	4	5	49
39. The council does not interfere with the operation of any of its member agencies.	1	2	3	4	5	50
40. The council members:						
a) use their networks to identify learning needs and wants	1	2	3	4	5	51
b) develop confidence in speaking to issues at meetings	1	2	3	4	5	52
c) have a strong sense of achievement in being able to meet adult learning needs as a council	1	2	3	4	5	53
41. Council goals change as council leadership changes.	1	2	3	4	5	54

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:

Response key:
1=not important
5=very important

DO NOT USE

SECTION V. MAMAGERIAL POLICIES AND PRACTICES

A. GOAL SETTING

42. The council has developed its own policy and guidelines manual.	1	2	3	4	5	55
43. Programming goals are established annually by the council.	1	2	3	4	5	56
44. Resource acquisition goals are established as needed.	1	2	3	4	5	57

B. RESOURCE ACQUISITION AND UTILIZATION

45. With regard to resources for council use, council has:						
a) office space for the coordinator	1	2	3	4	5	58
b) postage and paper provided by the designated hosting authority	1	2	3	4	5	59
c) free use of classroom space	1	2	3	4	5	60
d) secretarial assistance provided to the coordinator	1	2	3	4	5	61
e) administrative support grants from Further Education Services	1	2	3	4	5	62
f) opportunities for raising funds locally	1	2	3	4	5	63
g) a designated hosting authority to manage its funds	1	2	3	4	5	64
h) funds to support some council social activities each year	1	2	3	4	5	65
i) funds to purchase equipment for council use	1	2	3	4	5	66
j) program support grants from Further Education Services	1	2	3	4	5	67

C. CREATING A PERFORMANCE ENVIRONMENT

46. The council follows the philosophy and practices of community based education	1	2	3	4	5	68
47. The council keeps it "reason for being" in sight	1	2	3	4	5	69

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response key: 1=not important 5=very important					DO NOT USE
48. Council membership is committed to the values and principles of adult education	1	2	3	4	5	70
49. The coordinator's salary is proportional to the work required	1	2	3	4	5	71
50. The council does not see itself an an institution	1	2	3	4	5	72
51. The council make professional development opportunities:						
a) available to all council members	1	2	3	4	5	73
b) available to all local instructors	1	2	3	4	5	74
c) available to new members through an orientation	1	2	3	4	5	75
d) eligible for at least partial financial assistance from council	1	2	3	4	5	76
D. COMMUNICATION PROCESSES						4 1-4
51. Communication occurs :						
a) regularly between council members	1	2	3	4	5	6
b) in the form of evaluation feedback from course participants	1	2	3	4	5	7
c) regularly between council members and the coordinator	1	2	3	4	5	8
d) between the council and nearby post-secondary institutions	1	2	3	4	5	9
e) through feedback to Further Education Services on provincial policy changes	1	2	3	4	5	10
E. LEADERSHIP AND DECISION MAKING						
52. All members have an equal vote	1	2	3	4	5	11
53. The definitions and funding guidelines guidelines in the FURTHER EDUCATION POLICY, GUIDELINES AND PROCEDURES be made more specific	1	2	3	4	5	12
54. Council has considerable autonomy in making decisions	1	2	3	4	5	13

HOW IMPORTANT IS IT TO THE CURRENT EFFECTIVENESS OF YOUR FURTHER EDUCATION COUNCIL THAT:	Response key: 1=not important 5=very important					DO NOT USE
55. The setting of council goals is done by:						
a) the whole council	1	2	3	4	5	14
b) the executive	1	2	3	4	5	15
c) the coordinator	1	2	3	4	5	16
56. Program planning decisions are made by:						
a) the whole council	1	2	3	4	5	17
b) the executive	1	2	3	4	5	18
c) the coordinator	1	2	3	4	5	19
57. Grant allocaion decisions for courses are made by:						
a) the whole council	1	2	3	4	5	20
b) the executive	1	2	3	4	5	21
c) the coordinator	1	2	3	4	5	22
58. Approval for funding special projects is done by:						
a) the whole council	1	2	3	4	5	23
b) the executive	1	2	3	4	5	24
c) the coordinator	1	2	3	4	5	25
59. Policy development decisions are made by:						
a) the whole council	1	2	3	4	5	26
b) the executive	1	2	3	4	5	27
c) the coordinator	1	2	3	4	5	28

F. ORGANIZATIONAL ADAPTATION AND INNOVATION

60. An evaluation or assessment is carried out:						
a) an council program offerings	1	2	3	4	5	29
b) on adult learning needs	1	2	3	4	5	30
c) on course delivery needs	1	2	3	4	5	31
d) the role of the coordinator	1	2	3	4	5	32
e) the salary of the coordinator	1	2	3	4	5	33
f) on the effectiveness of the joint advertising	1	2	3	4	5	34
g) on council's goals	1	2	3	4	5	35
h) on the council's financial situation	1	2	3	4	5	36

THANK YOU VERY MUCH

FOR YOUR ASSISTANCE

THIS SPACE IS PROVIDED FOR ADDITIONAL COMMENTS YOU MAY WISH TO MAKE CONCERNING THE EFFECTIVENESS OF YOUR COUNCIL.

APPENDIX G

COVER LETTERS AND FINAL QUESTIONNAIRES FOR GROUP A AND GROUP B RESPONSES

ADVANCED EDUCATION

Devonian Building 11160 Jasper Avenue Edmonton Alberta Canada T5K 0L1

May 31, 1985

Dear Coordinator and Council Members:

Thank you so much for agreeing to complete this questionnaire on Further Education Council effectiveness at your June meeting. This research is one of several requirements necessary to complete my Ph.D. from The University of Alberta.

The outcome of this study will be useful to councils, the Further Education Service and the larger field of adult education in Canada. Those who are unfamiliar with Further Education Councils find it very hard to believe that such a diverse community based organization can be so effective in meeting local adult learning needs. The results of this study will provide an empirical base of evidence detailing the effectiveness variables.

Each council member is asked to complete the questionnaire and return it to the coordinator for mailing to June Morgan. A stamped, self-addressed envelope is included for this purpose. Directions for completing the questionnaire are attached to each copy.

The assistance of your council in completing this questionnaire is immensely appreciated by both myself and the Branch. I look forward to sharing the results with you in the form of an executive summary at next year's AACE spring conference.

Yours truly,

F. June Morgan

F. June Morgan
Assistant Director
Further Education Services

:moc
Encl.
cc: J. Fisher

University of Alberta
Edmonton

Canada T6G 2G5

The Canadian Administrator
Department of Educational Administration

104 Education Building North

May 29, 1985

Dear Coordinator or Council Member:

Ms. June Morgan is a Doctoral student in this department. Her dissertation research, associated with her studies, is seen as making a significant contribution to the knowledge base that relates to organizational theory and organizational effectiveness. The Department values Ms. Morgan's effort and, writing as her dissertation supervisor, I urge you to assist her by completing the questionnaire she has prepared.

We look forward to the completion and reporting of her study and wish to thank you for your cooperation.

Sincerely,

John E. Seger
Professor

JES/rp

DIRECTIONS FOR COMPLETING THE QUESTIONNAIRE

1. **SECTION IA. COUNCIL DESCRIPTORS.** This section is general information to be completed by the coordinator on behalf of the council, or in their absence, the chirman.

2. **SECTION IB. RESPONDENT DATA.** This section is to be completed by all council members.

3. **SECTIONS II AND III. QUESTIONNAIRE.** These two sections are to be completed by one-half of the council (GROUP A).

4. **SECTIONS IV AND V. QUESTIONNAIRE.** These two sections are to be completed by the other half of the council (GROUP B).

   ** NOTE ** When dividing the council into groups A and B
   * to complete the questionnaire, try to ensure
   * that there are an equal number of programmers
   * and volunteers in each group. This will assist
   * in providing response consistency to each half
   * of the questionnaire.

5. The coordinator is asked to complete the entire questionnaire as identified by the blue cover page marked "FOR COORDINATOR RESPONSE".

6. Completed questionnaires are to be placed in the postage paid envelope provided and returned to me at the address on the envelope.

My sincere thanks to you and your council for your assistance with the completion of this quesionnaire on further education council effectiveness.

F. June Morgan
May 30, 1985

DIRECTIONS FOR READING THE QUESTIONS

The responses of this Further Education Council effectiveness questionnaire are twofold. The first is to rate the relative importance of each of the statement items to your council. A three point rating scale is provided to rate the importance as:

1 - Not Important (Not N.B.)
2 - Important (N.B.)
3 - Very Important (Very N.B.)

This importance rating scale is found on the left side of the page.

Secondly, you are asked to rate the degree of achievement, that is, the degree to which your council has achieved the statement noted in the middle of the page. A five point rating scale for degree of achievement is provided on the right side of the page and is to be interpreted as:

1 = Low Degree of Achievement
5 = High Degree of Achievement

FOR EXAMPLE:

Relative Importance To Council	Statement Regarding Council	Degree of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1= Low Degree 5= High Degree	
1 2 [✓ 3]	1. Members like to attend council meetings.	1 2 3 [✓ 4] 5	

Obviously, it is very important to your council to have the members enjoy council meetings. The rating shows a 3 on relative importance.

Degree of Achievement is rated a 4. This rating indicates a fairly high degree of achieving member happiness on attending meetings.

Please complete the respondent data, then proceed to respond to the balance of the questionnaire.

FOR COORDINATOR RESPONSE

FURTHER EDUCATION COUNCIL EFFECTIVENESS QUESTIONNAIRE

DO NOT USE

SECTION 1A. COUNCIL DESCRIPTORS

THIS SECTION TO BE COMPLETED BY THE COORDINATOR ON BEHALF OF THE COUNCIL. IF THE COUNCIL DOES NOT HAVE A COORDINATOR, IT SHOULD BE COMPLETED BY THE CHAIRMAN. 1 / 1-4

1. How old is your further education council? ______ years (A1) 6,7

2. How many members does the council have? ______ members (This includes all agencies, organizations, post-secondary institutions and community representatives included in your membership list.) (A2) 8,9

3. How many coordinators has the council had since its inception, including yourself? ______ coordinators (A3) 10

4. How long has each coordinator held his/her position?
   First coordinator _____ yrs. (A4) 11
   Second coordinator _____ yrs. (A5) 12
   Third coordinator _____ yrs. (A6) 13
   Fourth coordinator _____ yrs. (A7) 14
   Fifth coordinator _____ yrs. (A8) 15

5. On average, how long do most people retain their membership on the council? __________ years. 16,17 (A

6. Is the designated hosting authority for your council a:

   a) college? .... 1) (please circle
   b) school board? ..... 2) correct
   c) society? .... 3) response)
   d) other? .... 4)
   please specify ________________________

   (A10) 18

7. As an employee of the council, who do you report to:

   a) the council executive? ... 1)
   b) the council, as a whole? . 2) (please circle
   c) the designated hosting) correct
   authority? .... 3) response)
   d) other? (please specify) . 4)

   ________________________ (A11) 19

8. When the term "volunteer" is used in your council does it refer to:

a) an agency, organization or institutional representative?	1
b) a community representative?	2
c) other? (please specify)	3

____

303

(AL) 20

FOR GROUP A RESPONSE

SECTION 1B. RESPONDENT DATA

DO NOT USE

1. What organization, agency, post-secondary institution (including a school board) or community do you represent on the council? (A13) 21

____

2. What is the title of the position which you hold in the agency, etc. noted above? (A14) 22

____

3. Do you currently hold an executive position on council? (A15) 23
   Yes_____(1)   No_____(2)

   If YES, which position do you hold?________________ (A16) 24

4. Your gender is: Male_____(1)   Female_____(2) (A17) 25

5. Your age is best described as: (please circle the number on the right corresponding to the correct age bracket) (A18) 26
   - 18 - 24 years 1
   - 25 - 29 years 2
   - 30 - 39 years 3
   - 40 - 49 years 4
   - 50 - 59 years 5
   - 60 years and over 6

6. How long have you personally been a Further Education council member? ______ years (A19) 27,28

7. Which of the following describes the highest level of schooling you have attained? (Please circle the appropriate number) (A20) 29
   - Some high school 1
   - High school diploma 2
   - Some college or university .. 3
   - College diploma 4
   - Bachelor's degree 5
   - Graduate degree 6

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	

SECTION II.

2
1-4

1 2 3 (B1)	1. Council membership is representative of the agencies, organizations and institutions committed to offering adult education programming in the community.	1 2 3 4 5 (B2)	6
1 2 3 (B3)	2. Executive members have good leadership skills.	1 2 3 4 5 (B4)	8
1 2 3 (B5)	3. Council has flexibility in deciding its own operational style.	1 2 3 4 5 (B6)	10
	4. The coordinator has an office with regular hours to:		
1 2 3 (B7)	a) increase public access to the council	1 2 3 4 5 (B8)	12
1 2 3 (B9)	b) increase council profile	1 2 3 4 5 (B10)	14
1 2 3 (B11)	c) be the contact for adult education activity in the community by outsiders.	1 2 3 4 5 (B12)	16
1 2 3 (B13)	5. The programming offered to the community by council members reflects current community issues and learning needs.	1 2 3 4 5 (B14)	18
1 2 3 (B15)	6. Course offerings are coordinated by council members.	1 2 3 4 5 (B16)	20
	7. Council members participate in at least one joint project each year to:		
1 2 3 (B17)	a) enhance council unity	1 2 3 4 5 (B18)	22
1 2 3 (B19)	b) enhance council credibility	1 2 3 4 5 (B20)	24
1 2 3 (B21)	c) enhance council visibility	1 2 3 4 5 (B22)	26

Relative Importance To Council 1= Not N.B. 2= N.B. 3= Very N.B.	Statement Regarding Council	Degree Of Achievement 1=Not Achieved 3=Moderate Degree 5=High Degree	DO NOT USE
	8. Course registration procedures:		
1 2 3 (B23)	a) are well advertised	1 2 3 4 5 (B24)	28
1 2 3 (B25)	b) are well organized	1 2 3 4 5 (B26)	30
1 2 3 (B27)	c) involve other community groups in a special registration night	1 2 3 4 5 (B28)	32
1 2 3 (B29)	9. Council is a vehicle for achieving social change in the community.	1 2 3 4 5 (B30)	34
	10. Volunteer area representatives:		
1 2 3 (B31)	a) are council members	1 2 3 4 5 (B32)	36
1 2 3 (B33)	b) are recognized for their work	1 2 3 4 5 (B34)	38
1 2 3 (B35)	c) are required to complete administrative tasks	1 2 3 4 5 (B36)	40
1 2 3 (B37)	d) understand council's role in the post-secondary system	1 2 3 4 5 (B38)	42
1 2 3 (B39)	e) identify course needs	1 2 3 4 5 (B40)	44
1 2 3 (B41)	f) organize courses locally	1 2 3 4 5 (B42)	46
1 2 3 (B43)	g) develop communication networks	1 2 3 4 5 (B44)	48
1 2 3 (B45)	h) require a knowledge of adult education	1 2 3 4 5 (B46)	50
1 2 3 (B47)	i) have a role description	1 2 3 4 5 (B48)	52
	11. Courses approved by the council for grant support are:		
1 2 3 (B49)	a) timetabled to meet adult lifestyle needs	1 2 3 4 5 (B50)	54
1 2 3 (B51)	b) offered by programming members only	1 2 3 4 5 (B52)	56
1 2 3 (B53)	c) innovative in delivery style	1 2 3 4 5 (B54)	58
1 2 3 (B55)	d) offered at reasonable tuition fees	1 2 3 4 5 (B56)	60
1 2 3 (B57)	e) offered by qualified instructors	1 2 3 4 5 (B58)	62
1 2 3 (B59)	f) custom designed to meet target group learning needs	1 2 3 4 5 (B60)	64
1 2 3 (B61)	g) offered in many locations for easy public access	1 2 3 4 5 (B62)	66

Relative Importance To Council		Statement Regarding Council	Degree Of Achievement		DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.			1=Not Achieved 3=Moderate Degree 5=High Degree		
		12. Council meetings:			
1 2 3	(B63)	a) are orderly but flexible	1 2 3 4 5	(B64)	68
1 2 3	(B65)	b) include social interaction by design	1 2 3 4 5	(B66)	70
1 2 3	(B67)	c) include information sharing as an agenda item	1 2 3 4 5	(B68)	72
1 2 3	(B69)	d) are followed by minutes outlining action items and people responsible	1 2 3 4 5	(B70)	74
1 2 3	(B71)	e) are led by a chairman with good leadership skills	1 2 3 4 5	(B72)	76
1 2 3	(B73)	f) are held regularly	1 2 3 4 5	(B74)	78
1 2 3	(B75)	g) always include a financial report on the agenda	1 2 3 4 5	(B76)	80

3
1-4

		13. The joint advertising produced by the council:			
1 2 3	(B77)	a) is published regularly	1 2 3 4 5	(B78)	6
1 2 3	(B79)	b) identifies the diversity of courses available	1 2 3 4 5	(B80)	8
1 2 3	(B81)	c) credits council membership for offering adult courses	1 2 3 4 5	(B82)	10
1 2 3	(B83)	d) is sent to each household	1 2 3 4 5	(B84)	12
1 2 3	(B85)	e) enhances council identity	1 2 3 4 5	(B86)	14
		14. Other council advertising occurs through:			
1 2 3	(B87)	a) a regular display location	1 2 3 4 5	(B88)	16
1 2 3	(B89)	b) demonstrations at special events	1 2 3 4 5	(B90)	18
1 2 3	(B91)	c) regular press releases	1 2 3 4 5	(B92)	20
1 2 3	(B93)	15. Council members represent the entire geographic area served by the council.	1 2 3 4 5	(B94)	22
		16. The balance of power in the council is:			
1 2 3	(B95)	a) held by the executive	1 2 3 4 5	(B96)	24
1 2 3	(B97)	b) held by the coordinator	1 2 3 4 5	(B98)	26
1 2 3	(B99)	c) dispersed throughout the membership	1 2 3 4 5	(B100)	28

Relative Importance To Council		Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.			1=Not Achieved 3=Moderate Degree 5=High Degree	
1 2 3	(B101)	17. Programming members of council focus on program development and delivery.	1 2 3 4 5 (B102)	30
1 2 3	(B103)	18. Council members follow the specified procedures established for each administrative task.	1 2 3 4 5 (B104)	32
1 2 3	(B105)	19. Council member communication and reporting is channelled through the coordinator.	1 2 3 4 5 (B106)	34
1 2 3	(B107)	20. Council size allows for easy communication linkages among members.	1 2 3 4 5 (B108)	36

THIS SPACE IS PROVIDED FOR ADDITIONAL COMMENTS ON VARIABLES CONTRIBUTING TO THE ACHIEVEMENT OF EFFECTIVENESS BY YOUR COUNCIL.

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	

SECTION III.

	21. The council employs a coordinator to:		
1 2 3 (C1)	a) provide leadership	1 2 3 4 5 (C2)	38
1 2 3 (C3)	b) provide administrative assistance	1 2 3 4 5 (C4)	40
1 2 3 (C5)	c) organize courses	1 2 3 4 5 (C6)	42
	22. Coordinator credibility is enhanced by:		
1 2 3 (C7)	a) leaving all programming to programming members of council	1 2 3 4 5 (C8)	44
1 2 3 (C9)	b) receiving a range of information from post-secondary institutions	1 2 3 4 5 (C10)	46
1 2 3 (C11)	c) the presence of Further Education Services staff at council meetings	1 2 3 4 5 (C12)	48
1 2 3 (C13)	d) his/her understanding of further education as a community based effort to deliver educational opportunities to adults.	1 2 3 4 5 (C14)	50
	23. The position of coordinator is attractive because:		
1 2 3 (C15)	a) it is part-time	1 2 3 4 5 (C16)	52
1 2 3 (C17)	b) it has a high profile	1 2 3 4 5 (C18)	54
1 2 3 (C19)	c) it requires innovative management skills	1 2 3 4 5 (C20)	56
1 2 3 (C21)	d) the individual works with a diverse group of professionals and volunteers	1 2 3 4 5 (C22)	58
1 2 3 (C23)	e) it has considerable autonomy	1 2 3 4 5 (C24)	60
	24. The role of the coordinator is to:		
1 2 3 (C25)	a) identify resources for council use	1 2 3 4 5 (C26)	62
1 2 3 (C27)	b) involve council members in special activities	1 2 3 4 5 (C28)	64
1 2 3 (C29)	c) sit on every council	1 2 3 4 5 (C30)	66

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	
	24. The role of the coordinator is to:		
1 2 3 (C31)	d) seek out new hosting authorities for membership on council	1 2 3 4 5 (C32)	68
1 2 3 (C33)	e) be knowledgeable about adult education	1 2 3 4 5 (C34)	70
1 2 3 (C35)	f) prepare a semi-annual activity report for the council	1 2 3 4 5 (C36)	72
1 2 3 (C37)	g) understand the role and functioning of post-secondary institutions	1 2 3 4 5 (C38)	74
1 2 3 (C39)	h) develop a good working relationship with council members	1 2 3 4 5 (C40)	76
1 2 3 (C41)	i) manage the day to day council affairs	1 2 3 4 5 (C42)	78

THIS SPACE IS PROVIDED FOR ADDITIONAL COMMENTS ON VARIABLES CONTRIBUTING TO THE ACHIEVEMENT OF EFFECTIVENESS BY YOUR COUNCIL.

THANK YOU VERY MUCH

FOR YOUR ASSISTANCE

FOR GROUP B RESPONSE

SECTION 1B. RESPONDENT DATA

DO NOT USE

1. What organization, agency, post-secondary institution (including a school board) or community do you represent on the council? (A13) 21

____

2. What is the title of the position which you hold in the agency, etc. noted above? (A14) 22

____

3. Do you currently hold an executive position on council? (A15) 23
   Yes_____(1) No_____(2)

   If YES, which position do you hold?____________________ (A16) 24

4. Your gender is: Male_____(1) Female_____(2) (A17) 25

5. Your age is best described as: (please circle the number on the right corresponding to the correct age bracket) (A18) 26
   18 - 24 years 1
   25 - 29 years 2
   30 - 39 years 3
   40 - 49 years 4
   50 - 59 years 5
   60 years and over 6

6. How long have you personally been a Further Education council member? ______ years (A19) 27,28

7. Which of the following describes the highest level of schooling you have attained? (Please circle the appropriate number) (A20) 29
   Some high school 1
   High school diploma 2
   Some college or university .. 3
   College diploma 4
   Bachelor's degree 5
   Graduate degree 6

Relative Importance To Council		Statement Regarding Council	Degree Of Achievement		DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.			1=Not Achieved 3=Moderate Degree 5=High Degree		
					4 1-4
SECTION IV.					
		25. The adult public in the community:			
1 2 3	(D1)	a) is aware that learning can enhance their lifestyle	1 2 3 4 5	(D2)	6
1 2 3	(D3)	b) is aware that education is a lifelong process	1 2 3 4 5	(D4)	8
1 2 3	(D5)	c) accept tuition fees as an investment in their self development	1 2 3 4 5	(D6)	10
1 2 3	(D7)	d) suggest new course ideas	1 2 3 4 5	(D8)	12
		26. Learning resources available for use in the community include:			
1 2 3	(D9)	a) computers	1 2 3 4 5	(D10)	14
1 2 3	(D11)	b) teleconference center(s)	1 2 3 4 5	(D12)	16
1 2 3	(D13)	c) libraries	1 2 3 4 5	(D14)	18
1 2 3	(D15)	d) educational television	1 2 3 4 5	(D16)	20
		27. Council maintains a good working relationship with;			
1 2 3	(D17)	a) Further Education Services	1 2 3 4 5	(D18)	22
1 2 3	(D19)	b) nearby post-secondary institutions	1 2 3 4 5	(D20)	24
1 2 3	(D21)	c) senior administrators of the designated hosting authority	1 2 3 4 5	(D22)	26
1 2 3	(D23)	d) other organizations in the community	1 2 3 4 5	(D24)	28
1 2 3	(D25)	e) school teachers whose classrooms are used for adult courses	1 2 3 4 5	(D26)	30
1 2 3	(D27)	f) school janitors	1 2 3 4 5	(D28)	32
1 2 3	(D29)	g) nearby further education councils	1 2 3 4 5	(D30)	34
1 2 3	(D31)	28. The economic base of the community is relatively stable.	1 2 3 4 5	(D32)	36

Relative Importance To Council		Statement Regarding Council	Degree Of Achievement		DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.			1=Not Achieved 3=Moderate Degree 5=High Degree		
1 2 3	(D33)	29. The council is able to cross many boundaries in the community due to the diversity of its membership.	1 2 3 4 5	(D34)	38
1 2 3	(D35)	30. Council members accept their responsibilities in ensuring that the work of the council gets done.	1 2 3 4 5	(D36)	40
1 2 3	(D37)	31. Council member attendance at meetings is consistent.	1 2 3 4 5	(D38)	42
1 2 3	(D39)	32. Council receives consultive support from Further Education Services staff.	1 2 3 4 5	(D40)	44
1 2 3	(D41)	33. Council goals and objectives change as the nature of the population changes.	1 2 3 4 5	(D42)	46
1 2 3	(D43)	34. Council develops according to the needs, aspirations and goals of its membership.	1 2 3 4 5	(D44)	48
1 2 3	(D45)	35. Council does not interfere with the operation of any of its member agencies.	1 2 3 4 5	(D46)	50
		36. Council members:			
1 2 3	(D47)	a) identify learning needs	1 2 3 4 5	(D48)	52
1 2 3	(D49)	b) develop confidence in speaking to issues at meetings.	1 2 3 4 5	(D50)	54
1 2 3	(D51)	c) have a strong sense of accomplishment in being able to meet adult learning needs as a council	1 2 3 4 5	(D52)	56
1 2 3	(D53)	37. Council priorities change when council leadership changes.	1 2 3 4 5	(D54)	58
1 2 3	(D55)	38. Council members know each other both professionally and socially.	1 2 3 4 5	(D56)	60

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	
1 2 3 (D57)	39. Council recognizes its members for their contribution to the further education program.(eg. recognition night)	1 2 3 4 5 (D58)	62

THIS SPACE IS PROVIDED FOR ADDITIONAL COMMENTS ON VARIABLES CONTRIBUTING TO THE ACHIEVEMENT OF EFFECTIVENESS BY YOUR COUNCIL.

____

____

____

____

____

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	

SECTION V.

1 2 3 (E1)	40. Council has developed a policy and procedures manual.	1 2 3 4 5 (E2)	64
1 2 3 (E3)	41. Programming goals are established annually by council.	1 2 3 4 5 (E4)	66
1 2 3 (E5)	42. Financial resource acquisition goals are established as needed.	1 2 3 4 5 (E6)	68

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	

											5 1-4
				43. Council resources include:							
1	2	3	(E7)	a) office space for the coordinator	1	2	3	4	5	(E8)	6
1	2	3	(E9)	b) postage and paper provided by the designated hosting authority	1	2	3	4	5	(E10)	8
1	2	3	(E11)	c) free use of classroom space	1	2	3	4	5	(E12)	10
1	2	3	(E13)	d) secretarial assistance for the coordinator	1	2	3	4	5	(E14)	12
1	2	3	(E15)	e) administrative support grants from Further Education Services	1	2	3	4	5	(E16)	14
1	2	3	(E17)	f) opportunities for raising funds locally	1	2	3	4	5	(E18)	16
1	2	3	(E19)	g) a designated hosting authority to manage its funds	1	2	3	4	5	(E20)	18
1	2	3	(E21)	h) funds to support some council social activities	1	2	3	4	5	(E22)	20
1	2	3	(E23)	i) funds to purchase equipment for council use	1	2	3	4	5	(E24)	22
1	2	3	(E25)	j) program support grants from Further Education Services	1	2	3	4	5	(E26)	24
1	2	3	(E27)	44. Council follows the philosophy and practices of community based education (ie. developing and using local resources).	1	2	3	4	5	(E28)	26
1	2	3	(E29)	45. Council keeps its "reason for being" in sight.	1	2	3	4	5	(E30)	28
1	2	3	(E31)	46. Council members are committed to the values and principles of adult education.	1	2	3	4	5	(E32)	30
1	2	3	(E33)	47. The coordinator's salary is proportional to the work required.	1	2	3	4	5	(E34)	32
1	2	3	(E35)	48. Council does not see itself as a post-secondary institution.	1	2	3	4	5	(E36)	34

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	
	49. Council makes professional development opportunities:		
1 2 3 (E37)	a) available to all council members	1 2 3 4 5 (E38)	36
1 2 3 (E39)	b) available to local instructors	1 2 3 4 5 (E40)	38
1 2 3 (F41)	c) eligible for at least partial financial assistance from council	1 2 3 4 5 (E42)	40
1 2 3 (43)	50. Council provides an orientation to new members.	1 2 3 4 5 (E44)	42
	51. Communication occurs:		
1 2 3 (E45)	a) regularly between council members	1 2 3 4 5 (E46)	44
1 2 3 (E47)	b) through course evaluations	1 2 3 4 5 (E48)	46
1 2 3 (E49)	c) regularly between council members and the coordinator	1 2 3 4 5 (E50)	48
1 2 3 (E51)	d) between the coordinator and post-secondary institutions	1 2 3 4 5 (E52)	50
1 2 3 (E53)	e) through feedback to Further Education Services on provincial policy changes.	1 2 3 4 5 (E54)	52
1 2 3 (E55)	52. All members have an equal vote.	1 2 3 4 5 (E56)	54
1 2 3 (E57)	53. Council has considerable autonomy in making decisions.	1 2 3 4 5 (E58)	56
	54. Council goals are set by:		
1 2 3 (E59)	a) the whole council	1 2 3 4 5 (E60)	58
1 2 3 (E61)	b) the executive	1 2 3 4 5 (E62)	60
1 2 3 (E63)	c) the coordinator	1 2 3 4 5 (E64)	62
	55. Program planning decisions are made by:		
1 2 3 (E65)	a) the whole council	1 2 3 4 5 (E66)	64
1 2 3 (E67)	b) the executive	1 2 3 4 5 (E68)	66
1 2 3 (E69)	c) the coordinator	1 2 3 4 5 (E70)	68

Relative Importance To Council	Statement Regarding Council	Degree Of Achievement	DO NOT USE
1= Not N.B. 2= N.B. 3= Very N.B.		1=Not Achieved 3=Moderate Degree 5=High Degree	
	56. Grant allocation decisions in the council are made by:		
1 2 3 (E71)	a) the whole council	1 2 3 4 5 (E72)	70
1 2 3 (E73)	b) the executive	1 2 3 4 5 (E74)	72
1 2 3 (E75)	c) the coordinator	1 2 3 4 5 (E76)	74
1 2 3 (E77)	d) a course approval committee	1 2 3 4 5 (E78)	76
			6 1-4
	57. Special project funding is approved by:		
1 2 3 (E79)	a) the whole council	1 2 3 4 5 (E80)	6
1 2 3 (E81)	b) the executive	1 2 3 4 5 (E82)	8
1 2 3 (E83)	c) the coordinator	1 2 3 4 5 (E84)	10
	58. Policy decisions are made by:		
1 2 3 (E85)	a) the whole council	1 2 3 4 5 (E86)	12
1 2 3 (E87)	b) the executive	1 2 3 4 5 (E88)	14
1 2 3 (E89)	c) the coordinator	1 2 3 4 5 (E90)	16
	59. Council evaluates annually:		
1 2 3 (E91)	a) council programming goals	1 2 3 4 5 (E92)	18
1 2 3 (E93)	b) adult learning needs	1 2 3 4 5 (E94)	20
1 2 3 (E95)	c) course delivery needs	1 2 3 4 5 (E96)	22
1 2 3 (E97)	d) the role of the coordinator	1 2 3 4 5 (E98)	24
1 2 3 (E99)	e) the salary of the coordinator	1 2 3 4 5 (E100)	26
1 2 3 (E101)	f) joint advertising effectiveness	1 2 3 4 5 (E102)	28
1 2 3 (E103)	g) council program offerings	1 2 3 4 5 (E104)	30
1 2 3 (E105)	h) its financial situation	1 2 3 4 5 (E106)	32

THANK YOU VERY MUCH

FOR YOUR ASSISTANCE

THE SPACE ON THE NEXT PAGE IS AVAILABLE FOR COMMENTS ON VARIABLES CONTRIBUTING TO THE ACHIEVEMENT OF EFFECTIVENESS BY YOUR COUNCIL.

APPENDIX H

FREQUENCY DISTRIBUTION OF IMPORTANCE AND ACHIEVEMENT RATINGS FOR QUESTIONNAIRE ITEMS IN SECTION II TO V OF THE QUESTIONNAIRE

APPENDIX H

Frequency Distribution of Importance and Achievement Ratings for Questionnaire Items in Sections II - V

	Relative Importance to Council							Degree of Achievement									
	Not N B		N B		Very N B			Not Achieved				Moderate Degree				High Degree	
	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%
SECTION II. Organizational Characteristics																	
B1	2	1.7	20	17.4	93	80.9	B2	0	0.0	5	4.4	29	25.7	49	43.4	30	26.5
B3	0	0.0	21	18.1	95	81.9	B4	1	0.9	5	4.3	27	23.1	53	45.3	31	26.5
B5	3	2.6	30	26.1	82	71.3	B6	0	0.0	2	1.8	28	24.8	45	39.8	38	33.6
B7	5	4.4	30	26.3	79	69.3	B8	7	6.2	8	7.1	22	19.5	43	38.1	33	29.2
B9	7	6.3	27	24.3	77	69.4	B10	7	6.3	7	6.3	32	28.6	43	38.4	23	20.5
B11	7	6.2	29	25.7	77	68.1	B12	5	4.4	9	8.0	28	24.8	40	35.4	31	27.4
B13	0	0.0	15	13.2	99	86.8	B14	1	0.9	5	4.3	29	25.0	48	41.4	33	28.4
B15	9	7.8	37	32.2	69	60.0	B16	5	4.4	8	7.0	35	30.7	28	24.6	38	33.3
B17	15	13.5	48	43.2	48	43.2	B18	14	12.8	14	12.8	38	34.9	26	23.9	17	15.6
B19	13	11.9	51	46.8	45	41.3	B20	14	13.0	12	11.1	36	33.3	33	30.6	13	12.0
B21	8	7.3	42	38.2	60	54.5	B22	15	13.8	10	9.2	40	36.7	33	30.3	11	10.1
B23	0	0.0	13	11.1	104	88.9	B24	2	1.7	4	3.5	17	14.8	48	41.7	44	38.3
B25	0	0.0	16	13.9	99	86.1	B26	0	0.0	9	8.0	22	19.6	38	33.9	43	38.4
B27	38	33.6	43	38.1	32	28.3	B28	44	39.6	24	21.6	23	20.7	13	11.7	7	6.3
B29	32	27.4	52	44.4	33	28.2	B30	18	15.4	30	25.6	47	40.2	17	14.5	5	4.3
B31	5	4.6	28	25.9	75	69.4	B32	3	2.8	3	2.8	22	20.4	33	30.6	47	43.5
B33	7	6.5	29	26.9	72	66.7	B34	7	6.6	10	9.4	29	27.4	35	33.0	25	23.6
B35	26	24.3	55	51.4	26	24.3	B36	9	8.7	15	14.4	44	42.3	25	24.0	11	10.6
B37	6	5.6	55	51.4	46	43.0	B38	7	6.5	16	15.0	51	47.7	23	21.5	10	9.3
B39	2	1.8	19	17.4	88	80.7	B40	2	1.8	9	8.3	29	26.6	47	43.1	22	20.2
B41	3	2.8	17	15.7	88	81.5	B42	3	2.8	5	4.6	19	17.6	37	34.3	44	40.7
B43	6	5.7	37	34.9	63	59.4	B44	3	2.9	12	11.5	42	40.4	35	33.7	12	11.5
B45	14	12.8	43	39.4	52	47.7	B46	5	4.6	11	10.2	42	38.9	38	35.2	12	11.1
B47	15	14.2	47	44.3	44	41.5	B48	14	13.3	12	11.4	41	39.0	26	24.8	12	11.4
B49	0	0.0	20	17.9	92	82.1	B50	1	0.9	4	3.6	20	18.2	47	42.7	38	34.5
B51	31	28.7	51	47.2	26	24.1	B52	13	12.4	8	7.6	38	36.2	21	20.0	25	23.8

continued

Appendix H (continued)

	Relative Importance to Council							Degree of Achievement									
	Not N B		N B		Very N B			Not Achieved				Moderate Degree				High Degree	
	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%
B53	6	5.5	63	57.3	41	37.3	B54	2	1.8	12	10.8	54	48.6	32	28.8	11	9.9
B55	0	0.0	15	13.0	100	87.0	B56	1	0.9	1	0.9	14	12.3	35	30.7	63	55.3
B57	0	0.0	9	7.8	106	92.2	B58	2	1.7	1	0.9	16	13.9	59	51.3	37	32.2
B59	1	0.9	38	33.6	74	65.5	B60	0	0.0	9	8.0	39	34.8	47	42.0	17	15.2
B61	3	2.6	32	28.1	79	69.3	B62	1	0.9	5	4.3	24	20.9	45	39.1	40	34.8
B63	0	0.0	21	18.1	95	81.9	B64	0	0.0	5	4.3	17	14.7	43	37.1	51	44.0
B65	9	7.8	51	44.0	56	48.3	B66	2	1.7	9	7.8	34	29.3	41	35.3	30	25.9
B67	2	1.7	26	22.6	87	75.7	B68	0	0.0	11	9.5	20	17.2	31	26.7	54	46.6
B69	1	0.9	24	20.7	91	78.4	B70	4	3.4	2	1.7	14	12.1	37	31.9	59	50.9
B71	0	0.0	16	13.8	100	86.2	B72	1	0.9	5	4.3	22	19.0	28	24.1	60	51.7
B73	2	1.7	26	22.6	87	75.7	B74	0	0.0	3	2.6	16	13.9	21	18.3	75	65.2
B75	6	5.3	34	29.8	74	64.9	B76	4	3.5	8	7.0	34	29.6	14	12.2	55	47.8
B77	3	2.6	29	25.0	84	72.4	B78	6	5.2	4	3.5	17	14.8	30	26.1	58	50.4
B79	1	0.9	27	23.3	88	75.9	B80	4	3.5	5	4.3	20	17.4	27	23.5	59	51.3
B81	5	4.6	44	40.4	60	55.0	B82	4	3.7	11	10.2	29	26.9	31	28.7	33	30.6
B83	2	1.8	21	18.4	91	79.8	B84	7	6.1	5	4.4	18	15.8	28	24.6	56	49.1
B85	5	1.6	28	25.7	76	69.7	B86	4	3.6	9	8.2	34	30.9	31	28.2	32	29.1
B87	28	24.6	52	45.6	34	29.8	B88	48	42.5	19	16.8	30	26.5	11	9.7	5	4.4
B89	14	12.4	66	58.4	33	29.2	B90	27	23.7	32	28.1	39	34.2	12	10.5	4	3.5
B91	8	7.0	56	49.1	50	43.9	B92	25	22.1	23	20.4	40	35.4	14	12.4	11	9.7
B93	2	1.7	22	18.8	93	79.5	B94	6	5.1	7	6.0	18	15.4	29	24.8	57	48.7
B95	27	27.3	43	43.4	29	29.3	B96	10	10.5	11	11.6	32	33.7	31	32.6	11	11.6
B97	33	34.7	46	48.4	16	16.8	B98	13	13.8	15	16.0	30	31.9	23	24.5	13	13.8
B99	7	6.6	37	34.9	62	58.5	B100	3	2.8	9	8.5	31	29.2	36	34.0	27	25.5
B101	3	2.7	36	32.4	72	64.9	B102	3	2.7	10	9.1	35	31.8	41	37.3	21	19.1
B103	5	4.5	54	48.6	52	46.8	B104	3	2.7	7	6.3	43	38.7	38	34.2	20	18.0
B105	9	7.8	32	27.8	74	64.3	B106	2	1.7	9	7.8	28	24.3	42	36.5	34	29.6
B107	4	3.5	38	33.0	73	63.5	B108	3	2.6	13	11.2	34	29.3	37	31.9	29	25.0

continued

Appendix H (continued)

	Relative Importance to Council							Degree of Achievement									
	Not N B		N B		very N B			Not Achieved				Moderate Degree				High Degree	
	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%
SECTION III Employee Characteristics																	
C1	7	6 5	21	19 4	80	74 1	C2	5	4 8	4	3 8	15	14 3	33	31 4	48	45 7
C3	3	2 7	8	7 3	99	90 0	C4	3	2 8	0	0 0	5	4 6	35	32 1	66	60 6
C5	38	35 2	33	30 6	37	34 3	C6	24	22 9	12	11 4	22	21 0	23	21 9	24	22 9
C7	26	25 0	40	38 5	38	36 5	C8	9	9 0	8	8 0	27	27 0	31	31 0	25	25 0
C9	8	7 8	40	38 8	55	53 4	C10	4	4 0	4	4 0	31	31 0	35	35 0	26	26 0
C11	20	19 4	45	43 7	38	36 9	C12	10	9 8	18	17 6	35	34 3	23	22 5	16	15 7
C13	1	1 0	11	10 6	92	88 5	C14	1	1 0	1	1 0	17	16 7	38	37 3	45	44 1
C15	26	26 0	35	35 0	39	39 0	C16	4	4 2	4	4 2	33	34 4	22	22 9	33	34 4
C17	35	35 0	39	39 0	26	26 0	C18	9	9 6	11	11 7	41	43 6	18	19 1	15	16 0
C19	6	5 9	33	32 7	62	61 4	C20	1	1 0	5	5 2	27	28 1	32	33 3	31	32 3
C21	2	2 0	24	24 2	73	73 7	C22	0	0 0	0	0 0	19	19 6	32	33 0	46	47 4
C23	14	14 0	29	29 0	57	57 0	C24	2	2 1	6	6 2	21	21 6	29	29 9	39	40 2
C25	2	1 9	17	16 2	86	81 9	C26	2	1 9	4	3 9	16	15 5	46	44 7	35	34 0
C27	13	12 7	36	35 3	53	52 0	C28	4	3 9	8	7 8	35	34 3	34	33 3	21	20 6
C29	18	18 2	29	29 3	52	52 5	C30	9	9 2	8	8 2	19	19 4	30	30 6	32	32 7
C31	16	15 2	51	48 6	38	36 2	C32	5	4 9	16	15 7	28	27 5	32	31 4	21	20 6
C33	1	0 9	4	3 7	102	95 3	C34	0	0 0	2	1 9	12	11 2	34	31 8	59	55 1
C35	8	7 6	33	31 4	64	61 0	C36	4	3 8	12	11 4	22	21 0	25	23 8	42	40 0
C37	6	5 6	38	35 5	63	58 9	C38	1	0 9	5	4 7	24	22 6	45	42 5	31	29 2
C39	1	0 9	5	4 6	102	94 4	C40	0	0 0	4	3 7	12	11 2	19	17 8	72	67 3
C41	3	2 8	9	8 5	94	88 7	C42	2	1 9	0	0 0	14	13 3	24	22 9	65	61 9

continued

Appendix H (continued)

	Relative Importance to Council							Degree of Achievement									
	Not N B		N B		Very N B			Not Achieved				Moderate Degree				High Degree	
	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%
SECTION IV. Environmental Characteristics																	
D1	2	2.2	28	30.8	61	67.0	D2	0	0.0	9	10.0	54	60.0	23	25.6	4	4.4
D3	2	2.2	23	25.6	65	72.2	D4	0	0.0	14	15.9	45	51.1	20	22.7	9	10.2
D5	4	4.5	40	44.9	45	50.6	D6	4	4.7	14	16.3	34	39.5	28	32.6	6	7.0
D7	2	2.2	24	26.7	64	71.1	D8	4	4.4	20	22.2	39	43.3	21	23.3	6	6.7
D9	6	6.7	33	36.7	51	56.7	D10	10	11.2	12	13.5	33	37.1	20	22.5	14	15.7
D11	22	25.0	29	33.0	37	42.0	D12	35	42.7	14	17.1	14	17.1	8	9.8	11	13.4
D13	2	2.2	22	24.7	65	73.0	D14	7	8.0	9	10.2	19	21.6	32	36.4	21	23.9
D15	14	15.7	34	38.2	41	46.1	D16	30	34.9	9	10.5	28	32.6	12	14.0	7	8.1
D17	0	0.0	7	7.7	84	92.3	D18	1	1.1	1	1.1	9	10.1	33	37.1	45	50.6
D19	4	4.4	15	16.5	72	79.1	D20	5	5.6	11	12.2	15	16.7	37	41.1	22	24.4
D21	1	1.1	17	19.1	71	79.8	D22	1	1.2	3	3.5	12	14.0	36	41.9	34	39.5
D23	2	2.2	15	16.7	73	81.1	D24	0	0.0	8	9.0	22	24.7	29	32.6	30	33.7
D25	7	7.8	27	30.0	56	62.2	D26	6	7.1	7	8.2	26	30.6	28	32.9	18	21.2
D27	9	9.9	27	29.7	55	60.4	D28	8	9.4	6	7.1	21	24.7	27	31.8	23	27.1
D29	4	4.5	25	28.1	60	67.4	D30	4	4.6	10	11.5	30	34.5	21	24.1	22	25.3
D31	3	3.3	35	38.5	53	58.2	D32	1	1.1	8	8.9	51	56.7	25	27.8	5	5.6
D33	1	1.1	21	23.1	69	75.8	D34	0	0.0	6	6.6	27	29.7	36	39.6	22	24.2
D35	0	0.0	14	15.4	77	84.6	D36	1	1.1	5	5.5	26	28.6	31	34.1	28	30.8
D37	1	1.1	17	18.7	73	80.2	D38	2	2.2	16	17.6	25	27.5	35	38.5	13	14.3
D39	0	0.0	16	17.6	75	82.4	D40	1	1.1	1	1.1	26	29.5	31	35.2	29	33.0
D41	3	3.3	16	17.6	72	79.1	D42	4	4.4	4	4.4	24	26.7	37	41.1	21	23.3
D43	2	2.2	16	17.8	72	80.0	D44	1	1.1	4	4.4	24	26.4	43	47.3	19	20.9
D45	2	2.3	20	22.7	66	75.0	D46	2	2.2	4	4.5	10	11.2	40	44.9	33	37.1
D47	0	0.0	19	20.9	72	79.1	D48	0	0.0	4	4.4	34	37.4	37	40.7	16	17.6
D49	1	1.1	28	31.8	59	67.0	D50	0	0.0	5	5.6	39	43.8	35	39.3	10	11.2
D51	2	2.2	23	25.3	66	72.5	D52	1	1.1	7	7.7	30	33.0	33	36.3	20	22.0
D53	16	18.2	47	53.4	25	28.4	D54	7	8.1	10	11.6	41	47.7	21	24.4	7	8.1
D55	19	21.1	47	52.2	24	26.7	D56	4	4.4	18	20.0	37	41.1	22	24.4	9	10.0
D57	9	10.5	19	22.1	58	67.4	D58	8	9.3	6	7.0	21	24.4	27	31.4	24	27.9

continued

Appendix H (continued)

	Relative Importance to Council							Degree of Achievement									
	Not N B		N B		Very N B			Not Achieved				Moderate Degree				High Degree	
	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%
SECTION V Managerial Policies and Practices																	
E1	0	0.0	12	14.5	71	85.5	E2	2	2.4	4	4.8	16	19.3	21	25.3	40	48.2
E3	1	1.2	24	28.2	60	70.6	E4	0	0.0	15	17.4	21	24.4	24	27.9	26	30.2
E5	1	1.2	25	29.4	59	69.4	E6	3	3.5	9	10.5	29	33.7	25	29.1	20	23.3
E7	1	1.2	20	23.8	63	75.0	E8	7	8.4	2	2.4	19	22.9	18	21.7	37	44.6
E9	11	13.8	22	27.5	47	58.8	E10	16	20.3	6	7.6	18	22.8	15	19.0	24	30.4
E11	5	6.2	14	17.3	62	76.5	E12	13	16.7	5	6.4	9	11.5	20	25.6	31	39.7
E13	15	19.0	24	30.4	40	50.6	E14	29	37.2	5	6.4	16	20.5	12	15.4	16	20.5
E15	2	2.4	7	8.4	74	89.2	E16	3	3.7	1	1.2	16	19.8	31	38.3	30	37.0
E17	24	30.0	38	47.5	18	22.5	E18	32	40.5	12	15.2	20	25.3	13	16.5	2	2.5
E19	22	29.3	19	25.3	34	45.3	E20	16	22.5	7	9.9	12	16.9	13	18.3	23	32.4
E21	20	25.0	34	42.5	26	32.5	E22	14	17.9	14	17.9	28	35.9	15	19.2	7	9.0
E23	4	4.9	43	53.1	34	42.0	E24	3	3.7	12	14.8	44	54.3	16	19.8	6	7.4
E25	2	2.6	11	14.3	64	83.1	E26	2	2.6	2	2.6	18	23.1	23	29.5	33	42.3
E27	0	0.0	11	12.1	80	87.9	E28	0	0.0	3	3.3	12	13.3	34	37.8	41	45.6
E29	0	0.0	13	14.4	77	85.6	E30	0	0.0	6	6.6	14	15.4	30	33.0	41	45.1
E31	0	0.0	9	10.0	81	90.0	E32	0	0.0	0	0.0	18	20.0	31	34.4	41	45.6
E33	5	6.2	14	17.3	62	76.5	E34	7	8.9	11	13.9	25	31.6	30	38.0	6	7.6
E35	12	14.3	23	27.4	49	58.3	E36	12	14.5	5	6.0	15	18.1	21	25.3	30	36.1
E37	4	4.7	27	31.8	54	63.5	E38	5	5.8	13	15.1	36	41.9	18	20.9	14	16.3
E39	5	6.0	35	41.7	44	52.4	E40	14	16.9	13	15.7	33	39.8	12	14.5	11	13.3
E41	6	7.1	34	40.5	44	52.4	E42	11	13.3	14	16.9	31	37.3	16	19.3	11	13.3
E43	7	8.2	30	35.3	48	56.5	E44	12	14.3	17	20.2	28	33.3	19	22.6	8	9.5
E45	1	1.2	26	30.2	59	68.6	E46	2	2.4	11	12.9	33	38.8	21	24.7	18	21.2
E47	4	4.7	33	38.8	48	56.5	E48	2	2.4	24	28.9	30	36.1	18	21.7	9	10.8
E49	0	0.0	16	19.0	68	81.0	E50	0	0.0	10	12.0	16	19.3	29	34.9	28	33.7
E51	7	8.3	30	35.7	47	56.0	E52	4	4.9	17	20.7	22	26.8	24	29.3	15	18.3
E53	1	1.2	25	30.5	56	68.3	E54	1	1.3	6	7.5	31	38.8	29	36.3	13	16.3
E55	0	0.0	10	11.2	79	88.8	E56	0	0.0	1	1.1	9	10.2	13	14.8	65	73.9
E57	0	0.0	13	14.8	75	85.2	E58	0	0.0	1	1.1	13	14.9	29	33.3	44	50.6

continued

Appendix H (continued)

	Relative Importance to Council							Degree of Achievement									
	Not N B		N B		Very N B			Not Achieved				Moderate Degree				High Degree	
	f	%	f	%	f	%		f	%	f	%	f	%	f	%	f	%
E59	0	0.0	10	11.9	74	88.1	E60	1	1.2	2	2.4	10	12.0	33	39.8	37	44.6
E61	14	21.9	28	43.8	22	34.4	E62	6	9.2	12	18.5	22	33.8	18	27.7	7	10.8
E63	22	33.8	24	36.9	19	29.2	E64	13	19.7	12	18.2	18	27.3	14	21.2	9	13.6
E65	1	1.3	13	16.3	66	82.5	E66	2	2.5	3	3.8	18	22.5	25	31.3	32	40.0
E67	15	21.7	29	42.0	25	36.2	E68	11	15.7	6	8.6	26	37.1	20	28.6	7	10.0
E69	22	33.8	25	38.5	18	27.7	E70	15	22.7	12	18.2	15	22.7	18	27.3	6	9.1
E71	2	2.8	11	15.5	58	81.7	E72	3	4.2	7	9.9	15	21.1	22	31.0	24	33.8
E73	19	30.2	26	41.3	18	28.6	E74	11	18.0	8	13.1	18	29.5	12	19.7	12	19.7
E75	24	39.3	19	31.1	18	29.5	E76	15	23.8	7	11.1	14	22.2	16	25.4	11	17.5
E77	27	45.8	16	27.1	16	27.1	E78	25	41.7	7	11.7	12	20.0	7	11.7	9	15.0
E79	3	4.0	12	16.0	60	80.0	E80	1	1.4	7	9.5	7	9.5	22	29.7	37	50.0
E81	21	33.3	20	31.7	22	34.9	E82	12	19.7	8	13.1	17	27.9	13	21.3	11	18.0
E83	26	43.3	20	33.3	14	23.3	E84	21	34.4	6	9.8	13	21.3	14	23.0	7	11.5
E85	3	3.7	7	8.5	72	87.8	E86	1	1.3	4	5.0	12	15.0	21	26.3	42	52.5
E87	21	35.0	22	36.7	17	28.3	E88	12	19.7	6	9.8	14	23.0	20	32.8	9	14.8
E89	28	46.7	18	30.0	14	23.3	E90	20	32.8	6	9.8	13	21.3	14	23.0	8	13.1
E91	3	3.6	20	24.1	60	72.3	E92	2	2.4	10	12.2	29	35.4	17	20.7	24	29.3
E93	2	2.5	21	26.3	57	71.3	E94	1	1.2	13	16.0	29	35.8	24	29.6	14	17.3
E95	4	5.1	24	30.4	51	64.6	E96	2	2.5	9	11.4	33	41.8	19	24.1	16	20.3
E97	7	9.1	29	37.7	41	53.2	E98	7	9.1	8	10.4	29	37.7	17	22.1	16	20.8
E99	17	21.8	24	30.8	37	47.4	E100	16	21.3	8	10.7	21	28.0	14	18.7	16	21.3
E101	4	4.9	26	31.7	52	63.4	E102	4	4.9	6	7.4	24	29.6	21	25.9	26	32.1
E103	4	5.0	19	23.8	57	71.3	E104	2	2.5	8	10.1	28	35.4	19	24.1	22	27.8
E105	1	1.2	13	16.0	67	82.7	E106	1	1.2	2	2.5	15	18.5	32	39.5	31	38.3

APPENDIX I

DETAILED REPRESENTATION OF THE NATURE OF THE MEMBERSHIP FOR THE SAMPLED RURAL AND URBAN COUNCILS

(SHOWN AS APPENDIX IA (RURAL) AND IB (URBAN) GROUPINGS)

APPENDIX IA

ORGANIZATIONS, AGENCIES, POST-SECONDARY INSTITUTIONS OR COMMITTEES REPRESENTED BY RURAL RESPONDENTS

Coding for Responses:

0 - Coordinator	5 - University
1 - Organization	6 - Technical Institute
2 - Public Agency	7 - Alberta Vocational Centre
3 - Private Agency	8 - School Board
4 - Public College	9 - Community Representative

Number of Respondents in Each Category

Council	N/A	0	1	2	3	4	5	6	7	8	9
Barrhead	-	-	-	2	-	-	-	-			4
Beaver	-	1	1	2	-	1	-	-	-	1	7
Bow Corridor	-	1	1	2	3	-	-		-	1	-
Brooks	-	1	2	3	1	1	-	-	-	-	2
Cardston	-	1*	1	2	-	-	-	-	-	3	5
Central Peace	-	1	4	1	-	-	-	-	-	-	5
Eastpark	-	1	1	3	1	-	-	-	-	-	2
Flagstaff	-	1	-	-	-	-	-	-	-	1	5
Lac La Biche	1	1	-	1	-	-	-	-	-	-	1
Leduc	1	1	2	5	1	-	-	-	-	1	-
Rockyview	3	1	-	-	-	-	-	-	-	-	17
Westlock	-	1	3	4	2	-	-	-	-	1	-
Wetaskiwin	-	1	4	6	-	-	-	-	-	1	5
Willow Creek	1	1*	-	-	-	-	-	-	-	3	7
TOTALS	6	13	19	31	8	2	0	0	0	12	60

* indicates that the coordinators are also School Board employees.

N/A indicates "not available".

APPENDIX IB

ORGANIZATIONS, AGENCIES, POST-SECONDARY INSTITUTIONS OR COMMITTEES REPRESENTED BY URBAN RESPONDENTS

Coding for Responses:

0 - Coordinator
1 - Organization
2 - Public Agency
3 - Private Agency
4 - Public College
5 - University
6 - Technical Institute
7 - Alberta Vocational Centre
8 - School Board
9 - Community Representative

	Number of Respondents in Each Category										
Council	N/A	0	1	2	3	4	5	6	7	8	9
Grande Prairie Council for Life-long Learning	-	1	-	2	2	1	-	-	-	3	-
Lethbridge Life-long Learning Association	1	1	3	3	-	-	-	-	-	1	-
Medicine Hat	1	-	1	3	1	1	-	-	-	-	-
Red Deer	-	1*	2	-	1		-	-	-	-	-
St. Albert	-	1	5	1	-	-	-	-	-	4	-
TOTALS	2	4	11	9	3	3	0	0	0	8	0

* indicates a coordinator who is also a school board employee

N/A indicates "not available"

APPENDIX J

VARIMAX ROTATION OF TWO FACTOR ANALYSIS RESULTS FOR GROUP A RESPONSE ITEMS B AND C IN SECTIONS II AND III OF THE QUESTIONNAIRE

APPENDIX J

Varimax Rotation of Two Factor Analysis for Response Items B and C in Sections II and III of the Questionnaire

	Relative Importance to Council			Degree of Achievement	
	Factor 1	Factor 2		Factor 1	Factor 2
B1	062	146	B2	439	- 124
B3	166	181	B4	438	232
B5	308	222	B6	276	358
B7	447	287	B8	- 080	594
B9	372	297	B10	019	621
B11	436	182	B12	036	725
B13	146	141	B14	376	393
B15	199	039	B16	199	452
B17	349	420	B18	145	631
B19	375	352	B20	197	661
B21	278	434	B22	145	577
B23	- 072	394	B24	440	280
B25	- 080	357	B26	415	442
B27	156	193	B28	108	354
B29	429	236	B30	075	519
B31	080	422	B32	296	402
B33	009	370	B34	242	541
B35	152	506	B36	079	350
B37	057	510	B38	349	365
B39	- 171	412	B40	269	437
B41	016	460	B42	283	792
B43	142	488	B44	238	483
B45	108	542	B46	258	502
B47	- 021	532	B48	124	384
B49	230	375	B50	431	340
B51	210	341	B52	359	163
B53	215	506	B54	451	224
B55	057	269	B56	114	177
B57	- 067	262	B58	404	043
B59	228	131	B60	447	341

continued

Appendix J (continued)

	Relative Importance to Council			Degree of Achievement	
	Factor 1	Factor 2		Factor 1	Factor 2
B61	062	277	B62	376	- 232
B63	191	554	B64	618	298
B65	228	333	B66	233	416
B67	304	440	B68	309	323
B69	- 067	456	B70	638	167
B71	303	341	B72	425	235
B73	176	456	B74	471	142
B75	225	239	B76	103	223
B77	- 097	437	B78	539	- 245
B79	- 075	443	B80	-622	123
B81	167	526	B82	559	282
B83	002	180	B84	452	- 178
B85	214	552	B86	361	[illegible]
B87	616	120	B88	- 192	573
B89	628	231	B90	232	551
B91	534	159	B92	- 116	567
B93	342	332	B94	422	314
B95	249	- 011	B96	- 295	[illegible]
B97	377	- 071	B98	- 186	348
B99	214	386	B100	522	166
B101	307	371	B102	547	108
B103	263	469	B104	459	189
B105	556	102	B106	422	322
B107	422	269	B108	497	238
C1	488	- 098	C2	228	548
C3	301	- 107	C4	[illegible]	336
C5	415	- 012	C6	- [illegible]	433
C7	071	151	C8	[illegible]	- 136
C9	517	- 034	C10	421	234
C11	392	019	C12	276	- 126
C13	320	031	C14	[illegible]	[illegible]
C15	414	154	C16	[illegible]	235

continued

Appendix J (continued)

	Relative Importance to Council			Degree of Achievement	
	Factor 1	Factor 2		Factor 1	Factor 2
C17	494	133	C18	340	284
C19	558	196	C20	513	279
C21	467	315	C22	661	105
C23	374	157	C24	518	059
C25	498	- 057	C26	270	096
C27	439	086	C28	281	318
C29	367	130	C30	303	155
C31	551	052	C32	212	207
C33	323	- 022	C34	588	299
C35	453	144	C36	163	465
C37	503	- 001	C38	349	437
C39	175	341	C40	564	286
C41	155	132	C42	395	302

APPENDIX K

VARIMAX ROTATION OF TWO FACTOR ANALYSIS RESULTS FOR GROUP B RESPONSE ITEMS D AND E IN SECTIONS IV AND V OF THE QUESTIONNAIRE

APPENDIX K

Varimax Rotation of Two Factor Analysis for Response Items C and E
in Sections IV and V of the Questionnaire

	Relative Importance to Council			Degree of Achievement	
	Factor 1	Factor 2		Factor 1	Factor 2
D1	507	- 123	D2	375	090
D3	445	- 110	D4	295	261
D5	479	114	D6	442	189
D7	607	057	D8	286	302
D9	309	207	D10	356	304
D11	221	285	D12	314	152
D13	345	234	D14	292	244
D15	362	228	D16	262	195
D17	323	232	D18	653	159
D19	394	148	D20	423	059
D21	260	200	D22	608	- 089
D23	378	166	D24	635	198
D25	407	394	D26	458	256
D27	479	185	D28	415	286
D29	276	373	D30	556	252
D31	399	296	D32	397	396
D33	370	313	D34	500	006
D35	306	326	D36	638	109
D37	299	491	D38	572	070
D39	268	484	D40	426	074
D41	344	234	D42	537	123
D43	202	353	D44	587	015
D45	296	- 001	D46	289	- 215
D47	516	210	D48	610	131
D49	301	261	D50	418	294
D51	416	336	D52	596	122
D53	328	335	D54	296	232
D55	305	252	D56	421	175
D57	276	357	D58	237	074

continued

Appendix K (continued)

	Relative Importance to Council			Degree of Achievement	
	Factor 1	Factor 2		Factor 1	Factor 2
E1	452	084	E2	511	020
E3	452	234	E4	505	215
E5	392	307	E6	496	173
E7	444	273	E8	208	231
E9	172	331	E10	106	108
E11	- 000	297	E12	- 052	247
E13	303	342	E14	088	344
E15	252	335	E16	416	148
E17	229	294	E18	223	275
E19	- 248	320	E20	013	183
E21	013	399	E22	240	422
E23	179	437	E24	346	151
E25	313	177	E26	364	083
E27	421	136	E28	610	021
E29	665	165	E30	735	034
E31	596	008	E32	677	110
E33	463	106	E34	357	228
E35	307	- 102	E36	224	218
E37	451	291	E38	515	175
E39	425	385	E40	351	311
E41	362	313	E42	508	065
E43	515	203	E44	381	143
E45	464	299	E46	582	220
E47	571	192	E48	- 182	253
E49	436	306	E50	662	132
E51	590	248	E52	551	112
E53	443	021	E54	54[illegible]	[illegible]
E55	340	053	E56	[illegible]	133
E57	359	064	E58	185	183
E59	313	010	E60	111	215
E61	095	693	E62	[illegible]	665
E63	- 010	116	E64	788	775

continued

Appendix K (continued)

	Relative Importance to Council			Degree of Achievement	
	Factor 1	Factor 2		Factor 1	Factor 2
E65	047	019	E66	555	-240
E67	033	642	E68	039	512
E69	-119	755	E70	-091	786
E71	195	-259	E72	465	219
E73	023	717	E74	094	619
E75	-121	819	E76	-055	786
E77	106	387	E78	-036	415
E79	530	-101	E80	427	-316
E81	143	571	E82	116	580
E83	-032	773	E84	-042	748
E85	312	-137	E86	495	-218
E87	179	645	E88	098	119
E89	081	772	E90	-001	799
E91	734	078	E92	619	125
E93	775	-044	E94	504	208
E95	624	254	E96	473	017
E97	541	185	E98	432	121
E99	535	129	E100	414	147
E101	600	142	E102	527	103
E103	587	363	E104	669	102
E105	574	042	E106	427	295

VITA

NAME: FLORENCE JUNE MORGAN

PLACE OF BIRTH: Calgary, Alberta, Canada

YEAR OF BIRTH: 1949

POST-SECONDARY EDUCATION:
Ed. M.,
Harvard University, 1976.

B. Sc. (H.Ec.),
University of Alberta, 1971.

HONOURS AND AWARDS:
Calgary Rotary Club Scholarship, 1976.

In-Service Training Grant, Civil Service Association of Alberta, 1975.

RELATED WORK EXPERIENCE:
Assistant Director,
Further Education Services Branch,
Alberta Advanced Education,
1981 to present.

Consultant,
Further Education Services Branch, Alberta
Advanced Education and Manpower, 1977 to 1981.

Supervisor of Leadership
Development,
Training and Organization
Development Branch,
Alberta Culture,
Youth and Recreation,
1974 to 1977.

District Youth Representative,
Alberta Culture,
Youth and Recreation,
1971 to 1974.

PUBLICATIONS: "Further Education Must Change to Grow ... But Don't Forget Its Past." Journal of the Alberta Association for Continuing Education. Volume 11, No. 1. May 1983:4-7.