

IDENTIFICATION OF CRITICAL EVALUATION CRITERIA IN
CONTINUING EDUCATIONAL INSTITUTIONAL
SETTINGS: AN EXPLORATORY STUDY

By

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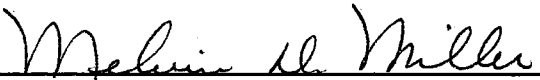
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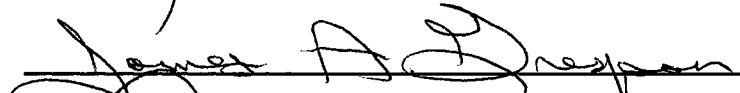
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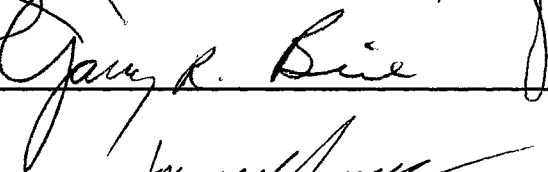
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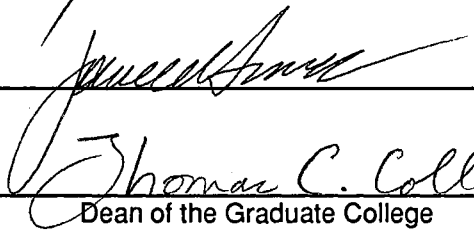
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CHAPTER I

INTRODUCTION

Continuing education is a dynamic and changing field which has experienced significant growth over the past several years. This study addresses continuing education and how the field is coping with the increasing demand for quality assurance from its clients. The study is significant in that it will provide empirical evidence as to criteria chosen for evaluation of continuing education departments. Currently, many educational institutions are being requested to justify funds invested in their departments. Recognized within this matter is the fact that there are no nationally accepted standards or guidelines for continuing higher education departments. Support could be provided for the professional development area if departments can prove they meet a required set of standards or are accredited. Background information is presented on continuing education and the increasing pressure placed on it to develop program quality assurance by business, industry and government as well as universities.

Background Information

Prior to World War II, the term continuing education referred primarily to noncredit courses and programs of a personal interest nature. Following World War II, continuing education began to expand its offerings. In the early 1960's, the general education needs of society pressed continuing education into the area of social service organization and professional updating (Andrews, 1980, p. 9). Continuing education has been defined as "the philosophy and the process under which an institution, organization, agency, or individual provides organized learning activities for the professional or personal development of adults whose primary role is something other than that of a student" (Frandsen & Alford, 1980, p. 109).

Continuing education or extension education is offered outside the normal physical confines of an educational institution. It may include such activities as short courses, conferences, institutes, independent study, external degree programs, study abroad, and credit or

noncredit courses offered in off-campus settings or through television or other media and correspondence (Ashmore, 1985, p. 109, Frandson & Alford, 1980, p. 109). Due to its formats and offerings, continuing education encompasses a wide variety of program types. Gessner (1987) has stated that continuing higher education in the late 1980's was diverse, complex, and challenging enterprise that included the development, delivery, marketing and evaluation of programs and services from colleges and universities to audiences defined by individual universities (p. 1).

In 1983 Cross suggested that universities should pursue a mission not typically pursued: educating the public to become informed consumers of lifelong education (p. 1). A generally accepted statement of purpose of continuing education programs/activities is to help maintain, expand and improve individual knowledge, skills (performance), and attitude. By accomplishing this purpose, continuing education achieves the improvement and advancement needs of individuals, professionals, and organizations (Andrews, 1984, p. 3). That continuing education needs a purpose has been noted by Ernest Boyer, President of the Carnegie Foundation and former U.S. Commissioner of Education. He has pointed out that a mission of education is to help keep society together--that without this mission people would be trained but not educated and would be ignorant of shared purposes and ideas (Apps, 1985, p. 201).

Kirk (1981) has attempted to summarize the variety of factors affecting demand for continuing education: a) various professions and occupations are increasing requirements for entry into practice as well as for continued practice and even requiring it for membership; b) greater continuing education opportunities and benefits have become available to many during the past decade; c) organizations whose primary function is other than education continue to expand educational offerings and activities; and d) practice of requiring continuing education for licensure and certification in professions continues to increase (pp. 10-11). These factors note the increase and demand for professional development to improve organizations by requiring employees/members to participate in a type of continuing education activity.

Quality and Accountability in Continuing Education

In examining continuing education, one must review evaluation and assessments of the field. In these areas, Frandson and Alford (1980) have identified questions to be raised: What should be done to promote quality in continuing education programming? How can this be done in a large complex and diverse field? Who should be responsible for the assessment and

evaluation of continuing education programs to ensure quality and integrity regardless of the provider (p. 108)?

Evaluation poses a problem, and it is agreed that continuing education has both strengths and weaknesses. Frandson and Alford (1980) have noted that continuing education's greatest strength is the diversity of the field and the ability to respond to the educational need of any adult. In contrast, a weakness is unevenness in quality of programming and duplication of effort by the multitude of providers. Not until the past decade has there been any effort to set standards or establish criteria for programming development or ethical practices among providers (p. 110).

As the numbers and types of providers increase, it becomes more difficult for continuing education students to differentiate good from poor offerings. To the consumer, the worth of offerings cannot be clearly determined. The great variety of continuing education providers and offerings poses problems for learners, employers, and others who make decisions regarding the value of continuing education activities (House, 1983, p. 3).

Although many extension organizations measure the worth of programs by attendance, many stakeholders want to know the significant difference education is making in the lives of participants (Burnham, 1986, p. 6). All 50 states and the District of Columbia have mandated continuing education by statute or regulation for one or more professions. Yet mandated continuing education, as presently constituted, provides no assurance of quality, for it is based primarily on the same factors that are measured by the continuing education unit (CEU)--attendance at continuing education programs for a certain number of hours each day (Freeman, 1987, p. 103). The popularity of continuing education raises questions about how it should be regulated and accredited and who should have the primary authority and responsibility for oversight (Gessner, 1987, p. 46).

Government also is interested in the results of continuing education. The ultimate criterion is not what goes into a program or the actual learning but the extent to which learning can be applied beyond the classroom. Consequently, both federal and state governments demand to know what returns they are getting for their money and look for evidence of performance and "value-added" indicators of competencies rather than examination skills (Freeman, 1987, p. 105). Regardless of whether or not credit is offered or the educational program is completed successfully, decision makers want and need to know if learning objectives are achieved (Ray, 1990, p. 20).

In 1985 Apps noted that continuing educators must develop a critical attitude toward the field and everything it comprises--the worth of what is done, the methods used to plan and teach, the assumptions held about adults as learners and the purposes of continuing education activity (p. 15). Further, in 1987 Leonard Freeman noted that "continuing education has a major contribution to make to the economy and many other areas of life in America." He added that "it cannot contribute effectively to the quality of other institutions unless it is constantly concerned with its own quality" (p. 15).

Continuing educators have perceived for over a decade the need to both ensure quality offerings and to play the major role in establishing criteria and a vehicle for facilitation. In 1980 G. J. Andrews stated in Power and Conflict in Continuing Education that "we do need to develop, somehow a single national system for either certification or accreditation or something like that for continuing education" (Frandsen & Alford, 1980, p. 128). In 1983, Richard M. House, an Ed.D. candidate at North Carolina State University, noted in his dissertation, "Standards of Practice in Continuing Education: A Status Study" that "continuing education providers believe that standards or criteria for practice do enhance quality assurance in quality education." He said a research project should be started that would establish indicators of quality (p. 86), and emphasized the need to develop standards or criteria for quality assurance in continuing education (p. 137).

Statement of the Problem

The problem addressed in this study was that nationally accepted criteria for assessing the effectiveness of continuing education organizations do not exist. Therefore, continuing education departments do not have a basis for quality assurance or accountability. The concern is in regard to the decreasing financial resources at many universities and the justification of funds for continuing education departments. Businesses and government are also requesting ascertainment of quality for programs offered.

Accepted evaluation criteria could be a way continuing educators could measure themselves in regard to quality assurance. If continuing education meets predetermined standards and criteria, there is a commitment to quality, and the value of continuing education should not be questioned. Therefore, if there were established evaluation criteria for standards or accreditation, a problem could be solved.

Purpose of the Study

The purpose of the study was to identify critical factors which could be used to evaluate continuing education organizations. Once the criteria were identified one could see if the criteria could be placed into categories. These criteria will also be compared to the demographic data in regard to size, structure, environment, and program outcome information. It may be that certain sizes or structures of universities may vary on the criteria chosen for evaluation. The study will discover if criteria chosen varied among demographic variables.

Importance of the Study

As early as 1980, Frandson and Alford noted that the National University Continuing Education Association (NUCEA) had been exploring the feasibility of developing an "accredited" function but no decision had been reached. NUCEA is the principal organization representing the administration and management of continuing education collegiate programs (p.113). Its primary mission is to encourage the further expansion of and quality improvement in continuing education, particularly at the postsecondary educational level, through educational and related activities (NUCEA Handbook and Directory, 1984-85).

One of the major goals of NUCEA is to adopt some guidelines for the evaluation of continuing education departments. The NUCEA Board of Directors appointed an ad hoc committee in 1990 on "Guidelines for Assessment and Evaluation of Instructional Programs of Continuing Education." The purpose of the committee was to establish a set of guidelines to be used for performance of individuals and institutions and to establish a foundation to strengthen all continuing education programs. The guidelines were designed to serve NUCEA members and other representatives of higher education in several ways: self-assessment, development of new programs, institutional evaluation or assessment, military base evaluation, and improvement of instructional quality (Guidelines for the Assessment and Evaluation of Instructional Programs of Continuing Education, 1990, pp. 1-2).

Designing guidelines proved to be a difficult and challenging task for the association. Later, NUCEA disbanded the committee due to its being a source of disharmony in the organization. Apparently, many different factions of the group disagreed on what criteria should constitute guidelines for the profession and the Association, and agreement could not be reached. Since continuing education departments vary, it was difficult to identify a set of determinate factors of evaluation.

In Fall 1992, Dr. Gary Miller, Associate Vice President of Instructional Development, University College, The University of Maryland, College Park, Maryland, was appointed chair of the "Commission on Guidelines for Good Practices in Continuing Education," and the commission began to examine guidelines for continuing education (NUCEA Membership Directory, 1992).

Recently, the NUCEA Commission on Principles of Good Practice distributed a draft of "Principles of Good Practice for Continuing Education" in April 1993 at the national conference in Nashville, Tennessee. The Commission had worked over a year to draft a set of principles to guide the continuing education field. The Commission tried to draw a clear distinction between identifying common principles, which it saw as the mission of the committee, and prescribing specific procedures, which it viewed as the responsibility of individual institutions. The principles included details on good practice for continuing education programs in the following categories: mission, program design/delivery, adult learners, faculty, administration, evaluation, and advocacy. The draft was routed to the Regions within NUCEA for discussion and was adopted in January 1994 by NUCEA members.

Also in 1993 Dr. Joe Donaldson, Associate Professor, Department of Higher and Adult Education and Foundations, University of Missouri-Columbia, published an NUCEA monograph which outlined principles, practices and strategies in continuing education. Criteria were derived from analyses of review reports and the literature. These criteria were placed into ten broad categories which Donaldson proposed were frequently used to evaluate continuing education (p. 13).

Continuing education providers, individual users, and business and industry leaders agree that a basis for evaluation of continuing education offerings must be established. For more than a decade authorities in the field have made clear the necessity to establish a clear mission or purpose and criteria for evaluating program offerings. Some progress has been made, but standards for assessment of continuing education offerings are yet to be agreed upon.

Research Questions

The study sought answers to four questions:

1. What are the critical criteria that should be used in the evaluation of continuing education organizations?
2. What are the categories these criteria can be placed into?

3. What are the factors that can be reduced to a more manageable set of criteria for evaluation of continuing education organizations?
4. How do these factors vary based on demographic data?

Assumptions

It is assumed that NUCEA directors, deans, or department heads are highly qualified to answer questions regarding criteria to develop standards for continuing education organizations and are representative of the membership of the given institutions.

Limitations

This study is limited to continuing education organizations in institutions of higher education in the United States. The study is further limited to the administrative heads of continuing education organizations who are members of NUCEA. Only one organizational representative was chosen from each educational institution. The sample is representative of mainly four-year comprehensive universities.

Definition of Terms

The following definitions explain terms used in the study:

<i>Accreditation</i>	Accreditation in continuing education is recognition by an authority that the continuing education program or department meets predetermined standards and criteria which attest to the quality of the activity/unit (Kirk, 1981).
<i>Assessment</i>	A method or group of methods designed to accumulate information useful as evidence in evaluation (Gray, 1989).

<i>Continuing education</i>	The philosophy and the process under which an institution, organization, agency, or individual provides organized learning activities for the professional or personal development of adults whose primary role is something other than that of a student (Frandsen & Alford, 1980, p. 109).
<i>Education evaluation</i>	The invocation and use of criteria and evidence as a basis for making judgments about education endeavors (Adelman & Alexander, 1982).
<i>Effectiveness</i>	A comparison of performance and a previously set goal or target. It may include relationships to efficiency, satisfaction, and productivity of a unit (Johnson, Powell, et al, 1990).
<i>Evaluation</i>	The act of examining and judging the worth, quality, significance, amount, degree, or condition of something. In short, evaluation is the ascertainment of merit (Brookfield, 1986).
<i>Organizational Development</i>	The process of preparing for and managing change in organizational settings (Gibson, Ivancevich, & Donnelly, 1988).
<i>Quality</i>	Quality in education is the effectiveness with which an institution or program uses resources to achieve appropriate educational objectives (Warren, 1983).
<i>Standards</i>	Set expectations or guidelines for future use (Warren, 1983).

Organization of the Study

Chapter I provides an introduction and statement of the problem. The purpose of and need for the study, together with the research questions, are presented. Assumptions made and limitations of the study are stated. Terms used in the study are defined.

In Chapter II, the literature related to the study is reviewed. Evaluation criteria and quality in continuing education are the focus of the survey. The following themes related to the criteria are examined in the literature review: assessment, organizational/educational effectiveness; organizational development; quality; evaluation; accreditation; and standards. In Chapter III, the methodology used in the study is presented. In Chapter IV, the findings of the study associated with seeking to determine criteria for standards are given. In Chapter V, the study is summarized and conclusions and recommendations are made.

CHAPTER II

LITERATURE REVIEW

Chapter II provides a review of the literature on continuing education in the areas of the field--assessment, organizational/educational effectiveness, organizational development, quality, evaluation, accreditation, and standards. These are the themes which appear consistently in reviewing the evaluation in the continuing education area. There appears to be a relationship among these areas as terms are identified and stated throughout the literature in describing continuing education.

First a brief overview of continuing education is given. The history and the development is key to understanding how colleges/universities have developed their continuing education.

Definition and History of Continuing Education

In 1979 the National Center for Higher Education Management Systems identified continuing education as basically the process under which an organization provides organized learning activities for the professional or personal development of adults (Frandsen & Alford, 1980, p. 109). Continuing education has also been described as a learning activity which builds on and updates previously acquired knowledge, skills, and attitudes of individuals (A Program for Quality in Continuing Education for Information, Library and Media Personnel, 1980).

Continuing education first began in the formal setting of American colleges and universities. During the 1880's, several Midwestern land-grant universities established extension and continuing education programs, and by 1890, 15 land-grant universities had developed similar programs. The Morrill Land Grant Act of 1862 and the Hatch Act of 1887 established agricultural experimentation stations, and gave great impetus to the development of extension activities, courses, lectures, and correspondence study in public colleges and universities (Liveright & Mosconi, 1971, p. 19-20). In 1914, the Smith-Lever Act established the federal Cooperative Extension Service as an agricultural extension function of the land-grant university in each state.

By 1916 the general extension work of universities had become so well established that the leaders organized the National University Extension Association. The mission of each of these forms of extension was to disseminate knowledge produced by research to serve the needs of professional groups and the adult lay public (Stubblefield, 1988, p. 3).

Prior to World War II, continuing education was mainly defined as noncredit courses of a personal interest nature. Following the war, continuing education began to expand offerings and in the 1960's began to meet the needs of society in professional updating and certification (Andrews, 1980, p. 9). In recent decades, Ernest L. Boyer, President of The Carnegie Foundation for the Advancement of Teaching, noted that the education industry was growing at an exponential rate. However, legislation regarding adult learning has generally taken a piecemeal approach, and the states were handed the resulting jigsaw puzzle to put together. Coordination was urgently required (Eurich, 1990, p. xiii). It was further noted that demographic facts indicate that two-thirds of the people who will be working in the year 2000 are already in the workforce today. The majority of adults now employed must have opportunities for retraining or new learning if jobs are to be maintained and productivity improved in the 1990's (Eurich, 1990, p. 8).

Summary

Continuing education began in colleges and universities and several legislative acts have served to enhance its mission. Further, the role of professional development needs continues to expand and play a key role in American productivity. Demographics indicated the importance of continuing education to the future as the workforce grows older and retraining plays an important role in remaining competitive.

Assessment

Assessment may be the answer in proving the worth of continuing education. Outcomes assessment is popular and provides the opportunity to review programs, policies and procedures. As more colleges/universities compete for public and private funds, assessment may be a way to support and enhance continuing education departments.

In 1980 Frandson & Alford identified pertinent issues related to assessment in the continuing education field. These issues addressed the promotion of quality in continuing education programming in a large, complex, and diverse field. Issues also included the responsibility for the assessment and evaluation of continuing education programs to ensure quality and integrity regardless of the provider (p. 108). Lewis (1988) contended that the most common rationale for assessment is to improve the effectiveness of a program or institution. He further explained that a second justification was fiscal accountability either to the institution or external agencies. Finally, Lewis noted assessment was needed to improve decisions about program efficiency and resource allocation (pp. 69-70). It is noted that assessment and accreditation can be costly but need to be considered as a long-term investment (Johnson, Powell, et al., 1990, p. 5).

Gray (1989) expressed the opinion that assessment programs in higher education ought to provide good internal evaluation efforts (p. 21). Universities use assessment to gather valuable data. An assessment program, to be effective, should provide information that assists the institution in making useful decisions and developing plans for the improvement of the institution (Commission Statement on Assessment and Student Academic Achievement, 1989, p. 1).

Edelson (1990) noted that improvement in continuing education has been emphasized at the State University of New York, Stony Brook. Five kinds of assessment methods were used to evaluate continuing education at that institution: scheduling information, student evaluation of teaching data, verified anecdotes, a commissioned research study, and a study of the administration. Following this assessment, each measure suggested an improvement in or a positive perception of the unit (p. 1).

Simmons (1991) contended that in order for assessment activities to not degenerate into just more bureaucratic chores, diverting valuable attention away from the primary mission to stimulate educational quality, accrediting bodies and higher education institutions must have clearly defined, well-understood, and widely accepted statements of purpose for their programs of

assessment. He continued noting that assessment strategies which have the greatest success are realistic and directly involve parties in their own development and implementation (p. 27).

Outcomes Assessment

Since the late 1960's, concern has been articulated over the quality and public accountability of institutions in higher education (Aper & Hinkle, 1991, p. 539). Since 1985, state-mandated assessment of student outcomes has emerged in higher education. Growing numbers of states now require colleges and universities to undertake identifiable assessment programs. For example, Colorado, Missouri, New Jersey, South Dakota and Virginia embarked on an assessment program in the mid-1980's which linked institutions response to assessment to eligibility for incentive funds or other tangible rewards (Ewell & Boyer, 1988, p. 41). Terezini (1989) agreed that assessment was here to stay and noted from 1984-89 that at least seven national reports appeared which were critical of higher education in the United States and gave a central role to assessment. He continued by noting that increasingly claims to quality must be based not on resources or processes in higher education, but on outcomes (p. 644-646).

There are also costs of not assessing higher educational outcome. Assessment may provide a chance to clarify institutional goals and reconfirm the value of existing curricular purposes or structures. Assessment may also provide an opportunity to examine the success and failures of current policies and procedures (Terezini, 1989, p. 653). Aper and Hinkle (1991) confirmed that journal articles, state and national commissions, educational organizations and public and private agencies, have asserted the need for colleges and universities to provide clear and broadly accepted measures of what they do and how well they do it (p. 550).

House (1983) identified several outcomes which he believed should be evaluated in reviewing criteria for quality in continuing education. These outcomes included the following: learner achievement in classroom; change in knowledge, skills or attitudes; achievements measured against objectives; demonstrated ability to apply learning; change in job performance; clients served; impact on problem; service to disadvantaged; service to community; accountability to practice; improvement to practice; strengthen external relationships; organization renewal; and general improvement in external environment.

Ewell (1985) noted that there were many excellent instruments and models available for outcomes assessment programs. He stated that outcomes assessment programs need to be

tailored to their institutional and curriculum setting. The best outcomes assessment programs evolve over time and involve multiple measures of different kinds of outcomes (pp. 115-116).

Ashmore (1985) pointed out, that in the Southern Association Criteria, there was a major thrust to develop outcome assessments and develop necessary guidelines and tools for accomplishing institutional effectiveness. The assessment program in continuing educational activities was to consist of the following: clear goals, necessary resources for support, adequate administrative organization, sound financial base, competent faculty, appropriate support services, and adequate facilities for each program offered (pp. 108-110).

In 1990 Ray performed a study of learning outcomes which had a two-fold purpose: a) to ascertain the current status (nationally) of the assessment of learning outcomes in noncredit continuing education and training; and b) to develop and recommend a conceptual model/procedure for use by adult educators in assessing learning outcomes in their programs (p. 7). The population of the study was organizations which conducted non-credit adult educational activities in the U.S. A sample of 3,500 public and private sector organizations was drawn from the population and surveyed. Some of the conclusions from Ray's studies were as follows:

- a) continuing education and training providers believe that learning outcome assessment enhances the quality of their programs;
- b) even though most providers assess learning outcomes in programs, they express a desire for assistance in assessment of learning outcomes;
- c) providers make decisions to assess learning outcomes with traditional techniques;
- d) assessment data gathered were used primarily to improve providers' programs and determine if objectives were achieved;
- and e) participant satisfaction questionnaires were used by most providers as the primary source of data necessary to determine the level of success of programs (Ray, 1990, pp. 157-159).

McConochie and Clagett (1991) noted that as of 1990 fewer than one-fifth of the states had undertaken formal assessments of postsecondary, noncredit continuing education programs (p. 20). They identified only four states in which formal statewide assessments of the learning outcomes of noncredit or continuing education have been completed: Florida, Kansas, Maryland, and New York (p. 2). Assessment activities have been more frequent in states providing funding assistance of noncredit programming; however, there is no guarantee of a formal outcomes study. Simmons (1991) concluded that the accreditation community has moved toward the adoption of standards which emphasized outcomes as well as input criteria, it is likely that assessment initiatives will be increased and enhanced in the future (p. 26).

Summary

Assessment may be viewed as a long-term investment recognizing value in decision-making and planning. It is related to accountability and improvement of a person/activity. Continuing education may use assessment to ensure quality in its programs and administration. Outcomes assessment will become more important with increasing scarcity of resources. However, even though continuing educators recognize the financial value of assessment, few actually have undertaken formal assessment programs. It is projected that the continuing education profession will actually encourage assessment in the field to self-impose quality, accountability and credibility among providers. A number of assessment reports are noted with an expected increase in the continuing education area in the future.

Organizational/Educational Effectiveness

Effectiveness is another component in evaluation of continuing education. Although difficult to define, every organization seeks effectiveness in producing the desired result as a performance indicator. Effective programs and instruction are important components in continuing education.

Effectiveness is difficult to define or ensure. To study effectiveness systematically, it is important to distinguish goals for motivating and directing behavior from effectiveness goals in order to understand values of organizational goals (Van De Ven & Ferry, 1980, p. 51). Baugher (1981) identified three reasons as to why organizational effectiveness has remained ambiguous: 1) there are several conceptualizations of what an organization is and how organizations differ from one another; 2) past empirical research on organizational effectiveness has largely used non-overlapping complexities; and 3) goals and objectives differ and choices have to be made in measuring effectiveness so that it is clearly defined (pp. 2-3). Brown (1989) quoted theorist John P. Campbell to explain that "the meaning of organizational effectiveness is not a truth that is buried somewhere waiting to be discovered if only our concept and data collections were good enough, it is context specific" (p. 91). Unfortunately there is a lack of general agreement regarding a concrete definition of organizational effectiveness. There is no consensus as to a proper approach to assessing effectiveness (Baugher, 1991, p. 34). Alred and Kreider (1991) agreed that there is no definition or set of measures universally acceptable to assess effectiveness (p. 35).

To ensure effective evaluation, continuing educators believe that continuing education departments should have ownership of the process of evaluating their own department and programs. In continuing education, unless the standards are agreed upon by all parties who have a genuine interest in the learning program, the value system against which performance is measured will be biased. Effectiveness is a matter of individual perspective. It is subjective and involves economic, social, psychological, moral, and legal dimensions (Baugher, 1981, p. 102).

Program effectiveness is a key in the evaluation of continuing education units. The U.S. Extension Service for a number of years has relied upon numbers of people attending programs to demonstrate worth, while legislators and other stakeholders have been asking what difference continuing education activities make in the lives of people (Burnham, 1986, p. 6). The effectiveness issue is becoming more prevalent as the federal government is demanding to know what returns it is obtaining for its money. The federal government is looking for evidences of

performance and "value-added" indicators of competencies, rather than examination skills (Freeman, 1987, p. 105). Effectiveness criteria relate to the capability of a unit to produce the desired result, product, or outcome, while efficiency criteria relate to the ratio of useful output to total input of the unit (Seagren and Miller, 1987, p.28).

Evaluation is one of the basic tools for program management and improvement. The central issues to be addressed include the extent program objectives have been met, the program contributes to success and failures, and the changes and improvements to be made. Therefore, evaluation provides information for documentation and improving program effectiveness (Evaluating the Implementation and Impact of Section 353 Projects, 1988, p. 13). Packard and Dereshiwsky (1989) also noted that evaluation in continuing education provides data for program effectiveness. This is determined through assessing, profiling, and improving the total organization and its components which impact the unit's goals (p. 3).

Effectiveness in an educational setting means a range of outputs is likely. An individual student's objectives are a starting point and should be measured to see if they are achieved. However it is noted that individual objectives may change due to educational processes. Quantitative measures need to be devised to assess the process. Follow-up studies of students and their achievements are needed, and these studies need to be longitudinal to assess outcomes of educational process. Finally, an analysis of repeat enrollment needs to be undertaken regularly in order to identify whether target groups are being reached (Johnson, Powell, et. al., 1990, p. 5).

The underlying goal of most organizational research is to improve effectiveness. A more philosophical concern states that any assessment of effectiveness will involve a comparison between performance and a previously set target (performance indicator) (Johnson, Powell, et. al., 1990, p. 3). Effective operations are accountable. An example of an output is the outcome of learning. The Unit for the Development of Adult Continuing Education (UDACE) in England believes it is possible to develop techniques for the measurement of the outcome of learning. An analysis of "value added" reveals the difference in students before and after the program.

Through attendant emphasis and the assessment of individual achievement, the measurement can provide an indicator of the quality of learning undertaken. This is the only rational basis for assessment of effectiveness (Johnson, Powell et.al.,1990, p. 4). Managers in the 1990's are being influenced strongly by a set of social values that promote democratic participation, trust, responsibility, and accountability. This has translated into management philosophies that stress

local accountability for program results, program quality, financial management, and organizational effectiveness (Love, 1991, p. 80).

Summary

Effectiveness is a perspective of an individual. It is consistently sought in organizations. Program effectiveness is becoming more important as stakeholders of continuing education seek to ensure the value of funds invested. Evaluation provides data to verify program effectiveness and continuing educators are beginning to take responsibility for evaluating their own departments. Social values in the 1990's stress accountability for program results, quality, financial management, and organizational effectiveness. Effectiveness is important in relating to organizational development and changes for improvement in the workplace as stated in the next section.

Organizational Development

Organizational development strives for behavior which is effective. It is a means for responding to planned change. Change is evident in higher education and the trend is for continuing education to have a closer partnership with businesses and its community. In order for continuing education organizations to effectively change, they must recognize the importance of external constituencies in their future. Accountability for outcomes as measures of effectiveness assist in justifying change in an organization.

Magnusen noted that to ensure organizational effectiveness, managers must continually realign or change existing organizational structures and processes. Improving effectiveness means a broad "state-of-the-art" review of the organizational development area and examines the durability of certain organizational improvement efforts (1977, p. 309). Organizational development is rooted in the applied behavioral sciences and is created primarily as a means of understanding and responding to the need for planned change. Evaluation is useful in this process as it provides feedback on organizational needs as a catalyst for management improvement (Deshler, 1984, Applications in Management Training and Organizational Development, p. 46).

According to Deshler (1984), there are certain assumptions in organizational development: a) people are basically self-enhancing and want to succeed; b) managers or others in an organization will respond positively to an invitation to improve their organization; c) people want to have control over their own process of development; and d) people need to have control and ownership of the data gathering (formulation evaluations) process (Applications in Management Training and Organizational Development, p. 45).

Further, Powell (1984) noted the organizational development taking place in higher education institutions. Traditionally, the missions of higher education have been teaching, research, and public service. These missions, he stated, need to merge into one with more emphasis being placed on continuing education. The higher education community must link itself intimately with the broader community and its businesses (p. 54).

A process is needed for making evaluative information available to organizations in useful ways. Organizational development seeks to be this process as it is an effort to enhance the quality and effectiveness of managers to produce valid and useful administrative data, make effective decisions, and generate human energy and commitment in order to monitor decisions effectively and implement them actively (Deshler, 1984, Applications in Management Training and Organizational Development, p. 46). Organizational development also is useful in

decision-making in responding to planning and change. It involves the systematic collection, analysis, and reporting of information (Evaluating the Implementation and Impact of Section 353 Projects, 1988, p. 13; Firestone, 1990, p. 370).

Johnstone (1990) has perceived innovation, good or bad, as likely to occur when the costs of maintaining a traditional way of doing things outweigh the benefits. Social structures as large as higher education move more slowly than individual corporations; however, they are not invulnerable. He said that if an organization assesses honestly where it is at the present developmental curve, it can make informed judgments about what the next options might be and plan to take advantage of them (p.108-110). In education, organizational change is a major theme throughout school reform movement as schools are feeling pressure to restructure the way services are delivered (Keedy, 1990, p. 140).

Academic managers need to understand that knowledge, skills, and attitudes can be learned and developed to help them successfully implement meaningful change (Steeple, 1990, p. 7) Prokasy (1991) stated, "Institutional transformation will occur in an evolutionary manner, partly for fiscal reasons and partly because changes in policy will require thoughtful discussion and implementation. Unless a plan is made for systematic changes, the evolution will be a painful one" (p. 115).

Donaldson (1993) noted that most reviews of continuing education focus both upon the academic programs provided as well upon those factors commonly associated with reviews of non-instructional units, such as organizational structure, relationship to parent institution, mission, organizational effectiveness, efficiency, and finances (p. 1). When effectiveness criteria are paramount, the emphasis is on the institutional worth of one or more of its components and the focus is on goal attainment or outcomes as measures of effectiveness. Donaldson further contrasts effectiveness to efficiency, noting that efficiency's focus is on resources required and used in achieving institutional objectives. Cost-saving measures are potential outcomes of an efficiency review (p. 2).

Summary

Organizational development seeks to provide useful administrative data to improve decision making for effectiveness. It is useful in evaluating and planning change which should be systematic in organizations. Change is difficult to undertake and slow transformation will occur in higher education due to changes in policy, fiscal reasons, and external factors. The actual term

"organizational development" is mainly prevalent in the 1970's and 1980's. In the latter reference to organizations, actual terms of efficiency and effectiveness are more prevalently used than the term organizational change. Other terms relating to evaluation of continuing education are quality, accreditation, and standards as described in the next sections.

Quality

Organizations in the 1980's and 1990's have been "quality" oriented. Quality experts' philosophies such as Edward Deming, Phil Crosby, and Joseph Juran have been incorporated into many organizations during recent years in an attempt to remain competitive. Continuing education organizations have focused themselves as well on being quality organizations within their institutions. The concern, in regard to continuing education from business, government, and industry, is quality assurance in programming. Various quality evaluation criteria are identified from the review of the literature in regard to programming and the continuing education organization itself.

Over two decades ago, Grover Andrews, Associate Director, Instructional Services, Georgia Center for Continuing Education at The University of Georgia, stated: "Noncredit continuing education students deserve at least a reasonable assurance that what they are getting will have quality, will have utility, and will be useful to them in whatever manner they wish. The bottom line is that the individual--regardless of whether it's an adult or whoever--deserves some assurance of quality" (Frandsen & Alford, 1980, p. 122). Additional verification of the importance of quality was noted in an article on "Accreditation and Continuing Education", which stated that a need for a formal system of quality assurance for continuing education providers would become more acute in the '80's. It emphasized that perhaps the single most important reason for establishing a formal means of certifying quality in continuing education courses and programs by all providers is the necessity to provide adult students with a reasonable assurance of quality, regardless of purpose or function (Andrews, 1980, pp. 10-11).

Continuing educators generally agree that the principle to be accepted is accountability regardless of whoever may assume a leadership role in developing and implementing national certification and verification of quality in continuing education. Continuing educators must show responsibility for action to provide a reasonable assurance of quality for programs and courses offered to potential students (Andrews, 1980, p. 13). Other reasons for interest in quality include 1) the demand for consumers/students for quality continuing education programs; 2) the demand by certifying and/or licensing agents and other users for proof of increased knowledge and/or skilled performance improvement of the continuing education participant; 3) the demand for verification of individual attainments through formal evaluations which are properly and permanently recorded; and 4) increased activity in continuing education by user groups/businesses and industry, professional organizations, associations, and government (Andrews, 1980, p. 11).

Young and Stone (1980) noted the increased interest in continuing education among members of the information, library, and media community as a means of keeping up with the new developments in the field. They stated, however, that continuing education offerings were uneven in quality and effectiveness. A task force was called upon to find some way to upgrade the continuing education offerings and institute a means for an individual to identify programs of worth "before the fact" (p. ix). Its concern as well was to establish upfront a means of identifying quality programs before participants invested time and money in programs which did not meet their "required standards." In effect, practitioners wanted to utilize continuing education to improve their profession or occupational status (Kirk, 1981, p. 10). Kirk continued stating quality in continuing education is essential and poor programs and activities often end up costing much more than quality offerings cost (p. 14).

Identifying criteria for quality in continuing education offerings accomplishes several objectives. These objectives include: a) enables providers to receive recognition for quality continuing education programs; b) focuses attention on the importance of continuing education for improving services; c) advances quality of continuing education and practice in the field; 4) requires periodic self-evaluation which encourages diversity and experimentation; d) provides a basis for uniform acceptance of continuing education activity among the states; e) provides feedback of information to providers about offerings; and f) provides information for personnel and a dependable basis for selecting quality continuing education programs (A Program for Quality in Continuing Education for Information, Library and Media Personnel, 1980, p. 3)

With emphasis on quality, chances for desirable results or effects are substantially increased. It is for this reason that training and development provided through continuing education should reflect quality--quality in assessing the need, quality in planning the program, quality in organizing the learning experience, quality in delivering and coordinating it as well as quality in evaluation (Kirk, 1981, p. 6).

Quality is a topic important to all organizations but may be difficult to quantify. Warren (1983) contended that quality is recognized intuitively but in fact is undefinable. Quality becomes what is agreed upon by knowledgeable people. It is often defined by leading institutions and it is related to the effectiveness with which the institution or program uses resources to achieve appropriate educational objectives (p. 21). Cross observed that "many educators are calling for new forms of quality assessment of programs designed to secure the unique needs of adults. The question of what quality is appears to be straightforward and objective when in fact it is neither" (Cross & McCartan, 1984, p. 1). According to Campbell and Panzano (1985),

quality has traditionally been defined in continuing education in terms of the output of the program (e.g. training, satisfied employers) or the process of the program (e.g. time spent on learning tasks, skill content addressed) (p. vii).

Fulfilling the institution's tasks--that is determining its quality--is the collective responsibility of the trustees, administrators, faculty members, support staff, and students who jointly guide its fortunes (Chambers, 1984, p. 11). Along with quality, Apps (1985) noted the importance of purpose and mission in continuing education and the need for education, not just training (p. 201).

Another reason for the concern of quality is a challenge faced by postsecondary institutions of unprecedented competition from other organizations and agencies which are producing educational services. Corporations, businesses, professional associations, hospitals and community organizations have entered the market taking a share which have previously been secured for higher education institutions (Noncredit Education's Response to the Challenges of the '80's, 1984, p. 3). There is a constant need in business and industry to have employees retrain and upgrade skills and knowledge (Cross, 1985, p. 104). Further, as business and industry spend over \$40 billion annually on adult education, quality is without doubt an important issue (Quigley, 1989, p. 25).

The quality of an educational program will be defined by input, output, and value-added measure, assessed in interrelationships with one another. A comprehensive definition of educational value must encompass all three dimensions (Bergquist & Armstrong, 1986, p. 2). Freeman (1987) noted that factors expected to be in place at the outset include preparation and motivation of students, faculties, and learning resources, and that intended outcomes include the acquisition of knowledge and skills by students (p. 105). Colleges should know and be able to report student outcomes of their noncredit as well as their credit programs (McConochie & Clagett, 1991, p. 1)

Freeman (1987) also stated that the reasons for quality in continuing education are growing. First, as more people in America receive education, the demand for continuing education will grow, and with it the demand for rising levels of sophistication and quality in continuing education. Second, continuing education has a major contribution to make to the economy and it cannot contribute effectively to the quality of other institutions unless it is concerned with its own quality. Finally, with so many other professional groups beginning to take a

critical look at themselves, it would be unconscionable if continuing educators were not to do so (p. 15). Fordham and Fox (1989) expressed concern that although "there had been much debate about the great diversity of programs, there had been very little emphasis on increasing professionalism in the field" (p. 198).

Concerned continuing educators have noted there have been few examples of continuing education impact evaluation reports. Freeman (1987) stated that there seems to be no agreement on exactly which outcomes are to be considered most important. Among continuing educators, faculty, students, and employers is a great range of conflicting purposes. Furthermore, impact evaluation is expensive and could cost more than a program. Offering a range of programs makes it difficult to apply evaluation to the general results of a particular program. In addition, he noted that practitioners are not enthusiastic about conducting program evaluation. The process takes a great deal of staff time and conclusions could be negative. Also, changes in attitude, behavior, and performance are not necessarily the result of the program. Finally, some important learning outcomes do not lend themselves readily to measurement (Freeman, 1987, pp. 106-107).

As noted, discussions about quality fall short of a self-critical assessment of the state of the field. There are several reasons for reluctance: difficulty of obtaining agreement on a standard of quality applicable across an enormously diverse field; intrinsic methodological obstacles to defining and measuring educational quality; the pressures of the marketplace; the concern that quality is a code of elitism; and defensiveness in the face of criticism from the academic establishment (Freeman, 1987, p. 2).

Continuing educators must develop a critical attitude toward the field and everything it comprises...the worth of what is done, the methods used to plan and teach, the assumptions held about adults and learners and the purposes of continuing education activity (Apps, 1985, p. 15). Gessner (1987) agreed that due to the continuing societal demand for accountability and the fact that it permeates nearly all continuing education enterprises, quality assurance will not diminish in importance. In fact, the task of defining the issue provides opportunities for researchers and continuing educators to work together (p. 195). In addition, Freeman (1987) noted wherever there is a concern for quality, there is a system for quality control and a set of criteria to guide that system. One problem is that controls are inherently bureaucratic; they tend toward uniform standards that inhibit the flexibility and inventiveness which are the lifeblood of continuing education. He added that the goal for continuing higher educators is to design procedures that

provide quality review yet do not destroy initiative, are not unduly expensive, and are based on criteria that take into account the special characteristics of the adult students (p. 86).

Unfortunately, university and college continuing educators face serious difficulties in maintaining the quality of their programs across the board when subjected completely to market-place considerations. When there is the pressure of the budget, the bottom line takes over. Survival is the first law of institutions and when survival and quality collide, the prevailing one is questionable (Freeman, 1987, p. 8). Nevertheless, the problem of assessing student achievement and institutional effectiveness in higher education has gained national attention over the past five years. Efforts to measure and demonstrate student outcomes have been concentrated on credit programs. The reason assessment is applicable to continuing education is to have a systematic method for reviewing institutional achievements and to address the growing public concern about quality of the educational system with demonstration of educational accountability (Pinkney, 1988, p. 1).

Quality Evaluation Criteria

Criteria for evaluating continuing education for library personnel were identified by Young and Stone (1980, pp. 4-5). Young and Stone indicated that first, specific needs of the client groups are assessed. Next, the learning objectives are specific, measurable, and observable and the program is systematically designed and delivered to meet the stated objects. Additionally, the program content should be current and timely, the education offering promoted responsibly, and the program evaluated continuously (1980, pp. 4-5).

Andrews (1984) similarly defined factors related to quality in education, specifying that programs/activities offered should be designed to meet the continuing educational needs of the intended audience; target clear goals and outcomes; employ appropriate content, methods and delivery systems; have effective learning assessment procedures; have an appropriate administrative organization to guide; and be responsible for the continuing education operation in carrying out its mission in a responsible manner (p. 3).

Bergquist and Armstrong (1986) recommended seven criteria with which to judge quality in the design and implementation of academic programs in higher education. These criteria require that educational programs be attractive, beneficial, congruent, distinctive, growth-producing, effective, and functional (p. 3). Attractive is defined as a program which is appealing to

students, to the local community, to potential funding sources and faculty, and to administrators and staff who conduct the program. A beneficial program is understood to be high quality and provide benefits to involved individuals. Congruency is a quality of educational experiences which are powerful and deliver what is promised by the institution. The fourth criteria is distinctiveness, a quality which a college or university seeks to develop in high quality which is unique to its history, mission, purpose, style, resources and projected future. Growth-producing is a criterion which provides ways to assess each learner's needs and help him or her to grow and develop in mature and satisfying ways. The sixth and seventh criteria indicate that programs should be effective and functional. Effective programs will be those of highest quality when intended learning outcomes have been clearly defined, achieved, documented, and communicated. A functional program will prepare and assist learners to develop intellectual, ethical and attitudinal attributes to function in a changing society (Bergquist & Armstrong, 1986, p. 3).

Freeman (1987) contended that to most faculty in higher education, the single most important factor by which to judge an educational program is the quality of faculty with the ability to communicate knowledge effectively (p. 76). He also indicated that each component of a department will have a particular segment which needs to be evaluated to determine the level of quality to be achieved. Freeman made several recommendations for quality indicators which include marketing, organization, professional staff, faculty, student needs, and administration (pp. 172-174). Additionally he included recommendations on policies or standards ranging from pricing policies, academic credentials of instructional staff, and businesslike management.

Likewise in G. L. Andrews' Principles of Good Practice in Continuing Education, 141 quality elements were identified and divided into five areas: setting directions; organizing the continuing education provider unit; providing continuing education activities and products; providing educational assistance and services; and administering the continuing education provider unit (Gessner, 1987, p. 195).

Donaldson (1993) concluded that concern about higher education quality on the part of state governments, accrediting bodies, and the general public has prompted colleges and universities to devote increased attention to assessing the effectiveness of all programs, including continuing education. As a result, reviews of continuing education units have become commonplace and there is no reason to think that this situation will change (p. 17).

Summary

As noted, quality has been an important factor in recent years in regard to continuing education. There is increased demand for professional development from external constituencies for professional licensure, credits, and updating knowledge. A great concern is quality assurance to participants taking the programs due to the variety of providers in continuing education. Continuing educators have noted that in the continuous demand for accountability, quality assurance will not diminish in importance.

Criteria for quality evaluation have been offered by numerous groups in regard to continuing education and programming. However, each group noted a different listing of criteria which in the review of the literature appeared fragmented. As continuing educators are beginning to discuss and evaluate quality, there may be a move toward consensus of important factors to consider in the implementation of quality.

One might also note how the term "critical" is used, mainly in regard to the authors Apps and Cross. In speaking of a "critical attitude", they are referring to a perspective and how continuing educators should be critical of their own field. It is the obligation of the professional to evaluate and improve his/her area. The term "critical" is also used by others to indicate the importance of a factor. The difference should be noted in reading text.

Evaluation is the primary interest of study in the next section. Evaluation is an effort to perhaps achieve standards in the continuing education field.

Evaluation

Evaluation is viewed as the focus of this study in seeking to identify criteria in continuing education departments. Various types of evaluation are identified as well as their purpose. Measurement and evaluation are also discussed in ways continuing education departments seek quantifiable means of assessment. However continuing education has previously not been held accountable for its numerous activities in diverse fields to a variety of audiences. Studies of evaluation in continuing education are also listed in recent years which help to emphasize the growing importance evaluation can lend to the field itself.

There are several types of evaluations. Knox (1979) contended that summative evaluation emphasizes application of new learnings to modify role performance. Summative evaluation is especially important to assess impact for continuing education administrators and policy makers because they are expected to justify resource allocations and resultant benefits (p. 2). A summative or impact evaluation questions accountability and decisions about program continuation, expansion, and certification. The second type of evaluation is a formative study focused on program content and delivery and designed to contribute to decisions about program modifications. A formative study focuses on program planning and improvement (Andrews, Phillips, & House, 1983, p. 44; Donaldson, 1993, p. 2).

Adelmen and Alexander (1982) further noted that in two senses all evaluations are political. First, an evaluation involves acts of valuing, of making judgments of worth or effectiveness, and this presupposes the existence of other competing values and judgments. Second, an evaluation can be political by intention in that it can be used by one group to secure or maintain its interests or to promote or prevent change in power relationships. Collecting student outcome data for noncredit courses can help an institution. Evaluation can improve an area of college operations that has been expanding significantly in recent years and enhance routine data collection concerning continuing education (pp. 145-146). Other uses for evaluation are noted by Adelman and Alexander (1982). These include policy formulation and validation (translating proposals into action), assessment (student performance related to learning outcomes), and curriculum evaluation (appraisal of course organization) (p. 7).

Forrest (1981) stated that evaluation should involve the decision-makers (or at least their representatives) in conceptualizing, planning, and implementing the data collection and in the analysis and dissemination of results (p. 68). Evaluation should not be used only to serve

managerial decision-making. Rather, the focus of evaluation should be used to enhance professional and institutional growth and development (Adelman & Alexander, 1982, p. 7).

Evaluators can consist of students, peers, outside experts, self-evaluation and administrative evaluation. These external evaluators lend legitimacy to the process and can become proponents of the continuing education department (Strother & Klus, 1982, p. 129).

Program coordinators are key in continuing education organizations and should be evaluated on their ability as well. They may be evaluated on their ability to make programming self-supporting, maintain quality programs, develop new programs, develop high quality marketing plans, smooth running of logistics and operations, and ability to work with others on innovative programming (Aubrecht & Kramer, 1982, p. 45).

Patton (1983) stated that evaluation standards are organized around four themes: utility, feasibility, propriety, and accuracy. Utility is having a clear, identifiable audience and feasibility addresses the fact that evaluation should be realistic and prudent. Propriety evaluation states that evaluations should be conducted legally and ethically. The theme of accuracy in evaluation addresses technical adequacy of evaluation information (p. 35).

Evaluation can be viewed as a specialized application of more general extension principles and methods because both extension and evaluation involve making research knowledge understandable, packaging information for decision-making, educating information users, and encouraging people to act on the basis of knowledge (Patton, 1983, p. 14). Warren (1983) noted that the foremost concern of an academic administrator at a university is advancement of educational excellence which includes the institution's mission, society's need and an appropriate mix of university programs; the regular evaluation of programs and courses; the full development of existing faculty talent; and maintenance of student recruitment (p. 81).

Smith, Barber, and Walker (1984) stated that one needs to determine who wants the evaluation and why it is desired (p. 6). Deshler (1984) noted that systematic program evaluation can serve covert purposes, accountability, uncertainty, education, practice improvement and social learning purposes (An Alternative Approach to Continuing Education, pp. 8-9). He contended that continuing educators usually use the informal use of observations and miscellaneous feedback through participants and colleagues which may involve evaluation of efforts, activities, participants, programs and materials on a continuous basis (p. 8).

Andrews (1984) noted that the purpose of continuing education is to expand knowledge, skills and attitudes thereby enhancing individuals, professions and organizations (p. 3). Proper evaluation can help ensure this purpose is achieved to its fullest extent (p. 111).

However, Deshler (1984) claimed in "An Alternative Approach to Evaluation in Continuing Education" that the desire to conduct an evaluation may also be a "mirage" desire--an idea desirable from afar, but may disappear when the actual design and activity are imminent and organizational resistance surfaces (p. 3). Organizations tend to be self-protective and self-perpetuating, resistant to change and accommodating to contradictions. Evaluation efforts, in contrast, are supportive of change (Deshler, 1984, An Alternative Approach to Evaluation in Continuing Education, pp. 9-10).

Colleges and universities have been moving toward trying to evaluate all areas by setting up measures of outcomes. Serious self-scrutiny in continuing education is a practice of increasing interest to NUCEA member institutions. Powerful new forces fuel concern and there is increasing demand that institutions be held accountable with greater calls for programs to attract dwindling educational dollars (Rogers, Senecal & Watkins, 1985, p.1). Campbell and Panzano (1985) contended that evaluative models should combine structural, process and outcome approaches in order to assess the range of elements of quality within a framework (p. xi).

It is difficult to evaluate extension (continuing education) which operates outside the normal physical confines and includes external degree programs, conferences, short courses and other activities (Ashmore, 1985, p. 109; Frandson & Alford, 1980, p. 109). Brandes and Padia (1985) identified issues which should be evaluated for Teacher Education and Computer Centers but may also be applicable for continuing education centers to consider: the mission and resources of the center; services and training provided, staff development strategies and models used; and a regional network (p. 5). Dr. Michael Patton, Evaluation Specialist, University of Minnesota, noted, however, that "No single evaluation is likely to be able to serve all constituencies equally well. Either implicitly or explicitly, the evaluation design includes bias toward the information and process needs of some constituents more than others" (Proceedings for the Symposium on Research Needs for Extension Education, 1985, pp. 10-11).

When reviewing evaluation, measurement of various facets are considered. However, Eisner (1985) pointed out that measurement can have its drawbacks. Although one can evaluate without measuring and one can measure without evaluating, the belief that one must measure in order to evaluate is widespread. When this occurs, the fields that are most amenable to measurement are measured and those that are difficult to measure are neglected. What is measured then is emphasized in school programs because measurement becomes the procedure through which educational quality is determined (p. 14).

Burnham (1986) noted that there is rarely a mention of noncredit outcomes. He suggested that "adult educators are sometimes guilty of using conventional numbers that may or may not measure what we are really trying to accomplish" (p. 16). However, Smith (1988) stated some measurements are identifiable. These measurements can be grouped into quantitative data (actual enrollments, registrations received, programs completed), monetary data (gross revenue, net revenue, actual expenses), and qualitative data (knowledge gained, assessments by learners and supervisors, spin-offs and additional requests for programs and services) (p. 60). Outcome measures are also important and may be evaluated in several ways in continuing education (Pinkney, 1988, p. 2): 1) student pass rate on selected certified exams; 2) employer satisfaction with business and industry training courses; 3) completion rates of students enrolled in courses with completion requirements; 4) student rating of the quality of instruction; and 5) student goal achievements.

One trend in evaluation is to have review and decision-making by institutional governing boards (Rogers, Senecal, & Watkins, 1985, p. 1). For example, the State Board for Community Colleges in Maryland assigned staff and an advisory group to develop a set of student outcome measures for continuing education. Previously, surveys had not been incorporated into a systematic evaluation system. Outcome measures that demonstrate accountability and assist in the evaluation of effectiveness of noncredit instructions had not existed (Pinkney, 1988, p. 2).

Evaluation emphasizes the systematic collection of information about a broad range of topics for use by people for a variety of purposes (Proceedings for the Symposium on Research Needs for Extension Education, 1986, p. 1). Weir (1986) noted that specifically in cooperative extension, identification and measurement of organizational goals vigorously pursued in earlier years have not received much attention lately. The disinterest is attributable to a lack of testable theory and problems. There are problems associated with identifying and articulating goals, especially those found in a large bureaucracy (p. 92).

Reasons for Evaluation

There has been much written about the reasons for program evaluation. Wilson (1987) indicated these included the desire to collect systematic information about program quality, to make wise decisions about resource allocation and reallocation, and to meet requirements and expectations of external constituencies (p. 3). Wergin and Braskamp (1987) noted that the ultimate goal of all evaluation is organizational improvement (p. 98). However, despite the great

amount of literature on evaluation, an effective continuing education guideline has not emerged and it remains an elusive educational tool (Gessner, 1987, p. 197).

Gessner (1987) pointed out that there are five basic reasons for program evaluation. These include: 1) to determine the program or public service activity is meeting stated objectives; 2) to learn participants' opinions of programs; 3) to calculate results and determine the cost/benefit ratio; 4) to provide data to meeting reporting requirements; and 5) to justify the programs to funding sources (p. 197). Wilson (1987) also noted that evaluation rarely focused on academic support and administrative units. He stated that administrative units were so varied that standard procedures were useless. The basis on which performance is judged and data collected will vary from one unit to the next. Since it is varied, data must be sought from units with the same mission at other institutions or from outside experts (p. 7). Hammond (1989) noted the difficulty in trying to evaluate and specifies why quantitative data must be supplemented by qualitative data. Policy-makers demand the appearance of hard data and the market categories of evaluative research produce numerical tables that satisfy this demand. The categories dissolve, however, when one knows more about the reality they refer to (p. 113).

Freeman (1987) contended that evaluation of administrators is no less important than that of educators; the quality of the experience they provide will be judged by their students not only on academic considerations but also on a whole range of logistical, budgetary, managerial and organizational matters (p. 160). Brown (1989) stated that evaluations produce results that are useful to everyone involved, especially the senior administrator responsible for the unit, unit staff, and other constituencies. An evaluation should be utilization focused. This indicates the primary purpose of the assessment of academic support units is to collect information that can be used to improve and develop the unit (p. 96).

The primary responsibility for improving practices in the work setting falls to adult and continuing educators themselves (Quigley, 1989, p. 112). The major strategy is for them to see themselves as researchers of their own practice. Their goal should be to understand how they frame problems and their own roles and to uncover their own practical knowledge and the processes by which they use that knowledge (Quigley, 1989, p. 112). Ray (1990) supported the importance of evaluation. He stated the leader who values the role of evaluation recognizes that organizational assessments are most successful if they are underway constantly (p. 177).

The Continuing Education Unit: Criteria and Guidelines (1990) helps to clarify the distinction between assessment and evaluation by noting that "assessment" refers to the

measurement of individual learning outcomes. In contrast, "evaluation" refers to the measure of the quality of the administration and operation and of the continuing education experience as a whole. Evaluation appears to encompass the broad spectrum in the continuing education department and is the responsibility of the administration (p. 14).

Shumacker and Brookshire (1990) suggested that evaluation should include the following: establish short term standards and goals; select input, process, and output indicators; assure output indicators are comparable; and research relationships between input, process, and output indicators (p. 13). McConochie and Clagett (1991) agreed that outcomes are important. The size of continuing education enrollment at many institutions, especially to the extent that such courses are tax assisted, suggests that accountability reports should include noncredit student outcomes data even when they are not specifically required (p. 10).

Evaluation has become increasingly important to continuing education in recent years. However at many colleges, continuing education data systems are less sophisticated than those in the credit area, and often continuing education is not well integrated into college recordkeeping, institutional research, and reporting mechanisms (McConochie and Clagett, 1991, p. 7). There are several reasons continuing education may not have been previously evaluated: 1) where continuing education is not state-assisted it may not be included in accountability mandates and the external motivation is absent; 2) continuing education administrators are accustomed to operating somewhat autonomously, and they may resist formal evaluation by outsiders; and 3) an abbreviated course entry form may be characteristic of noncredit students for ease of entry and basic background information readily available on credit students may be lacking for continuing education students (McConochie and Clagett, 1991, p. 11).

According to McConochie and Clagett (1991), the fundamental reason for evaluation is to improve the activity being evaluated. As the need for the program becomes greater, it becomes more important to evaluate. At many campuses, the noncredit continuing education enrollment is growing at a much faster rate than credit operations. For example, Maryland's community colleges' noncredit courses accounted for nearly one-third (31%) of all state-funded enrollment in 1989. Therefore, evaluation becomes more important as noncredit enrollment increases (p. 6). Maryland has a manual which outlines the evaluation system used by community colleges to determine which continuing education courses can be supported by state funds (Continuing Education Manual for Maryland Community Colleges, 1988, p. 2).

Tesh (1991) agreed that education evaluation is "high stakes" evaluation. The designation refers to the fact that the intellect and emotional and physical well-being of hundreds of

thousands of learners can be influenced beneficially or adversely because of the results of an educational evaluation (p. 4). Evaluation can document the contributions of continuing education to economic development, enhance its public image, respond fully to accountability mandates, and preserve tax revenue support for continuing education (McConochie & Clagett, 1991, p. 1). Donaldson (1993) pointed out that irrespective of a review's objectives, there appears to be consensus that most evaluation questions should be multi-dimensional and best addressed by collected data from diverse sources (p. 15).

Studies In Evaluation

Several studies have been conducted in recent years to address continuing education and evaluation at colleges and universities. One study questioned evaluation taking place at universities in continuing education. From 1980-83, 42% of the 231 NUCEA institutions responding to a survey conducted indicated they had some form of comprehensive study of their continuing education activities. Of these only 25 indicated evaluations had been done. These evaluations were conducted solely by staff, campus faculty and/or staff, persons external to the institution, campus faculty, and /or staff (Rogers, Senecal & Watkins, 1985, p. 1).

In 1984, there were 144,081 students in over 6,991 state-supported continuing education courses offered by Maryland public community colleges. A survey of 17 public community colleges was distributed as a sample and results indicated that noncredit courses were an important part of the social and economic life of the state and local community of individual colleges. In this case, evaluation was done to verify the importance of continuing education (Pinkney, 1988, p. 3).

Another study involved a British Council course held in London in 1985. The course brought together community development education and extension workers from a wide spectrum of agencies and countries. It was agreed that the following competencies were needed in designing and evaluating responsibilities of program planning and directing: 1) skills in identifying learning needs within a given community; 2) knowledge of existing and potential resources which could be deployed in meeting those needs; 3) knowledge of a range of teaching methods that might be utilized in educational programs; 4) skills in mobilizing, leading, and facilitating work groups; 5) skills in planning and implementing programs of teaching and learning; 6) skills in planning and implementing systems of training, counseling and supervision of, or skills in the

production and use of appropriate media and teaching aids; and 8) skills of evaluating the effects of all the above activities and applying the findings to subsequent work (Fordham & Fox, 1989, pp. 207-208).

The University of Georgia conducted a study which evaluated the continuing education center, staff, and facilities. Focus groups and survey questionnaires were conducted and 31 participants were surveyed from 13 academic units at the university (Kleiber & Holt, 1990, p. 5). A 1990 survey of NUCEA institutions revealed that 30% of the responding 160 continuing education divisions had undergone or were undergoing a formal review during 1989-90. In addition, half of those indicated that the review had promoted change in the organization (Donaldson, 1993, p. 1).

Summary

The reasons have been stated as to why continuing education has previously not been mandated to evaluate its field. The diverse number of offerings to individuals makes it difficult to quantify the quality of offerings. Also there is difficulty in measuring outcomes of learning. The literature is widespread in stressing the importance of evaluation for various reasons: political, policy formation, curriculum verification, and organizational improvement.

Although the reasons for evaluation are numerous, authors noted that an effective continuing education guideline remains elusive. All aspects of continuing education should be evaluated--programs, funding, administration, operations, and mission. The growing rate of continuing education makes evaluation become more important. Evaluation can contribute to the public image, accountability and funding justification of continuing education. Only a few recent studies indicated departments at educational institutions conduct in-depth evaluation at their institutions. However, the reason for the reviews being conducted indicated the need for change. The future accountability aspects of continuing education may eventually lead to accreditation as indicated in the next section.

Accreditation

Accreditation of continuing education is a strong possibility in the future. Accreditation proves the worth or value of an institution/department and exhibits quality control. Accrediting associations may help to provide accountability in institutions so programs for participants meet certain standards. The accountability issue is growing in continuing education and accreditation seems a natural solution.

Accreditation in continuing education has been defined as recognition by a legitimate responsible body or authority that the continuing education program meets predetermined standards and criteria. It has also been recognized as a professional process applied to programming whose purposes are to attest the quality of an institution or program and to assist in improving quality (A Program for Quality in Continuing Education for Information, Library and Media Personnel: Policy Statement, Criteria for Quality and Provider Approval System, 1980, p. 15; Kirk, 1981, p. 193; Rowls & Haynes, 1985, p. 21; and Warren, 1983, p. 9).

In 1974, the first national accrediting agency for continuing education was established. The Continuing Education Council, now called the Council for Noncollegiate Continuing Education (CNCE), began to provide accreditation to a variety of noncollegiate organizations, agencies, associations, and businesses that offered continuing education for their employees and constituents and was officially recognized in 1978 by the U.S. Office of Education (Frandsen & Alford, 1980, p. 110). Regional accreditation was begun by the Southern Association of Colleges and Schools and was notably the first association to revise its standards to include continuing education in 1971. Subsequently, many program accrediting associations have expanded their processes to include continuing education (Andrews, 1980, p. 10).

Frandsen and Alford (1980) noted, however, that accreditation is controversial. The accreditation issue brings power and conflict in continuing education into sharp focus. Continuing educators are concerned not only about competing groups within their own institutions but about intrusion onto their "turf" of other academic institutions' programs, and professional development by "outsiders," whether by nonacademic organizations sponsored by accrediting institutions in name only or by entrepreneurs not associated in any way with academic or accrediting institutions (Frandsen & Alford, 1980, p. 108).

Andrews stated that "we do need to develop, somehow, a singly national system for either certification or accreditation or something like that for continuing education" (Frandsen & Alford, 1980, p. 128). In 1980, Frandsen and Alford stated in Power and Conflict in Continuing

Education that if accreditation occurs at the national level for continuing education programs, it will result from the action of one of four existing agencies, or some combined effort of 1) regional accreditation associations; 2) NUCEA; 3) Council of Postsecondary Accreditation; and 4) federal government (p. 129). Gessner (1987) noted that since continuing education is so popular, questions should be raised on how the profession should be regulated and accredited and who should have the primary responsibility for oversight (p. 46).

As early as 1980, Frandson and Alford reported that the National University Continuing Education Association (NUCEA) had been exploring the feasibility of developing an "accredited" function but that no decision had been reached. NUCEA is a principal organization representing the administration and management of continuing education collegiate programs. It was predicted that even if such a function of accreditation should be developed, its scope and influence would be minimal because of the NUCEA's limited partnership. In fact, Frandson and Alford thought it would for the most part be a duplication of efforts of regional and specialized accrediting agencies (p. 113).

Barak (1982) noted the difference between accreditation reviews by a profession or region as compared to an institutional review by a department, school or college. The accreditation review's purpose is to assess whether a program or institution meets minimum standards. The measures are the standards of the discipline, state or region, usually qualitative, and measured by peers. The institutional review's purpose is to develop programs and analyze their direction and content by assessing their quality. The measures are indicators of quality deemed appropriate by institutional or departmental personnel, who are also the evaluators (p. 85).

Certification of personnel is related to accreditation in that it increases the perception of quality for those who have a concern. The areas of discussion related to certification focus on 1) the major proficiencies needed by effective adult education practitioners; 2) the relationship of the proficiencies to performance and program quality; 3) appropriate determination and measurement of the proficiency; and 4) the purpose of certification (Strother & Klus, 1982, p. 2).

Accreditation does not determine institutional or program quality. The commitment to educationally sound objectives and means of attaining them lies with faculties, administrators, trustees, students and alumni of programs, institutions or systems. While accreditation cannot create quality, it plays a crucial role in determining whether an institution or program has accepted and is carrying out its commitment to quality. In addition, it provides incentives to encourage enhancement of quality (Chambers, 1984, p. 10; Warren, 1983, p. 9).

Accreditation is not just assessment, but whether or not an institution or program meets identified standards. There is a long recognized responsibility of institutional (and program) accrediting associations to assist in improving the quality of the enterprises of education in the schools and colleges including procedures of review and evaluation (Crosson, 1988, pp. 1-2; Warren, 1983, p. 9; and Frandson & Alford, 1980, p. 108).

Accreditation and accountability in higher education have become national issues. Rogers and Gentemann (1989) quoted former U.S. Secretary of Education William J. Bennett as stating that accrediting agencies have examined only the inputs of higher education--number of faculty, qualifications of faculty, number of library books, etc. To correct this weakness, the Council on Postsecondary Accreditation issued new guidelines in 1986 which required an assessment of outputs by institutions of higher education. The assessment and implementation of outputs by institutional effectiveness is a new activity on most campuses (p. 346). Accountability requires that an institution accomplish what it says it will do. While not every purpose lends itself to quantitative measurement, it is important to consider which institution's purposes lend themselves to quantitative or qualitative measurement in order to document that the institution is accomplishing its purpose (The Criteria in the Self-Study Process, 1990-92, p. 2). Accreditation is important in proving the worth of an institution or program. As noted by Kern in 1990, the granting of, or the continuing of, full accreditation occurs following an accreditation site visit by faculty and administrators. The accreditation visit encompasses and evaluates five main areas: institutional purpose, institutional effectiveness, the educational programs, educational support services, and administrative processes (p. 23).

Gollnick and Kunkel (1990) stated that accreditation is a quality control system to assure the public that national standards have been met by an institution, unit, or program (p. 61). According to Love (1991), a self-study by the institution is part of accreditation (p. 81). The most comprehensive use of self-study is as part of an accreditation review as staff monitor performance against established standards (p. 80). The self-study provides a snapshot of how well an organization 1) meets mandatory federal, state/provincial and municipal requirements; 2) establishes methods of program delivery that meet high professional standards; 3) monitors the quality of its goods and services; 4) employs qualified and experienced staff and provides adequate supervision; 5) develops an organized structure that enables effective management; 6) achieves intended results; and 7) maintains financial and personnel systems that permit efficient and responsible use of the organization's resources (Love, 1991, p. 81).

The four evaluation criteria identified by the North Central Association's Commission on Institutions of Higher Education were the following: 1) the institution has clear and publicly stated purposes, consistent with its mission and appropriate to a postsecondary educational institution; 2) the "resource" criterion requires that the institution effectively organize adequate human, financial, and physical resources into educational and other programs to accomplish its purposes; 3) the "outcome" criterion is the extent to which the institution is accomplishing its purposes; and 4) the extent to which the institution can continue to accomplish its purposes (Thrash, 1991, p. 3; Warren, 1983, p.3).

Several accountability issues for continuing education were identified by Stephen Spangehl, of the North Central Association's Commission on Institutions of Higher Education. These were specified as the following: 1) it is essential to be clear about purposes and scope of an institution's continuing education program; 2) it is essential to be clear about the place of the continuing education program in the institution; 3) it is essential to identify the variety and diversity of programs offered by continuing education and to develop appropriate means for assessing the quality of these disparate offerings; 4) it is essential to identify the financial resources of the continuing education program and how funds are obtained; 5) it is essential that there is a clearly identified focus of control for continuing education initiatives--accountability for innovation and entrepreneurial efforts; and 6) it is essential that continuing education's advertising of its programs be accurate and honest (Thrash, 1991, pp. 10-11).

Summary

Accreditation may be a way to distinguish among quality continuing education offerings. There has been an establishment of accreditation on a national level for noncollegiate organizations and some regional collegiate accreditation associations of continuing education. Experts in the field note there is a need for a single national system for accreditation in continuing education.

An accreditation review's purpose indicates an assessment of meeting standard requirements for a program or institution. Accreditation indicates a commitment to quality and accountability in the field. Accreditation is consequently related to the establishment of standards in a continuing education organization as stated in the next section.

Standards

Standards may be the ultimate conclusion to the discussion of evaluation criteria in the continuing education field. Consistency, accountability, and quality of programs make it crucial to meet some predetermined expectation of program offerings. Several studies are covered that are related to developing standards for continuing education. The National University Continuing Education Association (NUCEA) has also attempted guidelines or principles for continuing education. The importance and movement toward establishing criteria for continuing education is explained in this section.

Continuing education in the U.S. has been described as "fragmented" and "non-directed." What is needed according to some authorities is direction. Although presently there is no method or mechanism to uniformly apply standards or criteria on a consistent basis, elimination of erratic situations could do much to improve quality education (Kirk, 1981, p. 6). A set of national continuing education standards or guidelines could help solve a number of difficulties in continuing education which currently exist: difficulty in determining clear objectives, lack of meaningful evaluation, variation in the application of standards or criteria, inadequate reporting, ineffective planning and poor design, absence of overall program direction, and lack of significant research (Kirk, 1981, p.14; Sork, 1991, p. 21).

Kirk (1981) identified several factors affecting continuing education which may increase the need for standards: 1) various professionals and occupations are increasing requirements for entry into practice as well as for continued practice and even requiring continuing education for membership; 2) greater continuing education opportunities and benefits have become available to many during the past decade; 3) organizations whose primary function is other than education continue to expand educational offerings and activities; and 4) practice of requiring continuing education for licensure and certification in professions continues to increase (pp. 10-11).

Frandsen and Alford noted that not until the 1970's had there been any effort to set standards or establish criteria for programming and ethical practices among continuing education providers (1980, p. 110). They indicated that the following concepts should be studied in continuing education: 1) purpose, goals and objectives and commitment of the institution, agency or organization as well as those of each program; 2) organizational structure--including management, faculty, and personnel, as well as matters of governance and controls of policy; 3) financial matters, including operational resources, policies, and accountability; and 4) program

development and planning in such areas as curricula, instruction, learning resources, crediting, recruitment policies and practices, and needs analysis and planning (p. 114).

The continuing education unit (CEU) is a certification of participation within the continuing education field. While the CEU was identified as a quantitative unit, Frandson and Alford (1980) agreed that the criteria for use of the CEU when properly applied provided a framework for qualitative improvement in continuing education (pp. 110-111). An attempt was made to determine standards and criteria for good practice in continuing education by the Council on Continuing Education Unit (Andrews, Phillips, & House, 1983, p. 7). However, the Council on the Continuing Education Unit is limited in scope of operations in that it works only with institutions, agencies, and organizations that are using the CEU, and it functions primarily as certification, information and research (p. 112). The CEU may be used by an institution to serve as a unit of measuring an individual's participation in noncredit activities, accounting unit of the institution's total noncredit courses, and basis of quality assurance in continuing education programming (The Continuing Education Unit: Criteria and Guidelines, 1990, p. 9).

They noted that the literature review confirmed that the following standards were most often addressed as criteria for quality in continuing education: 1) administration and organization; 2) goals and objectives; 3) instructional staff (selection, training, and evaluation); 4) program course records; 5) program planning (educational methods, materials, and facilities); 6) fiscal resources; 7) program/course evaluation; 8) program/course publicity; 9) content development; 10) satisfactory completion of and awarding credit for educational activities; and 10) ethical conduct (p. 7). It was noted by House (1983), however, that neither the standards of practice developed by certain professional associations for continuing education activities nor the CEU guidelines have been adequate to ensure adults pursuing continuing education that the activities they participate in are high quality programs (p. 17). Freeman (1987) agreed that CEU's were not a good tool for assessing quality because the CEU's measurement is based primarily on attendance at continuing education programs for a certain number of hours each day (p. 103).

The Principles of Good Practice in Continuing Education was funded by the Council on the Continuing Education Unit (CEU), and its purposes were to promote the strengthening of standards in the field of continuing education and training and to work cooperatively with educational organizations including colleges and universities and other educational institutions and organizations engaged in noncredit continuing education and training (Andrews, 1984, p. 1). Ashmore (1985) stated that noncredit programming should be appropriately identified and recorded by means of continuing education units (CEU) (p. 111).

As previously noted, standards, defined as commonly held practices, have been suggested to try to ensure quality. There is a need for the development of standards or criteria for quality assurance in continuing education (House, 1983, p. 137). Warren (1983) contended that standards should not be ambiguous but straightforward. The language of standards, like the law, rests on accumulated experience and must remain open to changing conditions and to the creative response of human invention (p. 8).

A study was developed to identify standards and their use in continuing education. House (1983) developed a survey which was sent to 5,000 organizations including business and government, health and health-related agencies, colleges and universities, professional societies, and certifying agencies. More than 800 organizations, with 90 or more from each organization type in the survey responded. The purpose of the study was to determine current status of standards of practice in continuing education, including attributes toward use of standards and content and to establish a frame of reference for use in developing standards and criteria for promoting quality assurance in the field of education (Andrews, Phillips & House, 1983, p. 86). As a result of the survey, over 23 sets of standards, guidelines, or criteria were identified for study and analysis (Andrews, 1984, p. 1). Examples of topics were developed by House (1983) which could be used for developing standards and criteria in quality in the continuing education field. (House, 1983). These criteria are listed in Appendix A.

The study concluded that representatives of continuing education organizations strongly believe standards of practice will enhance quality assurance. In addition, more emphasis on standards of practice should be placed on learner performance and educational processes as opposed to organizational inputs or resource requirements. Furthermore, it was discovered that continuing education organizations do not routinely use written standards and criteria for quality assurance (House, 1983, p. 137), which indicates the difficulty in establishing standards for the profession and applying them. However, it was contended by Chambers (1984) that critical evaluation is the reason for being; it is what we in higher education do. Therefore, there's no reason why the searching and systematic standards we bring to teaching and scholarship should not be brought to the assessment of our institutional quality as well (p. 13).

A Task Force on Quality Standards for Noncredit Continuing Education was convened by the Ohio Board of Regents in 1982. In opening remarks, Chancellor Edward O. Moutton noted that noncredit continuing education has a serious image problem because it does not have written standards nor a system or method for measuring quality (Standards for Noncredit Continuing Education, 1984, p. 1). The task force developed standards which included continuing

education, vocational education and private industry. These standards were endorsed by the Ohio Board of Regents in 1984 as the nation's first statewide standards for noncredit continuing education. The standards were intended to apply to three major categories of noncredit programs: skill training and development, professional updating and inservice education, and intellectual development of the individual. These standards were developed and considered a significant step forward because they could serve as a foundation for ongoing standards development. They are grounded as an undertaking of the unique characteristics of noncredit education; and they can serve as a basis for self-study, improvement, and quality assurance (Quality Assurance in Noncredit Continuing Education, 1987, p. 1, Standards for Noncredit Continuing Education, 1984, p. 2).

The Ohio task force recognized that noncredit continuing education is pluralistic and practiced differently in different institutions. Yet it focused on common ground on which to build educational quality versus institutional differences. Five purposes and uses for these standards were identified: 1) provide institutions with a basis for self-study and assessment; 2) serve as criteria for development of noncredit programs; 3) provide criteria where the public can identify quality noncredit programs; 4) enable continuing education agencies to identify themselves as having met professional acceptable standards; and 5) serve as a foundation to the ongoing development of noncredit program standards and processes of quality assurance (Standards for Noncredit Continuing Education, 1984, pp. 3-4).

In developing standards for noncredit programs, Ohio chose to measure achievement in terms of goals and objectives with an emphasis on institutional self-study and assessment. These standards follow closely the model developed by the North Central Association. Quality control lies ultimately with continuing educators and their institutions. The standards included seven parts: mission (goals, objectives and functions); organization/administration and personnel; instructional personnel; resources and facilities, educational offerings; recruitment; admissions and student services; and program evaluation (Standards for Noncredit Continuing Education, 1984, pp. 4-5, and Anthony & Skinner, 1986, p. 51). The significance of this step taken to identify guidelines for noncredit continuing education is noted. Though many states have issued requirements for assessing institutional effectiveness, few have indicators of noncredit student outcomes in their guidelines. Ohio claims to have issued the nation's first statewide standards for noncredit continuing education with the Ohio Board of Regents endorsement (McConochie & Clagett, 1991, p. 2).

In Principles of Good Practice in Continuing Education, several uses of standards were identified: 1) designing new continuing education programs/activities; 2) reviewing and improving existing programs/activities; 3) bringing forth issues to be addressed for improving continuing education departments; 4) utilizing standards as a basis for membership within a continuing education organization; 5) evaluating the effectiveness by review teams of an organization's continuing education department; and 6) identifying skills needed by individuals who seek careers in the field of continuing education (Andrews, 1984, p. 6). The emphasis on this document is on learning outcomes to describe what learners should be able to do or know.

The search for guidelines seems elusive as continuing higher education becomes more professional and professionals articulate standards of excellence uniquely appropriate to their domain (Rogers, Senecal, & Watkins, 1985, p. 2). There is a concern with skepticism by most continuing higher educators. Even if the logic of universally applicable standards were impeccable, institutional resistance to their modification, let alone enforcement, would be formidable (Freeman, 1987, p. 4). Coping with the resistance to an overarching set of standards is essential in order to move forward in establishing standards. Continuing education organizations are like snowflakes. No two are alike. Although most are components of larger organizations, their administrative and organizational relationships vary tremendously (Simerly & Associates, 1987, p. 173). However, Freeman (1987) argued that developing a set of written standards and criteria to guide the review of noncredit programs can prove helpful to staff, faculty, and outside groups. This type of system can ensure regular reviews of quality in ways that need not inhibit individual initiative and creativity or impose heavy financial burdens (p. 99).

Unfortunately, there is a problem with standards in the application of principles which have a unique practice in varying contexts. Quigley (1989) noted a major reason that most effective educators reject textbook prescriptions is that the principles/standards are vacuous (because they have to apply to everyone regardless of the circumstances) or limited (because they discount the details of the context) or both. Everyday practice in adult and continuing education cannot be best understood as the application of standardized principles to well-formed problems because many practice situations are marked by uniqueness, uncertainty and conflicting values. He contended since adult educators are continually making choices, as opposed to simply applying principles, a different approach must be used to understand their everyday practice (pp. 108-109). That is why according to McConochie and Clagett (1991), only the rare assessment guidebook or articles include any mention of noncredit outcomes--although an exception is the NUCEA draft of guidelines in 1990 (p. 2).

The National Council for Accreditation of Teacher Education (NCATE) has recently redesigned accreditation guidelines. Changes included establishing a databank on the characteristics of professional education programs, identifying quantifiable indicators of quality, expanding eligibility requirements of accreditation focusing on the professional education unit as a whole instead of on discrete program categories, and establishing a board of examiners to conduct on-site evaluation (Gollnick & Kunkel, 1990, p. 62).

Unless standards are agreed upon by all parties--learners and customers as well as providers--then the value system against which performance is measured is biased. Measures applied to training and continuing education have tended to concentrate on the economy or efficiency, i.e., the amount spent or relationship between inputs (resources/staff) and outputs (student attendance/exams) (Johnson, Powell, et. al., 1990, p. 3).

NUCEA Guidelines Attempted

In 1990, the NUCEA, a principal organization representing the administration and management of continuing education collegiate programs, established a set of guidelines which were supposed to be used for performance of individual institutions and established a foundation to strengthen all continuing education programs. A single set of guidelines was designed to serve NUCEA members and other representatives of higher education. These areas included a guide for self-assessment, a guide for the development of new programs, a guide for institutional evaluation or assessment, a guide for military base evaluation, and a guide for improvement of instructional quality (Guidelines for the Assessment and Evaluation of Instructional Programs of Continuing Education, 1990, pp.1-2).

To address diverse continuing education needs, guidelines were devised and divided into major subdivisions: 1) commitment to innovation and ethical practices; 2) credit instruction; 3) noncredit instruction; 4) research, program development and evaluation; 5) academic support; 6) delivery formats and special programs; and 7) student support services (Guidelines for the Assessment and Evaluation of Instructional Programs of Continuing Education, 1990, pp. 5-6). These subdivisions were expanded and attempted to give guidance to universities in each of these areas. The draft was distributed to NUCEA administrators nationwide; however, these guidelines were not accepted by the membership. Subsequently, in 1990 NUCEA disbanded the committee due to its being a source of disharmony in the organization.

Boyd (1991) confirmed that during the past decade, the NUCEA has tried twice to develop principles of practice and in each case was unsuccessful in obtaining the approval of the finished product from its members. According to Boyd, several factors contributed to this dilemma: 1) continuing higher education reflects the diversity of campuses; 2) it is difficult to develop standards of practice which can adequately take into account the great diversity among continuing education units. This diversity is reflected in such ways as size, mission, governance, and funding; 3) standardization of the practice is perceived as a threat to continuing education's entrepreneurial practice; and 4) until fairly recently, many continuing education units were viewed as peripheral by their campus. As long as the units "behaved themselves" they were exempted from formalized periodic review (i).

In 1992 NUCEA established a "Commission on Guidelines for Good Practices in Continuing Education" to examine possible guidelines for continuing education. In April 1993, the draft of "Principles of Good Practice for Continuing Education Programs" was distributed by the Commission at the NUCEA national meeting in Nashville, Tennessee. The Commission drew a clear distinction between identifying common principles, versus prescribing specific procedures, which the Commission viewed as the responsibility of individual institutions. Seven principles were outlined and included the following areas in continuing education: mission; program design and delivery; adult learners; faculty; administration; evaluation; and advocacy (pp. 1-4). Later, these principles were adopted in January 1994. These principles are listed in Appendix B.

Also Donaldson (1993) through analyses of review reports and the literature, identified 10 broad categories of criteria that frequently were used to evaluate continuing education. He published these criteria in an NUCEA publication entitled Continuing Education Reviews: Principles, Practices and Strategies. This publication was developed from four sources: a) results of a survey of NUCEA member institutions used to ascertain the incidence of review in continuing education in 1988-90. Responses were received from 41.3% of the Institutional Representatives surveyed; b) review reports shared by 14 institutional members; c) observations and ideas of NUCEA members whose divisions had been reviewed or who have participated as external reviewers were tapped; and d) literature was reviewed to supplement information (p. iii). Donaldson concluded criteria most commonly employed in reviews collected by the NUCEA survey were related to: a) programming; b) mission; c) organization and organizational structure; d) financing, resources and facilities; and e) the continuing education department's administrative structure and function (p. 13). These criteria are listed in Appendix C.

Summary

Several factors may encourage establishment for standards: increasing professional and occupational requirements, greater continuing education opportunities, increasing variety of providers, and requirements of certification in professions. A movement has been made toward bringing the systematic standards in teaching and scholarship to the institution of quality continuing education as well.

Three particular sources are mentioned which are related to criteria and potential establishment of standards: House (1983), Donaldson (1993), and the NUCEA's Principles of Good Practice for Continuing Education (1993). Numerous criteria are identified which relate to continuing education. The relationship is examined among these criteria are the basis for the study in Chapter III.

Summary of the Review of the Literature

To summarize, continuing education is a growing field on which increasing demands will be placed upon in regard to continuing education and workforce retraining. Evaluation of continuing education is also important as employers in business and government need assurance of value in regard to professional development.

Seven areas have been identified to review the literature in continuing education: assessment, organizational/educational effectiveness, organizational development, quality, evaluation, accreditation, and standards. They appear interrelated when examining the continuing education field.

Assessment is a long-term investment related to accountability and improvement of an activity. Outcome assessment is especially popular, but appears difficult to implement. Only four states have completed a statewide assessment on noncredit continuing education as of 1990. However, it is projected the continuing education field may actually self-impose assessment to gain credibility among its constituents.

Like the aim of assessment is for improvement, effectiveness is a goal consistently sought in organizations. Social values in the 1990's stress accountability for program results, quality, financial management, and organizational effectiveness. As resources become more scarce, government and business continue to demand a return on their investment in the workplace. Continuing education activities' worth is a part of the effectiveness sought for organizations.

Organizational development appears to be an outdated term mainly prevalent in the 1970's and 1980's. Organizational development seeks to provide useful administrative data to improve decision making for effectiveness. It is useful to systematically plan for change in organizations. Many organizations are calling for change in an effort to improve quality.

Quality is a term most recently used in the 1980's and 1990's and is said to be recognized intuitively. With businesses investing over \$40 billion annually on adult education, it is agreed there should be some assurance of quality. Further, continuing education has a major contribution to make to the economy but cannot contribute effectively unless it is concerned with its own quality. Continuing education affects trade associations, government, business and industry. There are many providers, which can cause confusion at times. Therefore, an assurance of quality is needed to assist in making decisions in choices of programs to which to send employees to be educated.

In the review of the literature regarding continuing education, the search for quality appears fragmented. However, as administrators of educational institutions and continuing education discuss and evaluate quality, there may be a move toward consensus of important factors to implement quality.

As much as quality is a goal in continuing education it is not easy to achieve. The diverse number of offerings, the difficulty in measuring learning outcomes, and the number of providers makes the field challenging. Extension operates outside the normal physical confines and includes short courses, study abroad, external degree program and other activities, so it is difficult to evaluate. In addition, noncredit activity has not been held to strict accountability and recordkeeping is not comparable to credit course activity.

Evaluation is related to a university's accountability for resources. All aspects of continuing education should be evaluated--programs, funding, administration, operations, and mission. Some of the basic reasons for evaluation in continuing education includes meeting objectives, learning participants' opinions of programs, calculating results of programs, providing data for reporting, and justifying programs for funding sources.

The importance of evaluation is undeniable as it contributes to public image, accountability and funding justification of continuing education. However, only a few recent studies indicated departments at educational institutions conducted in-depth evaluations. The future accountability aspects of continuing education may eventually lead to accreditation.

Accreditation may be a way to distinguish among continuing education offerings and address the quality aspect of programming. There has been establishment of accreditation on a national level for noncollegiate organizations and some regional collegiate accreditation associations of continuing education. Experts note that there is a need for a single national system for accreditation in continuing education. Accreditation is a commitment to quality and accountability. It is consequently related to the establishment of standards in a continuing education organization.

The previous areas seem to lead up to what may be needed in the continuing education profession for educational institutions: standards. Several factors call for standardization: increasing professional and occupational requirements, greater continuing education opportunities, increasing variety of providers, and requirements of certification in professions. However, adult continuing education is not easy to apply standardized practices to because many situations are marked by uniqueness. Enforcement would be formidable because continuing educational organization administrative relationships differ significantly.

There is a need to identify standards in the profession. Establishing guidelines will solve problems such as difficulty in determining clear objectives, lack of meaningful evaluation, variation in the application of standards or criteria, inadequate reporting, ineffective planning and poor design, absence of overall program direction, and lack of significant research.

Three particular sources are mentioned which are related to criteria and potential establishment of standards: House (1983), Donaldson (1993), and the draft of the NUCEA's Principles of Good Practice for Continuing Education (1993). These areas will be the basis for the study as stated in Chapter III.

CHAPTER III

RESEARCH METHODOLOGY

Introduction

The problem addressed in this study is that nationally accepted criteria for assessing the effectiveness of continuing education organizations do not exist. These criteria may be required for future justification of funds needed to support continuing education, accountability, and quality assurance to clients. The purpose of the study is to identify critical criteria which can be used to evaluate continuing education organizations.

Research Questions

The study sought answers to four questions:

1. What are the most critical criteria that should be used in the evaluation of continuing education organizations?
2. What are the categories these criteria can be placed into?
3. What are the factors that can be reduced to a more manageable set of criteria for evaluation of continuing education organizations?
4. How do these factors vary based on demographic data?

This chapter will describe the design, population and respondent group, instrument, pilot study, the collection of data, and analysis.

Research Design

The research project was classified as an exploratory study of the current status of critical criteria to evaluate continuing education departments. Selltitz, Wrightsman & Cook

(1976, p. 92) suggested one or more of the following methods be used in an exploratory study: 1) a review of the related social science and other pertinent literature; 2) a survey of people who have had practical experience with the problem to be studied; and 3) an analysis of "insight-stimulating" examples. This study represented all three factors recommended and the scope of the project involved the collection of data on a national basis.

Population and Respondent Group

The study was limited to the views of adult educators belonging to a national professional organization. The specific population chosen for this study was the director or dean of the continuing education department of those organizations belonging to the NUCEA as listed in the 1992-93 NUCEA Membership Directory and the October 1993 professional membership mailing list. The population and sample for this study were the same. The constituents of NUCEA typically offer a variety of credit and noncredit educational programs. This organization consisted of 428 national and international institutions which included universities, colleges and other educational organizations. The international educational institutions and other educational organizations which were not colleges or universities were excluded from the study. The total mailing list consisted of 369 organizations throughout the United States involved in continuing education. Of these institutions, 283 organizations were universities and 86 organizations were colleges. Each of these organizations had a designated representative listed in the directory. Only one person was chosen to represent each institution, preferably the dean or director of the department.

Instrument

The instrument used to survey the sample of NUCEA directors was an originally designed questionnaire developed by the researcher. Questionnaires usually are more convenient for respondents than other methods used to obtain information directly from people. Further, the cost-efficiency of a questionnaire study is more realistic in a national survey as opposed to other techniques such as interviewing (Berdie & Anderson, 1974, p. 18).

The draft of the instrument was modeled primarily from three sources discussed in Chapter Two. First, the study by Dr. Joe Donaldson, University of Missouri-Columbia, in which he identified ten categories of criteria and listed detailed components in evaluation of continuing

education programs was utilized. These criteria were listed in the 1993 NUCEA monograph Continuing Education Reviews: Principles, Practices and Strategies. A second source was the draft distributed in 1993 by the NUCEA Commission on "Principles of Good Practice for Continuing Education." The third source, "Standards of Practice in Continuing Education: A Status Study", provided examples of criteria identified from a similar design by Richard House in 1983.

The research questions previously outlined in Chapter 1 served to guide the development of the initial draft of the instrument. In addition, the questionnaire was influenced by studying criteria reported in the review of the literature section in Chapter II. The questionnaire was designed to answer the research questions stated in Chapters I and III and was divided into two sections representing the type of data to be collected: (Section I) introduction and demographic information and (Section II) rating of critical factors in evaluation of continuing education organizations.

Various response formats were used since the information sought was not conducive to one format style. In Section I, demographic data was collected through selecting the most appropriate answer and completing information in the blanks indicated. The demographic data allowed establishing classification of data sources according to size, structure, environment, and program outcome information. The size category of the questionnaire was determined by the Carnegie Classification which divided educational institutions on the basis of the level of degrees offered, ranging from baccalaureate to the doctorate, and the comprehensiveness of their missions. A second size indicator on the questionnaire was the number of resident students enrolled on the main campus of the university/college.

The structure category of the questionnaire was determined by two questions: the type of setting, urban or rural, of the main campus educational institution; and the basic structure of the continuing education organization, centralization or decentralization, in the college/university system. If the educational institution was a combination of the centralized/decentralized model, respondents were asked to indicate the degree the continuing education program unit was centralized or decentralized by circling the most appropriate answer on a seven point scale. Number one was extremely centralized while number seven indicated extremely decentralized. A number selected between numbers one and seven indicated the tendency toward centralization or decentralization.

The environment category of the questionnaire was determined by the level of base institutional funding received by the continuing education organization; as well as by whether the

continuing education organization was part of an educational institution which was a land-grant institution, private institution, or public institution (not land-grant).

The program outcome category was determined by the following in regard to continuing education at the respondent's institution: number of credit courses; number of noncredit continuing education programs; number of participants in credit courses; number of participants in noncredit programs; total continuing education budget during the last fiscal year (including state and/or base funding and gross income); and number of full-time equivalent employees in the continuing education organization.

Section II of the questionnaire was appropriate for a Likert scale format in which respondents were asked to rate sixty-two criteria which were identified as important factors in evaluation of the quality of continuing education organizations. The criteria statements in Section II were randomized and each of these factors addressed some content area of continuing education. The Likert scale was used since items were to be judged on a single dimension and arrayed on a scale with equal intervals. The extremes were labeled appropriately. Simplicity, clarity, economy, and productivity were the major advantages of the Likert scale (Alreck & Settle, 1985, p. 146). One of the major limitations of the Likert scale, like other attitude measurement techniques, is that it depends heavily on the original set of statements used. If these are bad items, it is unlikely it will produce good measurements. Even if good items are chosen and high reliability attained, unidimensionality is not guaranteed. Other work, factor analysis usually is needed. (Rossi, Wright & Anderson, 1983, p. 255).

As noted in Section II, a comprehensive list of important factors that one might consider in evaluating continuing education organizations was compiled. Content validity of the questionnaire was determined by expert judgment and they were asked to evaluate the list of factors. The six experts identified were chosen from three types of universities to gain different perspectives: a public university (not land-grant), a private university, and a land-grant university from the south central part of the United States. Three of the experts were Directors or Deans of university continuing education departments and also represented both centralized and decentralized continuing education systems. Other experts represented a director of Center and Product Service Quality and Professor of Marketing in a College of Business Administration and an Associate Professor of Occupational and Adult Education in a College of Education. The remaining expert was a representative of the NUCEA and had served as Chair of the Committee on Principles of Good Practice for Continuing Education.

These experts were asked to carefully review the instrument and judge how well the items represented the intended content area. They were also requested to make comments concerning changes viewed as essential in the organization and or content of the instrument. The experts evaluated the degree to which the questionnaire appeared to measure what it purported to measure (Gay, 1987, p. 130). There was general consensus among the experts regarding the suggested changes. The data and comments received from the expert group were reviewed and modifications made to the questionnaire. Five additional criteria were suggested by the expert group: availability of career and educational counseling of adult learners, student financial aid, grant and contract program activity, external expectations from system, and distance education activity. Also, the Likert scale was changed from a five-point scale to a seven-point scale to provide a greater range of choice for the evaluation criteria.

To ensure accuracy, each of the criterion was listed with their sources. This was done for confirmation that all criteria were justified. The sources included Donaldson (1993), "Principles of Good Practice for Continuing Education" draft (1993), and House (1983). Those criteria that came from the expert group or literature was noted as well and are shown in Appendix D.

The first research question/objective was concerned with the importance of the criteria considered by department heads in evaluating continuing education organizations. The section asked respondents to provide self-stated ratings to the randomized list of criteria. The criteria selection was especially important so that respondents could deal with a realistic number. Responses were provided along a seven-point scale with end points labeled from "more important" to "less important".

There has been considerable controversy on whether or not the intermediate points of the scale should be labeled with words, such as "somewhat important" or "slightly important". In most cases, it is not advisable to label the intermediate scales. First, consensus concerning the meaning of such words as "very" or "slightly" was less likely than the interpretation of only a series of numbers. Second, the graphic spacing and the common understanding of the equal "distance" between numbers form a conceptual "mapping" of the underlying evaluation. Third, with only numbers, there is no possible mistake about the fact that there is a single dimension or continuum. The bulk of the research on this issue indicated that in most cases, labeling of intermediates values was no more effective, and doing so could sometimes produce undesirable results, in the form of scale points that are not of equal intervals from one another (Alreck & Settle, 1985, p. 147).

In regard to the range on the Likert scale, categories or scale increments should be about the same breadth as those ordinarily used by respondents. Normally respondents classify things into a range from 2 to about 7 or 8 categories, and seldom more than 10 (Alreck & Settle, 1985, p. 156).

Pilot Study

After refinements based on the experts' group advice, the instrument was mailed to the pilot group similar to those selected for participants of the project. The National University Continuing Education Association (NUCEA) is divided into seven regional groups geographically located throughout the United States. For the pilot test, three universities were selected in each of the seven regions. These three universities were selected, one each representing a public university (not land-grant), a private university, or a land-grant university. Therefore, twenty-one deans or directors of continuing education departments in the United States, who were institutional members of NUCEA, were mailed surveys as part of the pilot test. Four of the twenty-one deans/directors in the pilot test also completed questionnaires in the actual survey.

A cover letter was mailed with the instrument requesting participation in the pilot study. Each individual was mailed a copy of the instrument, a cover letter explaining the questionnaire was a pilot study, and a business reply envelope. The contents were mailed in a first class 9x12 envelope. The list of the universities participating in the pilot test are shown in Appendix E.

The pilot test group was given three weeks to return the survey. Seven (thirty-three percent) of the pilot tests were returned within the given time frame and given consideration in clarification of questions within the survey. Following minor adjustments, the questionnaire was prepared to be mailed to the NUCEA deans and directors.

Collection of Data

Each dean or director for an educational institution listed in the 1992-93 NUCEA Membership Directory and as listed on the NUCEA mailing list as of October 1993 in the United States, was included in the initial mailing. A cover letter was mailed with the instrument requesting participation in the study, assuring respondents that the data would be confidential and reported in aggregate form, and specifying that the numerical coding of the instrument was to be

used for follow up purposes only. Each individual was mailed a copy of the instrument, a cover letter, a form which respondents could return to request a copy of the results, and a first class stamped return envelope. The contents were mailed in a first class stamped 9x12 envelope.

The cover letter from the researcher emphasized the significance and importance of the study. The letter also stated that responses from surveys were confidential and the surveys were only numerically coded for follow-up purposes of the nonrespondents. Respondents could also request a summarized copy of the results on an enclosed additional form if they desired. Those surveyed were initially given three weeks to complete and return the instrument. Four weeks following the first mailing, the nonrespondents were sent follow-up questionnaires identical to the ones initially sent requesting completion of the instrument. They were also given approximately three weeks to return the questionnaire. There was no plan to follow-up, beyond sending another questionnaire to the first group of nonrespondents, in regard to those who did not respond to the second mailing. A sample of the initial cover letter and follow-up cover letter were shown in Appendix F. The survey and the request for results form was shown in Appendixes G and H, respectively.

Data Analysis

The process of analysis included: 1) coding the observations (placing each item in the appropriate category); 2) tabulating the data (counting the numbers in each category); and 3) performing statistical computations. Statistical analysis was performed on the data to answer the research questions. Parametric statistics were used under the following assumptions: the variable measured was normally distributed in the population; the data represented an interval scale of measurement; subjects were selected independently for the study; and the variances of the population comparison groups were equal (Gay, 1987, p. 417). Descriptive statistics were used for the analysis of data (frequencies, percentages, and means). Statistical tests were also used to address the research questions.

The first research question dealt with identifying the potential criteria for evaluation of continuing education organizations and ranking the criteria. The dean's self-rated responses were averaged across respondents and the criteria ranked accordingly from those criterion that were considered the most important to those considered the least important. A mean score of 5.25 or above was defined as the critical criteria to be used in evaluation of continuing education organizations.

The second research question sought categories for the identified criteria. Dr. Joe Donaldson's categories were used for comparison and the sum of the means were ranked accordingly.

The third research question evaluated whether the factors could be reduced to a more manageable set of criteria. Utilizing SAS (Statistical Analysis System), factor analysis was performed. Factor analysis required that the practical variables be measured at least at the interval level. Many variables, such as measures of attitudes and opinions do not have a clearly established metric base. However, it was generally assumed one could give "ordinal" variables numerical values without distorting the underlying properties (Kim & Mueller, Factor Analysis: Statistical Methods and Practical Issues, 1978, p. 73).

Factor analysis was based on the assumption that some underlying factors which were smaller in number than the number of observed variables, were responsible for the covariation among the observed variables (Kim & Mueller, Introduction to Factor Analysis, 1978, p. 12). Exploratory factor analysis was used as a means of exploring the data for possible data reduction. The statistical technique examined the interrelationships of the criteria identified. The meaningful factors that emerged from this data reduction provided the items to be included in further model formulation and research efforts.

The fourth research question was concerned with comparing demographic data with evaluation criteria. Of particular interest was whether size, structure, environment, and program outcomes affected the criteria chosen for evaluation of continuing education organizations.

Analysis of variance (ANOVA) was used to determine significant differences among criteria and demographic variables. For example, institutions of a larger size were compared to see if they differed significantly from institutions of a smaller size on the criteria chosen for evaluation. Another analysis included whether urban institutions differed on criteria chosen for evaluation significantly from rural institutions. Environment was also an issue in determining whether universities received base institutional funding and if the important criteria chosen for evaluation differed among institutions. Further partitioning of the respondents was performed using demographic variables and selected criteria.

Each group of criteria rankings were averaged for each respondent and tested for significant differences using ANOVA. This was the statistical method used for equating groups on one or more variables. The total variation of scores can be attributed to variance between groups or variance within groups (Keppel, 1982, p. 35; Gay, 1987, p. 541). ANOVA was used to

provide further information regarding the criteria categories and how the variables differed from one another according to demographic information.

Post-hoc analysis was necessary in trying to isolate the exact cause of the main effect differences. The reason for post-hoc analysis was to extract the maximum amount of information from the study and helped to answer the question of which differences were significant (Keppel, 1982, p. 165). The Duncan test was used for post-hoc analysis. The Duncan test is distinguished by the fact that significance testing follows a series of sequential tests, each with a different critical value to establish the significance between pairs of means (Keppel, 1982, p. 156). The Duncan's test is characterized by the probability that a significant difference will not be found if the population means are equal. Duncan's multiple range test has been the most widely used of all multiple comparison tests, according to Science Citation Index (Krishnaiah, 1980, p. 620).

Summary

This chapter has explained the research methodology used to answer the proposed research questions. It has described the design of the questionnaire, the population and respondent group, the instrument, the pilot study, the collection of data, and the analysis. The next chapter presents the data that resulted from this methodology and an analysis of the data, utilizing the statistical techniques.

CHAPTER IV

RESEARCH OUTCOMES AND FINDINGS

The data and analyses presented in this chapter were organized around the four research questions as stated in the previous chapter. The following information is presented.

Introduction

The process of designing the questionnaire is reviewed. Twelve demographic variables representing size, structure, environment and program outcome information comprised section I of the survey instrument. Section II was comprised of suggested evaluation criteria used by continuing education deans and directors. The instrument asked respondents to indicate how important each of the criteria were in evaluating how their continuing education organization positioned itself for long-range quality as assessed by the higher education administrator. Each respondent was provided seven scale choices ranging from "More Important" to "Less Important". They were also coded one to seven for analytical purposes. Six experts were identified to review the instrument for suggestions. The original criteria were adjusted to include suggested additions from the experts as well as combining selected criteria for clarification purposes. Sixty-two criteria were selected for the final survey questionnaire. The criteria in the final questionnaire was identified as the 1993 Continuing Education Evaluation Survey.

A pilot test was done surveying 21 deans/directors of continuing education from seven geographic regions identified throughout the nation each representing a public, private, or land-grant university. Next, an initial mailing of 369 questionnaires were sent. The questionnaires were coded for follow-up purposes and a second mailing of the questionnaires was mailed to the nonrespondents four weeks later. Of the 369 surveys mailed, 186 deans or directors of continuing education organizations returned the questionnaire, which was a return rate of 50%. To give an indication of respondents in regard to size of the educational institution, forty-four percent of those who responded had 9,000 or less students on their main campus. Thirty-six percent had

between 9,001-20,000 full-time equivalent students on their main campus and twenty percent had 20,001 or more students on their main campus.

Each of the research questions was addressed in analyzing the data. Findings are reported as follows.

Research Question One

The first research question was concerned with identifying the critical criteria that should be used in evaluation of continuing education organizations. Sixty-two criteria were identified from a review of the literature including three main sources who had previously identified evaluation criteria: 1993 NUCEA monograph by Joe Donaldson, Continuing Education Reviews: Principles, Practices and Strategies; a draft of the NUCEA "Principles of Good Practice for Continuing Education"; and a study by Richard House, "Standards of Practice in Continuing Education: A Status Study". An expert group also identified criteria which could be used in the survey.

The responses were averaged across respondents and the sum of the means of the criteria were ranked accordingly from those criterion that were considered more important to those considered less important. Table I provided the rank order of the mean values for each of the sixty-two criteria. The means for the scale ranged from 6.39 to 4.11 with "instructional staff quality, expertise" receiving the most important ranking and "student financial aid" receiving the least important ranking of the criteria.

The thirty-seven criteria that were ranked 5.25 or above on the seven-point scale, or in the top seventy-five percent of the scale, were considered critical in evaluation of continuing education organizations. It was noted that those criteria added by the expert group and suggested by the literature review, were the ones that had ratings of 5.24 or below and were in the lowest 25% of the criteria rankings. This observation confirmed that the critical criteria were previously identified using the three model sources.

Based on the data obtained through the research, it was found that criteria could be ranked in order of importance to NUCEA continuing education directors/deans. The criteria were specifically ranked by the dean or director in regard to how the continuing education organization positioned itself for long-range quality.

TABLE I
EVALUATION CRITERIA WITH MEAN VALUES
RANK IN DESCENDING ORDER

Rank No.	Criteria	Mean Values*
1	Instructional Staff Quality, Expertise	6.39
2	Learner Satisfaction	6.30
3	Knowledge, Expertise, Skills of Staff	6.22
4	Program Quality and Quality Control	6.21
5	Program Design and Content Development	6.16
6	Importance of Continuing Education to Institutional Mission	6.03
7	Marketing Effectiveness	6.02
8	Program Access to Learners	6.00
9	Faculty Relationships with Continuing Education Administration	5.99
10	Program Cost Effectiveness--Direct and Indirect Costs	5.96
11	Relationships with Academic Units	5.92
12	Image of Continuing Education	5.92
13	Adequacy of Resources and Facilities	5.90
14	Operations and Organizational Effectiveness	5.87
15	Performance and Adequacy of Administration	5.82
16	Learning Outcomes	5.77
17	Instructor Relationship with Learners	5.72
18	Value to Society	5.69
19	Cost Effectiveness of Program Tuition/Fees	5.60
20	Use of Program Evaluation	5.56
21	Scope, Balance and Mix in Content, Format and Delivery of Programs	5.55
22	Strategic Planning	5.54
23	Use of Resources and Facilities	5.51
24	Climate for Continuing Education	5.51
25	Cost-Efficiency of Resources and Facilities	5.50
26	Administrative Ethical Code	5.49
27	Goals and Objectives Outlined	5.48
28	Centrality to Institutional Programs and Services	5.46
29	Instructor Satisfaction with Services	5.45
30	Administrative Relationships in Continuing Education Organization	5.41
31	Number of Learners Served	5.39
32	Financing Controls, Policies and Procedures	5.37
33	Application of Evaluation Findings to Subsequent Work	5.36
34	Retention/Attrition of Learners	5.33
35	Philosophical/Conceptual Base for Continuing Education	5.31
36	Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	5.30
37	Policies and Procedures for Evaluation	5.26

TABLE I
EVALUATION CRITERIA WITH MEAN VALUES
RANK IN DESCENDING ORDER

Rank No.	Criteria	Mean Values*
38	Program Distinctiveness Achieved	5.24
39	Use of Institutional Faculty in Continuing Education Programs	5.23
40	Student Services Responsive to Continuing Education Learner Needs	5.21
41	Recognizing Satisfactory Completion of Programs	5.21
42	Program Approval and Academic Control	5.21
43	Achievements Measured Against Objectives	5.20
44	Role of the CEO of Continuing Education (Rank/Status)	5.19
45	Faculty Rewards	5.16
46	Federal, State, and Institutional Requirements Met	5.10
47	Awarding Credits for Programs	5.07
48	Policy Framework for Continuing Education Organization	5.04
49	Needs Assessment	4.99
50	External Expectations from System	4.97
51	Distance Education Activity	4.92
52	Marketing Analysis of Environmental Opportunities and Threats	4.89
53	Use of Advisory Groups	4.66
54	Frequency of Evaluation of Organization	4.65
55	Faculty Development Opportunities Available	4.57
56	Availability of Career and Educational Counseling for Adult Learners	4.54
57	Use of Part-Time Adjunct Faculty	4.50
58	Computer and Software Program Interaction Linking Off-Campus Students to Institution	4.43
59	Service Area Definition	4.35
60	Administrative Compensation Plan	4.27
61	Grant and Contract Program Activity	4.24
62	Student Financial Aid	4.11

*On a seven-point scale with 7=more important and 1=less important.
There were 186 questionnaires returned.

Research Question Two

The second research question was concerned with categories where the criteria could be placed. For comparison purposes, Donaldson's categories were chosen since they were based on research and input by NUCEA institutional representatives. Donaldson's categories in 1993 were derived from the review of the literature and review reports shared by 14 institutional representatives of NUCEA. Ten broad categories of criteria were identified that were frequently used to evaluate continuing education. The ten categories were mission; organization and organizational structure; relationships; internal administrative structure and function; programming; resources and facilities; financing; marketing (internal and external); evaluation of continuing education; and strategic planning and long-range direction.

The thirty-seven criteria chosen as the most critical were arbitrarily placed into Donaldson's ten categories as shown in Table II. The sum of the means were ranked within each category and ranged from 6.02-5.31, on a seven-point scale. If one were to use Donaldson's categories, the top five categories would include marketing (internal and external), internal administrative structure and function, programming, relationships, and resources and facilities.

Research Question Three

The third question evaluated whether factors could be reduced to a more manageable set of criteria. Factor analysis was utilized to see if the criteria could be reduced by examining the interrelationships among the critical thirty-seven criteria. Factor analysis was based on the assumption that some underlying factors smaller than the number of variables (criteria) listed were responsible for the covariance among the observed variables. The highest loaded criteria are the best indicators of factors that hold the group together, e.g., factor definers or dimensions.

Table III lists the factor analysis, eigenvalues, and variance explained for the thirty-seven criteria identified as critical. An eigenvalue is the consolidation of variance in a matrix. The variance that the solution "accounts for" is associated with the eigenvalue (Tabachnick, 1983, p. 462). The cumulative percentage of the eigenvalues in excess of 1.0 accounted for sixty-six percent of the total variance of the thirty-seven criteria.

The factor analysis is a preliminary step to rotation of the criteria. As noted by Gorsuch (1983), the factors are usually rotated to a more "meaningful" position (p. 121). Table IV lists the rotated factor matrix of the thirty-seven critical criteria using a varimax rotation.

TABLE II

CRITICAL CRITERIA ASSIGNED TO DONALDSON'S TEN CATEGORIES
WITH MEAN VALUES AND CATEGORY RANKING AND AVERAGE

Rank No.	Criteria	Category Ranking and Average
MARKETING (INTERNAL AND EXTERNAL)		
7	Marketing Effectiveness	<u>6.02</u> 6.02
INTERNAL ADMINISTRATIVE STRUCTURE AND FUNCTION		
3	Knowledge, Expertise, Skills of Staff	6.22
15	Performance and Adequacy of Administration	5.82
27	Goals and Objectives Outlined	<u>5.48</u> 5.84
PROGRAMMING		
1	Instructional Staff Quality, Expertise	6.39
2	Learner Satisfaction	6.30
4	Program Quality and Quality Control	6.21
5	Program Design and Content Development	6.16
8	Program Access to Learners	6.00
10	Program Cost Effectiveness--Direct and Indirect Costs	5.96
16	Learning Outcomes	5.77
19	Cost-Effectiveness of Program Tuition/Fees	5.60
20	Use of Program Evaluation	5.56
21	Scope, Balance and Mix in Content, Format and Delivery of Programs	5.55
31	Number of Learners Served	5.39
34	Retention/Attrition of Learners	5.33
36	Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	<u>5.30</u> 5.81
RELATIONSHIPS		
9	Faculty Relationships with Continuing Education Administration	5.99
12	Image of Continuing Education	5.92
11	Relationships with Academic Units	5.92
17	Instructor Relationship with Learners	5.72
24	Climate for Continuing Education	5.51
29	Instructor Satisfaction with Services	<u>5.45</u> 5.75

TABLE II

**CRITICAL CRITERIA ASSIGNED TO DONALDSON'S TEN CATEGORIES
WITH MEAN VALUES AND CATEGORY RANKING AND AVERAGE**

Rank No.	Criteria	Category Ranking and Average
RESOURCES AND FACILITIES		
13	Adequacy of Resources and Facilities	5.90
23	Use of Resources and Facilities	5.51
25	Cost-Efficiency of Resources and Facilities	<u>5.50</u>
		5.64
MISSION		
6	Importance of Continuing Education to Institutional Mission	6.03
18	Value to Society	5.69
28	Centrality to Institutional Programs and Services	5.46
35	Philosophical/Conceptual Base for Continuing Education	<u>5.31</u>
		5.62
ORGANIZATION AND ORGANIZATIONAL STRUCTURE		
14	Operations and Organizational Effectiveness	5.87
26	Administrative Ethical Code	5.49
30	Administrative Relationships in Continuing Education Organization	<u>5.41</u>
		5.59
STRATEGIC PLANNING AND LONG-RANGE DIRECTION		
22	Strategic Planning	<u>5.54</u>
		5.54
FINANCING		
32	Financial Controls, Policies and Procedures	<u>5.37</u>
		5.37
EVALUATION OF CONTINUING EDUCATION		
33	Application of Evaluation Findings to Subsequent Work	5.36
37	Policies and Procedure for Evaluation	<u>5.26</u>
		5.31

TABLE III
EVALUATION CRITERIA--FACTORS WITH
EIGENVALUES AND VARIANCE

Factor Loadings

FACTOR	EIGENVALUE	VARIANCE
Factor 1	10.12	.27
Factor 2	2.65	.07
Factor 3	2.11	.06
Factor 4	1.95	.05
Factor 5	1.57	.04
Factor 6	1.43	.04
Factor 7	1.28	.04
Factor 8	1.18	.03
Factor 9	1.17	.03
Factor 10	1.00	<u>.03</u>
		.66

TABLE IV
CRITICAL EVALUATION CRITERIA ROTATED FACTOR LOADINGS
AND DONALDSON'S CATEGORIES

Rank No.	Criteria	Factor Loadings	Donaldson's Category
FACTOR I			
20	Use of Program Evaluation	.76	Programming
37	Policies and Procedures for Evaluation	.71	Evaluation
27	Goals and Objectives Outlined	.66	Administration
16	Learning Outcomes	.55	Programming
FACTOR II			
13	Adequacy of Resources and Facilities	.70	Resources
15	Performance and Adequacy of Administration	.69	Administration
30	Administrative Relationships in Continuing Education Organization	.63	Organization
24	Climate for Continuing Education	.60	Relationships
35	Philosophical/Conceptual Base for Continuing Education	.60	Mission
FACTOR III			
19	Cost-Effectiveness of Program Tuition/Fees	.74	Programming
23	Use of Resources and Facilities	.66	Resources
25	Cost-Efficiency of Resources and Facilities	.62	Resources
8	Program Access to Learners	.61	Programming
33	Application of Evaluation Findings to Subsequent Work	.58	Evaluation
FACTOR IV			
6	Importance of Continuing Education to Institutional Mission	.72	Mission
11	Relationships with Academic Units	.65	Relationships
28	Centrality to Institutional Programs and Services	.64	Mission
12	Image of Continuing Education	.54	Relationships
FACTOR V			
4	Program Quality and Quality Control	.71	Programming
2	Learner Satisfaction	.65	Programming

TABLE IV
 CRITICAL EVALUATION CRITERIA ROTATED FACTOR LOADINGS
 AND DONALDSON'S CATEGORIES

Rank. No.	Criteria	Factor Loadings	Donaldson's Category
FACTOR VI			
5	Program Design and Content Development	.74	Programming
FACTOR VII			
36	Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	.72	Programming
29	Instructor Satisfaction with Services	.65	Relationships
FACTOR VIII			
31	Number of Learners Served	.82	Programming
FACTOR IX			
10	Program Cost Effectiveness--Direct and Indirect Costs	.72	Programming

Table IV also shows the criteria arbitrarily assigned to Donaldson's categories. Although there were factors which emphasized certain areas of Donaldson's categories, the factors appeared to be a mixture of categories. They were not clear cut categories as defined by Donaldson.

Donaldson's categories were listed in the rotated factor analysis with the exception of three categories. Strategic planning and long-range direction, marketing (internal and external), and financing were not listed in the top factors. Programming serves as the basis of existence for continuing education organizations and seven of the nine categories in the rotated factor analysis listed programming as a dominant factor. Three of the nine factors also listed relationships as a critical component. However, the rotated factor analysis did not substantiate the same ten categories as identified by Donaldson.

The twenty-five criteria with rotated factor loadings of .55 or above and eigenvalues in excess of 1.0 were retained. Twelve criteria did not qualify to be retained. Most of the factors seemed to lead toward rational groupings. The greater the overlap between a variable and a factor, the more the variable was a pure measure of the factor (Tabachnick, 1983, p. 411). In fact, Comrey (1973) suggested that loadings in excess of .71 (50 percent variance are considered excellent), .63 (40 percent) very good, .55 (30 percent) good, .45 (20 percent) fair and .32 (10 percent variance) poor. Choice of the cutoff of size of loading to be interpreted is a matter of researcher preference (Tabachnick, 1983, p. 411). The one factor not retained had an eigenvalue of 1.29, but there were no criteria which loaded above .55 to explain that particular factor. Therefore, the factor is not included in Table IV. All of the significant criteria loaded on only one of the factors.

The thirty-seven factors were rotated and nine of these factors were retained and labelled as shown in Table V. Both absolute and relative percentages are examined in regard to the nine criteria. Table V listed the absolute percentage in regard to the nine criteria with a range of seventeen percent explained by factor one to six percent explained by factor nine. The total variance explained 23.20 with a potential of 37. In reviewing a relative percentage with 37 criteria possible, fifty-eight percent was accounted with percentages ranging from eleven percent on factor one to four percent on factor nine.

TABLE V

ROTATED FACTOR ANALYSIS LABELS AND VARIANCE
OF THE THIRTY-SEVEN CRITICAL EVALUATION CRITERIA

Criteria Labels

FACTOR	LABEL	VARIANCE *	%**	%***
Factor 1	Accountability--Program Evaluation, Learning Outcomes	3.91	17	11
Factor 2	Adequacy of Resources, Facilities and Administration, and Administrative Relationships	3.75	16	10
Factor 3	Cost-Efficiency of Fees, Resources, and Facilities	3.20	14	9
Factor 4	Mission and Image of Continuing Education	2.49	11	7
Factor 5	Program Quality and Learner Satisfaction	2.27	10	6
Factor 6	Program Design and Content Development	2.23	9	6
Factor 7	Support Services Provided	2.08	9	6
Factor 8	Number of Learners Served	1.81	8	5
Factor 9	Program Cost Effectiveness--Direct and Indirect Costs	<u>1.46</u>	<u>6</u>	<u>4</u>
		23.20	100	58

*23.20 out of 37

**Absolute value-- 23.20

***Relative percentage of variance--37 critical criteria

Research Question Four

The fourth research question addressed whether demographic variables affected the criteria chosen by deans/directors. Program outcome information was addressed including number of credit courses offered by institutions (0-15,001+); number of noncredit programs offered by institutions (0-1,001+); number of participants attending credit courses (0-50,001+); and number of participants attending noncredit programs (0-50,001+). Demographic variables also included continuing education organizations total budgets (\$2,000-\$30.1 million+) and number of full-time equivalent continuing education employees (1-450+ employees).

Demographic Data

The data for the survey were gathered from the last fiscal year. In addition, any data in regard to cooperative extension was asked to be excluded from this survey. The criteria for evaluation in the survey included information on demographics in regard to size, structure, environment, and program outcome information.

Questions one and three addressed information regarding size of the institution where the continuing education unit was located. Table VI provides the percentages of respondents by category for these survey questions. Question one listed the Carnegie Classification for colleges and universities on the basis of the level of degree offered, ranging from baccalaureate to the doctorate, and the comprehensiveness of their missions. The Carnegie Classification was arbitrarily assigned a number for identification purposes as shown in Table VI. Research Universities I and II and Comprehensive Universities I and II comprised the majority of the respondents. There was a seventh category which included other educational institutions which respondents could choose if they did not fit into one of the first six categories. There were fifteen percent who responded and indicated they were in the "other" category, which included educational institutions such as community colleges.

Also in relation to size, respondents were asked how many full-time equivalent students were enrolled on the main campus of the university/college. The majority of respondents had 20,000 or less students on their main campus as indicated in Table VI.

The next demographic variable, structure, was represented by questions four and five as noted in Table VII. Structure was described as the type of setting of the main campus and

TABLE VI
 PERCENTAGE OF RESPONDENTS BY SIZE:
 CARNEGIE CLASSIFICATION AND NUMBER
 OF FULL-TIME EQUIVALENT STUDENTS

Category		Percentage
CARNEGIE CLASSIFICATION		
Number	Title	
1	Research Universities I	22
2	Research Universities II	9
3	Doctorate-Granting Universities I	6
4	Doctorate-Granting Universities II	8
5	Comprehensive Universities and Colleges I	29
6	Comprehensive Universities and Colleges II	11
7	Other	15
	n=186	
NUMBER OF FULL-TIME EQUIVALENT STUDENTS		
	1,500 students or less	8
	1,501-9,000 students	36
	9,001-20,000 students	36
	20,001-30,000 students	13
	30,001-50,000 students	6
	50,001 students or more	1
	n=185	

TABLE VII
 PERCENTAGE OF RESPONDENTS BY STRUCTURE:
 SETTING, ADMINISTRATIVE REPORTING, AND
 LEVEL OF CENTRALIZATION

Category	Percentage
SETTING OF EDUCATIONAL INSTITUTIONS	
Urban	57
Rural	43
n=185	
TYPE OF ADMINISTRATIVE STRUCTURE	
Centralized	55
Decentralized	16
Combination of centralized and decentralized model	29
n=186	
COMBINED CENTRALIZED/DECENTRALIZED STRUCTURE LEVEL OF EMPHASIS	
Levels 2-3 centralized	51
Level 4	28
Levels 5-6 decentralized	21

whether it had a rural or urban location; and the basic structure of the continuing education organization in regard to centralization or decentralization. A majority of the educational institutions indicated an urban setting.

Structure was also defined in terms of the continuing education organization. Decentralization referred to continuing education program units reporting to an academic dean versus centralization which indicated reporting to a central administration of continuing education. The majority indicated a centralized structure, with the next largest percentage indicating a combination of centralization and decentralization structure. Of those indicating a combined structure, the majority indicated a tendency toward centralization. These statistics are shown in Table VII.

The next demographic variable, the environment, was determined by responses to questions two and six. The environment included the nature of the university/college (public--not land-grant, private, and land-grant) and whether there was base institutional funding for the continuing educational organization. The response in regard to the nature of the university or college is shown in Table VIII. The majority indicated they were public institutions (not land-grant); with a lesser equal percentage making up private and land-grant public institutions.

Next, base institutional funding is noted in Table VIII. Only eighty-nine responded to the question in regard to amount of funding and the majority indicated they received \$2.5 million or less.

The final demographic variable, program outcome information, is indicated in Table IX. Question seven in the survey indicated the number of credit continuing education courses offered by its institution. The majority of the institutions offered 10-500 credit courses.

Similar to the credit courses, the majority of noncredit continuing education programs offered by the continuing education institution ranged from 1-500 programs. In comparison to those offering no credit courses (17%), a smaller percentage did not offer noncredit programs (6%).

Regarding number of credit course participants, the responses to question nine are displayed in Table X. The majority indicated they had 150-10,000 students in credit courses.

The number of noncredit program participants data is from question ten and shown in Table X. The majority indicated they had 20-10,000 participants.

Question eleven requested information for the continuing education organization's total budget during the last fiscal year (including state and/or base funding and gross income). These data are shown in Table XI.

Question twelve asked respondents to indicate the number of full-time equivalent continuing education employees at their institution. These data are displayed in Table XI. The majority of the respondents had 50 employees or less.

TABLE VIII
 PERCENTAGE OF RESPONDENTS BY ENVIRONMENT:
 NATURE, BASE INSTITUTIONAL FUNDING,
 AND AMOUNT RECEIVED

Category	Percentage
NATURE OF INSTITUTION	
Public institution (not a land-grant institution)	53
Private institution	23
Land-grant institution	23
n=186	
BASE INSTITUTIONAL FUNDING RECEIVED	
Yes	60
No	40
n=183	
AMOUNT OF BASE INSTITUTIONAL FUNDING RECEIVED	
\$50,000-\$100,000	10
\$101,000-\$500,000	42
\$501,000-\$1 million	17
\$1.1 million-\$2.5 million	18
\$2.6 million or more	13
n=89	

TABLE IX
 PERCENTAGE OF RESPONDENTS BY PROGRAM OUTCOME INFORMATION:
 NUMBER OF CREDIT COURSES AND NONCREDIT PROGRAMS

Category	Percentage
NUMBER OF CREDIT COURSES	
0-9	17
10-100	20
101-500	34
501-1,000	15
1,001-15,000	13
15,001 or more	1
n=169	
NUMBER OF NONCREDIT PROGRAMS	
0	6
1-100	35
101-500	34
501-1,000	14
1,001 or more	11
n=174	

TABLE X
 PERCENTAGE OF RESPONDENTS BY PROGRAM OUTCOME INFORMATION:
 NUMBER OF CREDIT COURSES AND NONCREDIT
 PROGRAM PARTICIPANTS

Category	Percentage
PARTICIPANTS ATTENDING CREDIT COURSES	
0-149	12
150-2,000 participants	31
2,001-10,000 participants	34
10,001-25,000 participants	16
25,001-50,000 participants	3
50,001 or more participants	4
n=162	
PARTICIPANTS ATTENDING NONCREDIT PROGRAMS	
0-19	6
20-2,000 participants	24
2,001-10,000 participants	35
10,001-25,000 participants	18
25,001-50,000 participants	12
50,001 or more participants	5
n=172	

TABLE XI

PERCENTAGE OF RESPONDENTS BY PROGRAM OUTCOME INFORMATION:
BUDGET AMOUNT AND NUMBER OF EMPLOYEES

Category	Percentage
CONTINUING EDUCATION ORGANIZATION'S TOTAL BUDGET	
\$2,000-\$100,000	3
\$101,000-\$1 million	26
\$1.1 million-\$2.5 million	21
\$2.6 million-\$5 million	20
\$5.1 million-\$10 million	17
\$10.1 million-\$30 million	10
\$30.1 million or more	3
n=171	
EMPLOYEES IN CONTINUING EDUCATION ORGANIZATION	
1-10 employees	38
11-25 employees	20
26-50 employees	17
51-100 employees	12
101-240 employees	9
450 or more employees	4
n=176	

In summary, the majority of respondents in regard to size were from Comprehensive Universities I or II or from Research Universities I or II. Also, the majority of the educational institutions responding to the survey had 20,000 or less students on the main campus. The largest percentage of the respondents indicated they were in an urban area and had a centralized administrative structure where the continuing education program unit reported to a central administrator of continuing education. The environment was addressed through the majority of respondents being from a public (not land-grant) educational institution receiving base institutional funding of \$2.5 million or less. Figure I displays this summarized information.

Program outcome information was also summarized in regard to the majority percentage of respondents. In both number of credit courses and noncredit programs, the majority had 500 or less in number. In addition, 10,000 or less participants made up the majority of these noncredit programs or credit courses. The majority of continuing education organizations had budgets of \$101,000-\$10 million. Also, most continuing education organizations had 50 or less employees. Figure II displays the majority of respondents by percentage in each demographic category in regard to program outcome information.

Analysis of Variance

The fourth research objective was concerned with comparing respondents' demographic variables with evaluation criteria. Of specific interest were the variables of size, structure, environment and program outcome information. Several steps were used to analyze these data for significant differences: the analysis of variance (ANOVA) and the Duncan test for post-hoc analysis. Only the thirty-seven critical criteria of the sixty-two original criteria were listed in the tables.

Each group of criteria rankings were averaged for each respondent and tested for significant differences using analysis of variance. The total variances of scores can be attributed to variance between groups or variance within groups. ANOVA was used to provide further information regarding the criteria categories and how the variables differed from one another according to demographic information. Post-hoc analysis, through the Duncan test, was used to isolate the exact cause of the main effect differences. Results of the analysis are shown on Tables XII-XXIV.

Significant differences based on the Carnegie Classification are shown in Table XII. The category of Doctorate-Granting Universities I which awards at least 40 Ph.D. degrees annually in

**DEMOGRAPHIC VARIABLES PERCENTAGE RESPONSE
SIZE, STRUCTURE AND ENVIRONMENT**

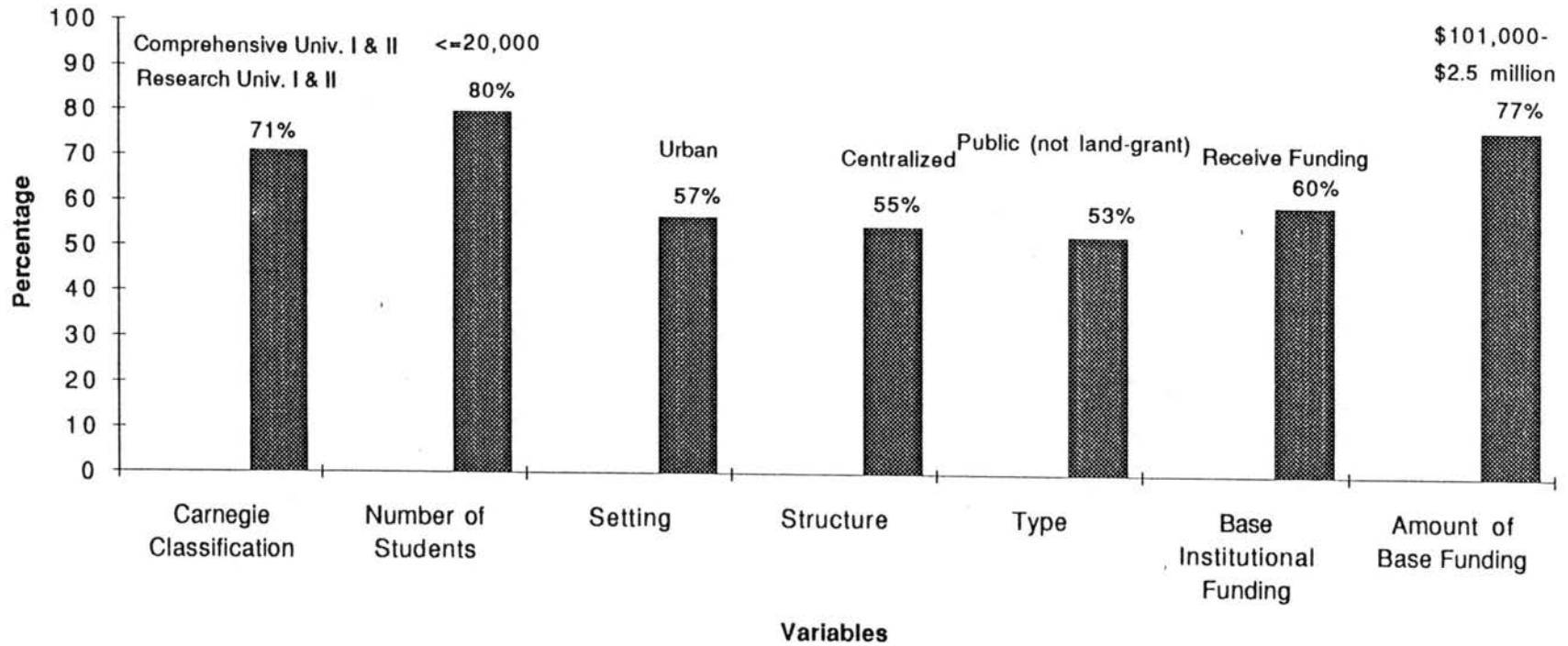


Figure 1. Percentage of Respondents Based on Demographic Variables: Size, Structure, and Environment

DEMOGRAPHIC VARIABLES PERCENTAGE RESPONSE

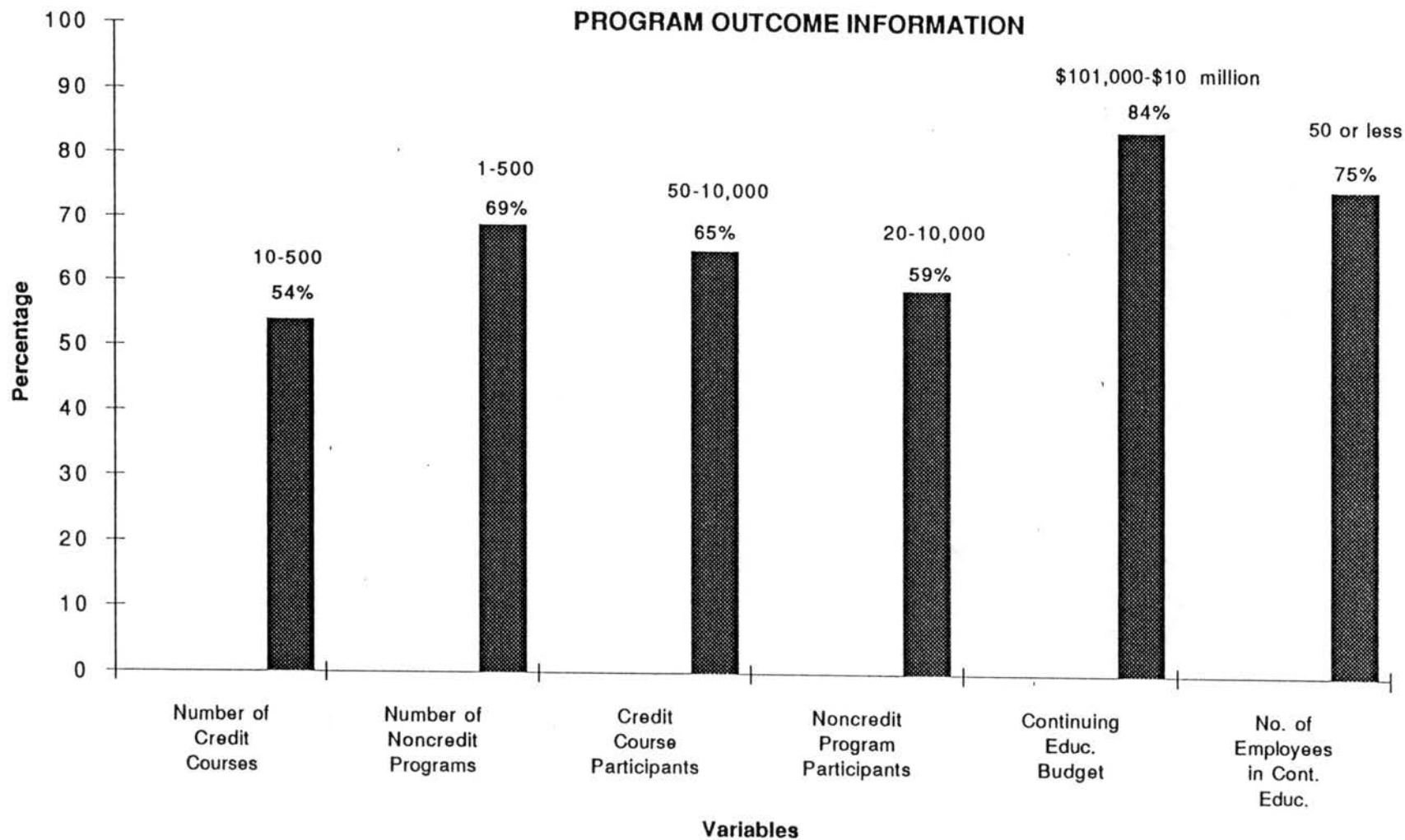


Figure 2. Percentage of Respondents Based on Demographic Variables: Program Outcome Information

TABLE XII
ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA
BASED ON CARNEGIE CLASSIFICATION

Criteria	Carnegie Classification and Number	Mean Range	Level of Significance
Learning Outcomes	6,7 3,4	6.15-6.30 5.06-5.36	p<.05
Administrative Relationships in Continuing Education Organization	2,7 3,6	5.77-5.88 4.84-5.00	p<.05
Marketing Effectiveness	1,2,4,7 3,6	6.12-6.44 5.40-5.64	p<.05
Learner Satisfaction	1,2,4,5,6,7 3	6.18-6.65 5.46	p<.05

Level of Significance= $p < .05$

See page 73.

five or more academic disciplines, (listed as number 3 in the Table), ranked four criteria differently than other educational institutions outside of the Carnegie Classification (listed as number 7 in the Table).

Significant differences from the ANOVA based on the number of full-time students are shown in Table XIII. There were no significant differences among those institutions which had 1-50,000 students. The only significant difference was for the university which had 50,001 or more students which only comprised 1% of the survey. The institution with 50,001 or more students ranked seven criteria significantly lower than institutions with 1,500 or more students.

Based on urban or rural setting, significant differences in criteria ratings are displayed in Table XIV. One criterion, "relationships with academic units", was ranked significantly higher by rural institutions than urban institutions.

Significant differences in criteria ratings was also defined as the basic structure of administrative reporting of the continuing education organization within the university/college system. These criteria were shown in Table XV. Decentralized referred to continuing education program units reporting to an academic dean versus centralized which indicated units reporting to a central administrator of continuing education. An alternative was the combination of decentralized and centralized model. Four criteria were ranked significantly different among the decentralized units and those units which had a combined decentralized/centralized structure. It is noted that only one of the sixty-two criteria had any significant differences between centralized and decentralized continuing education organizations.

Evaluation criteria data were analyzed for significant differences based on whether the institution was a public institution (not a land-grant institution), a private institution, or a land-grant institution. One criterion differed significantly among institutions, "use of program evaluation", as shown in Table XVI.

Funding was also addressed through evaluation criteria data analysis on whether continuing education organizations received base institutional funding or not and the level of funding received. The ANOVA data for the criterion, "relationships with academic units", was ranked significantly higher by institutions who received funding compared to those institutions who did not as shown in Table XVII. In reviewing the level of funding received, there was only one criterion which differed significantly, "learner satisfaction" and is shown in Table XVIII.

Significant criteria ratings based on program outcome information in regard to credit courses are shown in Table XIV. There were four criteria which differed significantly between

TABLE XIII

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA BASED ON
FULL-TIME EQUIVALENT STUDENTS

Criteria	Size	Mean Range	Level of Significance
Adequacy of Resources and Facilities	1,500-50,000 students 50,001 students+	5.78-6.20 2.00	p<.05
Performance and Adequacy of Administration	1,500-50,000 students 50,001 students+	5.46-6.27 3.00	p<.05
Instructor Relationship with Learners	1,500-50,000 students 50,001 students+	5.00-6.10 2.00	p<.05
Cost Effectiveness of Program Tuition/ Fees	1,500-50,000 students 50,001 students+	5.14-5.89 2.00	p<.05
Marketing Effectiveness	1,500-50,000 students 50,001 students+	5.73-6.17 1.00	p<.05
Program Cost Effectiveness--Direct and Indirect Costs	1,500-50,000 students 50,001 students+	5.50-6.12 3.00	p<.05
Program Access to Learners	1,500-50,000 students 50,001 students+	5.56-6.23 3.00	p<.05
Strategic Planning	40,001-50,000 students 50,001 students+	6.00 4.00	p<.05

Level of Significance=p<.05

TABLE XIV

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA
BASED ON URBAN OR RURAL SETTING

Criteria	Mean Urban	Mean Rural	Level of Significance
Relationships with Academic Units	5.75	6.14	p<.05

Level of Significance= $p<.05$

TABLE XV

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA BASED ON
ADMINISTRATIVE STRUCTURE CLASSIFICATION

Criteria	Category	Mean Range	Level of Significance
Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	Decentralized Centralized/ Combination	5.77 5.07-5.29	p<.05
Strategic Planning	Decentralized Combination	5.93 5.30	p<.05
Learning Outcomes	Decentralized Combination	6.20 5.44	p<.05
Relationships with Academic Units	Decentralized Combination	6.19 5.52	p<.05

Level of Significance= $p < .05$

TABLE XVI

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA BASED ON THE
NATURE OF UNIVERSITY/COLLEGE

Criteria	Category	Mean Range	Level of Significance
Use of Program Evaluation	Land-grant Institutions	5.26	p<.05
	Private Institutions	5.91	
	Public Institutions	5.55	

Level of Significance=p<.05

TABLE XVII

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA
BASED ON INSTITUTIONAL FUNDING

Criteria	Category	Mean Range	Level of Significance
Relationships with Academic Units	Funding Received No Funding Received	6.08 5.72	p<.05

Level of Significance= $p < .05$

TABLE XVIII

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA
BASED ON AMOUNT OF FUNDING RECEIVED

Criteria	Category	Mean Range	Level of Significance
Learner Satisfaction	\$50,000-\$500,000	6.38-6.45	p<.05
	\$1.1 million-\$2.5 million	5.69	

Level of Significance=p<.05

TABLE XIX

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA BASED ON
NUMBER OF CREDIT COURSES OFFERED

Criteria	Category	Mean Range	Level of Significance
Program Quality and Quality Control	0-15,000 15,001+	5.76-6.48 4.50	p<.05
Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	0 15,001+	4.72 6.00	p<.05
Knowledge, Expertise, Skills of Staff	0-15,000 15,001+	6.10-6.46 4.50	p<.05
Climate for Continuing Education	0-1,000 15,001+	5.46-5.85 4.00	p<.05
Marketing Effectiveness	0-100/501-15,000 15,001+	6.12-6.52 5.00	p<.05

Level of Significance= $p < .05$

those who had 15,001 or more courses and those who offered no courses or varying number of courses of 15,000 or below. Those who had no credit courses ranked only one criterion significantly lower than those who had 15,001 or more credit courses. Therefore, a total of five criteria differed significantly in regard to number of credit courses.

Evaluation criteria data were analyzed for noncredit programs and the ANOVA data listed only one criterion which differed significantly for those offering noncredit programs as shown in Table XX.

Significant differences from the ANOVA based on number of participants attending credit courses and noncredit programs are shown in Tables XXI and XXII. There were six criteria ranked significantly different in number of participants attending credit courses. In regard to number of participants attending noncredit programs, there were seven criteria ranked significantly different. Those not offering any noncredit programs differed significantly on four criteria from varying numbers of those offering noncredit programs.

Evaluation criteria were also analyzed in regard to the size of their continuing education budget. The range of budget spanned from \$2,000-\$30.1 million or more as shown in Table XXIII. There were seven criteria listed as significantly different.

Finally, significant differences from the ANOVA based on number of continuing education employees are shown in Table XXIV. There were five significantly different criteria.

Summary

The data analysis has answered each of the four research questions in regard to the ranking of critical criteria that should be used in evaluation of continuing education organizations, determining if criteria could be placed in categories, determining if factors could be reduced to a more manageable set of criteria, and if these factors varied based on demographic data. Statistical analyses were done with sum of means ranking, factor analysis, t-tests, analysis of variance, and the Duncan test. The findings were summarized and the next chapter will cover a summary and recommendations.

TABLE XX

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES IN RATING OF
CRITICAL EVALUATION CRITERIA BASED ON NUMBER OF
NONCREDIT PROGRAMS OFFERED

Criteria	Category	Mean Range	Level of Significance
Number of Learners Served	0-100/1,001+	5.51-5.65	p<.05
	501-1,000	4.70	

Level of Significance=p<.05

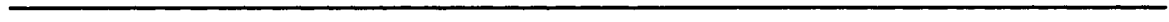


TABLE XXI

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES IN RATING OF
CRITICAL EVALUATION CRITERIA BASED ON NUMBER OF
PARTICIPANTS ATTENDING CREDIT COURSES

Criteria	Category	Mean Range	Level of Significance
Program Quality and Quality Control	0 50,001+	6.50 5.33	p<.05
Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	0 150-2,000/10,001+	4.60 5.50-5.67	p<.05
Centrality to Institutional Programs and Services	0/25,001-50,000 10,001-25,000	4.80 5.96	p<.05
Learner Satisfaction	0-2,000 25,001-50,000	6.45-6.55 5.40	p<.05
Number of Learners Served	150-2,000 25,001+	5.69 4.40-4.67	p<.05
Instructor Relationship with Learners	0-50,001+	5.17-6.07	p<.05

Level of Significance=p<.05

TABLE XXII

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES IN RATING OF
CRITICAL EVALUATION CRITERIA BASED ON NUMBER OF
PARTICIPANTS ATTENDING NONCREDIT PROGRAMS

Criteria	Category	Mean Range	Level of Significance
Use of Program Evaluation	0	6.20	p<.05
	25,001-50,000	4.67	
Administrative Ethical Code	20-25,000/50,001+	5.56-5.88	p<.05
	25,001-50,000	4.57	
Strategic Planning	0	6.40	p<.05
	20-+	5.00-5.63	
Learner Satisfaction	0	6.60	p<.05
	25,001-50,000	5.71	
Operations and Organizational Effectiveness	0/10,001-25,000	6.13-6.30	p<.05
	25,001-50,000	5.38	
Instructor Relationship with Learners	20-2,000	6.21	p<.05
	50,001+	4.89	
Program Access to Learners	20-2,000/10,001-25,000	6.26-6.36	p<.05
	25,001-50,000	5.43	

Level of Significance=p<.05

TABLE XXIII

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA
BASED ON SIZE OF BUDGET

Criteria	Category	Mean Range	Level of Significance
Faculty Relationships with Continuing Education Administration	\$2.6 -\$5 million	6.43	p<.05
	\$30.1 million+	5.20	
Importance of Continuing Education to Institutional Mission	\$2.6-\$5 million	6.51	p<.05
	\$30.1 million+	5.00	
Knowledge, Expertise, Skills of Staff	\$2,000-\$100,000	5.60	p<.05
	\$2.6-\$5 million	6.60	
Performance and Adequacy of Administration	\$2,000-\$100,000	5.00	p<.05
	\$101,000-\$1 million/	5.80-6.18	
	\$2.6-\$5 million/		
	\$10.1 million+		
Instructor Relationship with Learners	\$101,000-\$1 million	6.07	p<.05
	\$10.1-\$30 million	5.00	
Use of Program Evaluation	\$2,000-\$30.1 million+	4.80-5.83	p<.05
Strategic Planning	\$2,000-\$30.1 million+	4.86-5.77	p<.05

Level of Significance=p<.05

TABLE XXIV

ANALYSIS OF VARIANCE DATA LISTING SIGNIFICANT DIFFERENCES
IN RATING OF CRITICAL EVALUATION CRITERIA BASED ON NUMBER OF
CONTINUING EDUCATION EMPLOYEES

Criteria	Category	Mean Range	Level of Significance
Instructor Relationship with Learners	1-100/450+ 101-240	5.50-6.12 4.57	p<.05
Instructor Satisfaction with Services	1-25 101-240	5.54-5.75 4.73	p<.05
Climate for Continuing Education	1-10/101-240 450+	5.79-5.80 4.86	p<.05
Goals and Objectives Outlined	11-25 450+	4.97 6.00	p<.05
Adequacy of Resources and Facilities	1-450+	5.64-6.17	p<.05

Level of Significance= $p < .05$

CHAPTER V

SUMMARY AND CONCLUSIONS

Summary

The purpose of this study was to identify critical factors which could be used in evaluation of continuing education organizations. The research was exploratory and served to provide implications for further research in evaluation of educational institution's continuing education organizations. The study outlined a procedure for identifying criteria for evaluation and determining the importance of each. Through survey research, the study revealed that categories do exist that could be used in identifying evaluation criteria. Also in all demographic categories of size, structure, environment, and program outcome information, there were significant differences in the criteria rankings although no clear trends emerged.

Overview of the Study

The emphasis of continuing education evaluation for educational institutions is growing. In reviewing the literature, assessment, organizational/educational effectiveness, organizational development, quality, evaluation, accreditation and standards were interrelated in regard to the continuing education field. The importance of evaluation contributed to public image, accountability, and funding justification for continuing education. Further, states and associations are moving toward accreditation. The recent adoption of "Principles of Good Practice in Continuing Education" in January 1994 by the National Continuing Education Association (NUCEA) is another indication of the growing need for future principles and standards to be implemented. The challenge of standards is due to the uniqueness of organizations, but guidelines are needed to clarify objectives, planning, and evaluation in continuing education.

Four research questions were identified and guided in the accomplishment of the purpose of the study:

1. What are the critical criteria that should be used in the evaluation of continuing education organizations?
2. What are the categories these criteria can be placed into?
3. What are the factors that can be reduced to a more manageable set of criteria for evaluation of continuing education organizations?
4. How do these factors vary based on demographic data?

The methodology of the study consisted of identifying criteria to be used in evaluation from the review of the literature and three specific sources: "Topics used in Identifying Criteria and Standards in Continuing Education", Richard House (1983); Continuing Education Reviews: Principles, Practices, and Strategies, Joe Donaldson (1993); and the 1993 draft of NUCEA's "Principles of Good Practice in Continuing Education" (later adopted in January 1994). The criteria were used in a survey instrument. Six experts were also identified from three types of educational institutions: public (not land-grant), private, and land-grant to review the survey instrument for content validity and make comments/suggestions regarding organization of the instrument. A pilot test was done surveying 21 deans/directors from seven geographic regions identified throughout the nation each representing a public, private, and land-grant university.

There were 186 completed self-administered mail questionnaires. The respondents consisted of deans/directors of continuing education organizations belonging to NUCEA.

From analysis of the demographic variables, it appeared the majority of the respondents in regard to size were either Research Universities I or II or Doctorate Granting Universities I or II according to the Carnegie Classification. The largest percentage of the respondents had 1,501-20,000 students enrolled on the main campus of their educational institution. Structure was another demographic variable with almost equal response from educational institutions in regard to urban or rural setting. The basic structure of a centralized model of administrative reporting outweighed both the decentralized or combination centralized/decentralized model for those responding to this questionnaire.

The environment category consisted of the nature of the university, whether the institution received base institutional funding, and if so the amount of funding received. The respondents were mainly public institutions (not land-grant), with a lesser percentage response from both private and land-grant institutions. The majority of the institutions received base institutional funding for continuing education of \$2.5 million or less. Program outcome information dealt with the majority of the number of credit courses numbering between 10-500 courses and the largest percentage of noncredit programs numbering 1-500 of the responding institutions. There were

between 150-10,000 of the participants attending credit courses and there were 20-10,000 participants attending noncredit programs. Continuing education organization budgets during the last fiscal year were between \$101,000-\$10 million made up a large percentage of responding institutions. The majority of the educational institutions responding to the survey had 50 or less employees.

The questionnaire had sixty-two criteria listed where respondents were asked to evaluate how their continuing education organization positioned itself for long-range quality as assessed by the higher education administrator. Tests of the data were conducted using means, t-tests, analysis of variance, Duncan test, and factor analysis.

Findings

As a result of the research, the following findings were made:

1. Thirty-seven of the sixty-two criteria were identified as being in the top 75% of the scale ranking 5.25 or above and were labelled as critical.
2. The three sources of House (1983), Donaldson (1993), and the NUCEA Principles of Good Practice draft (1993), had adequately identified the most important criteria to be used in evaluation of continuing education organizations. Those criteria that were added by experts and the review of the literature to the criteria in the survey, were ranked in the lower 25% by deans/directors of continuing education organizations and did not meet criteria for being considered critical.
3. Criteria with rankings of 5.25 or above were assigned to Donaldson's ten categories and had mean sums ranging from 6.02-5.31. Based on the mean sum, the ten categories were ranked from most important to least important as follows: marketing (internal and external), internal administrative structure and function, programming, relationships, resources and facilities, mission, organization and organizational structure, strategic planning and long-range direction, financing, and evaluation of continuing education.
4. The categories identified in the factor analysis did not substantiate the same categories identified by Donaldson.
5. Nine factors were identified utilizing a factor analysis. The total variance explained 23.20 with a potential of 37. In reviewing a relative percentage with 37 criteria possible, fifty-eight percent was accounted for with percentages ranging from eleven percent on factor one to four percent on factor nine. The nine factors, listing those explaining the most variance to those

explaining the least, were labelled as follows: 1) accountability--program evaluation, learning outcomes (17%); 2) adequacy of resources, facilities, and administration and administrative relationships (16%); 3) cost-efficiency of fees, resources, and facilities (14%); 4) mission and image of continuing education (11%); 5) program quality and learner satisfaction (10%); 6) program design and content development (9%); 7) support services provided (9%); 8) number of learners served (8%); and 9) program cost effectiveness--direct and indirect costs (6%) (see Table V, page 72).

6. Sixty-eight percent of the critical criteria, with ratings of 5.25 or above, were listed as significantly different among the twelve demographic variables in the categories of size, structure, environment, and program outcome information.

7. Criteria such as "instructor relationship with learners", "learner satisfaction", and "strategic planning" were listed as significantly different on at least four of the demographic variables utilizing analysis of variance. There were no clear relationships among these demographic variables.

8. There were twelve criteria which did not vary among demographic variables: 1) instructional staff quality, expertise; 2) program design and content development; 3) image of continuing education; 4) value to society; 5) scope, balance and mix in content, format, and delivery of programs; 6) use of resources and facilities; 7) cost-efficiency of resources and facilities; 8) financing controls, policies, and procedures 9) application of evaluation findings to subsequent work; 10) retention/attrition of learners; 11) philosophical/conceptual base for continuing education; and 12) policies and procedures for evaluation.

Conclusions

The following conclusions were drawn from this study:

1. Regardless of demographic considerations, the thirty-seven critical criteria and nine factors identified in this study should be used as a framework for the evaluation of continuing education organizations.

2. The twelve criteria, 1) instructional staff quality, expertise; 2) program design and content development; 3) image of continuing education; 4) value to society; 5) scope, balance and mix in content, format, and delivery of programs; 6) use of resources and facilities; 7) cost-efficiency of resources and facilities; 8) financing controls, policies, and procedures 9) application of evaluation findings to subsequent work; 10) retention/attrition of learners; 11) philosophical/ conceptual base for continuing education; and 12) policies and procedures for evaluation, should

be applied to the evaluation of continuing education organizations regardless of size or other demographic variables. It is further noted that only five of the twelve criteria, that did not vary among demographic variables, overlapped in the nine factors identified through factor analysis. These five criteria were program design and content development, image of continuing education, philosophical/conceptual base for continuing education, cost-efficiency of resources and facilities, and application of evaluation findings to subsequent work.

3. The other 25 critical criteria should be considered as a basis for setting standards by a national accrediting body to complement the nine factors based upon demographic variables.

4. One set of criteria is not adequate for all institutions. With sixty-eight percent of the critical criteria being listed as significantly different among demographic groups, there is evidence to support the varying importance of evaluation criteria among educational institutions.

5. It was difficult for administrators of continuing education to discriminate level of importance among the sixty-two criteria. They rated all criteria above 4.0 on a 7-point scale indicating all criteria were fairly important. As noted in the literature review, this may be due to a wide variety of program types and difficulty in evaluating continuing education activities.

Implications for Practice

Several implications for practice are apparent as a result of this study. Critical criteria and factors identified in this study provide a basis for the accreditation of continuing education organizations at the university/college level. Due to the amount of literature addressing continuing education standards and the increasing demand of quality by business and industry, there should be a move toward accreditation of continuing education organizations. Accreditation is costly, but should be considered as a long-term investment.

Since continuing education is an expanding field, with much opportunity for training and retraining, there needs to be an assurance of quality. To avoid image problems, the profession should have written standards or a system for measuring quality.

Boyer had noted, due to its rapid growth, continuing education has taken a piecemeal approach and now coordination is required. Continuing educators need to overcome the resistance to standards. Administrators have operated somewhat autonomously and have resisted evaluation. However, evaluation is powerful and can be used by groups to maintain and secure interests. Although evaluation sounds appealing, it is very time consuming and avoided when actual design and activity are mentioned. As educational institutions continue to struggle with

decreasing financial resources, there is an increasing cost of not doing evaluation and being accountable. However, evaluation can serve as ascertainment of merit.

Standards should be developed for evaluation of continuing education organizations. There may be one set of standards for one accrediting body, and another set of standards which may be adapted according to demographics of universities/colleges. With standards and accreditation in continuing education, there will be accountability provided to clients. Further, faculty/instructors in programs will be expected to relay quality in curriculum and materials. Also, continuing education organizations will have standards to achieve and can relay the fulfillment of meeting those standards to organizations, university administrators, state legislators, and other stakeholders. In addition, sixty percent of those responding to the survey indicated receiving base funding and achieving accreditation standards could be used for justification of future funding.

More specifically there are twelve criteria that ought to be utilized as minimum criteria in setting accreditation standards. These twelve critical criteria showed no significant differences among the demographic categories of size, structure, environment, and program outcome information. Therefore, one may propose that these criteria be used as a basis for evaluation by all continuing education organizations at universities/colleges.

In fact, when comparing the twelve critical criteria to the nine factors derived from the factor analysis, there is noted overlap in regard to the importance of programming, resources and facilities, financing, mission, importance of learners and outcomes, and evaluation.

Previously there has been much controversy regarding categories for evaluation and recommendations for practice. Through this survey it shows there are at least twelve criteria that can be agreed upon by institutions that do not vary by demographic variables.

Additionally the other 25 criteria should be applied as minimums depending on specific demographic variables. Even though these criteria varied among the categories of size, structure, environment, and program outcome information, it is still important that they were identified as the most critical to include in evaluation.

It is also important to note these criteria are based on long-range quality as assessed by the higher education administrators. Although there is a tendency for some universities/colleges to review financial results on a short-term basis, it is important to view continuing education from an overall perspective and the value it can deliver to constituents. These criteria attempt to address the most critical aspects of evaluation of continuing education.

There is still the question of who should take responsibility of regulating the profession, and provide oversight to a national accrediting body of continuing education. The NUCEA has been on the forefront in adopting Principles of Good Practice. Perhaps this is the first step in providing leadership for developing standards in the field

Recommendations for Further Research

The following recommendations are made for additional research in the field of continuing education.

1. Further research in regard to evaluation of continuing education organizations should be continued by having the same sixty-two criteria rated by Presidents of educational institutions, external clients of the educational institution, faculty of the educational institution, and employees of the continuing education organizations. The criteria could then be compared to the results of this study to see if various stakeholders identify and rank the same criteria as critical to evaluation.

2. This was a study surveying NUCEA representatives. Another study should survey deans or directors of universities/colleges with continuing education organizations that are not members of NUCEA and have them rate the criteria accordingly for comparison purposes.

3. Although international colleges/universities were excluded from the study, there is a growing trend for a global environment. Many educational institutions are offering programs internationally. There are several aspects that should be explored involving the utilization of these criteria in a survey of universities in other countries. The survey could have deans/directors of continuing education departments or stakeholders of international educational institutions rate the evaluation criteria for comparison purposes.

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APPENDIXES

APPENDIX A

**SUGGESTED TOPICS FOR DEVELOPING STANDARDS
IN THE CONTINUING EDUCATION FIELD
RICHARD HOUSE, 1983**

STANDARDS AND CRITERIA FOR QUALITY IN CONTINUING EDUCATION

Examples of Topics*

GENERAL ENVIRONMENT

1. Support from Parent Organization
2. Expectation of Parent Organization
3. External Interfacing Mechanism
4. External Support for System
5. External Expectations from System
6. (Etc.)

EDUCATIONAL TRAINING INPUTS

1. Appropriate Facilities
2. Qualified Instructors
3. Educational Methods
4. Appropriate Students
5. Educational Supplies and Materials
6. Policies and Procedures
7. Advisory Groups
8. Faculty Development
9. (Etc.)
10. (Etc.)

EDUCATIONAL/TRAINING PROCESSES

1. Identify Target Groups
2. Needs Identification
3. Needs Analysis
4. Goals and Objectives
5. Program Design and Content Development
6. Program Implementation
7. Program Evaluation
8. Redefining Need
9. (Etc.)
10. (Etc.)

ADMINISTRATIVE INPUTS

1. Statement of Philosophy
2. Mission, Goals, Objectives
3. Responsible Administrator
4. Fiscal Resources
5. Physical Resources
6. Qualified Staff
7. Policies and Procedures
8. Stable Environment
9. Ethical Code
10. Compensation Code
11. (Etc.)
12. (Etc.)

ADMINISTRATIVE PROCESS

1. Financial Management
2. Personnel Management
3. Records Management
4. Publicizing Activities
5. Upholding Institutional Standards
6. Awarding Credits
7. Recognizing Satisfactory Completion
8. Administering Fees
9. Enrolling Participants
10. Evaluating Results
11. (Etc.)
12. (Etc.)

OUTCOMES

1. Learner Achievement in Classroom
2. Change in Knowledge, Skills or Attitudes
3. Achievements Measured Against Objectives
4. Demonstrated Ability to Apply Learning
5. Change in Job Performance
6. Clients Served
7. Impact on Problem
8. Service to Disadvantaged
9. Service to Community
10. Accountability to Practice
11. Improvement to Practice
12. Strengthen External Relationships
13. Organization Renewal
14. General Improvement in External Environment
15. (Etc.)

*House, Richard M. (1983). Standards of Practice in Continuing Education: A Status Study. Dissertation, Ed.D., Submitted to Graduate Faculty of North Carolina State University, Raleigh, North Carolina.

APPENDIX B

**NUCEA PRINCIPLES OF GOOD PRACTICE FOR
CONTINUING EDUCATION PROGRAMS DRAFT
1993**

PRINCIPLES OF GOOD PRACTICE FOR CONTINUING EDUCATION*

(Draft 3/31/93)

I. MISSION

A. Continuing education should have a clear, concise mission statement that succinctly describes its role within the institution and within the community that it serves.

A.1 The institution should have the commitment to provide sufficient resources to carry out the mission at an acceptable level of quality.

A.2 The continuing education program should be consistent with the overall mission of the institution and appropriate to the academic thrust of the institution.

B. Continuing education should reflect a social awareness and commitment to the broader society served by the institution.

B.1 Continuing education should encourage and facilitate the participation in its programs of women, minorities, and economically and physically disadvantaged participants.

B.2 Continuing education programs should reflect a commitment to cultural diversity in their content, design, and delivery.

B.3 An institution's overall program of continuing education should address broad social issues as well as the needs of individual learners.

II. PROGRAM DESIGN/DELIVERY

A. Continuing education should be conducted in an environment suited to the needs, interests, and learning styles of adult learners.

A.1 Continuing education uses a variety of technologies, formats, and delivery systems. Good practice dictates that a program's student and faculty support services should be compatible with the delivery systems and formats used for instruction and with the nature of the program being offered.

A.2 The program of study in continuing education programs should recognize and take into consideration the experience and prior knowledge that adults bring to the learning experience and to the practical needs imposed by adult life-styles.

*Principles of Good Practice for Continuing Education Programs. (1993, March). Draft, Distributed at NUCEA Conference in April 1993, Nashville, Tennessee, 1-4.

III. ADULT LEARNERS

- A. Continuing education assumes that adult learners are also mature, sophisticated, and educated consumers. Continuing education programs should provide learners with effective means of addressing problems if the program does not meet their expectations.
- B. Continuing education programs should provide learner support services that are appropriate to the delivery system and to the needs of adult learners.
 - B.1 Continuing education programs should have well-defined policies and procedures for continuing education participants; these should be published and easily accessible by current and prospective participants.
 - B.2 As experienced lifelong learners, continuing education participants should be given the opportunity to contribute to the design, development, delivery methods, and evaluation of continuing education programs.

IV. FACULTY

- A. Continuing education extends the academic quality of the university into the community. Faculty who participate in continuing education programs should have academic credentials consistent with the general standards of the institution.
 - A.1 In working with faculty, programs should ensure a balance of academic and professional expertise appropriate to the task of teaching adults.
 - A.2 Information of faculty credentials should be readily available to all potential students to help with their decision making.
 - A.3 The continuing education program should provide effective professional development opportunities for faculty to ensure their ability to work with adult learners and with the various delivery systems used in continuing education.
 - A.4 The program should maintain clearly defined and communicated expectations for faculty.

V. ADMINISTRATION

- A. Continuing education assumes a close relationship with the client being served, be it an individual learner, an employer, or a social agency. Continuing education programs should use open and consistent systems to ensure effective communication between clients and the continuing education office and also to ensure continuous improvement of services and programs.
- B. An institution offering continuing education activities should support those activities with organizational structures, policies, processes, and resources appropriate to the scope and mission of its program. Continuing education policies and procedures should be well-defined, clearly communicated, and understood and accepted by the entire institution.

C. Continuing education programs should be carried out in a manner consistent with the highest standards of ethical practice.

C.1 In its relationships with client organizations, the sponsoring institution should retain appropriate academic and administrative control over its continuing education activities.

C.2 Institutional partnerships should be based on a clear agreement among cooperating institutions, approved by appropriate responsible officers.

VI. EVALUATION

A. Continuing education grows from an institutional commitment to individuals throughout their lifetime. Good practice in continuing education requires that the institution actively assess the need for continuing education programs and respond to the assessed need in a manner that is timely and consistent with the institution's overall mission.

B. Continuing education should evaluate all aspects of a program's design and delivery to ensure that it meets the needs of individual learners and institutional standards.

B.1 Programs should regularly evaluate the effectiveness of continuing education delivery systems.

B.2 Faculty evaluation should recognize the special skills needed to teach within a continuing education environment.

B.3 Program evaluation should give appropriate weight to individual learning outcomes and assessment, in addition to program outcomes.

C. The program should use teacher evaluation instruments keyed to the continuing education environment and learner.

VII. ADVOCACY

A. Continuing education programs should assume an advocacy role when needed to encourage changes in institutional state, and federal policies that affect the student's access to programs and ability to continue to completion.

APPENDIX C

**NUCEA CONTINUING EDUCATION REVIEWS:
PRINCIPLES, PRACTICES AND STRATEGIES
JOE DONALDSON, 1993**

REVIEW CRITERIA AND DATA COLLECTION

Criteria for Reviews of Continuing Education*

MISSION

- Philosophical and Conceptual Base for Continuing Education
- Centrality to Institutional Mission
- Centrality to other Institutional Programs and Services
- Value to Society

ORGANIZATION AND ORGANIZATIONAL STRUCTURE

- Reporting Lines
- Administrative Relationships
- Role of the Chief Executive Officer of Continuing Education
- Organizational Effectiveness
- Policy Framework in which Continuing Education Functions
 - Authority
 - Responsibility
 - Faculty Rewards

RELATIONSHIPS

- Academic Units
- Faculty
- Faculty Governance
- Climate for Continuing Education
- Image of Continuing Education
- Satisfaction with Services and with Relationship

INTERNAL ADMINISTRATIVE STRUCTURE AND FUNCTION

- Operations and Organizational Effectiveness
- Performance
- Support Received
- Staffing and Personnel
 - Adequacy of Staffing
 - Knowledge, Expertise, Skills of Staff
 - Staff Performance

(Continued)

*Donaldson, Joe F. (1993, January). Continuing Education Reviews: Principles, Practices, and Strategies. Washington, D.C., NUCEA Publications Department.

REVIEW CRITERIA AND DATA COLLECTION

PROGRAMMING

- Program Development (including Needs Assessment and Program Design)
- Program Delivery (including Distance Education Methods)
- Quality and Quality Control
- Program Approval and Academic Control
- Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)
- Program Evaluation
- Instructional Staff
 - Quality
 - Expertise
 - Source (Institutional Faculty, Part-Time Adjunct Faculty)
- Scope, Balance and Mix (in Content, Format, Delivery)
- Cost Effectiveness
 - Income (Tuition and Fees)
 - Costs (Direct and Indirect)
- Students/Learners
 - Number of Learners Served
 - Retention/Attrition
 - Learning Outcomes
 - Learner Satisfaction
 - Learner Support Services
 - Kinds of Learners Served or Not Served
 - Access

RESOURCES AND FACILITIES

- Adequacy
- Use
- Cost-Effectiveness
- Cost-Efficiency

FINANCING

- Policies
- Procedures
- Controls

MARKETING (INTERNAL AND EXTERNAL)

- Service Area Definition
- Demand for Programs
- Environmental Opportunities and Threats
- Effectiveness, including Effectiveness of Information

EVALUATION OF CONTINUING EDUCATION

- Policies and Procedures
- Frequency

STRATEGIC PLANNING AND LONG-RANGE DIRECTION

APPENDIX D
CRITERIA CATEGORIZED AND IDENTIFIED FOR SURVEY

CRITERIA IDENTIFIED FOR THE SURVEY

The following criteria (underlined) were identified for use in the survey to the NUCEA deans/directors list. The source is stated underneath each criteria. Sources include Donaldson (1993), Principles of Good Practice for Continuing Education (1993), House (1983), a review of the literature in continuing education, and suggestions from an expert group.

Awarding Credits for Programs

Awarding Credits (House)

Marketing Analysis of Environmental Opportunities and Threats

Redefining Need (House)

Identify Target Groups (House)

Environmental Opportunities and Threats--Marketing (Donaldson)

Demand for Programs--Marketing (Donaldson)

Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)

Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)
(Donaldson)

Computer and Software Program Interaction Linking Off-campus Students to Institution

Review of Literature

Federal, State, and Institutional Requirements Met

Expectation of Parent Organization (House)

External Expectations from System (House)

Upholding Institutional Standards (House)

Continuing education programs should assume an advocacy role when needed to encourage changes in institutional, state, and federal policies that affect the student's access to program and ability to continue to completion (VII. Advocacy A.--Principles of Good Practice)

Faculty Development Opportunities Available

Faculty Development (House)

Program should provide professional development opportunities for faculty to ensure their ability to work with adult learners and with various delivery systems used in continuing education.

(IV. Faculty. A. 3.--Principles of Good Practice)

Use of Advisory Groups

Advisory Groups (House)

Frequency of Evaluation of Organization

Frequency of Evaluation (Donaldson)

Financing Controls, Policies and Procedures

Accountability to Practice (House)

Administering Fees (House)

Financial Management (House)

Financing Procedures (Donaldson)

Financing Policies (Donaldson)

Financing Controls (Donaldson)

Cost-Effectiveness of Income (Tuition and Fees) (Donaldson)

Program Design and Content Development

Program Design and Content Development (House)

Program Development and Design (Donaldson)

The program of study in continuing education programs should recognize the experience and prior knowledge that adults bring to the learning experience and to the practical needs imposed by adult life-styles (II. Program Design/Delivery A.2.--Principles of Good Practice)

As experienced lifelong learners, continuing education participants should be given opportunity to contribute to the design, development, delivery methods...of continuing education programs.

(III. Adult Learners B.2.--Principles of Good Practice)

Adequacy of Resources and Facilities

Appropriate Facilities (House)

Physical Resources (House)

Fiscal Resources (House)

Educational Supplies and Materials (House)

Cost-Effectiveness of Resources and Facilities (Donaldson)

Adequacy of Resources and Facilities (Donaldson)

Institution should have sufficient resources to carry out mission at an acceptable level of quality

(I. Mission A.1--Principles of Good Practice)

Program Cost Effectiveness--Direct and Indirect Costs

Program Cost Effectiveness--Direct and Indirect Costs (Donaldson)

Faculty Relationships with Continuing Education Administration

Faculty Relationships (Donaldson)

The program should maintain clearly defined and communicated expectations for faculty. (IV.

Faculty A. 4--Principles of Good Practice)

Knowledge, Expertise, Skills of Staff

Qualified Staff (House)

Knowledge, Expertise, Skills of Staff (Donaldson)

Scope, Balance and Mix in Content, Format and Delivery of Programs

Educational Methods (House)

Scope, Balance and Mix (in Content, Format, Delivery) (Donaldson)

Program Delivery (including Distance Educational Methods (Donaldson)

Continuing educational programs should reflect a commitment to cultural diversity in content, design, and delivery (I. Mission B.2.--Principles of Good Practice)

Continuing education uses a variety of technologies, formats, and delivery systems. A program's student and faculty support services should be compatible with the delivery systems and formats used for instruction and nature of program offered. (II. Program Design/Delivery A.1.--Principles of Good Practice)

Operations and Organizational Effectiveness

Program Implementation (House)

Enrolling Participants (House)

Personnel Management (House)

Records Management (House)

Organizational Effectiveness--Structure (Donaldson)

Internal Operations and Organizational Effectiveness (Donaldson)

Continuing education programs should use open and consistent systems to ensure effective communication between clients and the continuing education office to ensure continuous improvement of services and programs (V. Administration A.--Principles of Good Practice)

Performance and Adequacy of Administration

Responsible Administrator (House)

Authority--Policy Framework (Donaldson)

Performance--Internal Administrative Function (Donaldson)

Adequacy of Staffing (Donaldson)

Staff Performance (Donaldson)

Institutional partnerships should be based on clear agreement among cooperating institutions, approved by responsible officers (V. Administration C.2.--Principles of Good Practice)

Strategic Planning

Strategic Planning and Long-Range Direction (Donaldson)

Use of Institutional Faculty in Continuing Education Programs

Qualified Instructors (House)

Instructional Staff Source--Institutional Faculty (Donaldson)

Continuing education extends the academic quality of the university into the community. Faculty who participate in programs should have academic credentials consistent with the general standards of the institution. (IV. Faculty. A.--Principles of Good Practice)

Information of faculty credentials available to all potential students to help with their decision making (IV. Faculty A.2.--Principles of Good Practice)

Instructor Satisfaction with Services

Satisfaction with Services and with Relationship (Donaldson)

Importance of Continuing Education to Institutional Mission

Support from Parent Organization (House)

External Support for System (House)

Centrality to Institutional Mission (Donaldson)

Support Received--Internal Administrative Structure and Function (Donaldson)

Continuing education should have a clear, concise mission statement that succinctly describes its role with the institution and community--(I. Mission A.--Principles of Good Practice)

Use of Part-Time Adjunct Faculty

Instructional Staff Source (Part-Time Adjunct Faculty) (Donaldson)

Administrative Compensation Plan

Compensation Code (House)

Number of Learners Served

Number of Learners Served (Donaldson)

Effectiveness of Marketing (Donaldson)

Centrality to Institutional Programs and Services

Centrality to Other Institutional Programs and Services (Donaldson)

Continuing education program should be consistent with overall mission of institution and appropriate to academic thrust of institution (I. Mission A.2.--Principles of Good Practice)

An institution offering continuing education activities should support those activities with organizational structure, policies, processes, and resources appropriate to the scope and mission of its program. (V. Administration B.--Principles of Good Practice)

Value to Society

General Improvement in External Environment (House)

Value to Society (Donaldson)

Continuing education should reflect a social awareness and commitment to the broader society served by the institution (I. Mission B.--Principles of Good Practice)

An institution's overall program of continuing education should address broad social issues as well as the needs of individual learners (I. Mission B.3.--Principles of Good Practice)

Use of Program Evaluation

Program Evaluation (House)

Program Evaluation (Donaldson)

As experienced lifelong learners, continuing education participants should be given the opportunity to contribute to... the evaluation of continuing education programs. (III. Adult Learners B.2.--Principles of Good Practice)

Continuing education should evaluate all aspects of a program's design and delivery to ensure that it meets the needs of individual learners and institutional standards (VI. Evaluation B.--Principles of Good Practice)

Programs should regularly evaluate the effectiveness of continuing education delivery systems (VI. Evaluation B.1.--Principles of Good Practice)

Learning Outcomes

Change in Job Performance (House)

Change in Knowledge, Skills, or Attitudes (House)

Learner Achievement in Classroom (House)

Demonstrated Ability to Apply Learning (House)

Learning Outcomes (Donaldson)

Program evaluation should give appropriate weight to individual learning outcomes and assessment outcomes. (VI. Evaluation B.3.--Principles of Good Practice)

Administrative Ethical Code

Ethical Code (House)

Continuing education programs should be carried out in a manner consistent with the highest standards of ethical practice (V. Administration C.--Principles of Good Practice)

Program Distinctiveness Achieved

Review of the Literature

Climate for Continuing Education

Stable Environment (House)

Climate for Continuing Education (Donaldson)

Continuing education should be conducted in an environment suited to the needs, interests, and learning styles of adult learners. (II. Program Design/Delivery A.--Principles of Good Practice)

Faculty Rewards

Faculty Rewards--Policy Framework (Donaldson)

Retention/Attrition of Learners

Retention/Attrition of Learners (Donaldson)

Application of Evaluation Findings to Subsequent Work

Organization Renewal (House)

Improvement to Practice (House)

Policy Framework for Continuing Education Organization

Policies and Procedures (House)

Policy Framework in which Continuing Education Functions (Donaldson)

Reporting Lines (Donaldson)

Responsibility--Policy Framework (Donaldson)

Continuing education program should have well-defined policies and procedures for continuing education participants; these should be published and easily accessible. (II. Adult Learners B.1.--Principles of Good Practice)

Continuing education policies and procedures should be well-defined, clearly communicated, and understood and accepted by the entire institution (V. Administration B.--Principles of Good Practice)

Program Access to Learners

Service to Community (House)

Program Access to Learners (Donaldson)

Use of Resources and Facilities

Use of Resources and Facilities (Donaldson)

Instructional Staff Quality, Expertise

Qualified Instructors (House)

Instructional Staff Quality (Donaldson)

Instructional Staff Expertise (Donaldson)

Faculty evaluation should recognize the special skills needed to each with a continuing education environment (VI. Evaluation B.2.--Principles of Good Practice)

Service Area Definition

Service to Disadvantaged (House)

Clients Served (House)

Appropriate Students (House)

Service Area Definition--Marketing (Donaldson)

Kinds of Learners Served or Not Served (Donaldson)

Continuing education should encourage participation in its programs of women, minorities, and economically and physically disadvantaged participants. (I. Mission B.1.--Principles of Good Practice)

Program Approval and Academic Control

Program Approval and Academic Control (Donaldson)

Faculty Governance (Donaldson)

In its relationships with client organizations, the sponsoring institution should retain appropriate academic and administrative control over its continuing education activities. (V. Administration C.1.--Principles of Good Practice)

Cost-Efficiency of Resources and Facilities

Cost-Efficiency of Resources and Facilities (Donaldson)

Recognizing Satisfactory Completion of Programs

Recognizing Satisfactory Completion (House)

Goals and Objectives Outlined

Goals and Objectives--Educational/Training (House)

Mission, Goals, Objectives--Administrative (House)

Availability of Career and Educational Counseling of Adult Learners

Suggestion from Expert Group

Achievements Measured Against Objectives

Achievements Measured Against Objectives (House)

Evaluating Results (House)

Instructor Relationship with Learners

In working with faculty, programs should ensure a balance of academic and professional expertise appropriate to the task of teaching adults. (IV. Faculty A.1--Principles of Good Practice)

Needs Assessment

Needs Identification (House)

Needs Analysis (House)

Needs Assessment (Donaldson)

Good practice in continuing education requires that the institution actively assess the need for continuing education programs and respond to the assessed need in a manner that is timely and consistent with the institution's overall mission (VI. Evaluation A.--Principles of Good Practice)

Role of the CEO of Continuing Education (Rank/Status)

Role of the CEO of Continuing Education (Donaldson)

Cost Effectiveness of Program Tuition/FeesAdministrative Relationships in Continuing Education Organization

Administrative Relationships (Donaldson)

Philosophical/Conceptual Base for Continuing Education

Statement of Philosophy (House)

Philosophical and Conceptual Base for Continuing Education (Donaldson)

Marketing Effectiveness

Publicizing Activities (House)

Effectiveness of Information--Marketing (Donaldson)

Student Financial Aid

Suggestion from Expert Group

Grant and Contract Program Activity

Suggestion from Expert Group

Program Quality and Quality Control

Program Quality and Quality Control (Donaldson)

Image of Continuing Education

External Interfacing Mechanism (House)

Strengthen External Relationships (House)

Image of Continuing Education (Donaldson)

Relationships with Academic Units

Relationships with Academic Units (Donaldson)

Policies and Procedures for Evaluation**Evaluation of Continuing Education Policies and Procedures (Donaldson)**

The program should use teacher evaluation instruments keyed to the continuing education environment and learner (VI. Evaluation B. 3--Principles of Good Practice)

Learner Satisfaction**Impact on Problem (House)****Satisfaction with Services and with Relationship (Donaldson)****Learner Satisfaction (Donaldson)**

Continuing education assumes adult learners are also mature, sophisticated, and educated consumers. Continuing education programs should provide learners with means of addressing problems if the program does not meet their expectations. (III. Adult Learners A.--Principles of Good Practice)

External Expectations from System**Suggestion from Expert Group****Student Services Responsive to Continuing Education Learner Needs****Learner Support Services (Donaldson)**

Continuing education programs should provide learner support services appropriate to the delivery system and needs of adult learners. (II. Adult Learners B.--Principles of Good Practice)

Distance Education Activity**Suggestion from Expert Group**

APPENDIX E
LISTING OF UNIVERSITIES IN PILOT TEST GROUP

PILOT TEST

(Indicating College/University and Type of Educational Institution)

Region I

University of Hartford--Private
Rhode Island College--Public
University of Vermont--Land Grant

Region II

Robert Morris College--Private
William Patterson College of New Jersey--Public
University of D.C.--Land Grant

Region III

Tuskegee University--Private
Georgia College--Public
University of Arkansas--Fayetteville--Land Grant

Region IV

The University of Chicago--Private
Ohio University--Public
Michigan State University--Land Grant

Region V

University of Denver--Private
North Dakota State University--Public
University of Wyoming--Land Grant

Region VI

Chapman University--Private
Weber State University--Public
University of Nevada-Reno--Land Grant

Region VII

Linfield College--Private
Idaho State University--Public
Washington State University--Land Grant

APPENDIX F

INITIAL COVER LETTER AND SECOND MAILING COVER LETTER

Oklahoma State University

COLLEGE OF BUSINESS ADMINISTRATION

Business Extension

215 Business Building
Stillwater, Oklahoma 74078-0555
405-744-5208, FAX 405-744-6143

November 2, 1993

Dear Colleague:

Your assistance is needed in completing the enclosed survey to identify critical factors which can be used to evaluate continuing education organizations. Realizing your time is valuable, the survey is brief and will only take about fifteen minutes to complete. I am a doctoral student working on an Ed.D. in Human Resource Development, Occupational and Adult Education at Oklahoma State University and this survey is the basis of my dissertation. We hope this research will be of some value to the continuing education field in the future.

Please complete and return the enclosed survey by *December 1, 1993*. All information is collected confidentially and will be reported in aggregate form. The surveys are coded only for follow-up purposes of nonrespondents. In addition, a reply envelope is enclosed to return the survey and to request a copy of the results if you wish to receive a summary report. If you have any questions regarding the survey, please contact me at 405-744-5208.

Your response is essential to the research. Thank you for your support and cooperation.

Sincerely,

Julie Weathers
Associate Director, Business Extension
Oklahoma State University and Ed.D. Candidate

Enclosures

Oklahoma State University

COLLEGE OF BUSINESS ADMINISTRATION

Business Extension

215 Business Building
Stillwater, Oklahoma 74078-0555
405-744-5208, FAX 405-744-6143

December 1, 1993

Dear Colleague:

You should have recently received a copy of the enclosed survey regarding identifying critical factors which can be used to evaluate continuing education organizations. This is a follow-up survey to those who were unable to respond by the original due date of December 1. Realizing your time is valuable, the survey is brief and will only take about fifteen minutes to complete. As noted previously, I am a doctoral student working on an Ed.D. in Human Resource Development, Occupational and Adult Education at Oklahoma State University and this survey is the basis of my dissertation. We hope this research will be of some value to the continuing education field in the future.

Please complete and return the enclosed survey by *December 16, 1993*. All information is collected confidentially and will be reported in aggregate form. In addition, a reply envelope is enclosed to return the survey and to request a copy of the results if you wish to receive a summary report. If you have any questions regarding the survey, please contact me at 405-744-5208.

Your response is essential to the research. Thank you for your support and cooperation.

Sincerely,

Julie Weathers
Associate Director, Business Extension
Oklahoma State University and Ed.D. Candidate

Enclosures

APPENDIX G
SURVEY

CONTINUING HIGHER EDUCATION

1993 CONTINUING EDUCATION EVALUATION SURVEY

The measure of quality is an important factor for educational institutions. We are specifically interested in how our colleagues at other college and university continuing education organizations perceive the relative importance of various criteria that could be used in evaluating continuing education organizations. Please complete the demographic information and rate the criteria listed on the next few pages. Thank you.

DEMOGRAPHIC DATA

1. Listed below is the Carnegie Classification which categorizes colleges and universities on the basis of the level of degree offered, ranging from baccalaureate to the doctorate, and the comprehensiveness of their missions. Please place a check mark by the one category which you feel is a most appropriate description of your institution.

- | | |
|--|--|
| <input type="checkbox"/> RESEARCH UNIVERSITIES I: These institutions offer a full range of baccalaureate programs, are committed to graduate education through the doctorate degree, and give high priority to research. They receive annually at least \$33.5 million in federal support and award at least 50 Ph.D. degrees each year. | <input type="checkbox"/> DOCTORATE-GRANTING UNIVERSITIES II: In addition to offering a full range of baccalaureate programs, the mission of these institutions includes a commitment to graduate education through the doctorate degree. They award annually 20 or more Ph.D. degrees in at least one discipline or 10 or more Ph.D. degrees in three or more disciplines. |
| <input type="checkbox"/> RESEARCH UNIVERSITIES II: These institutions offer a full range of baccalaureate programs, are committed to graduate education through the doctorate degree, and give high priority to research. They receive annually at least \$12.5 million in federal support and award at least 50 Ph.D. degrees each year. | <input type="checkbox"/> COMPREHENSIVE UNIVERSITIES AND COLLEGES I: These institutions offer baccalaureate programs and, with few exceptions, graduate education through the master's degree. More than half of their baccalaureate degrees are awarded in two or more occupational or professional disciplines such as engineering or business administration. All of the institutions in this group enroll at least 2,500 students. |
| <input type="checkbox"/> DOCTORATE-GRANTING UNIVERSITIES I: In addition to offering a full range of baccalaureate programs, the mission of these institutions includes a commitment to graduate education through the doctorate degree. They award at least 40 Ph.D. degrees annually in five or more academic disciplines. | <input type="checkbox"/> COMPREHENSIVE UNIVERSITIES AND COLLEGES II: These institutions award more than half of their baccalaureate degrees in two or more occupational or professional disciplines, such as engineering or business administration, and many also offer graduate education through the master's degree. All of the institutions in this group enroll between 1,500 and 2,500 students. |
| <input type="checkbox"/> OTHER, PLEASE DESCRIBE
<hr style="border: none; border-top: 1px solid black; margin: 2px 0;"/> <hr style="border: none; border-top: 1px solid black; margin: 2px 0;"/> | |

Please circle the most appropriate answer or fill in the blanks as requested. Please complete the program information for your university or institution's last fiscal year and include both on-site and off-site activity. This study is concerned with general continuing education and not cooperative extension, so please exclude any information regarding cooperative extension. Thank you.

2. Which of the following descriptors best describe the nature of your university/college?

- A. Land-grant institution
 B. Private institution
 C. Public institution (Not a land-grant institution)
 D. Other, please explain _____

DEMOGRAPHIC DATA (continued)

3. How many full-time equivalent students are enrolled on the main campus of your university/college institution?
- A. 1,500 students and less B. 1,501-9000 students C. 9,001-20,000 students D. 20,001-30,000 students
 E. 30,001-40,000 students F. 40,001-50,000 students G. 50,001 students and over
4. Generally, you would describe your main campus university/college institution as being in what type of setting?
- A. urban setting B. rural setting
5. What is the basic structure of administrative reporting of your continuing education organization within the university/college system? (*Decentralized refers to continuing education program units reporting to an academic dean versus centralized which indicates continuing education program units reporting to a central administrator of continuing education.*)
- A. Decentralized
 B. Centralized
 C. Combination of decentralized and centralized model. (*If you chose this structure, please indicate the degree to which your continuing education program unit is centralized or decentralized by circling the most appropriate number on the scale below.*)
- | | | | | | | | | |
|--------------------------|---|---|---|---|---|---|--|----------------------------|
| Extremely
Centralized | | | | | | | | Extremely
Decentralized |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | | |
- (*Please do not include the base funding or program information on cooperative extension if it is part of your continuing education organization.*)
6. Do you receive base institutional funding for your continuing education organization?
- A. No
 B. Yes. If yes, what is the amount you receive in base institutional funding \$ _____
7. How many credit continuing education courses were offered by your institution? _____
8. How many noncredit continuing education programs were offered by your institution? _____
9. How many participants attended credit courses offered by your institution? _____
10. How many participants attended noncredit programs offered by your institution? _____
11. What was your continuing education organization's total budget during the last fiscal year? (including state and/or base funding and gross income) \$ _____
12. How many full-time equivalent continuing education employees are in your institution? _____

POTENTIAL EVALUATION CRITERIA

How important are each of the criteria listed below in evaluating how your continuing education organization positions itself for long-range quality as assessed by you as a higher education administrator?

If you feel the criterion is more important, choose a number from the far right side of the scale and circle it. If you feel, it is less important, choose a number from the far left, and if you feel the importance is between these extremes, choose a number from someplace in the middle of the scale to show your opinion. *While you may feel all the criteria are important, please try to differentiate your feelings among these criteria listed.*

Less ← ——— IMPORTANT ——— → More

—Awarding Credits for Programs	1	2	3	4	5	6	7
—Marketing Analysis of Environmental Opportunities and Threats	1	2	3	4	5	6	7
—Program Support Services (e.g. Library, Classroom Facilities, Audiovisual Equipment)	1	2	3	4	5	6	7
—Computer and Software Program Interaction Linking Off-Campus Students to Institution	1	2	3	4	5	6	7
—Federal, State, and Institutional Requirements Met	1	2	3	4	5	6	7
—Faculty Development Opportunities Available	1	2	3	4	5	6	7
—Use of Advisory Groups	1	2	3	4	5	6	7
—Frequency of Evaluation of Organization	1	2	3	4	5	6	7
—Financing Controls, Policies and Procedures	1	2	3	4	5	6	7
—Program Design and Content Development	1	2	3	4	5	6	7
—Adequacy of Resources and Facilities	1	2	3	4	5	6	7
—Program Cost Effectiveness--Direct and Indirect Costs	1	2	3	4	5	6	7
—Faculty Relationships with Continuing Education Administration	1	2	3	4	5	6	7
—Knowledge, Expertise, Skills of Staff	1	2	3	4	5	6	7
—Scope, Balance and Mix in Content, Format and Delivery of Programs	1	2	3	4	5	6	7
—Operations and Organizational Effectiveness	1	2	3	4	5	6	7
—Performance and Adequacy of Administration	1	2	3	4	5	6	7
—Strategic Planning	1	2	3	4	5	6	7
—Use of Institutional Faculty in Continuing Education Programs	1	2	3	4	5	6	7
—Instructor Satisfaction with Services	1	2	3	4	5	6	7
—Importance of Continuing Education to Institutional Mission	1	2	3	4	5	6	7
—Use of Part-Time Adjunct Faculty	1	2	3	4	5	6	7
—Administrative Compensation Plan	1	2	3	4	5	6	7
—Number of Learners Served	1	2	3	4	5	6	7
—Centrality to Institutional Programs and Services	1	2	3	4	5	6	7
—Value to Society	1	2	3	4	5	6	7
—Use of Program Evaluation	1	2	3	4	5	6	7

Survey continued on back page.

POTENTIAL EVALUATION CRITERIA (continued)

4

How important are each of the criteria listed below in evaluating how your continuing education organization positions itself for long-range quality as assessed by you as a higher education administrator?

While you may feel all the criteria are important, please try to differentiate your feelings among these criteria listed.

	Less	←	IMPORTANT	→	More		
-Learning Outcomes	1	2	3	4	5	6	7
-Administrative Ethical Code	1	2	3	4	5	6	7
-Program Distinctiveness Achieved	1	2	3	4	5	6	7
-Climate for Continuing Education	1	2	3	4	5	6	7
-Faculty Rewards	1	2	3	4	5	6	7
-Retention/Attrition of Learners	1	2	3	4	5	6	7
-Application of Evaluation Findings to Subsequent Work	1	2	3	4	5	6	7
-Policy Framework for Continuing Education Organization	1	2	3	4	5	6	7
-Program Access to Learners	1	2	3	4	5	6	7
-Use of Resources and Facilities	1	2	3	4	5	6	7
-Instructional Staff Quality, Expertise	1	2	3	4	5	6	7
-Service Area Definition	1	2	3	4	5	6	7
-Program Approval and Academic Control	1	2	3	4	5	6	7
-Cost-Efficiency of Resources and Facilities	1	2	3	4	5	6	7
-Recognizing Satisfactory Completion of Programs	1	2	3	4	5	6	7
-Goals and Objectives Outlined	1	2	3	4	5	6	7
-Availability of Career and Educational Counseling for Adult Learners	1	2	3	4	5	6	7
-Achievements Measured Against Objectives	1	2	3	4	5	6	7
-Instructor Relationship with Learners	1	2	3	4	5	6	7
-Needs Assessment	1	2	3	4	5	6	7
-Role of the CEO of Continuing Education (Rank/Status)	1	2	3	4	5	6	7
-Cost Effectiveness of Program Tuition/Fees	1	2	3	4	5	6	7
-Administrative Relationships in Continuing Education Organization	1	2	3	4	5	6	7
-Philosophical/Conceptual Base for Continuing Education	1	2	3	4	5	6	7
-Marketing Effectiveness	1	2	3	4	5	6	7
-Student Financial Aid	1	2	3	4	5	6	7
-Grant and Contract Program Activity	1	2	3	4	5	6	7
-Program Quality and Quality Control	1	2	3	4	5	6	7
-Image of Continuing Education	1	2	3	4	5	6	7
-Relationships with Academic Units	1	2	3	4	5	6	7
-Policies and Procedures for Evaluation	1	2	3	4	5	6	7
-Learner Satisfaction	1	2	3	4	5	6	7
-External Expectations from System	1	2	3	4	5	6	7
-Student Services Responsive to Continuing Education Learner Needs	1	2	3	4	5	6	7
-Distance Education Activity	1	2	3	4	5	6	7

*Thank you for completing the survey. Please return this form in the enclosed reply envelope by **December 16, 1993**. You may also wish to request a summary of the survey results on the enclosed form.*

APPENDIX H
REQUEST FOR RESULTS FORM

CONTINUING HIGHER EDUCATION**1993 CONTINUING EDUCATION EVALUATION SURVEY**

Thank you for completing and returning the **Continuing Education Evaluation Survey**. If you would like a copy of the summarized results, please fill in the information below.

Name _____

Title _____

Organization _____

Address _____

City _____ State _____ Zip Code _____

Please return this form in the enclosed reply envelope or return the form to

**Oklahoma State University
Business Extension
215 College of Business Administration
Stillwater, OK 74078-0555**

Your time and assistance is appreciated.

2

VITA

Julie Flasch Weathers
Candidate for the Degree of
Doctor of Education

**Thesis: IDENTIFICATION OF CRITICAL EVALUATION CRITERIA IN CONTINUING
EDUCATIONAL INSTITUTIONAL SETTINGS: AN EXPLORATORY STUDY**

Major Field: Occupational and Adult Education

Biographical:

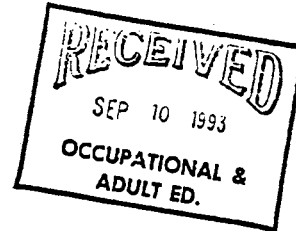
**Personal Data: Born in Guthrie, Oklahoma on December 24, 1962, the daughter of
Mr. and Mrs. Harold and Joy Flasch.**

**Education: Graduated from Coyle High School, Coyle, Oklahoma in May 1980; received
Bachelor of Science degree in Business Administration from the University of
Science and Arts of Oklahoma in Chickasha in 1983; received Master of Busi-
ness Administration from Oklahoma State University in 1985; completed require-
ments for the Doctor of Education degree at Oklahoma State University in July
1994.**

**Professional Experience: Coordinator of Extension Programs at Oklahoma State Univer-
sity Business Extension, 1985-88; Manager of Extension Programs at Oklahoma
State University Business Extension, 1988-90; Associate Director of Oklahoma
State University Business Extension, 1990-93.**

**Professional Activities: 1994--Co-Chair, Leadership Stillwater; Advisory Board Member,
National Conference of Management and Executive Development Programs;
Chair, Stillwater Women's Scholarship Board; Board Member, Payne County
Alumni; Policies and Procedures Chair, Oklahoma Business and Professional
Women; Member, Cimarron Business and Professional Women; Member,
Stillwater Chamber of Commerce; Member, Stillwater Tennis Association; and
Member, National University Continuing Education Association.**

OKLAHOMA STATE UNIVERSITY
INSTITUTIONAL REVIEW BOARD
FOR HUMAN SUBJECTS RESEARCH



Date: 09-07-93

IRB#: ED-94-011

Proposal Title: IDENTIFICATION OF EVALUATION CRITERIA IN
CONTINUING EDUCATION: AN EXPLORATORY STUDY

Principal Investigator(s): Mel Miller, Julie Weathers

Reviewed and Processed as: Exempt

Approval Status Recommended by Reviewer(s): Approved

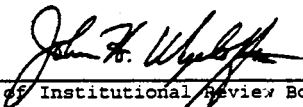
APPROVAL STATUS SUBJECT TO REVIEW BY FULL INSTITUTIONAL REVIEW
BOARD AT NEXT MEETING.
APPROVAL STATUS PERIOD VALID FOR ONE CALENDAR YEAR AFTER WHICH A
CONTINUATION OR RENEWAL REQUEST IS REQUIRED TO BE SUBMITTED FOR
BOARD APPROVAL. ANY MODIFICATIONS TO APPROVED PROJECT MUST ALSO
BE SUBMITTED FOR APPROVAL.

Comments, Modifications/Conditions for Approval or Reasons for
Deferral or Disapproval are as follows:

Comment:

The list of identifier codes should be destroyed as soon as
data collection is complete.

Signature:


Chair of Institutional Review Board

Date: September 8, 1993