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Conceptions of Change: A Phenomenographical Study of the Reinvention Initiative at the City Colleges of Chicago

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CONCEPTIONS OF CHANGE: A PHENOMENOGRAPHICAL STUDY OF
THE REINVENTION INITIATIVE AT THE
CITY COLLEGES OF CHICAGO

A Dissertation
Presented to
the Graduate School of
Clemson University

In Partial Fulfillment
of the Requirements for the Degree
Doctor of Philosophy
Educational Leadership

by
Jennifer M. Horace
May 2016

Accepted by:
Dr. James Satterfield, Committee Chair
Dr. Tony Cawthon
Dr. Walter Tobin
Dr. Cheryl Warner
ABSTRACT

The purpose of this study was to add to the literature on community colleges and organizational change. This study explored how interested parties, internal and external, understood the organizational change called the Reinvention Initiative occurring at the City Colleges of Chicago and how this organizational change influenced constituencies’ definition of efficiency and effectiveness for the organization. In order to accurately answer the research questions, a qualitative research method called phenomenography was employed. The study used overt and covert data collection to obtain data from stakeholders of the City Colleges of Chicago. The researcher did semi-structured interviews and as well as document analysis.

Ten individuals agreed to participate in this research study. In addition to the interviews, ten documents were submitted by participants. Participants included City College of Chicago administrators and staff, City Colleges of Chicago faculty and leaders of community organizations in the City of Chicago. Each of these group’s professions differ and therefore their experience with the Reinvention Initiative were varied. The data collected indicated that internal and external constituents champion Reinvention Initiative’s stated goal to support student success however, there were concerns surrounding how the changes were implemented at the City Colleges of Chicago. The findings of this study support the literature that states that effectiveness is determined by
those outside of the organization while efficiency is defined internally (Pfeffer & Salancik, 1978).
DEDICATION

This dissertation is dedicated to God and completed in memory of James Otis Watt, my grandfather.

First, giving honor to God who made all of this all possible. I dedicate this dissertation to you. Thank you for everything that has happened and yes to everything that is to come.

Granddaddy, we think of you often and we often speak of you. All we have are memories. You gave to us without expectation of anything in return. You were as consistent as the sunrise, the moon, and the stars. You showed the faithfulness of God’s love. Now, God has you and I have you in my heart. I love you.
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Thank you to all of those who helped open my mind. To the people who reminded me that it always looks impossible until it is done.

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To the faculty of Clemson University’s Educational Leadership department, who provided me with a tremendous graduate education. Thank you for creating a dynamic learning environment that has prepared me to be a better researcher, instructor and practitioner.

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take my time throughout the program to develop my own research and personal identity but knowing when it was time to apply the pressure.

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To my Clemson friends, thank you for making the small town feel like home.
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Chapter one is an overview and introduction to the study. This chapter includes the setting and context, background, purpose and the significance of the study, research questions, research site and definitions of key terms.

Setting and Social Context

On an unseasonably cold Sunday afternoon, October 11, 1967, there occurred in the northwest suburbs of Chicago a ground breaking ceremony of unique interest to followers of the community-junior college movement in Illinois. Those similar to many ways to other typical events following the Junior College Act of 1965, an uncommon aspect was the blending of that suburban soil with particles of earth collected from Muskingum College in New Concord, Ohio and Yale University. The three soils represented in agronomic microcosm the career of the man for whom the school was being named – William Rainey Harper. This man, considered by many, to be the prime mover in the Illinois Junior college movement, did not operate in a vacuum. He was a product of and a contributor to, the age of the university, the later period of which coincided with the progressive era. (Hardin, 1975, p. 10)

Progressivism in the 19th century was the urban middle classes’ response to the negative effects of industrialism that occurred after the Civil War (Hardin, 1975). Chicago was no different. During the birth of the progressive movement, Chicago was
feeling the pains of urban growth, corruption, labor strikes, sub-standard housing, cruel working conditions, and violence. Several major events occurred during this time that describes the ups and downs the city was experiencing. These events included the bombing of Haymarket Square by anarchists, the Pullman Strike of 1894, and the peak being the city’s hosting of the World Columbian Exposition of 1893. The Exposition was “considered by many Chicagoans as the grand social and cultural event of the decade,” (Hardin, 1975, p. 15). It also “gave the world a front row seat to urban vice and corruption” (Hardin, 1975, p. 15).

Industrialism was not only a time of political unrest, it also coincided with a number of changes in education. In higher education there was: “the decline of the small college and private academy with a concomitant rise of the research oriented university, and the introduction of a state-wide system of free public instruction, all lent themselves to the increasing clamor for change” (Hardin, 1975, p. 11).

The president of University of Chicago, William Rainey Harper, supported the establishment of junior colleges in order to assist with the issues facing higher education. This was evident in the establishment of a junior college connected to the University of Chicago by Harper (Hardin, 1975).

Harper believed that junior college would benefit two types of institutions, “the small declining, oft-times incompetent, private four-year colleges and at the other extreme, the expanding comprehensive high school” (Hardin, 1975, p. 22). These beliefs are supported by Harper in his writing where he asserted that, “over 200 colleges lacked the finances, staff and facilities to offer instruction beyond the second year” (Hardin, 1975, p. 22). Here are Harper’s six claims that support this belief:
1. The money now wasted in doing the higher work superficially could be used to do the lower work more thoroughly.

2. The pretense of giving a college education would be given up, and the college could become an honest institution.

3. The student who was not really fitted by nature to take the higher work could stop naturally and honorably at the end of the sophomore year.

4. Many students who might not have the courage to enter upon a course of four years’ study would be willing to do the two years of work before entering business or the professional school.

5. Students capable of doing the higher work would be forced to go away from the small college to the university. This change would in every case be most advantageous.

6. Students living near the college whose ambition it was to go away to college could remain at home until greater maturity had been reached – a point of the highest movement in these days of strong temptation. (as cited in Diener, 1986, p. 37)

Harper’s perspectives were in agreement with many of the important education scholars of the time and eventually lead to the city of Chicago following University of Chicago’s lead and establishing an institution that would lead to what is now the City Colleges of Chicago.
The City Colleges of Chicago

In 1911, the city of Chicago founded its first city college, Crane Junior College (City Colleges of Chicago [CCC], 2010). At the time of its founding, prominent figures, such as Jane Addams and John Dewey were “demanding access to higher education for the nation’s poor” while William Harper, president of the local Ivy League institution, advocated for pre-baccalaureate curriculum. The debate ended when Crane received accreditation with a pre-baccalaureate preparation curriculum (CCC, 2010). The institution’s importance to the public was evident when the mayor closed the institution to save money but was forced to reopen the college due to public protest (CCC, 2010; Hardin, 1975). After reopening, Crane’s academic focus remained baccalaureate transfer preparation. However, the curriculum expanded to include vocation and technical education approximately 50 years after its founding (2010). Currently the City Colleges of Chicago [the City Colleges] has grown to a system of seven colleges; where each institution serves between 4,000–11,000 students providing them with job preparation as well as pre-baccalaureate coursework (CCC, 2010). In today’s tight economic conditions, just as during the Depression, public entities are having to prove their value and the City Colleges are no exception. Due to the change in the economic environment, the City Colleges has had to withstand the scrutiny from multiple constituents questioning the effectiveness of the system’s institutions. The content of the criticisms varies depending on the stakeholders’ perspective on the purpose of the community college. Amidst this change in the economic environment, the City Colleges of Chicago experienced a change in executive leadership.
Leadership of City Colleges

For ten years, Dr. Wayne Watson served as the Chancellor of the City Colleges of Chicago (Board of Trustees, 2007). During his tenure Watson believed he was able to stay true to the institution’s original mission to be the “people’s college” in an effort to advance the community college system changing external environment however many internal and external to the institution would disagree (Board of Trustees, 2007; Evelyn, 2005). As chancellor, Watson “eliminated counselors, overhauled the evaluation process for instructors, put an annual review of the district’s academic program in place, even threatened to outsource faculty positions” as a part of a paradigm change he felt was necessary in order to move the community college system from the 20th into the 21st century (Evelyn, 2005, p. 1). Watson’s bold decisions lead to a “360 to 5, with 10 abstentions” of no confidence vote by the Faculty Council. Faculty Council claiming “his divisive tactics have resulted in irresponsible – and possibly irreversible – harm to employee morale, undermined his ability to effectively leader [the] district and ultimately compromised his professional integrity” (Evelyn, 2005, p. 5). While faculty were discontented with Watson’s leadership the next month the City College’s Board of Trustees supported his work with a vote of confidence (Evelyn, 2005). The difference in opinion of the two governing bodies is indicative of not only their two different relationships to the institution but also the political culture of the City Colleges.

The leadership of Chicago’s Community College District No. 508 is a highly political position – and the chancellor lives and dies by what goes on at City Hall. And
unlike all of the other two-year colleges in the state, which have locally elected boards of trustees, the board at the City Colleges is appointed by the mayor (Evelyn, 2005).

Due to these distinct connections to the political culture of the city, the City Colleges of Chicago are even more sensitive to changes in their organizational environment. During the last year of service in 2010, the long time city mayor, Richard Daley, appointed a new chancellor, Cheryl Hyman, and a new Chairman of the Board of Trustees, Gery Chico (CCC Newsroom, 2010). The two leaders were challenged “to reinvent the City College System from the ground up so that it better serves the needs of its students and [the] city in the 21st century” (CCC Newsroom, 2010). The organizational change that followed is called the Reinvention Initiative [Reinvention]. According to Hyman the purpose of the Reinvention Initiative is to “increase student success” (CCC, 2011, May 19).

This goal is important because throughout its history, the City Colleges of Chicago have experienced enormous growth, however, whether or not the schools have been successful is debatable (CCC Newsroom, 2010). Currently the City Colleges Office of Research and Evaluation admits that their “graduation rate is still very low compared to other community colleges nationally” (City Colleges of Chicago, 2011a, p. 21). The Office of Research and Evaluation reports:

Both IPEDS and CCC [the City Colleges of Chicago] internal method reveals three-year graduation rates that are in the single digits (7% and 8% respectively). The expanded cohort in the CCC internal method includes both full-time and part-time students and yields only a 1% increase in the three-year graduation rate.
When students are given six years to graduate, the CCC calculated graduation rate increased from 8% to 13% (City Colleges of Chicago. 2011a, p. 22).

This is one of the current challenges faced by the community college system. The Reinvention or the change in the City Colleges’ policies, procedures, and programming are meant to address this problem. This is important because all public agencies are accountable to their constituents. This is even more imperative for organizations that produce a public good.

**Background of the Study**

Traditionally, the purpose of public education is to benefit the public through its development of good citizens. The same purpose is true of higher education. Historically, civilizations used “higher education to train their ruling, priestly, military, and other service elites” in order to improve their local community (Perkin, 1997, p. 1). While educating elite members of society was how higher education originally functioned, post-secondary education has stayed true to its original function to better society yet it has redefined its services and structure to meet the needs of society and the region in which a particular university was located (Perkin, 1997). This function makes higher education a public good.

**Higher Education as a Public Good**

The concept of a public good can be defined in three ways: using economic, civil, ethical measures (Mellow & Heelan, 2008). According to economists, public goods are those that are provided to all where no one is excluded and one person’s use of the good
does not decrease another’s use of the same good (Tilak, 2008). Higher education is viewed as a public good because of the number of externalities including:

- Higher education supports “the creation, advancement, absorption, and dissemination of knowledge through research and teaching” (Tilak, 2008, p. 453).
- “Higher education helps in the rapid industrialization of the economy, by providing manpower with professional, technical and managerial skills” (Tilak, 2008, p. 453).
- “Universities are institutions that assist in building the character and morals of the individuals” (Tilak, 2008, p. 453).

For these reason higher education is usually considered a public good. Yet, recently there has been some resistance to the long held concept that higher education is a public good. This opposition is the result of the changing economic environment in the states and globally. The high cost of higher education in combination with the increasing expense of other public goods, causes skeptics to highlight the ways in which higher education appears to be a private good (Tilak, 2008). While the benefits of higher education to individuals exist, they are not as strong as those that benefit the public at large. Nevertheless, the debate regarding higher education’s status as a public good has caused post-secondary institutions to articulate how they are contributing to the society in economic, civil, and ethical way.
For example, community college scholars argue that 2-year institutions are a public good because it was created in order to increase the productivity of all men as the opportunities to be a member of the clergy, elected officials, and members of the military began to grow beyond elite members of society (Mellow & Heelan, 2008). This means that community colleges increased the economic public good; meaning it produces “a benefit everyone can enjoy without diminishing anyone’s enjoyment” (Mellow & Heelan, 2008, p. 18). This perspective of the community college role in society does not diminish the ethical reasons higher education is a public good. Nonetheless, the economic benefits of higher education are often highlighted by politicians and the media in relation to financial outcomes (Mellow & Heelan, 2008). The opinion of these constituents is important because “public institutions of higher education are broadly answerable to the people who support them” (Schmidtlein & Berdahl, 2005, p. 75). The public sways higher education through voting for elected officials (Schmidtlein & Berdahl, 2005).

Purpose & Significance of the Study

Formerly, higher education institutions were largely unregulated by state (Schmidtlein & Berdahl, 2005). Now the field of education overall and, more specifically, higher education has entered an era where accountability is becoming increasingly important. The shift in interest of external constituents is important to note because members of these populations are becoming more vocal. While the opinions of external stakeholders have come to the forefront, their requirements of higher education institutions have not always been consistent. Initially, accountability was about institutional administrators handling public funds in a responsible manner however, this
has shifted. Currently, external constituents have defined accountability in a manner that, “emphasizes outcomes and argues that public managers should be given flexibility to produce the desired outcomes with minimal oversight of how funds were allocated or what methods were used – a kind of oversight viewed as micromanagement” (Schmidtlein & Berdahl, 2005, p. 74). The change in the meaning of accountability shows that those external to higher education care about outcomes and this resulted in higher education institutions having to produce evidence of their effectiveness. As the public at large and more specifically elected officials are beginning to become more vocal about their demands and desires of higher education, it is easy to say that all changes in the field are the result of external pressures however internal factors also play a role. Internally higher education professionals are accountable to their peers at their institutions and to their peers within their discipline. Levin (1998a) studied the relationship between these two groups of constituents.

Levin’s study focused on six community colleges undergoing an organizational change that those internal to the organization hypothesized was that the changes are the result of external pressures (1998a). At these institutions, organizational change led by the colleges’ presidents is examined using stories from internal administrators. Although participants were limited to those within these institutions, Levin was able to determine that organizational change is something to which external and internal environments contribute. The results of this study support the statements of Schmidtlein and Berdahl (2005). Therefore, the perspectives of both internal and external stakeholders are important when exploring change and institutional effectiveness. This information
indicates that there is a need for a study to explore organizational change at community colleges using perspectives of external and internal constituents. This study fulfills this need while adding to the current popular narrative regarding holding educational institutions accountable for effectiveness. The phenomenographical study specifically expounds on higher education literature in the areas of organizational change and institutional effectiveness.

**Overview of Research Site**

Community colleges are an apt site selection for understanding organizational change in higher education. Organizational change is the norm at community colleges (Foote, 2011). Change has become a part of the natural make up of these institutions because of their relationship with the social and economic environment. The community college’s link to its external environment highlights the significance of understanding the perspectives of this group of constituents on organizational change and institutional effectiveness. Therefore, similar to the work of Levin (1998a), this study also focuses on organizational change at community colleges.

**The Reinvention of City Colleges of Chicago**

The City Colleges of Chicago is a seven-school community college system. In 2010, the city’s mayor replaced the long term Chancellor of 25 years with Cheryl Hyman (CCC Newsroom, 2010). The former Mayor of the Chicago charged the new head of community college education in the city with the task of “reinvent[ing] the City College System from the ground up so that it better serves the needs of its students and city in the
In response to this directive, the Chancellor Hyman started the Reinvention Initiative. According to Hyman the purpose of the Reinvention Initiative is to, “increase student success” (CCC, 2011, May 19). In a message on the official Reinvention website she further describes the goal saying: “In order to be a world-class institution, we must improve every aspect of our college, including our program offerings, student support services, faculty and staff development and our use of technology” (CCC, 2011, May 19, p. 2). Although her message sounds simple and even mirrors the message that college chancellors and presidents are saying at higher education institutions across the country, she has been met with a combination of resistance and support from her various stakeholders. It is these things that make the City Colleges of Chicago an excellent research site for this study.

Research Questions

Since those within the field of higher education no longer have singular control over the public narrative regarding effectiveness of higher education institutions, it is vital for college professionals to learn what internal and external parties of interest define as institutional effectiveness (Schmidtlein, & Berdahl, 2005). Higher education administrators must also strategically resolve the dissidence between the various groups that are a given due to varying levels of pertinent information (Schmidtlein, & Berdahl, 2005). Therefore, this study explores how interested parties, internal and external, understand the changes occurring at the City Colleges of Chicago and how these changes influence constituencies’ definition of efficiency and the external definition of success.
The following research questions were developed in order to explore the experience and meaning making processes regarding change at the City Colleges of Chicago.

1) How do City Colleges of Chicago stakeholders describe the Reinvention Initiative?

2) How has the Reinvention Initiative affected how the internal and external constituents define efficiency?

3) How has the Reinvention Initiative affected how the internal and external constituents define effectiveness?

Limitations

Due to the nature of qualitative research, this study is limited by the generalizability of the findings. The purpose of this study was to contribute to and inform future research on organizational change, institutional effectiveness and efficiency in higher education and specifically community colleges. This study was conducted at single higher education organization and therefore the results of this study may not represent other comparable institutions. The researcher’s personal experience as a former student of this community college system and former resident of the city where the institution is located may have influenced the research process and participant’s responses. The research process may have also been affected by the researchers’ novice experience level.
Definitions of Terms

The following definitions provide an understanding of the key terms used throughout this study. Additional description is provided in the following chapters as needed.

• Organizational Change: “Change in the organizational paradigm; where the underlying assumptions of participants have changed; change in organizational mission and purpose; change in the organizational culture; and change in functional process such as organizational structures managerial practices, technology, decision making, and communications” (Levin, 1996, p. 1).

• Community College: “any institution regionally accredited toward the associate in arts or the associate in science as the highest degree.” This includes public & private two-year colleges and technical institutions (Cohen & Brawer, 2008, p. 5).

• Institutional Effectiveness: An internal process of planning, evaluating, and modifying intended to assure that the performance of a college matches its purpose. Institutional effectiveness is self-examination (without fear or reprisal) for the purpose of improving performance by increasing positive outcomes and decreasing ineffective behaviors (Hudgins & Mahaffey, 1998, p. 22).

• Efficiency: “concerned with the utilization of resources to evaluate the possibility of achieving better educational results” (Sadlak, 1978, p. 217).
• Stakeholders/Constituencies: “a person or entity with an interest in some process, concept, or object,” (Hom, 2011, p. 89).

• Conceptions/Internal relations: the feelings and basic units of awareness that encapsulate the actual moment of experiencing the phenomenon (Watkins, 2000).

Chapter Summary

Chapter One provided an introduction to this study by introducing the community colleges as a public good and literature that describes why the perspectives of stakeholders internal and external to the institution are important. The intention of this study is to add to literature by qualitatively describing how internal and external constituencies understand change and effectiveness. The remainder of the chapter described the research questions, research site, and key term.
Chapter Two is a review of relevant literature for this study. The chapter includes the introduction to the Reinvention Initiative, role of community colleges, mission of community colleges, functions of community colleges, institutional effectiveness, theoretical framework, and research questions.

Introduction

The literature reviewed as the foundation for this study, was selected based on what was published about the City Colleges of Chicago and the Reinvention Initiative from 2010 to 2012. This is the time period prior to the start of this study. I will start with a description of the Reinvention Initiative during this time period and then I will transition into explaining the existing literature and research questions.

Reinvention Initiative

According to City Colleges of Chicago publication, in 2010, the institution started the Reinvention Initiative because it felt it was in a position to “dramatically increase student success, to be the economic engine of [Chicago], and to be at the forefront of a movement to ensure the global competitiveness of [the] city and nation” (CCC, 2011a, p. 6). To improve student success, executive administrators of the City Colleges developed three predetermined outcomes of the Reinvention Initiative based on the institution’s four
stated missions. The outcomes of the Reinvention would be measured using quantitative measures (See Table 2.1).

Table 2.1

*Defining & Measuring Student Success*

<table>
<thead>
<tr>
<th>Intuitional missions</th>
<th>Reinvention outcomes</th>
<th>Measures of effectiveness of the Reinvention Initiative</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Associate degree programs:</strong></td>
<td>Completion attainment: for those seeking to earn a certificate or Associate degree, and ultimately a bachelor’s degree at a transfer institution for all students who want to pursue this</td>
<td>Increase the number of students earning college credentials of economic value</td>
</tr>
<tr>
<td>prepare students for entry into a career or transfer to a four-year college.</td>
<td><strong>Job placement:</strong> for those students looking to begin a new career right out of school</td>
<td></td>
</tr>
<tr>
<td><strong>Certificate programs:</strong></td>
<td>preparation students for immediate entry into their chosen careers and provide in-house employee training programs for local corporations, institutions, and government entities</td>
<td>Increase the rate of transfer to bachelor’s degree programs following CCC graduation</td>
</tr>
<tr>
<td>prepare students for immediate entry into their chosen careers and provide in-house employee training programs for local corporations, institutions, and government entities</td>
<td><strong>Career advancement:</strong> for those students looking to the City Colleges to help them develop skills or knowledge in a specific area that enables them to be more valuable in the workplace</td>
<td>Drastically improve outcomes for students requiring remediation</td>
</tr>
<tr>
<td><strong>Adult education programs:</strong></td>
<td>Career advancement: for those students looking to the City Colleges to help them develop skills or knowledge in a specific area that enables them to be more valuable in the workplace</td>
<td>Increase the number and share of adult basic education, GED, and English as a second language students who advance to and succeed in college-level courses</td>
</tr>
<tr>
<td>offer critical fundamental skills that are the gateway for further education through English as a Second Language (ESL), Adult Basic Education, and GED</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Continuing Education:</strong></td>
<td>serve students looking to improve their skills to secure employment, advance in their current job, or to pursue personal enrichment</td>
<td></td>
</tr>
</tbody>
</table>

*Note.* Adapted from *Reinvention Chapter 1,* by City Colleges of Chicago, 2011, Chicago, pp. 10, 16. Copyright 2011, City Colleges of Chicago.

While the outcomes presented in Table 2.1 state how the City Colleges of Chicago described the goals of the Reinvention Initiative there were internal and external constituents who believed that there were other motives that drove the development and changes that occurred at the institution.
The Question of Purpose

While the City Colleges of Chicago was actively advertising the stated the goals, plans, and reasons for the Reinvention Initiative, their constituencies began to voice their opinion about the changes being implemented at the City Colleges. Much of the debate focused on whom the Reinvention was meant to serve and the statistics used as the reasoning for the changes. For example, while the City Colleges of Chicago claimed that the Reinvention Initiative was meant to help all students, others felt the Reinvention went against the historic mission of the institution because it was a disenfranchisement of the middle class and those living in poverty. One stakeholder said in response to organizational changes at City Colleges:

The upper echelons of the bureaucracy that runs the City Colleges of Chicago (CCC) are in the midst of a drastic transformation of the historical mission of the CCC. This mission, like that of most community colleges across the U.S., has been to provide a path for millions of working class, poor or immigrant students to access a university education which offers personal intellectual enrichment that has long been recognized as one of the important foundations of democracy as well as professional advancement. Behind the façade of Reinvention, the CCC hierarchy is moving away from these goals and instead narrowing the mission of the CCC to that of job training centers. In service to the Obama administration’s initiative to track students into associate degrees and certificates as their terminal degrees, they have invented the Reinvention. (Reinvention CCC Blog, 2011, March 23, para. 1)
While this is only one constituent’s response to the changes occurring at the Reinvention there are several blogs and outspoken individuals who spoke out about the changes City Colleges administrators made in the name of improving the institution. This contradictory information about the goals and positivity of the Reinvention begs the question of what is the merit Reinvention Initiative. This question served as the basis for this study and is the reason for the first research question.

The Question of Effectiveness

To reach the Reinvention goals the institution implemented “data-driven” change in four stages that employed strategies to “improve student success” (CCC, 2011a, p. 6). The process to reach these goals can be seen Table 2.2 as descriptions of the phases, timeline, and the constituents involved throughout the process. The first phase was the diagnosis phase. This phase resulted in the following six statistics, which served as a guide for the next phases of the Reinvention Initiative.

1. CCC enrollment has declined by ~30% from 1998 to 2008 while jobs requiring post-secondary education are growing steadily.
2. On average, only 7% of CCC student who come for a credential earn it; this is one-sixth the rate of best-in-class peers.
3. CCC loses 54% of degree-seeking students in their first six months and struggles to support them throughout.
4. More than 90% of [the] incoming credits students need remediation and those with significant needs are one-third as likely as those without remediation receive a credential or transfer.
5. Roughly 80% of programs graduate fewer than 45 people per entering class and many of the programs are not tied to employer demand.

6. Only 35% of Adult Education students meet their stated goals annually. (CCC, 2011a, p. 19)

These statistics describing the performance of the City Colleges were widely publicized and served as the basis for the changes made at the institution. While the findings of Phase 1 were descriptive, various institutional stakeholders had different opinions of the trustworthiness of the data, intentions of those who lead the research, and methods used to collect data. One stakeholder wrote a commentary for the American Association of University Professors describing the results of Phase 1 of the Reinvention saying, “They cherry-picked the data and then used it to provide an excuse for transforming a system that, as all the data shows, didn’t need to be transformed” (Liebman, 2011, p. 1). In this statement and in the rest of the essay, the author accuses the City Colleges of allowing their desire for change to drive their assessment instead of practicing data-driven decision making (see Liebman, 2011). One of the other problems that Liebman had against the results of Phase 1 of the Reinvention Initiative was the use of a single statistics to assess the work of the colleges. For example, the graduation and transfer rate were advertised heavily however the author argued:

Many students take one or more courses and stop when their goal is satisfied – well short of the time required graduation or transfer. And such students are not indication of system failure, but of system success. That’s why the [City Colleges of Chicago Office of Research & Evaluation] warned in its 2009 study,
“Reporting one single outcome in isolation is a biased and incomplete method for reporting student outcome for community college students.” So much for the Chancellor’s frequent use of the 7% graduation rate as a justification for change. Anyone who actually read either [Community College Survey of Student Engagement]’s list of student goals or the [City Colleges of Chicago’s] own [Office of Research & Evaluation] report would know better. (Liebman, 2011, p. 2)

Table 2.2

Reinvention Initiative Phase Description & Timeline

<table>
<thead>
<tr>
<th>Phase &amp; description</th>
<th>Timeline</th>
<th>Constituents involved during phase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phase 1: Diagnostic Priorities Identified</td>
<td>Summer - Fall 2010</td>
<td>The work during this stage was done by senior administrators and the Civic Consulting Alliance</td>
</tr>
<tr>
<td>The goal of this phase is to 1) identify areas of improvements and 2) design task force and advisory councils</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phase 2: Collaborative Problem Solving</td>
<td>Winter 2010 – Spring 2011</td>
<td>During this phase, task forces under the guidance of the City Colleges of Chicago’s Office of Strategy and Institutional Intelligence completed the work. External advisory councils were also consulted.</td>
</tr>
<tr>
<td>The goal of this phase was determine priorities, to identified best practices across the country, and recommend solutions. A performance management team will be developed.</td>
<td></td>
<td>Task forces, performance management team, and internal and external constituencies.</td>
</tr>
<tr>
<td>Phase 3: Implementing Recommendations</td>
<td>Summer 2011 – Summer 2012</td>
<td></td>
</tr>
<tr>
<td>The focus of this phase is to implement recommendations, to gain internal and external support for change, and assess implemented changes. New task force will continue to plan and make additional suggestions.</td>
<td></td>
<td>None identified</td>
</tr>
<tr>
<td>Phase 4: Sustainability</td>
<td>Summer 2012 - onward</td>
<td></td>
</tr>
<tr>
<td>The purpose of this phase is to “institutionalize best practices and create an organizational culture of continual improvement focused on student success” (p. 18). This phase also involves developing new initiatives, assessment of implemented task force suggestion, and reframing organizational governance to support student success.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Liebman’s critique of how the City Colleges of Chicago were being assessed at the start of the Reinvention Initiative in comparison to how the institution’s effectiveness was previously assessed leads to two questions: What does it mean for the institution to be effective and how should it be measured?

The Question of Efficiency

One of priorities that resulted from the first phase of the Reinvention was to bring “operational efficiency to the City Colleges of Chicago” (CCC, 2011a, p. 6). This goal was developed in response to issues identified by the task forces in the initial assessment phase. The task force charged with exploring issues related to remediation found that there was a need to improve course placement in order to “improve efficiency for students and instructors” (CCC, 2011b, p. 28). Course placement was a problem due to inconsistently throughout the City Colleges of Chicago as a system. Another task force, the Operational Excellence and Optimization task force, found that there was a need to improve the efficiency of the purchase order process throughout the district (CCC, 2011b). A year later, spring 2012, the City Colleges of Chicago published a document that still discussed efficiency as an issue despite the organizational changes that had been implemented in the interim. According to the City Colleges, the challenge was that the institution, a seven-college system, needed to “facilitate communication and best-practice sharing among faculty and staff, while removing the administrative, physical and technological hurdles that can keep students, faculty and staff from working efficiently and being able to focus as exclusively as possible on the tasks of teaching and learning” (CCC, 2012a, p. 26). Since efficiency is an issue that the City Colleges of Chicago is
grappling with despite the numerous changes made using technology and the recommendations of previous task forces the final research question is on efficiency.

**Relevant Literature**

Given this setting and context, it is necessary to understand the literature in the following areas in order to complete a study on the Reinvention Initiative at the City Colleges of Chicago that contributes to the field: community colleges mission and function and literature on the effectiveness and efficiency of these organizations.

**Community Colleges**

The community college has been described in a number of ways including the “greatest educational innovation of the 20th Century” (Bragg & Townsend, 2006, p. xix). This description is extremely important given that according to Brint and Karabel, America is the land of opportunity (1989, p. 3). The innovation was developed during the post Civil War rise of corporations, the fall of notion that “individuals of ambition and talent could rise as far as their capacities would take them” and when the divide between rich and poor was growing (Brint & Karabel, 1989, p. 3). As a response to these changes, Andrew Carnegie proposed a more organized and dual purpose educational system in the 1890s (Brint & Karabel, 1989, p. 4). Carnegie saw the need for an educational system that included common schools, high schools, universities, etc. to: 1) develop citizens for a democratic society and 2) to act as “ladders of descent” to jobs that would support the nation’s economy (Brint & Karabel, 1989, p. 5). Today’s education systems, including higher education institutions, are organized and advertised as pathways to individual
achievement. The inherent link between individual success and education in society is undeniable but it does have its flaws (Brint & Karabel, 1989, p. 5; Clark, 1960, p. 569).

Burton Clark’s confronts American society’s belief that an individual can achieve any level of success they desire, saying:

A major problem of democratic society is inconsistency between encouragement to achieve and the realities of limited opportunity. Democracy asks individuals to act as if social mobility were universally possible; status is to be won by individual effort, and rewards are to accrue to those who try. But democratic societies also need selective training institutions, and hierarchical work organizations permit increasingly few persons to succeed at ascending levels.

Situations of opportunity are also situations of denial and failure. (Clark, 1960, p. 569)

American does have a number of opportunities for individuals to reach a higher level of success. Nonetheless, this country also allows and rewards educational institutions for being selective and hiring only the best of the best. When a student is in this predicament, some elect to attend two-year institutions (Clark, 1960, p. 572). From Clark’s statement, one would assume that community colleges are places were all individuals who were not permitted entry into a traditional higher education institutions enroll. While in reality, there are a variety of perspectives on the purpose of community colleges.

According to some, the purpose of the community college is to “to select and sort student destined to occupy different positions in the job structure of a capitalist economy” (Brint & Karabel, 1989, p. 9). While this statement highlights community colleges as
institutions that prepare people for the workforce, alternatively Mellow and Heelan (2008) present the key role of the community college as an issue of access. The authors avow that community colleges are open to those with a high school diploma or equivalent, those have a low level of knowledge or skills, and those who are considered not to be traditional students because of age, gender, socioeconomic status, etc. (Mellow & Heelan, 2008). When the White House describe the purpose of community colleges, the flexibility and service is even more apparent:

[Community Colleges] feature affordable tuition, open admission policies, flexible course schedules, convenient locations, and they are particularly important for students who are older, working, or need remedial classes. Community colleges also work with businesses, industry, labor, and government to create tailored training programs to meet economic needs like nursing, health information technology, advanced manufacturing and green jobs. (White House, 2010)

These multiple understandings of the purpose of community colleges result in multiple or even contradictory definitions of the functions of such organizations and measures success and/or effectiveness. To rectify the conundrum presented in defining the purpose of the community college by the authors, I will explore the existing literature to define the functions of the community college in education and the effectiveness of these institutions.
Mission of Community Colleges

The term community college is often used interchangeably with other phrases such as two-year college or junior colleges. According to Cohen and Brawer, these alternative names “signify the institutions emphases [i.e.:] technical institute and vocational, technical, and adult education center” (2008, p. 4). The various terms indicate the transformation of the community college and their mission over time (Brint & Karabel, 1989). In 1922, the American Association of Junior Colleges defined a junior college as “an institution offering two years of instruction of strictly collegiate grade” (Cohen & Brawer, 2008, p. 4). Despite the development of this definition “deliberate attempts have been made to blur the definition” did not cease (Cohen & Brawer, 2008, p. 5). For example, Cohen and Brawer (2008) report that the national organization for these locally based and regionally recognized two year institutions identified themselves as the American Association of Community and Junior Colleges, which highlights that there is a difference between a community college and a junior college. To add to the complexity of the community college identity, some institutions have begun to award bachelor’s degrees. In 2006, The Carnegie Foundation developed a new category for these organizations “baccalaureate/associate colleges” to accommodate two year colleges that had been given approval to award baccalaureate degrees (Cohen & Brawer, 2008, p. 5). The development of this new community college offering caused Levin to react stating:

The nascent institutionalization for the community college baccalaureate degree now suggests that there are signs, not only of mission expansion, but also of a challenge to institutions’ identity. Has this institution become a new institution?
Can we continue to call an institution that offers and grants baccalaureate degrees a community college? (2004, p. 1)

As an effect of this development, the revamped 2010 Carnegie classification definitions included two categories for institutions that offer associates degrees: Associate’s and Associate’s Dominant (Indiana University, 2010). For the purpose of this study, I will define the term community college in the same manner as Cohen and Brawer (2008). They describe the American community college as:

Any institutions regionally accredited to award the associate in arts or the associate in science as its highest degree. That definition includes the comprehensive two-year college as well as many technical institutes, both public and private. It eliminates many of the public supported area vocational schools and adult education centers and most of the proprietary business and trade colleges that are accredited by the National Association of Trade and Technical Schools but not by the regional accrediting associations. (Cohen & Brawer, 2008, pp. 5 - 6)

This definition allows me to explore a specific set of literature that focuses on this type of organization. While I have identified Cohen and Brawer’s definition of community college as a description of the institution I am describing in this research document, I will follow Voorhees’ (2001) writing style meaning that I will use the terms community college and two-year college interchangeably. It should also be said that when I speak of a system of community colleges or a set of community colleges that share an umbrella
governance structure, I will use these same requirements to determine if the organization overall meets these requirements.

By clarifying the role of community colleges, I have highlighted the role or function that community colleges have in United States education system. These organizations not only serve as gateways to 4-year baccalaureate granting institutions but also facilitate the training process for potential employees for local businesses. This role is vital and community colleges are no longer seen as the unwanted outsider of higher education (Levin, 2004). Levin describes the importance of these organizations saying “Its responsiveness to globalization, while retaining its sensitivity to local interest, continues to shape its development and higher education as a whole. Both the understanding of the community college mission and the enactment of mission have become central to scholarship on that sector of higher education” (2004, p. 1). This description along with those presented above indicates that there is a standard of excellence we expect from these institutions and therefore assessing the effectiveness of community colleges is imperative.

**Defining Effectiveness**

Measuring institutional effectiveness is important given the number of community college stakeholders including: legislative bodies, local tax payers, potential students and their families, employees of the institution, and employers in the area. Identifying stakeholders is critical because “external audiences are far more important than they were just a few years ago” (Alfred, Ewell, Hudgins, & McClenny, 1999, p. 6). Depending on the topic, institutional effectiveness overlaps with a number of other terms such as “total
quality management, right sizing, educational improvement, [etc.]” (Hudgins & Mahaffey, 1998, p. 21). Regardless of the term used, higher education institutions are accustomed to evaluating the services provided to their constituents. “Many state legislatures are linking at least some state appropriations for higher education to an institution’s performance on specific outcome measures” (p. 21). Because of the culture of high stakes accountability that has become common in education, studying the overall success of an institution is becoming increasingly important.

Institutional effectiveness is operationalized in practice as consisting of “two basic constructs [...] : a numerator – growth and resources- and a denominator- outputs” (Alfred, 2011, p. 103). The Commission on Colleges of the Southern Association of Colleges and Schools (SACS) coined the term institutional effectiveness in an effort to stay away from the word assessment (Rogers, 1997, p. 1). The members of the organization felt it was important to look beyond assessment to ask the question: “how effectively are you using your institutional resources and process, and how can this determination of effectiveness result in positive change and improvement in the institution?” (Rogers, 1997, p. 1). While SACS used the phrase institutional effectiveness to differ from the more commonly used, and as Rogers (1997) implied overly used term, assessment, Hudgins and Mahaffey (1998) further explain the differences by explicating the dissimilarities between institutional improvement and external accountability. While there is a culture of accountability in education, institutional effectiveness is not exclusively connected to accountability (Hudgins & Mahaffey, 1998, p. 22). For the purposes of this study the following definition for institutional effectiveness:
An internal process of planning, evaluating, and modifying intended to assure that the performance of a college matches its purpose. Institutional effectiveness is self-examination (without fear or reprisal) for the purpose of improving performance by increasing positive outcomes and decreasing ineffective behaviors. (Hudgins & Mahaffey, 1998, p. 22)

I present this definition with two supporting core beliefs about institutional effectiveness:

1) “No community college, regardless of the quality of its graduates, can be considered effective if its results are incongruent with its clients’ needs and expectations” (Alfred et al., 1999, p. 6). And 2) While efficiency and effectiveness are not the same, “responsible stewardship of available resources in the pursuit of mission-related goals” is a part of effectiveness (Alfred et al., 1999, p. 7). The addition of these two concepts in relation to the operational definition of institutional effectiveness are visually represented by Alfred et al. in Figure 2.1 (1999, p. 7). The figure depicts how at the core of effectiveness are stakeholder needs, the organization’s mission and outcomes however encircling these things are issues of recourses and costs.
Institutional Effectiveness & Community Colleges

According to the editor of the special issue of New Directions for Community Colleges that focused on effectiveness, “Given the attention that both external agencies and community colleges are paying to institutional effectiveness, it is somewhat surprising that so few books and articles on the subject appear in the literature” (Head, 2011, p. 1). In a search done by Head of the ERIC database for articles using the search terms assessment and community college resulted in only 5,415 results. When searching the database in using the key terms institutional effectiveness and community colleges in combination Head resulted in 317 results. This study on the Reinvention Initiative...
happening at the City Colleges of Chicago is a contribution to what is known about institutional effectiveness and assessment at community colleges. In this section, I will review what literature says how community colleges assess their effectiveness given their multiple missions. Then I will explore literature that discusses how stakeholders perceive an institution’s effectiveness.

Assessment at Community College

Due to the number of functions of community colleges, Seybert believes that academic conversations about assessment of outcomes for community colleges should be done in separate literature from that of 4-year institutions (2002). Due to this difference, “assessment measures common to four-year colleges and universities (graduation rates, for example) are much less appropriate for community colleges” (Seybert, 2002, p. 55). As a result, institutional researchers at community colleges have the difficult task of assessing student learning outcomes for each of the individual missions in a manner that is very different from their four-year peers.

Authors, like Seybert (2002), suggest a number of methods to assess student learning for each of these academic areas similar to those listed in Table 2.3 (pp. 55–65). While researchers and practitioners employ these and other methods, it is still a complex task. This is evident in Townsend’s critique of scholars focus on falling transfer rates in her chapter, Transfer Rates: A Problematic Criterion for Measuring the Community College (2002). Knowing the rate of transfer of community college students is important because one of the primary functions of the community college is to act as a conduit between secondary education and four-year higher education institutions (Cohen &
Brawer, 2008). However, Townsend (2002) highlights how academic researchers are doing a substandard job of this in their research.

Table 2.3

Method of Assessment by Curricular Function

<table>
<thead>
<tr>
<th>Curricular function</th>
<th>Transfer education</th>
<th>Vocational education</th>
<th>Continuing education</th>
<th>Developmental education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Follow-up surveys</td>
<td>Follow-up surveys</td>
<td>Follow-up evaluations</td>
<td>Student success on subsequent coursework</td>
<td></td>
</tr>
<tr>
<td>Academic performance Data from State Database</td>
<td>Job placement rates</td>
<td>Participant/employer follow-up survey</td>
<td>Overall academic performance</td>
<td></td>
</tr>
<tr>
<td>Transfer rate</td>
<td>Standardized license test scores</td>
<td>Course evaluations</td>
<td>Academic progress</td>
<td></td>
</tr>
<tr>
<td>Course transferability via articulation agreements</td>
<td>Structured clinical simulations</td>
<td>License renewal rate of participants</td>
<td>Graduation rates</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Salary data</td>
<td></td>
<td>Progress through developmental course sequence</td>
<td></td>
</tr>
</tbody>
</table>


In her chapter, Barbara Townsend (2002) states that claims about, “falling transfer rates have some truth, depending on how the transfer rate is calculated and on what time period is studied” (p. 13). Townsend explains that scholars often only looked at students who are in special programs for transfer students, those who complete Associate of Arts degrees, or those who start higher education at the community college (2002, p. 16). Townsend specifically addresses the issue of the method of calculating transfer rates, which speaks directly to my research question regarding how effectiveness is calculated in higher education. She states:
Thus to determine the percentage of students who transfer, one has to determine both the denominator, which is the number students who could have transferred, and the numerator, the number of students who did transfer (Gelin, 1999). Researchers vary in their selection of both numerator and denominator. Regarding the denominator, “some states and colleges compare the number of transfers to total headcount, others to full-time equivalent enrollment, and still others to the number of entering high school students” (Banks, 1990, p. 47). Sometimes the comparison is to students who indicated an intent to transfer or who are in a transfer program. (Townsend, 2002, p. 15)

Therefore, researchers have been miscalculating the rate of transfer from community colleges therefore resulting in a flawed body of literature on the topic. Academicians are not the only population who has been misreporting data regarding college transfers. Cohen and Brawer (2008) identify possible misrepresentation or flawed reporting in learning outcomes assessment for remedial or developmental education and vocational/career education.

In the authors’ examination of the North Carolina’s community college accountability structure, they found that practitioners and legislatures report that approximately 100 percent of students who get an associate’s degree are employed because the number is calculated by adding the number of graduates with jobs plus the local unemployment rate (Cohen & Brawer, 2008, p. 408). While this form of computation would not be seen as acceptable in other academic communities the same standards of practice are not required in community college practitioners and policy
makers. This is supported by Cohen and Brawer’s statement, “One of the basic problems in assessing learning outcomes is that the ‘gold standard’ for assessing group progress is random assignment (Levin & Calcagno, 2007, p. 11). And random assignment is rarely undertaken in practice” (2008, p. 409).

They continue their discussion by highlighting that in community college assessment of remedial education rarely begins with pre-testing students before entry or assessing a program by, “randomly assigning a portion of that group to the college’s developmental education activities and a different set of the group to the regular collegiate program” (Cohen & Brawer, 2008, p. 409).

The flaws in research assessing the learning outcomes of community college curricular functions as identified by Townsend (2002) and Cohen and Brawer (2008) are not isolated to transfer programs, remedial education, or career education. Townsend found students who were transferring to four-year schools where being excluded from statistics on transfer students because they were not labeled as being a member of that population. Therefore, these students were identified as a member of another group by their institution and researchers and consequently, were being assessed for different learning outcomes and may have been labeled as failing because they did not, for example, successfully gain employment after completing their program or met some other criteria. Cohen and Brawer’s (2008) observation about the lack of use of random assignment will affect the validity of a number of the assessments identified in Table 2.3. The use of incorrect statistical methods when sampling survey response, evaluation data, or student academic progress information has a direct impact on the legitimacy of the
results. The observations of these scholars provide the bases for critical examination of all publications, academic and promotional, regarding the outcomes of community colleges. While these authors provide a critical examination of how community college outcomes are measured all community college constituents will not have a background in assessment and therefore will not have this information. Due to the importance of stakeholder perspectives in this age of accountability, it is important to explore who are the institutional internal and external constituencies of community colleges and what institutional effectiveness means for them. As a public good, higher education institutions’ organizational environment consists of a number of constituents, both individuals and organizations, which influence their behavior. This perspective of organizational behavior is consistent with the organizational theory concept of an open organizational environment.

**Theoretical Foundation**

“To understand the behavior of an organization you must understand the context of that behavior – that is, the ecology of the organization” (Pfeffer & Salancik, 1978, p. 1). The ecology of the organization is an organizational theory model that stems from science. In this model, “organizations are viewed as organism having birth, life and death cycles. They interact with other organisms to establish their niches” (Gortner, Nichols, & Ball, 2007). Viewing organizations as open-systems, or organizations embedded in an environment, is important because it will affect both their actions and their structures due to interdependence. Interdependence exists when an individual entity in a given environment “does not fully control all conditions for achieving an action or obtaining
the desired outcome. This interdependence varies with the scarcity of resources, characterizes transactions with the same environment, and is a consequence of the open-systems nature of organizations” (Miner, 2002, p. 765). This is the resource dependence theory perspective. Resource dependency theory is based on two assumptions:

1) Organizations and their people are interdependent with other organizations and people, and 2) consequent to this interdependence and the social relationships involved, understanding is much better served by investigating the effects and the constraints that emanate from the social contexts; this is true of both individual and organizational behavior. (Miner, 2002, p. 764)

It is this belief that social context matters that supports the perspective that when determining the effectiveness of an institution one has to look internal and external to the organization. According to resource dependency model “organizations survive to the extent that they are effective. Their effectiveness derives from the management of demands, particularly the demands of interest groups upon which the organizations depend for resources and support” (Pfeffer & Salancik, 1978, p. 2). This means effectiveness is a standard developed externally, creating a dependent relationship. While those external to the organization are the judges of effectiveness, the organization and the individuals within it determine the criterion of efficiency. According to Pfeffer and Salancik “efficiency is measured by the ratio of resources utilized to output produced” (1978, p.11). Therefore, in this case, the City Colleges of Chicago are connected to the local city government and other organizations in the environment because they both
define, control, and/or limit parts of their interdependent relationship. These organizations are institutional stakeholders.

**Stakeholders**

According to Alfred et al., “insiders in higher education no longer claim a monopoly in defining quality” (1999, p. 6). Therefore, understanding stakeholder’s perspective of the effectiveness of community colleges is a requirement for any institutional leader looking to do a comprehensive evaluation of effectiveness. Hom provides a succinct definition a stakeholder as, “a person or entity with an interest in some process, concept, or object” (2011, p. 89). The list of who is considered a stakeholder varies from article to article however it generally includes individuals internal and external to the organization. Internal or on-campus stakeholders generally included, “administrators, administrative staff, institutional researchers, faculty, students and [institutional] trustees” (Hom, 2011, p. 89). The list of external stakeholders is a longer list of overlapping groups that includes taxpayers, local businesses, legislative bodies, student’s families, policy groups, K-12 educators, and baccalaureate institutions (Hom, 2011; Hudgins & Mahaffey, 1998). While all of these different populations and their advocacy groups want their local community college to be effective, they all hold a different opinion of what this means and therefore making the jobs of community college administrators more difficult considering they are already attempting to evaluate an organization that changes overtime (Alfred et al., 1999; Hom, 2011). Hom identifies several factors that influence a stakeholders’ perception of institutional effectiveness. Hom’s Model of Perception of Effectiveness is depicted in Figure 2.2. In this model, it is
proposed that a stakeholder’s perception varies depending on the following factors: motivation, job role, personal philosophies about society, information, personal experiences, prior education, and network structure (Hom, 2011, p. 92). The researcher makes these claims based on psychological research and admits that the “[model is] static, but real-life perceptions can change as a function of the level of crystallization of individual beliefs and opinions and the change that may occur in the environment of an individual” (Hom, 2011, p. 94). The concept that a change in the environment can have an impact on an individual’s perception of an institution’s effectiveness implies that if an organization was to strategically change one of the factors that influence perception of institutional effectiveness (job role, information, etc.) during a major organizational change the leadership of an organization could control stakeholder perceptions. Therefore, in the case of the City Colleges of Chicago, senior level administrators can influence how constituents perceive the institution to be by changing various factors in the environment. Since individual perceptions of effectiveness can be influenced by organizational environmental factors it is important to consider the issue of sense making during organizational change.
Figure 2.2. Hom’s Model of Perception of Effectiveness at Community Colleges. Adapted from “Stakeholders in the institutional effectiveness process,” by W. C. Hom, 2011, New Directions for Community Colleges, 153, pp. 89–101. Copyright 2011 by Wiley.

**Sense Making & Organizational Change**

Since community colleges exist in an open environment that is always changing. “A dynamic environment calls for institutions to change to meet these new conditions – a behavior that is virtually taken for granted in business but is still relatively unfamiliar in academe” (Giogia & Thomas, 1996, p. 370). Research has already established that organizational change is when there is:

- Change in the organizational paradigm; where the underlying assumptions of participants have changed; change in organizational mission and purpose; change in the organizational culture; and change in functional process such as organizational structures, managerial practices, technology, decision making, and communications. (Levin, 1996, p. 1)
While change occurs organizational stakeholders, internal and external, practice sense making. Sense making is based on the idea “reality is an ongoing accomplishment that emerges from efforts to create order and make retrospective sense of what occurs” (Weick, 1993, p. 635). This definition can be expanded as a process whereby individuals “[create] and [sustain] images of a wider reality, in part to rationalize what they are doing. They realize their reality, by reading into their situation patterns of significant meaning” (Weick, 1993, p. 635). This recreation of images is important given that during periods of organizational change “unfamiliar expressions and actions that are consistent with a new vision for an institution and clearly inconsistent with the taken for granted way of seeing tend to destabilize existing identity and image” (Giogia & Thomas, 1996, p. 371). Therefore:

Strategic change implies a revision in the interpretive schemes not only of the top management team but the organization’s members and constituencies as well.

Any major change, perhaps especially a strategic change, must be accompanied by a significant alteration in the overall perception of the organization (Fiol, 1991). Therefore, taking substantive change seriously demands reconsidering existing identity and image. (Giogia & Thomas, 1996, p. 373)

One’s interpretation of an organization’s identity and image influences how an individual sees key issues. Consequently, it is important to consider what are constituents’ beliefs regarding organizational identity and image. In literature, organization identity and image are two separate and interrelated terms. Organizational identity “concerns those features of the organization that members perceive as ostensibly
central, enduring, and distinctive in character that contribute to how they define the organization and their identification with it” (Giogia & Thomas, 1996, p. 372). Organizational image is about the perception of those external to the organization that is provided by senior executives within the organization regardless of if it is distorted or factual (Giogia & Thomas, 1996). This study looks at these issues.

At the City Colleges of Chicago, some stakeholders expressed disapproval of the statistics advertised after Phase 1 of the Reinvention Initiative because they felt that institutional leaders were manipulating the numbers advertised in order to implement planned change. Constituents felt that their interpretation of the organization’s identity was different from the organizational image being presented to the public by senior leadership. This study will explore what is the organizational change occurring at the City Colleges of Chicago, the Reinvention Initiative, and how this is influencing continents view of institutional effectiveness and efficiency.

**Research Questions**

The purpose of this study is the learn more about what the Reinvention Initiative is about for the City Colleges of Chicago’s diverse constituencies. Specifically, the following research questions were developed to insure critical examination of the organizational change occurring at the City Colleges.

1) How do City Colleges of Chicago stakeholders describe the Reinvention Initiative?

2) How has the Reinvention Initiative affected how the internal and external constituents’ definition efficiency?
3) How has the Reinvention Initiative affected how the internal and external constituents’ definition of effectiveness?

Summary of Chapter & Conclusion

Chapter Two presented review of relevant literature for this study. An overview of public published information about the City Colleges of Chicago and the Reinvention Initiative from 2010 to 2012 prior to the start of this study was reviewed highlighting specific areas of interest: the purpose of the Reinvention Initiative, issues of institutional effectiveness and efficiency. The history and mission of community colleges was provided. Followed by a discussion of the measurement and meaning of institutional effectiveness. The importance of stakeholders was described using organizational ecology theory and resource dependency theory. Lastly, the chapter concluded with a description of organizational constituents’ perceptions about organizational identity and image.
CHAPTER THREE

METHODOLOGY

Introduction

The purpose of this study was to explore how interested parties, internal and external, understand the Reinvention Initiative occurring at the City Colleges of Chicago and how it relates to the community college system’s efficiency and effectiveness. This chapter presents the rationale behind the chosen research design. It includes an account of the design of study, participant selection, research site description, research techniques, data analysis, and the study limitations.

Research Questions

The intention of this phenomenographical study is to explore how constituents of the City Colleges of Chicago understand the organizational change occurring at the institution: commonly referred to as the Reinvention Initiative. Specifically, the study explores how interested parties, internal and external; understand the Reinvention Initiative occurring at the City Colleges of Chicago and how these changes influence their definitions of institutional efficiency and effectiveness. The following research questions were developed in order to explore the experience and meaning making processes regarding change at the City Colleges of Chicago.

1) How do City Colleges of Chicago stakeholders describe the Reinvention Initiative?
2) How has the Reinvention Initiative affected how the internal and external constituents define efficiency?

3) How has the Reinvention Initiative affected how the internal and external constituents define effectiveness?

To accurately do this, the study must capture each participant’s account by acquiring “rich descriptions” of their experiences and, “the ways in which they intersect” (Denzin & Lincoln, 2000, p. 10; Glesne, 2006, p. 1). Using qualitative research will allow me to the focus on the accounts of the participants (Creswell, 2009). To effectively answer the research questions, it is also important to measure the variance in understanding of the Reinvention Initiative, efficiency, and effectiveness of participants therefore phenomenographical research method that will be utilized.

Design of Study

Phenomenography explores, “the qualitatively different ways in which people experience or think about various phenomena” (Hasselgren & Beach, 1997, p. 192; Marton, 1981, p. 179). Hasselgren and Beach expand this definition to say that the method describes how individuals experienced, conceptualized or understood based on participant’s descriptions. Phenomenography focuses on an individual’s knowledge, conceptions or internal relations (Svensson, 1997; Watkins, 2000). The purpose of phenomenography can be described using Prosser’s (1993) Necker cube metaphor. The Necker cube is a three dimensional object that can be seen in two qualitatively different views depending on the person (see Figure 3.1). Phenomenography focuses on those different perceptions. A phenomenographer “would be interested in different
interpretations that people impose on the figure by identifying particular figure-ground relationships” (Richardson, 2000, p. 60). Richardson makes two additional notes about the Necker cube and other images that depict figure-ground relationships (more commonly known as optical illusions) as a metaphor for phenomenography. First, after focusing on the image for an extended period a person will involuntarily reverse how they see the image and secondly an individual’s perception can be swayed using coaching, training, etc. by another person but they can never be suppressed (Richardson, 2000). These two observations are important given research questions two and three of this study. Phenomenography like other research methodologies must be grounded in an epistemological perspective.


Epistemology

How a person learns or gains knowledge “is an epistemological question in which attention is directed toward determining not only the nature and sources of knowledge but also the strengths and weaknesses of particular ways of knowing” (Watkins, 2000, p. 93).
As a research methodology phenomenography is not formally connected to an epistemological perspective. However, the methodology requires a non-dualistic ontology (Akerlind, 2012). This means that there is only one reality that individuals decipher and experience in their own way (Richardson, 2000). The experientialist paradigm would describe this as knowledge which “is viewed as an experience of the relationship formed between an individual and some aspect of his or her world” (Watkins, 2000, p. 102).

Phenomenography uses the term internal relation to capture this relationship because it consists of the feelings and basic units of awareness that encapsulate the actual moment of experiencing the phenomenon (Watkins, 2000). Internal relations, or what some phenomenographers call meaning conceptions, are not static. They emerge from “the individual’s ongoing constitution of the world” (Watkins, 2000, p. 102). It is the interconnectedness between the world and individual’s conceptions that leads to phenomenographic scholars to adopt a non-dualistic perspective, meaning it “focuses on how individual-world relations differ and change” (Watkins, 2000, p. 102; Watkins & Bond, 2007).

The meaning conceptions developed by individuals are created “in relation to their persona circumstances (e.g., capabilities, expectations and memories) and their social-cultural contexts (e.g., social roles, cultural practices and historical conditions)” (Watkins & Bond, 2007, p. 291). This is important given that this study is looking to explore the conceptions of the Reinvention Initiative by individuals within and inside of the organization. Using this methodology, allows for different participants to have different perceptions about the Reinvention Initiative.
Outcomes of Phenomenography

Data for a phenomenography is collected using semi-structured interviews that inquire about the participant’s conceptions of a certain phenomenon (Sjöström & Dahlgren, 2002). These conceptions are believed to “translate into the literal meaning of the phenomenon; that is, what the phenomenon means to the individual” (Watkins, 2000, p. 102). From these interviews “categories of descriptions” are generated that “do not constitute phenomena in the surrounding world but people’s various ways of thinking about their experiences” (Sjöström & Dahlgren, 2002, p. 342). Phenomenography will highlight how parts of the phenomenon are “understood, how the parts are related or temporally organized in awareness, and how the phenomenon is differentiated from its background context and from other phenomena” (Watkins, 2002, p. 102). It is the variation of perspective that makes phenomenography different from the more commonly used phenomenology.

Although phenomenography shares many similarities with phenomenology – in both, the object of research is human experience and awareness – it differs in purpose. In phenomenology, the search for essences or the most invariant meaning of phenomena is central, while in phenomenography the aim is not to find the singular essence, but the variation of the world as experienced (Sjöström & Dahlgren, 2002, p. 340).

The data collected via interviews will be analyzed using phenomenographical methods in order to clearly articulate what internal and external constituencies understand about the Reinvention Initiative and how it is connected to efficiency and effectiveness.
Approaches to Doing Phenomenography

There are five approaches to doing a phenomenographical study: experimental, discursive, naturalistic, hermeneutic and phenomenological (Hasselgren & Beach, 1997). The approaches differ in how data is produced and what the data is about. The experimental approach is the most commonly known and referenced to form of phenomenography as the outcomes result in categorizations (five or six) of “the qualitatively different ways of understanding the same phenomenon” (Hasselgren & Beach, 1997, p. 196). While experimental is the most commonly referred to form of phenomenography, discursive phenomenography is “pure phenomenography” or the “least sophisticated way of doing phenomenography” (Hasselgren & Beach, 1997, p. 197). Discursive phenomenography is an unique approach in that it 1) “its concern with mapping conceptions of the world in general of people in particular” and 2) “it also uses discourse without regard for the rules of discourse production and analysis” (Hasselgren & Beach, 1997, p. 197). The third form of phenomenography identified by Hasselgren and Beach is naturalistic phenomenography. This style is different because data is collected by “recording what is actually said or happens in a given situation without direct manipulation or involvement for the research and then analyzing that data phenomenographically” (Hasselgren & Beach, 1997, p. 197). Hermeneutic phenomenography “analysis is geared to exegesis, interpreting texts or statements not originally made for the purpose of phenomenography analysis in terms of their whole-part relations” (Hasselgren & Beach, 1997, p. 198). This form of inquiry is founded on the hermeneutic principle that “to understand things in their own context and on their
own terms, however difficult it may appear” (Hasselgren & Beach, 1997, p. 198). The last approach to phenomenography is phenomenological. Unlike in other phenomenographical methods where participants discuss the phenomena in general phenomenological, phenomenography “ask for descriptions of what is actually going on in the subject’s mind during the interview” (Hasselgren & Beach, 1997, p. 199). For this study, data was collected using two approaches to the methodology: phenomenological and hermeneutic. Each approach required that data be collected using semi-structured interviews and document analysis respectively.

**Research Techniques: Data Collection**

These approaches are appropriate because data collection is meant to gain information about the area of interest and learn about the issue being studied (Mertens, 2005). Literature on organizational change at community colleges says that information can be gained using “storytelling: through descriptions and explanations that organizational members give to make sense not only of only of their organizations but also of the relationship between the organization and its environment” (Levin, 1998a, p. 3). Using semi-structured in-depth interviews will result in “a narrative account by the participant of his or her knowledge and experiences related to the topic of study” (Lopez & Willis, 2004, p. 727). In addition, the combination of two different approaches is desirable because collecting more than one type of data will help identify what themes are consistent among all the data sources (Creswell, 2009). The document review will allow me to “obtain the language and words of participants” and will capture participants’ conceptions of organizational change outside of interviews (p. 180). These
two forms of data collection will also allow for both overt and covert data collection strategies to be implemented.

Data Elicitation

Overt approaches included asking participants to: 1) directly describe what the Reinvention Initiative is, 2) articulate what thoughts come to mind when they think about the Reinvention Initiative, 3) discuss issues related to the Reinvention Initiative such as how it originates, uses, etc., 4) describe how the Reinvention Initiative influences their role at or relationships to the City Colleges of Chicago, and 5) describe effectiveness and efficiency in reference to the Reinvention Initiative (Shenton & Hayter, 2006). Overt questioning strategies are complex because they allow for the participant to describe their conceptions on their own terms however if questions are not worded properly participants may feel that they are “expected to provide some kind of universally applicable” definition or participants may provide synonym (Shenton & Hayter, 2006, p. 569). This is why the interview protocol was semi-structured has includes questions that allow the researcher to develop follow up questions using the interviewee’s language and other questions as needed (See Appendix A).

Covert data collection will also be used via document collection. This data collection technique will allow for participants’ express their perceptions about the Reinvention Initiative without the use of obtrusive measures such as direct questioning by the interviewer. Covert techniques will add a “naturalistic dimension to the research” (Shenton & Hayter, 2006, p. 571). This form of data collection is flawed because it is based on the “assumption that the research will be able to determine by inference how the
term is understood” (p. 571). While both forms of inquiry have their negatives implementing these techniques in combination will lead to a richer data from respondents.

**Research Site**

The research site was a 2-year community college system that consists of seven public post-secondary institutions whose Carnegie Classification is an Associate’s Public Urban serving multiple campuses (Indiana University, 2010). Table 3.1 describes the City Colleges of Chicago as an institution and each of the individual colleges based on data from the National Center for Education Statistics and the Integrated Postsecondary Education Data System.

Approval for this study was submitted to the researcher’s collegiate institution. Upon submitting the Institutional Research Board office, the researcher was told that the research site did not have an established IRB office or process. Therefore, the researcher should proceed with the study upon receipt of IRB approval. IRB approval was given on June 15, 2012 (See Appendix B).
### Table 3.1

*City Colleges of Chicago Institutional Profile*

<table>
<thead>
<tr>
<th>College</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>G</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of federal grant aid received</td>
<td>74%</td>
<td>67%</td>
<td>77%</td>
<td>86%</td>
<td>85%</td>
<td>74%</td>
<td>60%</td>
</tr>
<tr>
<td>Percentage of state/local grant aid received</td>
<td>43%</td>
<td>33%</td>
<td>33%</td>
<td>38%</td>
<td>39%</td>
<td>44%</td>
<td>33%</td>
</tr>
<tr>
<td>Percentage of institutional grant aid received</td>
<td>2%</td>
<td>2%</td>
<td>14%</td>
<td>3%</td>
<td>3%</td>
<td>5%</td>
<td>4%</td>
</tr>
<tr>
<td>Percentage of loan</td>
<td>4%</td>
<td>3%</td>
<td>21%</td>
<td>3%</td>
<td>6%</td>
<td>3%</td>
<td>1%</td>
</tr>
<tr>
<td>Full-time Retention Rate</td>
<td>52%</td>
<td>47%</td>
<td>54%</td>
<td>44%</td>
<td>42%</td>
<td>47%</td>
<td>59%</td>
</tr>
<tr>
<td>Part-Time Retention Rate</td>
<td>38%</td>
<td>27%</td>
<td>28%</td>
<td>30%</td>
<td>27%</td>
<td>36%</td>
<td>44%</td>
</tr>
<tr>
<td>Total Enrollment</td>
<td>9,013</td>
<td>12,702</td>
<td>6,241</td>
<td>7,776</td>
<td>4,617</td>
<td>8,250</td>
<td>12,673</td>
</tr>
<tr>
<td>Full-time enrollment</td>
<td>5,158</td>
<td>4,184</td>
<td>3,510</td>
<td>4,207</td>
<td>2,682</td>
<td>3,385</td>
<td>4,666</td>
</tr>
<tr>
<td>Part-time enrollment</td>
<td>3,855</td>
<td>8,518</td>
<td>2,731</td>
<td>3,569</td>
<td>1,935</td>
<td>4,865</td>
<td>8,007</td>
</tr>
<tr>
<td>Graduation Rate (full-time, first time degree/certificate seeking undergraduates)</td>
<td>6%</td>
<td>8%</td>
<td>20%</td>
<td>10%</td>
<td>7%</td>
<td>8%</td>
<td>11%</td>
</tr>
</tbody>
</table>
Participant Selection: Sampling Strategies

Participants in a phenomenography include individuals who have experienced the phenomenon, “through participating in the constitution of situations in which the phenomenon is present” and developed internal relations through one’s “ongoing constitution of the world,” (Watkins, 2000, p. 102). Since phenomenography is meant to tell the conceptions of those who have had a mutual experience random sampling is not an option (Lopez & Willis, 2004). In addition, the number of potential participants is vast therefore; a clear selection process is necessary for this study (Glesne, 2006; Mertens, 2005). To answer the research question it is necessary to include the conceptions of the phenomenon of stakeholders who have differing relationships with the organization. This includes stakeholders from internal and external to the organization, including: executive positions, government officials, teaching post, institution staff, students, etc.

Implementing maximum variation sampling will allow me to include participants with contrasting associations to the organization before, during, and after the change (Mertens, 2005). This variation will allow for a holistic account of what the Reinvention Initiative is, and the definitions of efficiency and effectiveness are. This is key given that this is one of the characteristics of qualitative research (Creswell, 2009).

Access to initial participants were made using several methods: through an informant, who previously employed by the City Colleges of Chicago, using the institution’s website, and after initial participants were identified, using snowball sampling (Glesne, 2006; Mertens, 2005). Data was collected until saturation occurs it is necessary for sampling to also be stratified. The research questions clearly identify that
two populations must be included, internal and external constituencies; consciously including people in both of these subgroups is considered stratified purposeful sampling (Mertens, 2005).

Data Analysis

The following steps were taken in order to effectively tell the stories of all participants and include the voices of all constituents in the organizational field. To facilitate the organizing and analyzing the transcribed data qualitative software of QSR NVivo will be utilized. The software was selected because it can be used to store interview audio, transcripts, documents, and also helped safely store demographic information of participants. Since the software contained information about participants it was secured on a password-protected computer.

Given that data was collected using two approaches, two different, yet parallel, analysis processes were used. Both of which are supported by phenomenographic literature. Phenomenographic data analysis methods outlined by Bowden (2000) and Akerlind (2012), were executed. Below you will find a detailed description of steps of analysis taken to analyze interviews and documents. There are several commonalities in both of the processes. The first is that the research questions were kept in mind throughout the researcher’s mind throughout the data analysis process in order to effectively analyze participants’ responses (Akerlind, 2012). The second commonality is that at the early stages of analysis are “characterized by a high degree of openness to possible meanings, subsequent readings becoming more focused on particular aspects or criteria, but still within a framework of openness to new interpretations and the ultimate
aim of illuminating the whole by focusing on different perspectives at different times” (Akerlind, 2012, pp. 117–118; Walsh, 2000).

Interview Analysis

The first step in analysis of the interviews is familiarization (Glesne, 2006). Interview transcripts were read multiple times so that the research could become highly familiar with the data (Akerlind, 2012). Familiarization continued with open coding of the transcripts and documents. During initial coding the researcher then identified conceptions in each transcript (Akerlind, 2012). The conceptions were then refined by comparing them to each other to refine meanings of quotations and words used by participants. “In practical terms, transcripts or selected quotes were grouped and regrouped according to perceived similarities and differences” (Akerlind, 2012, p. 118). Regrouping occurs through a constant comparative process where quotes in the same categories are compared. These groups of conceptions or categories of descriptions are structured outcome space of phenomenography (Akerlind, 2012). At the end of the analysis the categories of description are how participants in a category understand the Reinvention Initiative, institutional effectiveness and efficiency.

Document Analysis

The analysis of documents in accordance with the pure phenomenography starts with the development of a data pool (Bowden, 2000). The purpose of developing a “criteria of relevance” to determine which specific “utterances or phrases are relevant to the question(s) of interest (Bowden, 2000, p. 11). Removing the selected quotes from the documents allows the researcher to transfer their attention from document and its original
intended purpose “to the meaning embedded in the quotes themselves” (Bowden, 2000, p. 11). Once the data set is selected quotes are separated into categories or pools of meaning based on similarities. “Definitions of categories are tested against the data, adjusted, retested, and adjusted again” until the definitions are stabilized (Bowden, 2000, p. 13). Lastly, the researcher illustrates each group using “quotes from the data” (Bowden, 2000, p. 12). In this study, participants submitted documents to supplement their interviews. Therefore, categories of description from documents are then compared, adjusted and readjusted again with the categories of description development from the same participant’s interview. This merging of categories from interviews and documents from the same participant is done prior to final categories of descriptions are identified for each classification of participants.

Limitations

As with all research, this study has a number of limitations. Due to the nature of qualitative research, the findings of this study are not generalizable given that research that the data for this study was collected at a single institution, with a specific culture, at a specific time. The researcher’s experience as a former student of the City Colleges of Chicago and resident of the city of Chicago may have influenced the participant responses and researcher’s interpretations. Below you will find a brief description of the ethical considerations and framework that guided the research.

Limitations were also faced with the use of phenomenography. The first is supports that the research cannot be duplicated. The categories of descriptions put forward in this study may be different than those determined by another researcher with
the same data (Richardson, 2000). The difference is due to descriptions being the researcher’s own constructions (Richardson, 2000). Secondly, while the majority of phenomenographic research is done by individuals, it is important to note that scholars have argued the importance having multiple researchers on a given project in order to “encourage greater open-mindedness and awareness of alternative perspectives, as a way of improving the final outcome space” (Akerlind, 2012, p. 121).

Chapter Summary

Chapter Three presented the rationale behind the chosen research methodology, phenomenography. It explicated the design of the study including data collection and analysis methods. The chapter also included a description of research site, sampling techniques, and limitations.
CHAPTER FOUR
DATA ANALYSIS AND RESULTS

Introduction

Chapter Four presents a summary of the data collected during the study. This includes participant’s individual conceptions of the Reinvention Initiative, and the meanings of effectiveness and efficiency. Throughout the chapter categories of description, that are the outcome of using the phenomenographic methodology, are presented. Hom’s Model of Perception (2011) is used to describe what influences the participants’ perception of the Reinvention, effectiveness, and efficiency throughout each individual narrative. The chapter starts with a depiction of the hurdles of access that occurred during the study and how it influenced the data collection process.

Access

As indicated in the previous chapter with supporting documentation in Appendix B, Clemson University’s Institutional Review Board approved this study. Despite this approval, there were a number of hurdles gaining access to participants in the study. Although this study did not require institutional approval there was a desire by the researcher for the City Colleges of Chicago to be a cooperating institution. Despite this aim, the City Colleges of Chicago choose not to be involved. One of the leaders of the Reinvention Initiative notified the researcher that they did not want the researcher to interview members of the Reinvention Initiative office staff in August 2012 and in September 2012; this was extended to members of the entire institution. This occurred
two and four months after data collection had begun. However according to Institutional Review Board (IRB) policy, since I did not need City Colleges of Chicago’s approval I was allowed to proceed after email communication between the chair of my committee, Clemson University’s Institutional Review Board, and the City Colleges of Chicago (See Appendix C). As data collection began, I found that, despite having IRB approval, data collection was challenging due to participant’s suspicion of my intentions which I later learned was a byproduct of the institutional culture.

**Learning Institutional Culture: Suspicion of Researcher(s)’s Intention**

Participants were recruited using the IRB approved participant recruitment email (See Appendix C). As expected, many of my request for participation went unanswered. The City Colleges of Chicago has approximately 6,000 employees (CCC, 2015) and an enumerable amount of external constituencies (i.e. citizens of Chicago, local business owners, peer institutions, etc.). Over 150 individuals were contacted to participate in the study and only ten agreed to participate in the study over nineteen months of data collection. The first interview took place in July of 2012 and the last in February of 2014. The researcher expected a number of request not to be answered however, the responses that were given displayed fear and skepticism of her, her faculty advisor, the purpose of the study, and the City Colleges of Chicago.

**Examples of Skepticism and Fear**

At the outset of the study, the researcher did not know about the culture of the institution despite knowing someone who was employed in upper level management position at the organization. The first clue to the institutional problems came only a few
weeks after receiving IRB approval. The researcher attempted to recruit participants from the group of faculty, staff and students involved in the planning office for the Reinvention Initiative as voluntary members of the Task Forces lead by senior administrators. A faculty member was the first person to respond to my recruitment email request and was very excited and connected me with the two students and a staff member who were really engaged with the Reinvention. However, the staff member felt they should get permission from the Vice Chancellor who heads the Reinvention before participation. After a period, the staff member responded for the group saying they “were unable to speak at this time” but would “contact me once they were able to” (Personal Communication, 2012). In a later interview with another faculty member alleged that in order to be on the Task Forces senior administration wanted everyone to sign gag orders. Faculty at the institution refused and eventually administration relinquished but it is unclear if the staff and students were asked or forced to the gag order (Participant 2, 2012). The existence of the gag order was later confirmed by Participant 6 who was one of the initial faculty who was asked and refused to sign the contract not allowing communication with individuals who were not connected with the Reinvention office (Participant 6, 2012).

Skepticism of the intention of the researcher and fear to being a participant was seen consistently in email responses from potential participants and reaffirmed during interviews with participants in the study. For example, one faculty member invited to participate towards the end of the data collection period said the following after several
emails asking questions regarding the document collection, the identity of my dissertation chair, and participant selection process:

I am asking the above because privacy issues are in play. You do know, I suppose, that "re-invention" is very controversial around here, especially among faculty, correct? I will add that, over the years, some faculty have been the victims of retribution/punishment by the system administrators ---including tenured faculty, so some of us will not completely feel free to express our opinions regarding the issue. City Colleges of Chicago are embedded [within]\(^1\) the (I'd say) corrupt City of Chicago political system (the famous Chicago Political Machine, so dreaded by former mayor Harold Washington). (Personal Communication, 2013)

This individual elected not to participate however another individual who later decided to be interviewed agreed with this description of institutional culture in her email and ended her initial email response with the following sentence “I apologize for the suspicious tone of my e-mail to you; it may tell you something about the current environment at CCC” (Participant 10, 2012). This statement is an example of potential and participating participants’ fear of engaging in the study and/or saying anything that may be seen as negative or out of alignment with the current senior administration. Much of my time during the data collection process was spent exchanging emails with potential participants insuring that I had no affiliation with the City Colleges of Chicago or other

\(^1\) The researcher edited the bracketed section of this quote to correct a typo in the potential participant’s original email.
allied institution and that participant’s identities would remain confidential. (See Appendix D for an example.) One participant decided to insure that their name was not affiliated with the study by using multiple pseudonyms and emails when emailing to determine if they wanted to participate and also never used a name during the face-to-face interview. The participant did sign the Informed Consent form in Appendix F as did all participants but the signature was illegible. My understanding of the level of suspicion that existed at the institution and where the fear stemmed from was revealed throughout the data collection process.

Despite the culture of the institution, ten individuals decided to participate in this study. Table 4.1 provides you with a description of the data collected for this study. The remainder of the chapter will provide brief descriptions of the participants’ relationship with the institution and their individual conceptions of the Reinvention Initiative, institutional effectiveness and efficiency. The final section of the chapter will be the categories of description that will provide an overview of the results of the study.
### Table 4.1

**Data Collection Summary**

<table>
<thead>
<tr>
<th>Participant</th>
<th>Relationship to the institution</th>
<th>Years of affiliation</th>
<th>Internal or external constituent</th>
<th>Time</th>
<th>Documents</th>
<th>System affiliation</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Former member of executive leadership</td>
<td>26 years</td>
<td>External</td>
<td>32 minutes</td>
<td>2</td>
<td>College(s) B, G</td>
</tr>
<tr>
<td>2</td>
<td>Faculty</td>
<td>18 years</td>
<td>Internal</td>
<td>85 minutes</td>
<td>2</td>
<td>College G</td>
</tr>
<tr>
<td>3</td>
<td>Executive leader at civic organization</td>
<td>Decades (organization)</td>
<td>External</td>
<td>20 minutes</td>
<td>0</td>
<td>N/A</td>
</tr>
<tr>
<td>4</td>
<td>Faculty</td>
<td>8 years</td>
<td>Internal</td>
<td>47 minutes</td>
<td>4</td>
<td>College G</td>
</tr>
<tr>
<td>5</td>
<td>Faculty</td>
<td>8 years</td>
<td>Internal</td>
<td>59 minutes</td>
<td>1&lt;sup&gt;2&lt;/sup&gt;</td>
<td>College G</td>
</tr>
<tr>
<td>6</td>
<td>Faculty</td>
<td>36 years</td>
<td>Internal</td>
<td>32 minutes</td>
<td>1</td>
<td>College G</td>
</tr>
<tr>
<td>7</td>
<td>Staff</td>
<td>2 years</td>
<td>Internal</td>
<td>36 minutes</td>
<td>0</td>
<td>College(s) C, G &amp; DO</td>
</tr>
<tr>
<td>8</td>
<td>Former member of executive leadership</td>
<td>10 years</td>
<td>External</td>
<td>36 minutes</td>
<td>0</td>
<td>College(s) C, G, DO</td>
</tr>
<tr>
<td>9</td>
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<td></td>
<td>External</td>
<td>17 minutes</td>
<td>0</td>
<td>N/A</td>
</tr>
<tr>
<td>10</td>
<td>Former member of executive leadership</td>
<td>23 years</td>
<td>Internal</td>
<td>52 minutes</td>
<td>0</td>
<td>College C</td>
</tr>
</tbody>
</table>

<sup>2</sup> This number does not include this participants ongoing blog about City Colleges of Chicago.
Participant Summaries

The purpose of this section is to provide thick and rich summaries of the information provided by the participants. The categories of description presented at the end of the chapter provide an account of how the participants as a whole understand the Reinvention Initiative, effectiveness, and efficiency the individual descriptions below highlight the qualitative differences that exist.

The Administrators (Participants 1, 7, 8, and 10)

Hom (2011) admits that his model is stagnant but claims changes in an individual’s perception can occur as an individual’s attitudes and viewpoint change in response to the fluctuations environment. Since factors such as job role, personal philosophies, information, personal experience, prior experience etc. can influence how a person perceives the effectiveness of an organization if senior leadership wanted to change an individual’s perception of the organization they could strategically change one of these factors and influence perception of the organization (Hom, 2011). This would be important because, as stated in Chapter 2, change involves a reconstruction of the organization’s identity and image (Giogia & Thomas, 1996). And identity is constructed by internally by members of the organization.

During the City Colleges of Chicago’s organizational change, the Reinvention Initiative, changes were made to many administrators’ job roles within the organization. This meant something different for each person. For some this meant an expansion or limitations of work responsibilities while others may have received new positions within or outside of the organization. Others were asked to leave or were fired from the City
Colleges. No matter what happened to a person’s position within or their relationship to the City Colleges, the sensemaking that occurred as a result of the change influenced their view of the Reinvention Initiative and possibly their understanding of what it means for community colleges to be effective and efficient. The following interviews touch on the changes made within the City Colleges of Chicago, how they affected administrators’ perception of the Reinvention Initiative, effectiveness, efficiency, and their perception of the organization’s identity. The extended narrative also provides individual definitions of effectiveness and efficiency. Given that the purpose of this study is to learn how individual participants’ understanding and perceptions, which are based on a number of factors it is important to learn the background of each participant.

Administrator 1 (Participant 1)

**Overview of participant.** This participant was affiliated with the City Colleges of Chicago for 26 years. During her tenure she worked at two of the largest colleges within the system. At the time of her involuntary departure she was serving as an executive leader of her college. Her compulsory exit took place approximately 13 months prior to our conversation. Based on this information, it is reasonable to assume that her perception and sense making was influenced by her personal experience as a member of the institution over time, her job functional area, and her the information and communication network structure developed during her tenure.

She was a willing participate because she felt that it was important to tell people about the Reinvention Initiative and the City Colleges of Chicago. However, she was very guarded when it came to discussing how the Reinvention Initiative affected her
directly. During the interview, it was clear that senior leaders of the organization’s Reinvention made changes to her role within the organization as a part of a larger strategy. As a participant she contributed by engaging in an interview as well as providing two documents. The following is a description of her description of the Reinvention Initiative and how it has affected the effectiveness and efficiency of the organization. Her definitions of effectiveness and efficiency are also described.

Summary of interview. This participant is unique in that she was able to describe the Reinvention Initiative as both positive and negative in approximately equal measure. She started her interview by describing the Reinvention Initiative as:

A strategy that the new head of the City Colleges, Cheryl Hyman, implemented that included all of the seven City Colleges and focused on student success as the core. It also had related aspects to include several things: operations[,] technology[,] academics[,] facilities [and] every aspect of the City Colleges. But at the core of the Reinvention is the improvement of student services.

This portrayal of the Reinvention Initiative is reflective of Levin’s description of how organization change should be all-inclusive and includes mission, purpose, practices, etc. (1996). In her description of why the City College of Chicago adopted the Reinvention Initiative expands on the extensiveness of the changes.

I think it was time for a change. I think that the City Colleges had been involved in a lot of strategies. But this one was more comprehensive and which students were at the core, but it looked at every aspect. And from a holistic standpoint, I believe that the Board and other external constituents, and even the internal
constituents...faculty staff and students felt that, “Oh, yeah. This is something that we ought to look at.” I believe that people saw it as a way to improve, not only the services but the quality and the manner in which we were doing our work.

This indicates that internal members of the City Colleges of Chicago bought into the change. As stated earlier effective change involves internal constituents reforming organizational identity. Meaning people connected the proposed changes of the Reinvention Initiative to their idea of the character of the organization (Giogia & Thomas, 1996). Individuals were able to connect the new ideas to improving the mission of the organization, meeting stakeholder needs, and producing a positive outcome all of which are central to effectiveness as stated in Figure 2.1. Her description of the Reinvention Initiative continued as she described the specific events that led to the implementation of the Reinvention Initiative. Her recollection also provides a glimpse into how her perception of institutional effectiveness and efficiency was influenced by information from her personal experiences, prior education and individual’s network just as Hom’s describes in his model (2011).

Um…I just think that, in my time of the City Colleges that...two things had happened. Before the head came in, Cheryl Hyman, we had a chancellor by the name of Wayne Watson who had been in the system for 35 years. People knew him. People were comfortable with him. He worked his way up. People knew his style of management, and I think that while that’s good, I think that, you know, how much does that breed innovation. How much does that really breed
people wanting to step out as opposed to people feeling comfortable? So I do think that having a new leadership was good and I think it came at a time in which he had done a lot for the system, but we were now 100 years old and so we have to think “What does the next hundred years look like?” The system was enjoying high enrollment. The system was enjoying increases in revenues and I’m smart enough to know from my own work and study that at some point in time, there has to be a shift. Things can’t stay the same, and so, as I said, reflecting back, I see where it was probably time to begin to look at other kinds of things – [like] the efficiency. No question, there had to be efficiency. There can’t be seven colleges having seven different finance offices that are doing seven different things. That’s inefficient. The facilities…the City Colleges own lots of real estate. What is it…how cost-effective is it? Is it really a value? Is it something that we should continue to do? So, it is those kinds of things that the Reinvention began to look at. Really, it hadn’t been looked at before. So, I think that, as I reflect back that, those were some of the kind of things I could tell, “Oh yeah, there could be that kind of positive change.” But certainly not the aspect of the…how the organization was run in more of a centralized focus versus the local autonomy that the colleges enjoyed. And from those that I speak to now that are still there, they are…they’re very discouraged. They feel like they’re (pause), what they say doesn’t matter. They feel that if they contribute, no one hears them. They feel like, “Well, what’s the difference?” And I think that that gets at the
core of the spirit of an organization and I believe that’s counterproductive to change.

The tenor of the conversation continued to shift from complete optimism to constructive criticism when discussing how the changes brought on by the Reinvention Initiative were implemented. The participant distinguished the virtuousness of the mission of the Reinvention Initiative from the appropriateness of how changes were made within the organization. She saw the purpose as positive for the organization. However, her experience and network structure informed her opinion that the Reinvention Initiative while good for students was not a good experience for those internal to the organization.

(Long pause). Let me just say this. I believe that change is good and I think that change is always something that you should embrace. I think that it’s always in the how it’s done, and I think that as I look back on the time in which I was personally affected by that change, because one of the changes included a total change in leadership at the Presidential level, except for one, so that meant that six Presidents were actually let go from their positions, or they retired. I think as I reflect back that it is in how it’s done, and I think that change for change’s sake has to be looked at differently than the change in which you help people understand the reasons and the motivations behind it. And there was a lot of movement, there was a lot of change going on in such a short amount of time, and there was a lot of [pause] people did not understand a lot of what was going on. They understood and accepted the change, for the organization as a whole, but as it started to be implemented, and it was implemented very quickly, it began … it
was like a jolt to the organization and so with the removal of the six Presidents it really shook the foundation of the organization and so what also happened was then there was a revising of even their were levels of responsibility. And when the new Presidents came in, they did not have the level of authority or the level of scope of work that the other Presidents had, and so then came more of a centralized management that was, that came directly from the district office as opposed to it coming from the local level, and that was a huge change. And the colleges had always enjoyed, and the Presidents had always been used to having the autonomy and the ability to be able to run their own colleges, but of course with the support and leadership of the person at the head of the organization, which is the chancellor, so that was a total shift. A shift from autonomy, from the President…local level, getting support from the district office, to now the district office running things and telling the organizations through the Presidents what to do, and then a total shift of responsibilities for the Presidents. Personally, I think it’s very detrimental, because I believe that leadership comes from within and it comes from the bottom up. When you have an organization and it’s controlled from the top down, in a large organization such as that it gets to be very challenging. You don’t begin to see…there’s less and less innovation. There’s less and less creativity. There’s less and less people feeling like, “I’m really connected to the organization,” as opposed to them saying, “Well, I’ll just get my orders from the top and I’ll just do whatever it is you told me to do.” Do you understand what I’m saying? There’s less responsibility, I believe. The
responsibility then rests on the district office to impart on the colleges, “Well, this is what you should do.” And let me say this in defense of that, that I believe that one of the things that they did do, certainly from the operations side and, like, the facilities and the business side, I think the finance, I think that’s key, because I think there should be the main office, district office telling you how to run your finance office, and then those…that comes down from the district office down through the colleges. I think that there was a lot of room for improvement there because you had seven schools that were not necessarily doing the same thing, but now you have everybody going in sync, and I think that in those aspects, that’s good. But I think the challenge becomes when you try to implement that with the academic side and with the student side, because that’s where the people are.

Organizational change involves changes in processes including “managerial practices, technology, decision making and communications” (Levin, 1996, p. 1). According to this participant this is exactly what is happening within the City Colleges of Chicago. The District Office is increasing the amount of control that they have over the individual colleges. This participant’s perception of the effectiveness of this strategy is based on information provided by members of her network and her experience working at the City Colleges over twenty-six years. Her definitions of effectiveness and efficiency pull from all of the factors identified in Hom’s Model of Perception of Effectiveness (2011) because she is able to use all of her experience, knowledge and network to reflection to determine what effectiveness means in relationship to the mission of the organization and
stakeholder needs. She also is able to talk about effectiveness in relationship to the aim of the Reinvention Initiative.

I think [effectiveness] means two things. One, it means for the organization to function as a whole, to accomplish its goals and its missions. That’s it. That’s the whole reason why you exist, is each college has a mission, has a purpose and how well you are able to accomplish those goals and the mission of that institution. And then I believe that effectiveness also has to do with the manner in which that’s done. You know, again, not necessarily the efficiency, but how well are you able to do that. And you can, you know, certainly take a pulse on that…surveys, you know, all kinds of internal feedback, just by talking with people. But there’s some succinct measures that are defined in terms of institutional effectiveness. In terms of the Reinvention’s focus, the Reinvention’s focus was really one of more being more data driven. Specifically, how many students were graduating from the City Colleges; how many students were actually receiving certificates; how many students were actually going on to be placed in jobs; how many students were you actually seeing. More like a caseload, case management type of functionality, which was different for the City Colleges. And then getting into the technology - how much of what we were doing in terms of providing student success, could better be augmented by technology?
Her ability to understand and articulate the big picture of the definition of effectiveness while still understanding what it means to practically measure effectiveness at the college level continued as she discussed efficiency.

I think efficiency has to do more with how well are you able to enact something. How quickly are you able to do something, accomplish something? That’s what I believe efficiency is. If you have a task to do, how quickly are you able to get that done? What are the steps that you can use or employ to get that done? It’s more task-related in my mind. I think that [the Reinvention Initiative] makes the organization inefficient. I think that if you have to wait for an answer from someone at the district office when you’re dealing with a problem right there, I think that’s highly inefficient. I think that when people who are the actual experts…I’m not talking about Presidents. I’m talking about the grounds people. I’m talking about the people who service the students every day, and they don’t have the authority to do what they have to do because it hasn’t been approved. That’s not efficient. And again, I think it’s highly challenging because again, you’re talking about a big organization. You’re not talking about a small company, so I think that those inefficiencies only get magnified.

Her perspective as a former executive leader of the organization shows that she supports change but is concerned about how the transformations are implemented. Each of the quotes clearly supports the factors Hom (2011) proposes in his model as indicators of perception of institutional effectiveness.
Description of documents. It is important to note that this participant also submitted documents. Documents were included in this research methodology to compare what the participant said in the interview to what they did at work or in other settings outside of the study. For this participant, the documents that were submitted were brochures, booklets, etc. that she was a part of developing and/or was promoting in her position at the City Colleges of Chicago.

Each of the documents support the Reinvention Initiative and the process for change completely. While the participant questioned how some of the changes were being implemented, her belief that there was a need for change remained unwavering. Moreover, her supplementing her interview with these documents shows that. The documents clearly outline the purpose of the Reinvention Initiative as being a data driven collaborative process to increase student success. The documents present the need for the Reinvention Initiative by comparing performance statistics to peer institutions. Both of the documents highlight that the changes have already started and how the success or effectives the Reinvention itself will be measured including increasing the number of students earing certifications of economic value, transferring to bachelor’s degree programs, and GED and English as a Second Language students continuing on to college level courses. In addition to these three goals, the Reinvention also wished to improve the retention, matriculation and experience of students who started at the City Colleges needing remediation.

Overall, both the documents are extremely positive about the Reinvention Initiative. Given that it was previously a part of this administrator’s job to promote the
Reinvention Initiative it is clear why she was able to highlight the positives of the changes so easily despite the impact on her personally. This is not surprising if you compare this to Hom’s model of perception of effectiveness (2011). Hom says that job roles, personal experience, and personal experience will influence a person will view the effectiveness of the organization. This participant’s view of what was happening at the institution as positive because she was involved in developing and implementing the changes at her specific college.

Administrator 2 (Participant 8)

**Overview of participant.** This participant was affiliated with the City Colleges of Chicago for 10 years. He worked at two institutions within the college system at various executive level positions. The participant indicated that he left because he had another professional opportunity. However, several participants in this study and some media outlets report that he was dismissed from his position along with other individuals at his level. This participant agreed to participate due to a relationship with a member of my dissertation committee. He was willing to talk freely because he was no longer affiliated with the institution. This participant’s perceptive was mainly informed by his experience working in corporate America and his roles within the City Colleges. His participation in the study was limited to the interview. The following is his description of the Reinvention Initiative, institutional effectiveness and efficiency.

**Summary of interview.** Throughout the discussion, it was obvious how unafraid this participant was to speak. There was no hesitation in stating his opinion. Nor was there fear of reprisal. During our dialog, this participant spent a significant amount of
time focused on the problems that the City Colleges of Chicago was facing. He also talked about the actions of the new Chancellor as well as areas where she lacked knowledge but balancing that with an appreciation for the goals of the Reinvention Initiative. I started, as I did with each participant, asking them to tell me about the Reinvention Initiative. He stated:

You know, the Reinvention Initiative…actually, I think has a real positive goal associated with looking at how we provide educational services and education per branch in a way that’s data-driven and certainly a little bit more meaningful to our students.

This simple summary reflects some of the things that that Administrator 1 observed including the use of data driven decision-making and the Reinvention Initiative’s potential to make a positive impact on students. I challenged him to say more by asking how this was different from before. He complied and started by focusing on organizational efficiency.

You know, in reality I don’t think that it’s extraordinarily different… You know, it’s kind of like one of these things when every administration…when you’re a new President, you have to come in and you have to be able to say that you’re doing something different or having some special value in what you do. And I think that, again, it’s kind of what happened […] I don’t think that we really were…that we traditionally had our eye on the prize. Yeah, I would also say that the City Colleges of Chicago, like many public institutions, was rife with inefficiency. And I think that the Hyman administration has really made an
attempt to try and root out a lot of the inefficiency, you know, for the sake of making things better for students. But there are some real challenges associated with that.

The participant directly communicates how the Reinvention Initiative was attempting to affect the efficiency of the organization. The participant pulled on his prior experience as an executive leader when he informed the researcher that it was the new administration’s responsibility to implement change. And for Chancellor Hyman improving the organization’s efficiency in order to improve student outcomes was the change she was a part of the change she was planning to make as the new organizational leader. This is in alignment with Sadlak definition of efficiency. Sadlak (1978) explanation of efficiency is “concerned with the utilization of resources to evaluate the possibility of achieving better educational results” (p. 217). The participant’s comments also suggest that the City Colleges had not been consistently focused on efficiency. This highlights this participant’s willingness to be honest about the things done correctly and poorly by the City Colleges of Chicago and Chancellor Hyman. He ends his comments describing the Reinvention saying:

I think that anyone who doesn’t manage by the numbers is a fool. And so I don’t think that the City Colleges of Chicago was foolish before the Reinvention. I think that the Reinvention was just kind of a new way of explaining away the reasons why they were doing some of the human resource things they were doing. That’s my take on it. Yet, at the same time, like I said, I also believe in and understand the need for changing institutions of higher education, because, again,
City Colleges, in my opinion, was rife with a lot of inefficiency and a lot of people who had been there and who, quite honestly, had taken their eye off of the ultimate goal of really helping students and creating value for our students. And they’d gotten restful in their positions and, again, I think that every institution deserves the opportunity to explore that and if it takes doing something like a Reinvention Initiative or, you know … calling it something so that it seems like it’s dramatically different from the way it had been done in the past, that’s a management tool.

He not only described the Reinvention Initiative as a management tool to help improve the performance of faculty and staff internal to the organization but he supported the idea of improved efficiency because he believed public accountability was important. His statements stress the importance of external stakeholders when discussing effectiveness.

Like I said, the City Colleges have always been very data-driven, but I think, with the Reinvention, became much more public, had a much more outwardly focused public face of accountability with the Reinvention. And that is nothing but a positive. Again, we’re a public institution. We are…you know, we are protecting the public trust by taking taxpayer dollars and educating our population with those dollars. So, again, being…talking about our graduation rates, challenging whether or not we were doing the right things by our students, bringing students and stakeholders in and having conversations with them about what we could be doing better. How could we respond better to market courses or how could we
create programs that are more relevant for our students? These are all ...wonderful outcomes from the Reinvention.

This participant was a very transparent throughout the interview. He paused before continuing his compliments of the Reinvention Initiative to do an appraisal of the Chancellor Hyman’s leadership style. After doing this, he talks about how internal stakeholders initially felt about the Reinvention Initiative. His comments even hint at how individual’s personal philosophies have influenced his individual perception of the Reinvention Initiative.

I think that there is a bit of...I need to make a point of demarcation, because there is Cheryl Hyman, the inexperienced and very unsophisticated manager...I’m categorizing her as a manager versus a leader for very pointed reasons, so there’s a very strong demarcation between Cheryl Hyman and her lack of good leadership versus the Reinvention. And so, I will talk about the Reinvention because, again, I thought very highly of the purpose of the Reinvention. I thought that the Reinvention was much needed and City Colleges struggled in many places. I mean, I think that we need to look critically at what we’re going and ask questions to challenge what has become convention in many of our higher education institutions. So, the Reinvention was ushered in with...I would say, a healthy dose of skepticism, but also for those who were very student-driven, student-focused, I think that it also was ushered in with a good amount of hope that, again, we would have an opportunity to take a look at our practices. What we did, the programs that we taught, and make sure that they’re relevant to the business
community and taking a look at how we taught and whether or not it was relevant today and that we were really preparing students for what we really expected, to prepare them for. Now, again, it’s hard to decouple that from the way that it was implemented, because the way that it was implemented and Cheryl Hyman’s leadership was a mess.

This statement connects the personal views of internal constituents to perception of institutional effectiveness just as it does in the Hom Model of Perception (2011; see Figure 2.2). This statement also identifies that internal stakeholders are motivated by student success and see the Reinvention Initiative as an opportunity to assess the services provided in comparison to needs of students and the business community; both of whom are groups of stakeholders that are important to a community college mission to develop the workforce (Brint & Karabel, 1989). Since this participant left the organization before substantive changes, he was only able to speak to the organizational and staff changes made prior to his departure. However, he was able to say that he disagreed with centralization efforts that were occurring at the institution as a part of the Reinvention Initiative. Although he was not able to speak of any changes that have occurred since the Reinvention that made the organization more effective or efficient he did describe what effectiveness and efficiency would mean for the City Colleges of Chicago.

I think it would mean that students, I mean, there’s a real approach to students first, meaning that…across all of the Colleges, not just in one or two specific Colleges, but there’s a real consideration for what the enrollment process is like. And students should not have to wait in extraordinarily long lines in order to
register for any…it shouldn’t take a day to register for six classes and get your 
financial aid done. I mean, it just shouldn’t. (Laughs) So again, I think that is 
one of the areas that, certainly, that the college could vastly improve. 
Improvement in terms of standardizing processes across all of the Colleges…why 
should the process for registration be different at Olive-Harvey than it is at 
Truman College? And people will argue that state’s allocation and how the 
buildings are laid out would play a role in that, and sure it would, but again, how 
people use the system…how people’s financial aid is managed - that doesn’t 
have to be different. So, again, making sure that there are processes that are 
consistent across all the Colleges, I think that could have been improved. General 
allocation of resources. I’m not saying that some centralization would not have 
done the City Colleges of Chicago good. I always believed…as a matter of fact, 
when I first got there, people…I got the nickname, people called me Mr. 
Centralization because everything I talked about was centralizing some of the 
activities. I think that there was a need for some centralization of resources at the 
City Colleges of Chicago. That’s not to say that there needed to be additional 
hirings at the District Office. There just needed to be some basic centralization 
and communication about things that, like, making sure that every College has the 
resources that it needs on snow days. You know …every aspect of the operation 
of the institution needed a very close look. On the academic side, one of the 
things I was very frustrated by these perceived disparities in quality among the 
Colleges. So, people perceived that if you went to Wilbur Wright College, you
got a better education than if you went to Kennedy-King College. Or people perceived that if you went to Truman College or Harold Washington College that you got a better education than if you went to Olive-Harvey or to Daley College. And, to that end, again, there needed, in my opinion, there needed to be some…even from looking at the common core across all of the Colleges. Why should math be taught differently at Wilbur Wright College than it’s taught at Harold Washington College? And because we are a college district, why couldn’t we do things like implement common assessments so that we can evaluate student performance on a relative basis? So, I know that at mid-term how students are performing against other students within the college district based on the fact that we had a common assessment. So, again, I think that things like that could have, but I don’t know that it hasn’t or has been done, but those are, again, wonderful opportunities for even finding some efficiencies in the academics of the City Colleges of Chicago.

I speak about efficiency in part because, again, of my experiences and the things that I was most frustrated about when I came to City Colleges of Chicago. I just felt…and, again, I realized now that it’s not just the City Colleges of Chicago. I mean, it’s government in general. I think government in general is rather inefficient, which speaks to why everybody’s always talking about privatizing things, you know. Contracting out services because they assume that the private sector is more efficient than the public sector, and I, to a degree, I probably agree with that. Again, I think that the norm at the City Colleges of Chicago is that
once you get a job there, you retire there and student service, you know, really serving our students became kind of secondary to you just keeping your job. (Laughs) So, I mean, again, I think that this Reinvention had a lot of changes. It changed it, I mean, that was…again, another area, maybe, that needed some significant changes.

This participant describes some concreate things that needed to be changed to improve the efficiency and effectiveness of the organization. His honesty about the problems in all aspects of the organization is reflective of a portion of Hudgins and Mahaffey’s (1998) definition of organizational effectiveness. “Institutional effectiveness is self-examination (without fear of reprisal) for the purpose of improving performance by increasing positive outcomes and decreasing ineffective behaviors” (p. 22). His comments about employees’ commitment to students as being secondary is supports one of the two core beliefs of institutional effectiveness identified in Chapter 2 of this study. While efficiency and effectiveness are not the same, “responsible stewardship of available resources in the pursuit of mission-related goals” is related to effectiveness (Alfred et al., 1999, p. 7).

This participant’s interview directly shows how the factors included in Hom’s model do influence a person’s perception of institutional effectiveness. His comments about centralization show how his perception of effectiveness was influenced by his job role within the organization. His comments also show that his perception was influenced by his personal philosophies. For example, during his interview he made comments about the outsourcing to private companies in order to solve inefficiency in government organizations. This comment shows that there are are some fundamental beliefs about
public and private industries that shape his opinion of how to address the challenges of the organization.

Administrator 3 (Participant 7)

**Overview of participant.** This participant was only an employee at the City Colleges of Chicago for two years. She was one of the employees who applied and was accepted to participate in one of the Reinvention Initiative Task Forces. Meaning she left her position at one of the colleges and work at the District Office for a period of time to support the Reinvention Initiative. This participant did two stints at the District Office as a part of a Reinvention Initiative Task Force. When not working in the District Office, she worked at two colleges within the system as an employee who worked with students one-on-one. She was still employed at the City Colleges at the time of our conversation. Given all of this information, it is clear that her job roles within the Reinvention Initiative and in her roles at the colleges all influences her perception of institutional effectiveness. This participant has personal experiences and network structures that will provided her with different information than any of the other participants in the study. Personal experiences and network structures are two other factors that influence perception of effectiveness according to Hom (2011).

While she was a willing participant, she admitted to being skeptical about participating in the study. She said she attempted to have me “checked out” however she then agreed to participate after I solicited her participation a second time because she hopes to do a dissertation one day as well. Although she was reluctant, she participated in
the study by engaging in an interview that describes the Reinvention Initiative and discusses effectiveness and efficiency.

**Summary of interview.** Her initial description of the Reinvention Initiative was reflective of the first two administrators’ responses by focusing on student success. However, the unique experience of this participant who transitioned in and out of the Reinvention Office at the District Office to her position at a college is highlighted, as she describes how her understanding of what the Reinvention was changed after her involvement.

I think, like, a very general response to that would just be improving the City Colleges of Chicago overall, in all aspects. But mostly in regard to student success, however that may be defined. […] What I thought it was, whenever I first went in, was that the Initiative was to bring things that work to the institution, to a central place so they could share their ideas about how to make things better. So, what types of things? Services where students…making sure that whatever a student’s goal is when they arrive there, that we are making sure that we were meeting that. Making that possible…I mean, I guess in my perspective, I was an advisor…I am an advisor, but when I was interested in starting to work at the district office, for Reinvention, I saw so many things…not necessarily wrong, but just really difficult not only from my perspective but looking at what a student has to go through and so just thinking about making that whole process better, so we have better results for our students.
I continued to probe asking her to clarify if her description of the Reinvention changed since joining in the task forces. Her response touched on how difficult the process of making organization change happen. The quote hints at problems of inefficiency even once structures were in place to centralize the 7 colleges. This participant also briefly discusses an external stakeholder that was not mentioned by other administrators – the Mayor of Chicago.

Um…no, no it hasn’t changed, but I still think it’s the underlying…I guess, cause for it. I think that I was just more … I spent two semesters on two different teams down there [at the District Office] and that particular fact set me apart from other people you might interview. I guess I was surprised at how slow the process was and how…I guess it’s just going to take a long time to see the results of the work that I’ve put in. I was thinking that there would be some more quick turnarounds. It’s just so bureaucratic, you know, with the seven Colleges and the District Office running it, there’s just so many channels you have to go through. And then not only that, but the Chancellor also reporting to the Mayor and I’m sure there’s input there. I don’t know for sure, but that’s my speculation. I’m still hopeful, but it just seems like it’s taking a long time and things aren’t happening as they should …even though we need more feedback all around that could be incorporated ...

How this participant starts by delineating between her understanding before joining the Reinvention Initiative and her thoughts after being a part of the change process is a clear description of Weick’s (1993) description of sense making. Weick says that sense making
based on the concept that “reality is an ongoing accomplishment that emerges from efforts to create order and make retrospective sense of what occurs” (1993, p. 635). Her statements show that there was not a change in her understanding of what the Reinvention was but how change is made. When discussing why the Reinvention Initiative was adopted she provided some additional background about the mission of the Reinvention Initiative as well as the process of organizational change. Her statement also highlights that the awareness throughout the change process that the City Colleges of Chicago is an organization with same multiple missions that have been discussed since the founding of the community college. However, despite the various functions of the organization she was able define “why” the organization was “reinventing” itself in a straightforward manner.

I still think it’s better results for students. And doing what’s best for them whatever it is. I mean they have their four goals, which I do see … whenever they are going through an idea, trying to always tie that idea back to those four goals. So, I do believe that those are sound goals that they are trying achieve. I don’t think that they should push their goals onto students, however. Some students go there with the intention of taking a few classes, not necessarily achieving a degree or transferring. Students have many different goals and I think…you know; we shouldn’t just assume that all students are going to becoming there for the reason you think they should be coming there. That’s wrong. But I do think it does tie back to those four goals.
Her unwavering belief in the Reinvention Initiatives’ four goals, outlined in Table 2.1, demonstrates that no matter the difficulties faced while in the midst of the organization change, she still thought the purpose for the organizational shift was well founded. Her support of the organization change could be founded because of her personal philosophies about education, the functions of the community college and her belief in her students.

Interestingly the participant supported the changes the Reinvention implemented but did not feel that she was capable of discussing if or how the Reinvention has made the City Colleges more effective or efficient. She felt this way because she had not been there long enough prior to the implementation. However, she acknowledges that she had heard stories from others. Despite not be able to provide examples of changes, she was willing to define each of the terms effectiveness and efficiency. She stated with effectiveness.

How quickly things are getting done? Are they getting done accurately? You know, when your ideas are whatever or being introduced…that they’re being done in a way that, you know, [is] timely and…you know, it makes sense. Is it working?

Then she defined efficiency and started to discuss how the Reinvention has influenced the efficiency of the organization saying:

I think of “efficient,” [and] I think of things getting done in a timely manner. So, I guess, yeah…I kind of blend together those definitions, but when I think of an organization being efficient, that’s not an adjective that I would probably use to
describe it. I don’t know… I’m assuming you did a couple … a lot of research before… and then you being a student there… you know, it’s very bureaucratic. That’s just the way it is. And, you know, just as an advisor and in that role, it’s all of these, you know… a problem or an issue, there’s always kind of a question mark on who exactly is the person that needs to solve this problem. We have our staff, which is a good person to go to, but beyond that there’s District Office that kind of has a hand in the Dean of Students, Vice President and President, the College… and so on any day, whenever you need anything to be done, it’s very difficult to make it happen… because while maybe the College thinks this should happen, you still have the District Office administrators as well. And they’re trying to make… one of the things that Reinvention is trying to do is to make the Colleges more consistent across the board. And… well, each College is unique and their own, you know, characteristics, the demographics, you know, the students that they serve, the programs… they’re still trying to make, I guess, the processes around those… systems. And I think that’s a good idea, because then you know if you go to Harold Washington [College] or you go to Kennedy King [College], the same processes are going to be in place. The same rules are going to be enforced. And that makes for greater consistency as a whole, but it does… I think that it does whenever you want to do something at the college level, it does make things more difficult and not as efficient. I guess.

Her response demonstrates the interconnectedness of effectiveness and efficiency as well as the how one’s job role can influence perception of what is happening within an
organization just as Hom (2011) states. In her discussion of efficiency, she says that it is intermingled with effectiveness. The symbiotic relationships she discusses is reflective of model of institutional effectiveness developed by Alfred et al. (1999) [See Figure 2.1].

Her reply also provides a detailed description of the inefficiency of working in a bureaucratic organization like the City Colleges of Chicago. The example she provides about doing problem solving as an advisor at a college that is highly controlled by the district office shows what she, as a higher education administrator, values improving the student success. Her argument against centralization is the same as the mission of the Reinvention Initiative. However, she also acknowledges that allowing each college to be unique makes it difficult and possibly unequitable for students across the district.

Administrator 4 (Participant 10)

**Overview of participant.** This participant was with the City Colleges of Chicago for twenty-three years before retiring. She retired just months before our conversation. She started as a counselor and progressed to become an executive leader at one of the seven colleges. Understanding of her progression through the university is important because her tenure at the university and the number of positions she has effects how she understands the changes being made at the City Colleges of Chicago and her perception of institution’s effectiveness.

This participant did not respond to my initial request for her to participate after her retirement she reached out to my professor on a professional social media website and asked if I was still looking for participants. He responded in the affirmative explaining that some people were afraid to participate. She responded with the following quote.
You have so absolutely hit the nail on the head! The "fear factor" results from the need of people to survive and retain their jobs!!! The CCC culture is one of 'go along or you're out...unemployed'! There was a clear (what I call) "hostile takeover and superimposing of a business model onto a higher education environment." Supposedly, no one in higher ed knew what we were doing, and so now everything was being driven by "data" and had to be measured, with the bottom line being the increase in numbers relative to recruitment, retention, and graduation. This looks & sounds good on the surface ... however, there has been a lot of unethical and underhanded things being done in order to keep reporting improvements being made as a result of Reinvention....when in reality, now that its been in place for three years, their numbers are sagging! (It'll be interesting to see whose head rolls as a result!)

In this quote and throughout her interview she presents information that is based on her personal experience win the City Colleges of Chicago. The quote also indicates that the Reinvention Initiative is not influencing her perception of institutional effectiveness because she believes that the data that is being used to assess change is being manipulated because this is what her experience working within the university has shown her.

Summary of interview. After contacting her to schedule a conversation, she was full of information about the past and the state of the City Colleges of Chicago at the time of her recent departure. Just like she did in her email, she freely discussed her perspective
on the Reinvention Initiative, its effect on institutional effectiveness and efficiency by participating in an interview.

At the start of each interview, the participant was asked two direct questions before the open-ended questions listed in Appendix A. One of those questions was what her role was at the City Colleges. Her response foreshadowed her opinion about the Reinvention Initiative and all the people involved in implementing the new paradigm of thinking and organizational practices of the Reinvention Initiative.

I began as a counselor at [College C] and was there for ten years. Then I worked at the district office for two years. The last position I had of substance was the local Vice Chancellor for Student Affairs. But then, when Reinvention came in, they declared that no one knew what they're talking about and what we're doing… They want us to take lower positions and brought in people who had no experience and background in teaching or education. They replaced us with people who had no background experience in education. They then became our experts [chuckles]. Yet, we actually tell them what to do, show them what to do, and walk them through everything.

In this quote and throughout her interview the participant’s prior job roles and personal experiences were strong influencers of her perception. In this statement and throughout the interview this participant is able to articulate how she made sense of the changes happening in the organization where she has worked for over two decades. Her description of changes implemented while she worked at the City Colleges reflective of how Giogia and Thomas (1996) describe the process of organizational change. Giogia
and Thomas stated that during organizational change “unfamiliar expressions and actions that are consistent with a new vision for an institution and clearly inconsistent with the take for granted way of seeing tend to destabilize existing identity and image” (1996, p. 371). The destabilization that occurred within the City Colleges is clear in the statement above and throughout the interview. Her description of the Reinvention starts with a description of the purpose of Reinvention Initiative with a cynical manner.

What they say it's about is [chuckles], Reinvention is [at] City College's because we need to be realigned with the business community and what the needs of the workforce are for the future. Like they said, that it's to train the workforce of Chicago - the citizens of Chicago - for the future needs of the City of Chicago are going to be. What they say it means [chuckles] is to-- you can see what is projected ... what corporate needs are or projected … I am trying to think of what was the term they used …. The demands…. The demands of the workforce. So it's being driven by business demands and what they need. So, to forgo having to incur the expense - well, this is my interpretation or whatever - but the expense of training is now offered to students through City Colleges to do all that. Train their workforce, and then they hire them from the City Colleges.

This description of the purpose of the Reinvention highlights the vocational education curricular function of the community college. The emphasis on vocational education is in alignment with the shift in the City Colleges’ image to being training centers for the local businesses. The participant’s skeptical tone can be explained by understanding that during the change process her view of the organizational identity was not the same as the
organizational image that executive leaders were projecting to external stakeholders. This is possible because organization image involves perception and is dependent on information provided by senior leadership regardless of its completeness and accuracy (Giogia & Thomas, 1996).

The accuracy of the information presented by those leading the Reinvention Initiative was brought up again when discussing if the Reinvention was improving effectiveness. She was unable to describe if the Reinvention Initiative was improving the effectiveness because she was unable to identify how they were measuring improvement. The assessment measures she discussed are some of the quantitative measures included in Table 2.3.

No, I can't tell you about [how the Reinvention has improved the effectiveness of the organization] because I'm not clear on what they're measuring to say it's been effective. I know what they say on paper it is … recruitment, retention, and the graduation. Those are the numbers that they're looking at. I know that they're also looking at something to do with the financial situation and changes in policies. If those are some of the measures they're using to measure effectiveness, then I suppose ... how do I say this? It's just over all those areas. [They] put people in, and now there's-- I know that there's a lot of funny business going on with the numbers, and a lot of funny business going on with the graduation rate, because they just pulled up all kinds of grades and giving them degrees. Awarding degrees. And people never even applied for graduation, awarding a degree. People who didn't have GPA, awarding degree. They didn't have all the credit they
needed for that major or program. They're doing it because need to report that they have record-breaking graduation. Wow. If it was audited - truly audited - if there was any kind of archeological audit done, they would show that this is a farce. People were brought in from the colleges. Some of the deans were brought in and were told, 'Make this happen.' So I have concerns with the ethicalness of it. It's just wrong, all the way across the board. I want to believe it's illegal as well. We have students who are at four-year institutions, who did not properly apply for graduation; it affects them in terms of financial aid. Well, sure enough, that's what happened. So now, they're coming back saying 'I didn't ask for that degree. I don't want that degree. I wanted it from my school.' And then when people express this they are told 'Don't worry about it. Do what you are told to do.' Unbelievable.

Her response clearly highlights multiple factors included in Hom’s Model (2011) are influencing her perception of effectiveness including job role, personal philosophies about society, and personal experience. Her experience and network structure also allowed her to have access to the Deans who were persuaded to increase the completion rates at their colleges. Her job role and personal philosophies about society is what causes her to look at the impact of unethical choices by leaders on students’ lives, degrees, financial aid, etc. As with each participant I asked what effectiveness means and she was able to come up with a quick response but her response supports the idea that the information and the experiences of those in her network and in her job role are influencing how she perceives organizational effectiveness.
Clear policies, clear procedure, and clear teamwork in the sense of what it means and meets the goals and objections of the institution. Good symbiotic relationship, I guess you could say, on the part of the students, and the instructors, and the staff. A lot of that has been destroyed. It's been totally-- there's a lot of upheaval where that's concerned. Clarity regarding hiring policies that would be great. We do not have clarity regarding the salary. There's no increase of salary for anyone for what? For five years or so. The only reason there was an increase is because they brought in a new president at Wright College. He commanded the higher salary than 180. So he made them give him the salary. But then, they realized they couldn't give him a salary without giving increase in salary to the other presidents, so they're increasing salaries of other presidents. Well, you can't just increase the entire top administration and not give increases to the personnel. So it was haphazardly done. Everybody else was bumped-up an increase of 2%, after the administration acknowledging, 'Well, we know there's been a 5 or 10 percent increase in the cost of living over the last few years. So we can give you all just a 2% increase.' So it was, 'But there's a 5% increase cost of living.' Now, this was only done, when they brought in this wonderful new president and that starts the ball rolling. It wasn't done because it's … “we were interested in having a workforce of committed to one job.” They wanted it because it was to start covering themselves. That kind of stuff.

Her frustration with her former organization is evident. And this emotion comes from her experience while working at the city colleges and the experiences of those within her
network. As the conversation shifted to efficiency she found herself unable to identify how the Reinvention has improved efficiency. She provided only a brief response prior continuing to express her outrage on the incompetence of those in power and about the currently problems of the City Colleges of Chicago.

Well, I know that they are receiving high remarks from a local agency … better business? … not better business… They're a government – government something -- one of the agencies that has given it high marks for its finances for the past couple of years. So I guess that's one where they're efficient in respect to that.

You said, efficiency, right? I know that they are RFT-ing [Reduction in Force] a lot where it comes to energy. Would that-- that's another way to be more efficient. I know that they have moved people into types of work-sharing, the support staff. Of course, that's not really working because people are doing the same jobs they were doing before, they were doing well. They're doing more, with less but... I don't know. I'm trying to think -- maybe I'm not the right person to ask about that either. [she paused.] I know the finance. They've been receiving high marks for the finance piece that I know. But I don't know about the personnel piece because- - again, because how they are hiring or firing people is so random it's ridiculous. One young man was fired because he was on the elevator with the Chancellor. He remarked - just an off the cuff remark - to her about her not having her entourage with her. And he was dismissed you don't make those kinds of comments. So people were just-- it's just a culture of … I think I talked to [Dissertation Chair] about this… There's a culture of fear. You are afraid to say anything, because if
you do, you're out. I go back to the example of the cutting the heads. When you cut the head that sends shock waves through the whole organization… toe the line or else you're going to be out the door. And it doesn't lend itself for anyone-- for me to be outspoken about anything. I also thought-- because many of us who were there - have been there for a while - most of us have gone because the culture is something horrible, a very toxic environment, and one that doesn't allow for professional growth.

I attempted to pull the conversation back to efficiency by inquiring about the meaning of efficiency. Her response yielded a definition for efficiency as well as some retrospective sense making regarding what was happening at the City Colleges of Chicago.

Efficiency, in my mind, is obviously running smoothly, that there's clear understanding of policy and procedures and people are following them and understanding them, decisions are made based on what is the understanding of the rules of information. That is not the case right now. What may be the rule today could change tomorrow or be applied differently. There's an infraction that may incur on the part of an employee. And that person there is no action taken against them, but another employee who has vision, is very innovative, and a team player because the administration wants to bring in somebody else, a cousin or a friend or whatever of somebody else - all of a sudden, we're totally uprooted and it's shifted out to another project. No rhyme or reason or explanation, just out. The explanations are always given as, 'We're going in a different direction of the
organization.' That's the pat answer. 'We have a different vision. We're going in a
different direction as an organization. So therefore, you're out.' Just like that,
you're out. It's happened to me. It's happened to other people. One man who was
over the-- I should give you his name. He was over the athletic department. He
had this big vision of how he wanted to bring his athletes in. He had the vision of
bringing his athletes in, and they're going to actually do quite well academically.
Their numbers did exceed the expectation of the administration. So what would
they do? They pull him out, so they can put somebody else in. Took over his
program. And it's like, Really? I've never seen a grown man cry like that. He said,
"I have never been so humiliated. They are not going to break me," but I'm
watching him. He is breaking. I don't know what's going on. He said, "All I was
doing was making sure we met the objectives of the organization, made sure
we've got the adequate daycare, make sure they're doing well in their studies, and
make sure that they're going on to a four-year institution." He had that whole
thing set. He had the connections. Craziness like that. That must have been-- that
was the end of October, after I came back from that conference. That's when I
said, "Let me get the hell out of here."

This response is reflective of the definition of sense making. Her response showed
reflection and an attempt to create order of the inconsistencies she was seeing within the
organization such as the experience of the employee on the elevator and the friend in
athletics. However, since she was unable to identify a pattern she decided to leave the
institution. Her perception of institutional effectiveness was not positive because her
ability to practice sense making resulted in her believing that the organization was in chaos.

**Summary: Cross Analysis Data from Administrators**

The purpose of this study was to explore how interested parties, internal and external, understand the changes occurring at the City Colleges of Chicago and describe how these changes influence constituencies’ definition of efficiency and effectiveness. Three research questions were identified to do this and while the above selected quotes were meant to incorporate the voices of those who agreed to participate, the purpose of this phenomenography is to capture how subgroups understand what the Reinvention Initiative, effectiveness and efficiency. The outcome of a phenomenography is categories of descriptions. Below you will find the categories of descriptions and answers to research questions found by doing an analysis of data from administrators.

**Description of the Reinvention Initiative.** According to the administrators to the in this study the Reinvention Initiative is about bettering how the City Colleges of Chicago insured student success. This was done by working with local businesses and making decisions that were driven by data or based on national standards. The change was initiated by the hiring of a new chancellor.

**Efficiency.** Overall administrators believed that prior to the Reinvention Initiative the City Colleges of Chicago was not focused on efficiency. Therefore, the Reinvention did not affect how these internal constituencies defined efficiency but it did help the organization evaluate administrative functions system wide in order to consider efficiency. As a subgroup, they defined efficiency as getting a task completed in in a
timely manner using specific steps that are clearly outlined in institutional policy and procedures.

**Effectiveness.** According to the administrators, participating in this study effectiveness is when you reach institutional goals by appropriately allocating resources throughout the institution. While participants were able to see changes within the organization that would make the organization more effective since the Reinvention Initiative, the comprehensive impact of the Reinvention, including on how stakeholders define effectiveness, was curtailed by how the Reinvention was implemented. Participants cited issues like senior leadership’s communication style, organizational culture, etc.

**Additional Analysis**

A number of factors affects perception. Figure 2.2 describes the factors that influenced the stakeholders’ perspective of effectiveness. For example, for Administrators their job role, personal experience, and prior education all influenced how they each made meaning of the Reinvention Initiative, efficiency, and effectiveness. The administrator with only two years of experience thought that the Reinvention Initiative would be able to cause change immediately however through her experience working on the Reinvention task forces her perception of institutional effectiveness changed. Each administrator had experiences as employees at the City Colleges of Chicago and prior knowledge and education that shaped how they experienced the Reinvention Initiative and how they thought the organization should change to improve effectiveness and
efficiency. Through sense making, each concluded independently that while the stated goals of the Reinvention were positive the implementation was flawed.

The Community Leaders (Participants 3 and 9)

Organizational ecology, the belief that organizations are a part of a larger open system where they are interdependent with other organizations within the same system is a part of the theoretical foundation for this study. Because of the interdependence amongst organizations within the system, speaking with individuals external to the organization is critical. The importance of these external constituents is magnified given that organizational survival is dependent on how they manage the demands of those whom they are dependent on for resources (Pfeffer & Salancik, 1978).

For this study, I interviewed two leaderships of community organizations. Each of these individuals are leaders of organizations that serve a segment of the same population that the City Colleges of Chicago services. The organizations that these participants represent also send students to the City Colleges for educational and professional development services they do not provide. The participants are also serving as members of the Task Forces developed by senior leadership of the City Colleges of Chicago to help with the Reinvention Initiative. Therefore, they are helping reimagining the university. Having community leaders involved in the re-envisioning of the City Colleges highlights how interdependent they are as organizations and their importance to the future of the organization.
Community Leader 1

**Overview of participant.** This participant is unique given she is serves as member of the City Colleges of Chicago advisory council, a board member for the local public school system in addition to leading the almost 100-year-old local chapter of a very well respected national not-for profit. Given her multiple roles, she and her organization were major members of the organizational ecosystem. Her various leadership positions have allowed her and the organization to be very hands on shaping the image of these organizations as well as their definition of what it means to be effective. During the interview, I was able to witness her shaping and responding to changes in the organization ecosystem as throughout our interview, she had to step away several times to address the teachers strike and the surrounding issues occurring in the Chicago at the time.

This civic organization leader is a supporter of the Reinvention Initiative and the Chancellor of the City Colleges (Cheryl Hyman). Her support is invaluable given her position within the city and her non-profit’s history in the city. Throughout her interview, it was clear, she was a politically savvy community leader who knew, understood and valued the City Colleges of Chicago. Given her and her organization’s positions it was clear that based on Hom’s Model of Perception of Effectiveness (2011) the following factors would influence her perception: job role, personal experience, and individual network structure.

**Overview of interview.** A unique aspect of this participant’s interview was not only the interviewee’s knowledge of the landscape of Chicago but her organization’s
many long-term partnerships with the City Colleges. Because of this symbiotic relationship she knew what it meant not only for organizations to be effective but what it would mean for the City Colleges of Chicago to be effective and efficient in the currently climate of the city. She jumped right into this topic when I asked her to discuss the Reinvention Initiative.

The Reinvention Initiative is about…the City Colleges were simply not performing. Obviously, for a college, what’s the measure of performance? Number of graduates. Number of people…not just gross number of graduates, but people coming in who actually end up graduating was very low. They had huge issues with people coming in not being ready for college-level work. And most importantly, I think the real scary thing was that the programs … well, there were lots of duplications. Every college was doing kind of the same thing and there was no real clarity around. “Where are you going with this?” right? So, you have some degrees, but they weren’t necessarily training people or developing people for clearly four-year college or clearly a career in a particular industry…health care, community… So they weren’t developing people and training people or educating them in paths that would lead anywhere, right? So, yeah…so, the Reinvention was…is, has been about completely restructuring the system to better align with our community’s educational needs, and so by that…a couple of things. First of all, the schools are…colleges are being focused on, you know…they’ll have some overlap in general ed kind of stuff … core curriculum kind of stuff, but they’re being focused on particular areas of instruction. So,
health care, tech, computer sciences and tech careers. Transportation and manufacturing I think is one. And I think Harold Washington is going to be the kind of General Ed one that will really be for people who are looking to go on to four-year colleges. And so, what that enables the system to do is, first of all, it gives for people coming in, it gives them some clarity. You can look in and go, “OK, I’m interested here.” You don’t have to wander around. Second of all, for the school themselves, it enables them to develop better staff, develop better focused curriculum, develop better partnerships, so that they’re partnering with employers and stuff who can lead people. So the whole idea is one…you want to increase the number of kids who walk in the door and then who walk out the door with a degree. Two, you want to increase the number of kids who not only walk out of the door with a degree, but a degree that’s going to give them something because they spend money, right? It costs money to go there, and the whole idea is to educate them so that they can then become contributing members of society, so there’s a real focus on that. That required massive restructuring of, first of all, it required identifying ‘what are the areas?’ It required … you know, they have all new presidents at most of the campuses, it required restructuring of the curriculum, so it’s a gigantic effort, but when the day is done, they’re already increasing their graduation rate. And when the day is done, the goal is, as I said, is to increase the number of kids who walk through the door and graduate, actually walk out with a degree. And increase the number of those degrees that actually lead somewhere that will help those people…kids…the young
people…become, or…no, they’re not all young, […] so I shouldn’t say kids under any stretch of the imagination…to increase the number of individuals who actually walk out with a degree and have that degree lead to something productive in terms of a career for those individuals.

Her response clearly shows her knowledge of the City Colleges of Chicago programs, services and student population. For example, her reasoning behind why she did not want to call the student’s kids displays that she is familiar with the diversity that is the community college student. Her description of the Reinvention Initiative starts with her perception of how effective the institution has been in the past. Her description describes the failings of the City Colleges using a number of the quantitative measures including graduation rates and program duplication. Her account of how the Reinvention Initiative was planning to improve the effectiveness of the institution was by allowing each college to focus on one of the curricular functions identified in Table 2.3. Her statement indicates that one of the institutions would focus on transfers while others would focus on trades and occupations that could classify as vocational, continuing and developmental education. Her reply also shows that that her goal is student success just like the Reinvention Initiative. She wants all students to graduate, be employed and on a clear career path. This is reflected in her answer to how effectiveness is defined.

Well, I define institutional effectiveness basically how I define most things: did you meet the impact that you wanted? So, institutional effectiveness for me for City Colleges would be, overall, you know, meeting those goals. Increased number of students completing the programs and increased number of students,
when they complete those programs, coming out with a degree, a certification, even a job…at some point, job placement would be great…that they can then use. So, those two things and then on a school-by-school basis, right? So, you know, showing…what…how that’s happening at each school. And then in the long run you’d also want to have some increased enrollment. So, to me those are kind of the critical…institutional factors.

Her emphasis on the quantitative assessment methods continued. When asked has the Reinvention Initiative has influenced effectiveness she admitted that it was “a little early for me to tell.” But she was able to describe the improvement by saying, “Their graduation rate was increased, so that’s good. I think they’re “sticking in” rate is good, but I don’t have as great a line of sight to that and I think [time] will tell.” Her statement directly describes how her perception is different from those internal to the organization. Because her job role is outside of the organization, she does not have the same access to information or “line of sight” that other participants in the study enjoy. Her job role changes who is in what Hom (2011) identifies as her individual network structure. As a member of the task forces, she receives her information directly from the City Colleges of Chicago District Office. Despite having this direct access to internal members at the top of the organization, she still felt that she still was unable to speak to how the Reinvention was improving the efficiency because the City Colleges of Chicago is a bureaucracy.

Again, I just don’t have any real information about it. It should have, but I just…I don’t personally know. Ok? I do think still, and this is a challenge that I would
say in terms of a negative…you asked me a while ago for a negative. It’s not so much a negative about the Reinvention, but it doesn’t feel…it’s still is hard to get…you know, like the challenge you’re having? Trying to figure out how to talk to someone internally? I think there are still some real challenges. I think if you’re a student accessing this system, it’s pretty organized, but I think if you’re trying to find out information, it’s still hard and it’s not clear to me that they’ve figured out how to access, you know? How do you find out which school does what? How do you find out what the best program is? How do you get to a decent guidance counselor? I think those things are still…my sense is largely in play, and so there’s a real opportunity there. That, getting information…you know, they communicated great about the plan as a whole. Getting information around how schools are going to operate and where you go and who’s the source of this still seems really, really murky to me.

Given her belief that the City Colleges is easy to access for students but difficult of someone who is external (prospective student, community member, etc.) who is attempting to identify what the professional focus of each of the colleges is understanding her definition is key to clarifying this statement.

Efficiency for me is very equal to organizational effectiveness. So, why does it take a long time? That’s why the communication piece… it’s very difficult to assess what the institution does, then that’s not very efficient, right? Because it takes a longer time. If they’re not…if, you know, you have to go through five steps to produce, you know, if your process for registering is not as …. you
know, takes forever, that’s not good. So, for me, it’s about the organizational effectiveness, and I don’t really know if they’re more effective now than they were in terms of how they engage their core constituencies.

Her response connects effectiveness to efficiency. While she believes the City Colleges and the Reinvention Initiative are improving effectiveness, their impact is reduced by their inability to communicate with some their stakeholders (prospective students, external constituencies, etc.). Her response implies that external stakeholders should be able to access certain information in a reasonable period using a clear process. Even in this basic desire for people to have access to information and staff in an efficient manner shows that she desires for the City Colleges of Chicago to be a helpful institution for all stakeholders. Since she was not able to clearly state if the City Colleges was being efficient she identifies how the Reinvention Initiative can improve the effectiveness of the organization by improving efficiency. Her perception of the organization effectiveness and efficiency is influenced by her position as an external constituent. It was from this outside perspective she was able to see that the Reinvention Initiative had more work to do despite the process she felt they had already made.

Community Leader 2

**Overview of participant.** This participant was involved with the Reinvention Initiative as a member of a task force that included a number of other leaders of community and civic organization leaders from throughout the Chicagoland area. During the interview, the participant was hesitant to answer any questions with any specifics. He
continually attempted to direct me to another member of his staff. Although he was cautious, he did provide some information about possible flaws in the Reinvention.

**Overview of interview.** While the participant was wary of participating in the study the content of his interview showed that what he does know a lot about the Reinvention Initiative and the City Colleges of Chicago. Additionally, pieces of the interview display the participant’s honest thoughts and concerns about how the Reinvention Initiative has implemented changes. However, some of what he knows about the organization was given to him from the City Colleges of Chicago since the start of Reinvention Initiative. As you will see in his statement defining the Reinvention.

I would say that they’re trying to transform how they do business so that they… produce better graduates who are better prepared to succeed after graduation. As I understand they had about 110,000 students at the college. Only about, I think it was 7% of whom graduated with a certificate or a degree after being there for a while, which was an abysmally low rate, so they were trying to transform how they do business so that a much higher proportion of students graduated with some sort of degree or certificate.

He transitioned from describing the Reinvention using the language and information told to him by the City Colleges of Chicago to describing what was occurring at the City Colleges of Chicago from his perspective as an external constituent. His response was hesitant and identified some flaws in the change process that he recognized as an outsider.
One of the reasons I suggest that you talk to [Employee] as I sat on this committee; I have a very 30,000-foot relationship with the City Colleges. [Employee] actually works with them on a much more regular basis, so I just want to qualify any answer I give you … I think that remains to be seen. That would be my short answer. I think that…sitting on the committee, what I saw was that there seemed to be a lot of enthusiasm and energy and really what I thought were really good people at the top level…and dedication to the students. And …what I saw looked like a fair amount of energy and enthusiasm for the effort at the student level, but…I think it remains to be seen how much this gets picked up at the middle-management level and actually within each individual college, so I think there’s been huge turnover. All the presidents…all the presidents of the individual colleges have turned over. So, you know, how much they’ll be able to do remains to be seen, I think. And I also was…it struck me, for instance, one time we were talking about just the teaching staff and the tenure of the teaching staff and that they had a lot of people who’d been there a really long time and in Computer Science…they had people who were teaching languages that I’m not sure anybody uses any more, but nobody seemed to be teaching, like, app development. And so I think, you know, while the upper-level management seems to be very enthused about it and really moving this, I’m not sure if they have the resources or the personnel in the middle who actually have to do the implementation and make it work. So I think that just remains to be seen.
The participant was able to look at the changes being made at the City Colleges during the Reinvention Initiative with a critical eye because he was looking from a distance or from “30,000 feet” as he stated. In the quote above he was able to see excitement and momentum at the senior level of the organization, high turnover at the presidential level, and a lack of buy-in of the middle level employers. From his long distance view as an external stakeholder he is also able to get opinions from people who are less connected with City Colleges. She recounted a conversation during his interview.

I got some feedback from some of our local community partners who…as one example, were upset that the nursing program was being taken away from Kennedy-King because they felt like…they…live and work in the Kennedy-King community and they felt like it was an imposition on people who were interested in nursing to now have to go all the way to Malcolm X to be in the nursing program. So I do not…I think in general the answer is I think it was a good thing. I think there…they still need to work at how they deal with the fact that…if they only offer a program at one place, people have to travel a very long distance to get there.

In addition to his knowledge about changes a two local colleges’ nursing programs, he was also aware that the City Colleges of Chicago under the Reinvention Initiative had a stronger focus on vocational education or what he termed “college to career readiness”; emphasizing one of the historic mission of the community colleges as a professional development and training institutions. When asked if changes were improving the effectiveness of the organization he did not believe that any of the changes made the
organization less effective and regarding efficiency he stated that it was too early to tell. He added the following to his statement about efficiency.

I don’t have enough of a sense of how they operate their business…that…again, I…they get a ton of money and they have a lot of students. I mean, I think they have…I think it’s true that they have more students than all the other four-year institutions combined and…but since they’re not getting any outcomes, I don’t know that they’re being very efficient. So, but I think it’s too early to tell whether or not they’ve really dramatically changed the number of students… I know that they feel like…you know, I’ve seen graphs where they talk about they’ve upped somewhat, they’re on a trajectory, but they haven’t gotten there yet, so I think it’s too early to know whether or not they’ve been efficient.

His account of the efficiency of the City Colleges of Chicago is reflective of the outside circle of the Alfred et al. (1999) Model of Institutional Effectiveness and Encompassing Issues as stated in Figure 2.1 because it focusing on costs and resources. Even his definition of efficiency does the same.

I would define it as…in cost-effective ways, getting students prepared to either get an associate’s degree or make the transition to a four-year university and doing that in a cost-effective manner. And quickly and, I mean, one of the things that we talked a lot about was the fact that…was something like 98% of the students come in needing remediation work and that that takes time and that students end up using almost all of their student loan capacity to pay for that. And then once they go through that, they’re ready to take class but they don’t
have any more student loan money, and so that seemed to be a problem about money and time and how quickly they get people through. And a lot of that’s not their fault, it’s the…it’s nobody…I mean, it’s a lot of people’s faults, and…but it’s the condition the students come in, it’s what you’ve got to work with. So, I think…I think they should be judged…efficiency would really be judged on can they move people quickly through remediation programs, getting them into the general studies classes and then quickly moving them to the degree or the four-year institution.

Just as Alfred et al. (1999) stated effectiveness and efficiency are connected and this is evident in this Community Leader Two’s definition of effectiveness: “Effectiveness to me would be the ability to get more students to…complete their program, whether it’s getting an associate’s degree or a certificate in a particular field or…being able to move on to a four-year institution.”

While this community member did not believe he knew enough about the City Colleges of Chicago or the Reinvention Initiative, he was able to show how the perception of someone who external to the organization is different from an internal constituent. For example, this participant’s information about institutional effectiveness was influenced by his network structure as a member of the task force but also as a member of a group of community leaders (see Figure 2.2.).

Summary: Cross Analysis Data from Community Leaders

The research questions for this study explore the perspectives of both internal and external constituents. External stakeholders like these community members are important
in the age of accountability. (Alfred et al., 1999; Head, 2011). Using the information
participants provided in their interviews, the research questions were answered and
categories of description were developed. While these selected quotes from participants is
meant to maintain the voices of those who agreed to share their perspective in the study
the purpose of this phenomenography is to capture how subgroups understand what the
Reinvention Initiative is and what effectiveness and efficiency means. The outcome of a
phenomenography is categories of descriptions.

**Description of the Reinvention Initiative.** The Reinvention Initiative is meant to
transform how the City Colleges of Chicago does business so they can increase
graduation rates and overall performance.

**Efficiency.** Efficiency was identified as a goal of the Reinvention Initiative in
2011 and 2012 (CCC, 2011b; CCC, 2012a). The research question for this study asks
how the Reinvention has effected how external constituents define efficiency. Neither of
the community leaders were able to say if the organization had improved in efficiency
given that they are not internal to the organization. According to these participants,
efficiency relates directly to the student experience. For them questions concerning
efficiency include: How long does it take for a student to reach their goals? How long
does it take to register for classes?

**Effectiveness.** At the start of the Reinvention Initiative statistics describing the
effectiveness of the organization were widely published to external stakeholders. And
since the image of the organization to those outside the organization is developed using
information provided by those internal to the organization community leaders like these
participants believed that the organization was not effective because information they were provided. Despite being aware of the statistics regarding graduation rates and retention the participants were both connected organization effectiveness to making sure more students reached their individual goals. For example, students are completing their degrees and programs by going to receiving an associates or going on to a four-year institution.

Additional Analysis

As stated earlier perception is affected by a number of factors. Figure 2.2 described the factors that influenced the stakeholders’ perspective of effectiveness. These leaders of community organizations were influenced by what they were told by City Colleges of Chicago but it was also highly motivated by personal philosophies about society and their individual network structure. The community leaders each interpreted what they were informed of on the task forces through the lens of their personal philosophies. Understanding how external stakeholder and constituents perceive effective and efficiency is important given it is there external stakeholders that rely on the City Colleges of Chicago to educate their clients. Their confidence in the City Colleges of Chicago is related to institutional survival and success (Pfeffer & Salancik, 1978).

Faculty Members (Participants 2, 4, 5, 6)

The purpose of the Reinvention Initiative is to promote student success. One way to promote student success is to increase quality faculty-student interactions (Chang, 2005; Hagedorn, Maxwell, Rodriquez, Hocevar, Fillpot, 2000). For community college students, faculty relationships are even more important because students tend to be less
involved co-curricular activities they are committed to engaging in settings relating to their academic success (Electronic Testing Service, 2000; Hagedorn et al., 2000). The Electronic Testing Service (2000) states that only 18% of community college students participate in clubs while 69% speak with faculty outside of class and 46% participate in study groups. Given the amount of interactions students have with faculty, these employees have a major opportunity to impact on student success. Therefore, the opinions and perspectives of faculty are valuable when understanding the Reinvention’s ability to increase student success.

Faculty 1

**Participant overview.** This participant had been affiliated with the City Colleges of Chicago for eighteen years. He started as an adjunct faculty member and rose to a fulltime faculty member and leader in his department. Throughout the interview process, it was clear that he has a vast knowledge of community colleges and even more about the City Colleges of Chicago due to his experience as a faculty member and as a leader of his department. In Hom’s Model (2011) these factors would be label as job roles, personal experience, and knowledge each of which influence one’s perception of institutional effectiveness.

This participant participated in an 85-minute interview and provided documents to support his opinions and perspectives. Throughout the interview, it was clear that this participant does not believe that the Reinvention Initiative is improving the City Colleges effectiveness or efficiency. Since he is one of the leaders at College G his knowledge may have influenced some of the other faculty who participated in this study.
**Summary of interview.** This participant’s skepticism of the Reinvention’s ability to affect institutional effectiveness and efficient was apparent even from the beginning of the interview. When asked what the Reinvention Initiative was about he responded with a critique of the new City Colleges of Chicago senior level administration’s publicizing of a single graduation rate to pain the organization as a failing institution.

To begin with, I think it’s more show than anything. I would say that that’s a widespread opinion on the part of the faculty. I mean, at least speaking for College G, that’s certainly the collective judgment here. I’m not sure that anybody takes it seriously. Part of the reason is that, well and we understand that it’s outwardly… on the face of it an attempt to improve education in the district. Everybody understands that. Our reasons for doubt are many. The first reason for doubting the integrity of this program is that the Chancellor promoted it by first stating publicly and frequently by going from business groups to civic groups and so on, and stating that the City Colleges had failed …were in a state of utter failure. And that’s of course a judgment call, you know, from what perspective would you say it’s failing? There was no effort on her part or anyone’s part to justify that except by throwing out one figure and that was that we only have a 7% graduation. Now that sounds miserable! But when you think about it, it’s pretty consistent for community colleges across the country, so in other words, if we’re failing, everyone else is. She did not bother to explain that that’s the rate only as it applies to first-year full-time students over a three-year period. So since we deal with a vast majority or part-time students who come here for a variety of
purposes, it’s a false figure! Furthermore, one of the handouts I’m going to give you is from not her [the Chancellor’s] office, because it predates her arrival, but they have an Office of Research and Evaluation downtown and they put together a study that was based on tracing, not a module, a cohort of 7500 students across the district and determining their progress, and the guy who runs it, worked out standards for measuring progress, and I’ll give that to you. It started in 2002 and he says in his summary statement that it is wrong to use a single figure to judge the success of a community college, and you can do it in relation to Indiana University. You’d like to know that Indiana³ graduates 95% of its students because it’s a first-rate university. But we get such a variety... as you know, we have such a variety of students, some of whom want to graduate, some of whom want to transfer, some of whom want to brush up on skills, some of whom exhaust their federal money in remediation and then don’t have enough left over for regular college classes, so it’s a mixed bag. We’re 42,000 students, part-time and full-time, in credit programs district-wide. But there are about 120,000 students in the system, so you have to work that out. Furthermore, if I were judging the success of an institution, I would have to do two things. I would have to get accurate information, establish standards that apply to all students. And that’s what [the head of the research office] did because on his list of criteria: you have retention… you know… how successful is the school in getting its students

³ The participant is referring to Indiana University. Before the interview began the researcher shared her academic history, which includes Indiana University.
to come back because community colleges are notorious for failing to do that, you know, totally successfully. Retention, success, better courses, transfer and graduation would be the four major criteria, and if you’re doing that, you know, if you’re up around 65-70-75% on those four standards, you’re probably representative of most community colleges…, and in fact that’s where we were. So, that broader evaluation was not part of her public presentation, and it was a disservice to the taxpayers of Chicago because it did not truly represent the success. I mean, [the head of research’s] point was that we’re doing OK. This came out in 2009, he said, “Look, we’ve tracked this group and if you judge them according to these criteria, which take into consideration what we do as an institution, and what our expectations are, they’re doing, we’re doing pretty well.”

The participant’s argument that a single figure should not be used to assess a community college is reflective of what research says about assessment and community colleges due to their multiple missions and the diversity of their student population (Seybert, 2002; Townsend, 2002). Based on the information this participant received as an employee of the institution believed this to be true as well.

According to Hom’s Model (2011), information influences participant’s perception of institutional effectiveness. Information is influenced by personal experiences, prior education and individual network structure. This participant’s personal experience shows that he knows that members in the college are doing good work therefore he knows that a single statistic does not fully depict their work. He was able to support his belief about the success of the City Colleges because he also has data to
support his knowledge that was developed by an internal office prior to the start of the Reinvention. This internal data was education he received from his network within the City Colleges of Chicago system.

For this participant this contradiction in information regarding the success of the institution was one of the indications that the new Chancellor did not understand the City Colleges of Chicago and its mission. In the middle of his interview, he discussed how the new City Colleges administration was unqualified to lead the college system by telling a story about the development of a district wide class and bus schedule. The participant’s perception of the organizational changes, effectiveness and efficiency were all being influenced by his personal experience in higher education and at the City Colleges as well as his philosophy on the mission of higher education specifically community colleges.

They began to think that a centralized schedule, a district-wide class schedule, would be a good idea. And a district-wide bus system would be a good idea. You know, to get all of those students who go to multiple community colleges in the city, from one campus to another? See? So, if somebody had called me and said, “What about this?” I would have said, “No.” 2% of our students attend another college, and it’s very likely to be either Harold Washington, Malcolm X, or Truman, because those are the North side schools. We don’t have anybody riding around the city, desperately trying to get from one college…I mean, we don’t have enough people to justify a bus system. Well, that didn’t get off the ground because they realized that it was a stupid idea. But the one that did get off the ground…I must have taken it home. I’m going to bronze it. It’s a district-wide
schedule. They started to print it out. So it’s like if you’re going to Harold Washington, you could find out what courses are available at all of Harvey. What you would do with that information, I have no idea, because… it’s a telephone book…. I’m telling you, I treasure it, because it’s a symbol of ineptness.

Again this participant used his knowledge of the City Colleges of Chicago and its enrollment to question the knowledge and abilities of those leading the Reinvention Initiative and the Reinvention’s ability to improve the effectiveness of the organization. His claim of incompetence compounded by his belief that they did not understand that traveling multiple campus was impractical because of the travel time. For example, Harold Washington and Olive Harvey are approximately 25-30 minutes apart by car and 53 minutes apart using public transportation (MapQuest, 2016). During the interview, the participant was not able to identify any way the Reinvention Initiative improved effectiveness. However, he was able to describe how institutional effectiveness and student success could be achieved and how it would measure effectiveness.

Well, I think that’s exactly what Reinvention intends to do …. make the colleges more effective. But it’s a question of what brings that about. Again, if you don’t hit the classroom with changes, you’re not going to be more effective. And I have seen nothing so far that does that. [If] you are enabling students to acquire an education that matches their needs and their expectations. That’s effective. So you can take all those four criteria [in the document developed by the Office of Research and Evaluation] … nothing wrong, I don’t have an objection to [Office of Research and Evaluation’s] criteria, which have now been co-opted by the
powers that be. I have no objections to those criteria. The system is working as long as you get students back into the classroom, as long as you get them to get decent grades. Get them out with certificates. Get them out with transfers. Satisfy those students who come in just to sharpen up some skills, maybe already working and they’re just dropping in. I had a student last semester…I still don’t know what she was doing here. I have open-ended scores on my exams, you know, so the official limit is 100. In other words, 90 and above is an A, an 80 and above is a B. And I give them points for each answer and they can get 30 on a 20-point question. So they can do badly on one part and make up for it on another part. She was getting 150 on her exams. Now I’ve had students who’ve had 120, which means they did exceptionally well on every question. They knew more than they needed to. So, it turns out that she had a Ph. D in International Relations from a British university. She was from Romania. Can you imagine that? She just kind of quietly sat in class. Well, she’s not interested in graduating or transferring. She’s just trying to find out what the school system is like, if she might be able to teach in a community college, so what’s it like to take a community college course. I don’t mean there are lots of Ph. D students in our class (laughs) that are getting to know the system, but it’s a diverse system in terms of students and it’s a diverse system in terms of their goals and their ambitions. And not everyone is out to graduate. Not everyone is out to transfer. You have to take that into consideration. But the more you do that…the more you take students who didn’t get a good education in the Chicago Public School
System, remediate them, put them through a rigorous, serious academic program.

It’s gold, you know? It’s really what you want…what you live for. It’s what everybody wants. So, I applaud Reinvention in terms of its goals. There’s nothing wrong with that. There’s nothing shabby with it…but until the rubber hits the road, you know, as long as it’s not all dressing and no salad, we’re not getting anywhere. That’s the problem.

In this statement he was able to use his personal experience in the classroom to describe the City Colleges of Chicago’s student population, his philosophy about education, why the Reinvention Initiative as not successful, as well as how the City Colleges should measure institutional effectiveness. His story about the student with the Ph.D. and the diversity of the students in his classes displays that he believes that students should be allowed to enroll in classes at the City Colleges with their sole goal to be to learn regardless if they want to transfer or earn a degree or certificate. In alignment with this philosophy about the mission and purpose of the community college, he also believes that the effectiveness of a multiple mission institution should be measured in multiple ways just like the Office of Research and Evaluation did prior to the start of the Reinvention Initiative.

This faculty participant long-term employment has resulted in him having a vast knowledge not only of the City Colleges policies and practices but knowledge of other community colleges throughout the state of Illinois. When he discussed efficiency at the City Colleges post the Reinvention Initiative.
Reinvention has put efficiency, at least in terms of finances, down the toilet. It’s not only in the toilet; it’s flushed. Because we have hundreds of employees [at the District Office where the Reinvention Initiative is housed and developed from] who have no justification for being there. And as I said before, if Harper and Oakton and Moraine Valley and so on get along as independent colleges with their own administration, their own Board of Trustees and so on, why can’t we? And we’ve got to face the fact that this is a patronage system. That people are hired with big fat salaries. I mean, I don’t think there’s anybody on any faculty here who makes as much as the 50 to 100 employees down there who are pulling in six-figure salaries. So, efficiency in those terms isn’t working. It’s an extremely financially inefficient system, because all of that money is not necessary. What we could use…I mean, if Reinvention were run by an office of, say, 20 people. 50 people…I mean, imagine…why would they need that many? The idea is, the goals are sound, and I think that number of people could easily handle the task. But in my heart, I don’t think that’s what it’s about. It’s about patronage. It’s about just wasting taxpayer money. And I can pin that down for you. Our budget, district-wide, is $650 million. It costs about $35 million to run [College G]. And I think we’re the largest school. We might be neck and neck with Harold Washington, I don’t know. But if you multiple 7 by 35, you get under $250 million to run these schools with bursting classrooms. Where’s that other $400 million go? So, if you measure efficiency just in those terms, in money terms…(whistles).
And if you measure it in terms of decision-making, it’s also a farce. As I said before, in order for me to hire somebody, and I’m just going through this right now…I have a guy from Dominican Republic. I want him to teach Spanish. He has a degree from…an undergraduate degree from a university in the Dominican Republic. He has a bunch of graduate courses and a post-graduate degree of some kind from the University of Puerto Rico. Everything from Puerto Rico is fine because it’s an American territory. The stuff from Dominican, from Santo Domingo from Dominican Republic has to be evaluated. In other words…by one of the agencies that does that for foreign degrees. I mean, it’s right…shares the island with Haiti, for crying out loud. It’s right there in the Caribbean. Looks like part of the family to me! (Laughs) But, we’re not going to be able to hire him because to get that approval, plus get him reviewed downtown, and he’s a part-time teacher…what kind of review do they need? The standard is, you have to have a college degree and you have to be a native speaker. That’s the minimum for teaching a foreign language, because, for crying out loud, the guy speaks the language and if he has a degree, that means he has some schooling and has some level of intelligence, and so on and so forth. It’s not going to work because it’s too long of a process for downtown to accommodate. They can’t turn things around like that. We could turn it around here. I mean, if he were applying for a job at Harper, he’d be OK. As long as he got everything wrapped up the day before he went into class, but we can’t move that any more quickly. So, decision-
making in that regard is a costly problem as well, in terms of flexibility, it’s just not there.

His discussion of efficiency at the City Colleges of Chicago consisted of several topics however the overarching theme is the bureaucracy that accompanied the Reinvention Initiative did not improve the organization’s efficiency. He continued to expand on this idea in his definition of efficiency.

Well, efficiency is a bang for the buck. Wouldn’t you say? I mean, that’s all…how much effort are we putting out? How much money are we spending? What are we getting back? How much effort are we spending? Are we getting it back? So, if we have all of these people tacked on to the end of the decision-making process, that’s not efficient. That’s no bang for the buck. That’s too many thumbs in the pie. Too many chefs in the kitchen. And again, the standard is how every other community college in the state of Illinois operates. They operate with a different level of efficiency, both in terms of time…in terms of time, effort, and money. They are much more efficient operations. This is a big time-waster, effort-waster, and money-waster. You’ve had these task forces…that to some extent have turned out to be a joke. So, you’re pulling 30 people out of their jobs…you know, if I was on a task force, and I could have been, they would have to replace me with teachers in the classroom. They’re gonna be paying my salary, my regular salary. This was, I suppose, a million-dollar operation. If you had 10 people on a committee and you had eight
committees, 80 people meeting 30 hours a week for six months…and they’re still meeting! I mean, it’s been a continuous process.

This participant definition of efficiency argues that the Reinvention Initiative is not an effective use of faculty and staff resources given the cost that accompanies the new tasks forces at the District Office. The Reinvention Initiative office consists of senior administrators as well as task forces. Some of the tasks forces consist City Colleges of Chicago faculty and staff who are paid their usual salary to to work at the District Office. This participant is saying that while these individuals were on the task forces, someone would have still needed to do their job back at the individual college. The participant questioned if this was an efficient use of resources. Scenario is a description of the Alfred et al.’s (1999) visual description of the factors that encompass institutional effectiveness in Figure 2.1. This participant is saying that efficiency is about resources and cost.

**Documents.** The researcher requested participants submit documents they developed to see how the Reinvention Initiative was operationalized in their work. This participant took the opportunity to submit documents that supports his point of view regarding the purpose and impact of Reinvention Initiative. The participant submitted two documents one of which is a document developed by the City Colleges prior to the start of the Reinvention and the other was written by the participant about the Reinvention Initiative.

**Document 1.** The document developed by the City Colleges of Chicago Office of Research and Evaluation on March 25, 2009. The purpose of the document was to present data from a six-year longitudinal study of student outcomes including: “retention,
associate degree and certificate completion, transfer to 4-year institutions, successful course completion with GPA 2.0 or higher, and total positive outcomes (unduplicated)” (CCC Office of Research and Evaluation, 2009, p. 1). The document stresses the importance of using more than one outcome to measure community college outcomes. The document states that “due to the multiple educational and career goals of these students, the use of multiple and comprehensive measures is essential to document the achievement of these goals” (CCC Office of Research, 2009, p. 2). That data from the six-year study show that the City Colleges of Chicago has a rendition rate of 12.1%, Associate degree and/or certificate completion rate of 12.1%, 13.3% transfer rate to four year institutions, and a 7.5% rate of graduation from 4-year institutions (CCC Office of Research, 2009). The document summarizes that the total positive outcome for the City Colleges of Chicago is 66.7% (unduplicated; CCC Office of Research, 2009).

The information in this report was referenced throughout the interview and in the interview summary. The document supports the idea that organizations like the community college that have multiple missions cannot be assessed using only one metric. This document also serves as a supporting documentation for the the participant’s development of the second document submitted to the researcher.

**Document 2.** The second document is an ad-hoc piece the participant wrote prior to our interview. The essay describes his experience and opinion of the Reinvention Initiative. It is aptly titled “What’s going on?”, and communicates the changes at the City Colleges of Chicago since the Reinvention from his perspective as an internal constituent.
(CCC, 2012b). The article is meant to be a direct response and in opposition to the information the public is receiving from District Office by way of the mainstream media.

The in the critique of the Reinvention Initiative the participant presents 5 points that are a reflection of the statements he made during our interview. The five points are:

1. Chancellor Hyman’s charge that the Chicago City Colleges are failing is untrue.
2. The only failing institution in the City College system is the District Office
3. The Chancellor is making cuts in the wrong places.
4. The move toward centralization is unjustifiable on educational and economic grounds.
5. The Chancellor and her staff need the advice and counsel of college administrators, faculty, staff and students. This need is urgent. (CCC, 2012b)

In the participant’s assessment of the Reinvention Initiative he enhances his antidotes based on his experience as an instructor and department head by including data from public databases such as Integrated Postsecondary Education Data System (IPEDS) and data collected as an internal constituent (e.g. document 1).

Throughout the interview and the documents, it was clear that this participant’s perception of institutional effectiveness was influenced by the factors identified by Hom (2011). However, in the ad-hoc piece the connection between job role, motivation and perception is clear when making a statement about how the Chancellor’s public announcements of the institutional flaws emotionally impacts the faculty and staff saying:
The result is that faculty members, who have shown themselves to be dedicated to ongoing and comprehensive self-assessment as a means of self-improvement, have been told that their efforts have been inadequate. It is a safe bet that neither the Chancellor nor the members of the CCC Board of Trustees have any idea how much time and energy City College faculty have put into assessment efforts over the past five to ten years nor even the slightest notion of the ability and dedication of both faculty and staff. (CCC, 2012b)

Based on his position within the City Colleges and he has motivation to see the institution as effective and his students as successful. Therefore, his perception of the work that was being done at the city colleges was influenced by his job.

Faculty Member 2

**Participant overview.** This participant has severed as a professor at the City Colleges for over eight years. This participant was contacted because he is the writer of blogs about the Reinvention Initiative and the City Colleges of Chicago. The researcher did not know that this participant would be a faculty member. The content of his blog does hint that the author had inside information but it was not clear if the insider knowledge was the result of being a member of the organization as an executive, mid-level employee, a citizen doing extensive research or an employee of the local government. The content of the participant’s blog(s) mirrors what he stated in the interview. Overall, the participant is not pleased with the changes at the City Colleges occurring since the start of the Reinvention Initiative. His dissatisfaction seems to stem
from a lack of trust in those who have leadership positions in the District Office, the city and nationally.

**Summary of interview.** This participant’s blog and his interview are shaped largely based on his personal philosophes about society, the research he has done on relevant topics, his experience and people within his network. His description of the Reinvention Initiative also alleges that the historic mission of the community college has been distorted.

Reinvention is about the total transformation of the City Colleges into a business model. And that functions in different ways. When I say “business model,” it’s not only that they structure their internal functions at every level like it were a business [but] the outcome of what’s supposed to happen is also orientated. So it’s leaning in a very lopsided way. The historical mission of community colleges in the U.S. has been thrown overboard. Instead of serving as sort of bridges for students to go into fully higher education, they’re been sort of remolded into institutions that are going to be essentially training institutions to meet their need, or the perceived needs of the industry/business, etc. What that means is that even though they claim otherwise…choices are being made at all levels, including with the students that will lead them to one path versus another. You know? A person cannot both be…have a certificate and try to go on, you know…seek their luck in the job market or after, right after they finish, try to continue going into higher education and get a four-year degree. That wouldn’t happen.
This participant believed that the changes were motivated by the changes within the field of community colleges nationally and in the Chicagoland area. He believed that the Reinvention Initiative was a part of a larger change in the mission of community colleges in order to meet the needs of the nation coordinated by those in influential positions. Specifically, this faculty participant believed that the Reinvention Initiative was the result of the Obama administration’s push to generate five million new college degrees in order to put the United States at the top of college degree production worldwide. This participant reported that the new associate and certifications would be “geared toward being immediately employable, filing the fields.” He alleged that just as higher education has been used in the past to meet the needs of the nation, such as the G.I. Bill, the national shift is the result of a larger movement. To support his claim that this Reinvention Initiative was a part of a larger movement he pulled on his knowledge of community colleges nationally.

If you look at other community college systems in the U.S., you will see similar things being tried. One outrageous example is the California system. I don’t know if you have looked at that one. Ironically is called also the CCC, and they’re imposing a similar set of changes. But, fortunately I see that…and it’s fortunate and unfortunate because in some aspects it’s more advanced than the Reinvention, and the effects on the students have been felt and seen by the students faster, so in here the students are still kind of unaware of the things that have been happening. When you ask the [City Colleges] students what do they know about Reinvention, most of them don’t know much about it. They’re fed
like the rest of us a continuous string of tightly controlled Reinvention, sort of, propaganda. That’s what everyone knows and not only that, but the City Colleges administration intends to have the monopoly over what is said about Reinvention, which is probably something that you’ve heard from other people.

This participant’s distaste for the Reinvention Initiative caused him to believe that the Reinvention was not causing any positive changes at the City Colleges. According to him the effectiveness of the colleges was the result of the work and passion of the employees of the institution.

I don’t have any direct access to numbers, data. I can tell you more from what I see. People who work with me are very committed, so they try to keep on working, doing what they’re doing. So, if things are still working, it’s because people. It’s despite of the Reinvention. Because of people’s commitment to work. … I have people who say, “We should get involved in this and because look at what they’re trying to do and change.” And [others say], “No, I hate it, but I don’t want to be swallowed into that kind of thing, and they’re doing this stuff for them and for them to screw us. I have a department to run. I have students that need me,” and so people are…it’s incredible people are forced to balance between meeting their professional responsibilities or trying to spend extra time fighting this fight to avoid things being changed in a court that is not the court of their choosing. It’s not like we can do while I’m here [at the college] …on ground the level. It’s in their court. That’s what I can tell you. People do an amazing job despite that and despite knowing that they feel quite demoralized by what’s going.
I think that my college, it’s always, for years has been overcrowded, and so they claim that we were losing enrollment. It’s a big lie from the point of view of my college. In fact, we have problems with space. From that point of view, it means that people want to come and study with us, because they seek us that means we are effective somehow, at least from the point of view of the people that want to learn. In the measures that I can tell you, that’s what I see every day. We’re being very effective. Have they been made more effective by the Reinvention? No. People reject to losing the identity of my college […]. Despite all of that, people continue trying and of course, there’s this element of fear. Of fear that they’re breathing on your neck, that you have to cover so many flanks in order for them not to screw you, and that leads to people being overworked and become burned out. And that’s really the concern I have, that people trying so hard not to be screwed by the system will become burned out.

This statement shows that based on his personal experience as an employee he was able to see people doing amazing work not only with their students but to fight the changes made due to the Reinvention Initiative. He believed that the institution was effective because the classes were full and faculty and staff were doing work that supported students. He expanded on this statement by provided a definition of effectiveness. He defined effectiveness by focusing on the missions of the community college.

I believe in the old mission. For me, effectiveness is to provide a good vehicle for people to become educated. To use that education to improve not only their lives, but the lives of everyone in their community. Anything that hampers that is
ineffective. I don’t mean to say that there were not many things that needed to be
fixed in the City Colleges. My case is not one of, “Oh, let’s go back to what we
had or nothing.” We have been hoping for years that they would hear us. “We
need these changes, these changes, and these changes.” And that they would hear
us. The bureaucracy that runs the City Colleges has always been a political beast.
It’s a political prize given to someone that is close to the Mayor. We have been
wanting to… If they had let us run the City Colleges, it would be a different thing.
It would be geared toward providing enough resources and so on. That’s my
understanding, but anything that takes away from that mission is not effective, in
my eyes.

His response shows that he is responding based on his experience as an employee, his
knowledge as a resident of the Chicago, his network within the City Colleges and in the
City overall. During the conversation the participant’s passion and frustration were both
apparent. However, as the conversation shifted to efficiency, the participant’s tone turned
pessimistic. His response to how the Reinvention has made the institution more efficient
was simply “Maybe efficiency for their own goals, but not for ours.” He responded
honestly and soberly.

I’m afraid. We’re all afraid that eventually we will be… through this vocalization
of the schools; we will lose a lot of programs and students. In general education,
any kind of academic programs and that the focus will be shifted to vocational
programs, so that’s our fear. That is… from the point of view of a humane,
humanistic location, that’s inefficient. (Laughs)
Although the participant ended with a laugh, the laugh was a mix of solemnness and sadness. When I asked him to define efficiency. The participant reflected on his personal experience and work at the City Colleges saying.

You know what? I think that most of us had never looked at it in those terms. That we would rather have the things that are needed to take place. It’s more important to have the things needed to take place and then you can look at how you can do it more efficiently. Efficiency seems to be something that has been incorporated into the culture as a result of the business model, of trying to do supposedly more … more of what they want to do, not what we want to do, with less. And for them, efficiency is being able to do it with less, so that’s probably what most of us would say.

Near the end of the interview I asked the participant what he thought his role was in the Reinvention Initiative. I ask this question because the Reinvention Initiative is supposed to be a complete transformation of the organization where everyone is engaged in serving students better. This participant’s response is a good summary of his mistrust of the Reinvention Initiative and those in executive leadership roles at the City Colleges of Chicago.

My role is to expose to Reinvention for what it really is - for how harmful it is. I hope that one day there will be a real Reinvention that has as its basis the real needs of real human beings and not the needs of businesses.

This statement explains why he writes his blog and chose to participate in this study in a concise way. The participant was able to underline his knowledge of community colleges.
overall by providing a document to support his statements about the implementation of a business model at the City Colleges.

**Documents.** The researcher requested participants submit documents they developed to see how the Reinvention Initiative was operationalized in their work. This participant sent one document after my interview with him. The document he submitted was a research article by John S. Levin as prominent scholar in the field of community college education. The article was reflective of his interview in its level of concern about mission drift and its impact on individual students. The article ends with the following quote:

Culture in higher education institutions is viewed as a way of doing and behaving by groups within the organization, and the community college can be conceived of as a culture composed of subcultures (Smircich, 1983). In the case of the community college business culture, there are two perspectives among institutional members: one sees the business culture as an inevitable consequence of a changed world and worldview; the other views the business culture as a detractor from institutional purpose. In either case, the historical mission of the community college that privileged broad assess, a comprehensive curriculum, student development and general education is at risk. (Levin, 2005)

It is apparent why this participant chose this article to be coupled with his interview. He is worried that the merging of the community college and business will detract from the work being done at the City Colleges of Chicago and at community colleges across the country. When he describes his role in the Reinvention Initiative as to “expose it” he is
attempting to jar those who believe cultural shift to the business model “as an inevitable consequence of a changed world” into action (Levin, 2005). With his blog he is speaking to those who are not fighting against the mission shift in an effort to educate them on the historic mission of community colleges and stir them into action. The blog also speaks truth to power in a way that he is unable to do in his role as a faculty member.

Faculty Member 3

**Description of participant.** This participant has been working at the City Colleges of Chicago for 8 years. She started as an adjunct professor and eventually became a fulltime tenured faculty member. At the time of the interview she was co-chairing two departments. The participant reported that took advantage of her extended employment status and leadership within the organization to speak out about the Reinvention Initiative at town hall and community meetings. What she communicated during the interview is in alignment with what the other faculty participants stated in their interviews and documents. The overlap in content and theme was emphasized since one of the documents she submitted was a blog article written by Faculty Member 2. Therefore, it is clear that her network structure influence on her perception on her definition of effectiveness, efficiency and the Reinvention; and is consequently in alignment with Hom’s theory (2011). However, it was her personal experience as a professor and leader in her department that lead her to her opposition to the Reinvention Initiative. Her opposition to the Reinvention was lived out every day. When asked what her role was in the Reinvention her response reflected Faculty Member 2.
To fight it. My role is to resist it for my students and my colleagues, and I actively do resist it. I’m one of the people who…well not last year. Last year, they didn’t send out a message that the budget was released, and they didn’t come to all the colleges to talk about the budget, but the year before that they did, and I read the 400+ page budget, like, between midnight and 4 AM because I had to get my other work done. And I had direct questions that I asked and I was basically told to shut up and sit down.

This statement and the rest of her interview describes her experience at the City Colleges of Chicago since the Reinvention Initiative has begun. Throughout the interview, her personal experiences, networks, position within the organization all influence how she responded to questions.

**Summary of interview.** This participant starts our discussion by describing of the Reinvention Initiative using terms that mirror what was said by two other faculty members who participated in the study. And once again her description included an action she took to fight against the changes occurring within the organization as a result of the Reinvention Initiative.

From my perspective, I think the Reinvention is about centralization and turning education into a business model. And that, for me, is the issue. I believe that the people who are doing intervention, for the most part don’t have any classroom experience. I know our Chancellor has never taught in the classroom. We have so many Vice Chancellors at this point that I don’t even know who they are. We can’t get an organizational chart with names for the district office because it’s so
complicated at this point. But what they’re really doing, I think, is taking control out of the hands of teachers and people who actually work with students every day and bringing it into a central office in an attempt to quantify what we’re doing here, and to use a business model of evaluation and moving forward. And it’s not a very good business model, either.

This response is reflective of what her fellow faculty stated. Indicating that they were receiving the same information through their lived experience as employees of the City Colleges or from the same individuals or places. Her description of the Reinvention Initiative as a business model included an assessment that the model was not positive. As she described what centralization looked like during the Reinvention, she provided examples based on what she observed. She also questions if the changes made in the name of the Reinvention Initiative actually are in alignment with the organizational change’s public purpose -- to support student success.

Centralization…we are a seven-college district. Every college is individually accredited, which means our accreditation isn’t related to anybody else’s accreditation. And it used to be that we could make decisions as a college, not me as a faculty member, but our President, our Vice President, our administration could make decisions about the college. Now it seems to me, and I’m not an administrator, but it seems to me that a lot of those administrative decisions are getting taken out of the hands of the colleges and brought downtown. The little things…they’re not really little. I’m a sociologist, so I look at symbols. Little things, I think…change all the colors of the schools. Nobody at Wright College
said, “Hey, we’d like to change our colors from blue and white to brown.”

Nobody said that. Somebody came in and told us, “We are now changing all of your colors from blue and white to brown.” There’s nothing wrong with brown, but we are a college that’s 75 years old and we’ve been blue and white for 75 years. There’s symbolic meaning here. Plus, quite frankly, how does it serve the students to change the colors? If I could…if somebody could give me one good argument about how that made my students…and served them in some way, I wouldn’t care. The college identity became centralized. The central office frequently talks about “campuses” instead of “colleges.” To me, that shows a basic misunderstanding. Where a campus is a separate location for a college, and you can have multiple campuses of a single accredited college, but you cannot have two different colleges be counted as two different campuses. It would be like saying, “University of Illinois at Chicago is just a campus for Champaign-Urbana.” Right? UIC would be furious! And it would be as if somebody at Springfield maybe, making decisions about the daily operations of all of these schools as if they’re all the same. They’re not the same.\(^4\) Just as a quick example…Truman College. It’s the most diverse college of all the Seven Sister colleges. They have really very serious issues around immigration status, and not just from Mexico but from all over the world. So, when [administrators at Truman College] think about registration and all of those things that they have to

\(^4\) University of Illinois has three campuses in Chicago, Urbana (Urbana-Champaign), and Springfield (University of Illinois, 2015).
think about, they have to think that. They have to have that in their heads. Here [At college _G], we’re a little under 50% Latino. About half of our Latinos are Puerto Rican, and another big chunk are Cuban. So the immigration issue isn’t the same issue here. So, we don’t have to think about that in the same way. At Olive Harvey, the immigration…the number of people who are struggling with immigration statuses is practically non-existent. On the other hand, there’s a lot of violence around the campuses at Olive Harvey and Kennedy-King that isn’t here. The level of poverty is much higher at Olive Harvey and Kennedy-King than it is here. Wright College is probably the richest in terms of our surrounding community of all the colleges. That doesn’t mean that our students are rich by any means. They’re working class and they’re poor and they’re struggling and they’re fighting to be here. But in terms of distribution of resources, our neighborhoods have more, which means our students are more likely to be able to find jobs. They’re more likely to have gone to elementary and high schools that are performing at a higher level. It’s not the same challenge, right? And that has nothing to do with me as a teacher. It doesn’t make me a better or worse teacher that my students are likely to be performing at a higher rate. It has to do with our environment. So, my challenges are different than my colleague who also teaches sociology at Kennedy-King and who has been a friend of mine for decades. You know, when she talks about the kinds of things she can give her students to do and how she has to structure her classes to get her students at the college level, and they leave her classes at the college level…you know, they absolutely do, but her
struggles to get them there are different. So, for example, she wanted to have Social Science 101, which is a broad survey course, be a pre-requisite for Sociology. For her students, that might make a lot of sense. For my students, it doesn’t make any sense at all. So, we should be able to make those decisions independently based on our student need. And I want to point out; none of this is about faculty needs. I’ll talk about that. But really, the first thing is student needs, and that really is why we’re here. So that kind of centralization where we’re all supposed to be the same is a problem.

Using her knowledge of the City Colleges of Chicago and information received from her network, like her friend at Kennedy-King College, the participant was able to describe how the Reinvention as a business model does not fit the City Colleges of Chicago as a diverse community college system. In her response, she criticizes the centralization of the colleges based on her personal belief that community colleges should be run in alignment with the students they serve. If the system or an individual college is not making decisions based on the needs of a specific student population or community she does not believe that is not good for students nor is it effective. This participant told a number of stories about how the organizational changes since the start of the Reinvention Initiative. All of which emphasized how the Reinvention was negatively affecting how students were served.

As I started to ask how the participant defined effectiveness and efficiency the participant admitted her lack of knowledge. She started by defining effectiveness as, “the ability to get stuff done in a timely manner.” As we discussed how the efficiency of the
organization has changed since the Reinvention Initiative, she admitted, “You know, I see the two words as related, so I’m not sure I know the difference between effective and efficient. I guess efficient is the in a timely manner part of getting stuff done.” The participant looked perplexed and said, “I should look them up. Do you care if I do that?” I responded in the affirmative and she grabbed a dictionary saying “Only because now I want to know, and I’m one of these people who keeps a dictionary in every room. Because I don’t know everything. I want to make sure I’m using the language right. (Laughs)” From the dictionary she read, ‘efficient: acting or functioning competently.’ And then read, ‘effective: serving to affect the purpose; producing the intent.’ So, yeah, I was right. One is the fast and the other is getting stuff done.” Now that the participant had the definitions, I asked if she felt the organization has become more efficient since the start of the Reinvention Initiative. The participant maintained based on her observations little improved.

It seems to me like the scheduling is faster, but not more effective because I don’t think it’s done as well, and I certainly don’t think having one schedule for seven colleges…I mean, could you imagine at UIC having to wade through every University of Illinois college to figure out what classes you can take? Or what the requirements are? So, yeah…I’m not seeing effectiveness or efficiency.

Her statement revealed how the Reinvention Initiative attempted to improve the effectiveness and efficiency of scheduling by making the registration process faster and by improving course offerings by organizing them system wide however only one of the two improvements was successful according to this participant. As I was wrapping up the
interview the participant was asked if there was anything she wanted to add and she started to discuss the state of mind of employees at the City Colleges. This is her brief description of the emotions and morale and faculty and staff at City Colleges of Chicago. Her description of the current culture of the City Colleges of Chicago also illustrates how the changes within the organization affected her work as a faculty member. Her statement also touches on how instructors will be evaluated under the Reinvention Initiative.

Being told constantly that we’re not doing a good job here…the morale here is so low. Fighting over our contract. We just signed a terrible, terrible contract, and I don’t understand why we agreed to it. I was fighting against it very, very hard. But, the way that they’re wanting to evaluate teaching is very, very bad. They want to evaluate us on graduation rate. They want to evaluate us on these things when I don’t have control over it. You know? And I’m a good teacher and when my students leave my classroom and because I know the sociologists in sociology departments in the region, I know that they do well. I have a student who went to Smith College. I have another one at Northeastern who’s going to be working…finishing her bachelor’s degree in anthropology and wanting to go on and get her Master’s degree in archaeology. I don’t even teach archaeology, but I taught her first Anthro class. The American Sociological Association says that 50% of all Sociology majors start in community colleges. This is their first exposure. So, we must be doing something right. But the morale is horrible. We’re yelled at, we’re told we’re stupid. We’ve got these ridiculous metrics that are now on our contract. It impacts our teaching. We don’t know where to go
when there’s a problem because we don’t have a clear idea of who’s in charge of what downtown.

She starts describing the morale of the employees of the City Colleges by describing what was happening to them. She indicated that faculty are being evaluated based the graduation rate rather than performance within the classroom. If you analyze this statement from the lens of Hom’s Model of Perception of Effectiveness at Community Colleges (2011), you can see how her job role could be motivation for her to perceptive the institution as effective prior to the Reinvention Initiative. Later in the conversation, her comments also touched on how her perception of institutional effectiveness during the Reinvention was influenced by information received through personal experience. In the case of the City Colleges during Reinvention Initiative, fear and rumors had a major impact on organizational culture and possible individual’s perception of effectiveness of the Reinvention Initiative.

She mentioned one of the anecdotes that was referred to by several of participants. It was the story of the Chancellor yelling at a staff member(s). Since none of the participants told the complete story during their interview the researcher asked this participant to describe what she knew about this incident. She responded not with facts about the interaction between the Chancellor and the staff but with a description of what message those communications sent to employees throughout the organization system. She went on to describe how the rumors resulted fear of negative consequences.

Well, I wasn’t the one yelled at, thank goodness. I might have yelled back.

(Laughs) Actually, so did this person. I think that, because everything in punitive.
Everything is punitive. If you don’t get it done, then you won’t have. … “We might take your teachers away if you don’t tell us why you need your teachers in the way we want you to tell us.” People are afraid of losing their jobs. Even tenured people are terrified of losing their jobs. Insubordination is…our union tells us, “If you’re asked to do something that is against the contract or unreasonable, do it, and then grieve it, so that you’re not called insubordinate.” Because insubordination means firing. We have a new inspector general’s office, which we used to have, I think, one and a half inspector generals. We now have, like, seven of them. So, we’re always feeling like we’re being surveyed. Have you read much Foucault? It’s the panopticon. Right? So, we feel like we’re in the panopticon all the time.

This story about people being afraid for their jobs mirrors the fear that Administrator 4 (Participant 10) spoke about in her message about participating in the study. If Hom’s model (2011) is true, then personal experience and network structure effects information. If this is true, then personally experiencing or someone in your network having the experience of being yelled at by the Chancellor or another incident may result in the

5 Foucault is a French philosopher and historian (Faubion, 2015, para. 1).
6 Panopticon is used to describe Foucault’s idea that institutions discipline those within it by “rendering each instance of “deviance” utterly visible, whether in the name of prevention or rehabilitation” (Faubion, 2015, para. 7). A Panopticon is “a circular prison designed in 1787 by the philosopher and social reformer Jeremy Bentham, which laid each inmate open to the scrutiny of the dark eye of a central watchtower,” (Faubion, 2015, para. 7).
perception that the institution’s leadership was not competent and therefore the Reinvention Initiative ineffective.

**Documents.** The researcher requested participants submit documents they developed to see how effectiveness, efficiency and the Reinvention Initiative are operationalized in their work. This participant submitted five documents. Four of the documents are from her work advocating for faculty rights as the faculty union was trying to renegotiate a contract. The documents included an agenda from a faculty council meeting, a proposal by Chancellor Hyman connecting student success to faculty bonuses, an internal document defining seniority and how layoffs will be determined during a period of financial exigency, a document from the Faculty Union for College G recommending that faculty vote ‘No’ to the proposed contract, and a single publication from the blog about the Reinvention Initiative.

Overall, the documents submitted by this participant show the changes proposed in the name of the Reinvention Initiative do not benefit the faculty. The document from the blog written by another faculty participant in this study and explains the other documents including the one developed by the faculty union by discussing the relationship dynamics between the City Colleges of Chicago and the local government with a blog post entitled “CCC Teachers mowed down as pawns in Emanuel’s War
Against CTU\textsuperscript{7}.” The blog starts by informing the reader of how City Colleges of Chicago leadership surprised faculty and staff:

Out of the blue, the full-time teachers and professionals of the City Colleges of Chicago began receiving in the mail on Saturday, August 25, [2012] notification about a tentative contract they did not know was being negotiated and which they were being asked to ratify in less than a week. Their current contract does not expire until July 12, 2013. Why the rush?

According to the blog’s author, the sudden rush to reevaluate the contract was related to the protests and conflict\textsuperscript{8} between the Mayor of Chicago and CCC faculty’s sister union, the Chicago Teachers Union. The blog goes on to describe the reason for the deadline as a “Machiavellian strategy.” The scheme is described as starting with the Mayor, “command[ing] CCC Chancellor Cheryl Hyman to extract from [City Colleges of Chicago Union]’s leadership a signed promise to deliver a yes vote by September 3, the day before classes are scheduled to start for [Chicago Public Schools].” The blog continues saying:

And to make sure that he [the Mayor] could extract maximum advantage from these developments, Emanuel wanted to schedule a press conference for Friday,

\textsuperscript{7} CTU is an abbreviation for the Chicago Teachers Union that consists of “nearly 30,000 teachers and educational support personnel working in the Chicago Public Schools,” (Chicago Teachers Union, 2015).

\textsuperscript{8} After months of negotiations the Chicago Public School Teachers went on strike on Monday, September 10, 2012. Teachers were in conflict with local government including salaries, length of the school day, class size, and standardized testing (Seven Issues, 2012).
August 24 to inform Chicago about the tentative agreement. To show how he managed to obtain a swift contract with a group of ‘reasonable’ Chicago teachers who could then be diametrically opposed to the recalcitrant and unreasonable CTU.

These statements, the blog post, and the other documents provided by this participant display the lack of trust of the Chicago government and City Colleges of Chicago leadership. This lack of trust has permeated into how the faculty see the Reinvention Initiative’s purpose and impact on the institution. The stories in these documents also display how the Reinvention Initiative is affecting faculty job roles and it is this impact that helps shape how they describe the Reinvention Initiative.

Faculty Member 4

**Summary of participant.** This participant had been with the City Colleges of Chicago for almost 40 years. He has received tenure and is a full professor. The participant’s years of experience at the City Colleges resulted in him having a wealth of knowledge about the institution and the Reinvention Initiative. Throughout the conversation, this participant kept the tone extremely positive. He kept the cup half-full tone although much of the conversation was spent criticizing some of the changes made by those in the leadership. The participant stressed that he does not believe the new leadership meant to negatively affect the colleges or students. This participant is a natural storyteller therefore his interview consist mostly of stories of about what was happening at the City Colleges of Chicago and at his individual college through the lens of his students and his faculty. These stories are display how his personal philosophies and his
experience influence his perception of effectiveness of the organization before and after the Reinvention.

**Summary of interview.** While this participant was very concise, he gave examples that described how the Reinvention Initiative has impacted students and classroom instruction. His responses and perception were based on his years of experience as a faculty member, information from his network structure, personal experience, etc. He also spent a good portion of time focused on how the new executive leaders, specifically the Chancellor, had no understanding of what it meant work or lead a higher education institution. Throughout the interview it was obvious that the participant believed that the negative changes that resulted from the Chancellor’s lack of knowledge were not the result of malicious intentions. He provides background about the organizational change by discussing how Chicago politics influenced change at the City Colleges of Chicago.

Look, I’m going to be mixing fact with opinion. Fact: there is a lot of concern in the country about the state of education. Mayor Rahm Emanuel has elected to use a business model for trying to correct issues. The person he hired, Chancellor Hyman, is strictly from the business world, and I’ll give you some anecdotes on how little she knows about the educational process, even though she’s supposed to be dressed up in degrees from educational institutions. But her involvement has not been in education. Their intentions are very, very good. All the people they hired are well-meaning people who see the problems. … The point is not that these people are being nasty. It’s just that they’re totally unaware of how our
academic institution works and they’re bringing with them their business knowledge with them from prior experience. Our college president, the new ones that were hired after they redefined the role of the college president, are mostly from industry, from business.

As the participant continued, he began to expound on how business practices had been implemented at the institution. While the participant was generally positive when describing the performance indicators that would be used to evaluate the success of Reinvention Initiative the participant showed his agitation with his experiences as an employee.

Business models try to establish performance indicators, and a performance indicator might be how many people walk into the store; how many people buy something; how many people can be talked into upgrading what they buy; how many…what percentage of, say, bad comments to we get on Twitter. There are all kinds of indicators and then the business model tries to use those to improve their bottom line. In the case of the business world, there is only one important number and that’s the bottom line; how much money have you made? To get your…what do you call it…bonus! [For the Reinvention] I don’t need to remember [the performance indicators] verbatim. There are things like…um…viable certificates, the number of people who get degrees…things of that nature that are…drop-out rates, that kind of thing. They’re all very much numbers-oriented and they’re trying to measure how effectively we’re doing those kinds of things. I’ve just been subjected to several, like, at least a dozen
presentations on them. It’s just that I reject the whole concept, so I don’t remember what they are.

The participant’s tone was cynical when talking about the Reinvention and this continued as he began to discuss the changes that have occurred since the start of the Reinvention Initiative. To describe how the Reinvention Initiative had influenced the City Colleges the participant began to provide anecdotes, as he promised, about what he was seeing and experiences since the Reinvention Initiative began. The stories depict the Reinvention’s impact on college traditions, students, course content, and faculty. The narratives also show how job role and personal experience is affecting how people understand the purpose and success of the Reinvention Initiative. Internal constituents’ understanding of their institution’s identity were disrupted by the changes occurring throughout the City Colleges of Chicago. Changes to organizational identity involve altering things that employees believe to be unique to the organization (Giogia & Thomas, 1996). In the case of the City Colleges and for this participant, the cancellation of a college tradition was a jolt to his perception of college identity.

The students are totally confused and frustrated. Every year for the past, I don’t know, 10 or 15 years, we have had an autumn celebration welcoming the students to campus. It’s called [College G]-palooza and what happens is that all of the clubs, the student clubs, and the various departments put on tables. And there’s activities…you get to throw a beanbag and guess what you’re supposed to be doing. Sometimes they have scavenger hunts: can you find the academic centers? This year, we were told that we were not allowed to hold that until we had
presented a student learning outcome…that’s a little document showing the academic benefits of having this [College G] - palooza thing. Do you understand our frustration?

This participant used this example to highlight how the new leadership’s lack of experience in education manifests and impacts university programming and students. The example also displays that the new leadership understands the importance of learning outcomes but does not innately understand the importance of programming and its relationships to student success and development to the point that they would rather cancel a traditional program because a form was not completed. Their decision to apply this barrier before approving an annual event is an example of how during periods organizational change internal members are forced to practice sense making continually as new ideas, practices and policies that are a part of the new vision of the organization disrupt their perception of the organization’s identity (Giogia & Thomas, 1996). Despite the change being focused on documenting student learning and success, the participant was exasperated with this change because he believed that they were the result of lack of knowledge by senior leadership because they were not functioning on the same assumptions as with the previous administration. Assumptions that were understood to exist within the organization previously.

These types of expectations were not limited to faculty and staff but the new policies and practices were also imposed on students. This faculty member continued to discuss how the new business process has directly impacted student leaders saying, “The students have been jacked around, left and right, with…it’s just like this: student
government has been told that they have to get…prepare a document presenting how their organization benefits the institution. None of this makes any sense.” The participant also described a new policy that required faculty submit proposals for class field trips the semester prior. The faculty was frustrated by this new requirement because he felt it was not practical because most faculty do not know who will be in their classes until the start of the term. The impact of this policy on adjunct faculty members’ ability to effectively teach was frustrating for the participant. Each of these instances display that the Reinvention Initiative was a strategic change that affected not only the outcomes of the organization but all of the practices within the organization from top-level management to students. This is in alignment with Levin (1996) definition of change within an organization as something that involves changes in all aspects of the institution.

These anecdotes were the foundation for his belief that the new leadership’s lack of knowledge community colleges and specifically the City Colleges operated was negatively affecting students, faculty and the institution. The participant says this by providing an example of decision that was held up directly for this reason.

You’re familiar with the concept of assistant, associate, and full professors being ranks. These are ranks that granted by the faculty to the faculty, and then stamped and sealed with the board’s approval saying that, “OK, you have now been promoted from assistant to full professor” … Our Chancellor was not aware of this. Right after she came in, she had a list of promotions on her desk. She went to H.R. asking them for justification for these promotions. They claimed that they’re not even aware of what these ranks mean. They’ll have to go research it.
It took about three months. So, we weren’t able to announce the promotions at our graduation, which is where we normally do it. They were not approved then until the following August, at which point she said, “Dammit! Somebody should have told me that it had no economic significance, that it was just a formality.” The point is, I don’t think she was being mean-spirited. She just doesn’t know how any of these things work, so when she cuts into things … she’s like a bull in a china shop. She doesn’t realize that every time she turns around, her tail is just taking 15 glasses and knocking them off the shelf, and these are pretty important crystals. That’s why china shops have rules that say, “No children allowed.” Not because children are intentionally going to do bad things, but because children aren’t aware of the damage that they’re causing. So, you can imagine what faculty thought about having their promotions held up, and then someone saying, “Oh, well. I didn’t know that. Never mind.” But that’s, what I’d say, pretty typical of everything she’s done. It has been through not understanding the process rather than trying to intentionally screw us over. The problem is, Hyman is not aware that this is how things work. She calls a meeting and we say, “Wait a second. I’m in class then.” “Well, can’t you change it? Can’t you reschedule it, because I’m the Chancellor and you should be here.” She’s gotten over that, finally, but she doesn’t realize that when a student signs up for a class, it’s at a certain time and that’s when we have to be in the classroom. And if we’re not in the classroom at that time, the student isn’t going to just change his schedule because the store is closed now; we’ve got to go in an hour later. But, no, the
The answer is…none of the changes came before the Reinvention because prior to the Reinvention there were some understandings as to how things worked. The Reinvention tried to shake things up and that’s the effect.

The Chancellor’s lack of knowledge of “how things worked” at the City Colleges of Chicago led this participant to be unable to identify how the Reinvention had made the institution more effective in any way. While articulating this, he mocked the increased graduation rates that the Chancellor boasted about by saying they were giving students “bogus degrees.” He said, “It may look more effective on paper because of these little subterfuges, but really, no. The classroom environments have deteriorated.” This response is reflective of his job role within the institution. As a professor he is face to face with students therefore the quality of the classroom experience impacts how he views the organization overall and the Reinvention Initiative. His high level of contact with students also influences his definition of effectiveness. His definition was simple and was followed by a critique of the Reinvention Initiative, the Chancellor and the Mayor of the City of Chicago. “Effectiveness means that the student is able to accomplish his/her goals. The problem is that students’ goals are definitely not the same as the Mayor’s or the Chancellor’s.” His criticism of the Reinvention was also embedded in his definition of efficiency as “can the teacher do what needs to be done? You know, but no more effort than it used to take last year.” Although he was critical of the new Chancellor, he ended his interview telling a story that articulated that he understood why the Mayor brought in a non-educator to lead the City Colleges.
My grandfather used to have a vineyard back in Newark. And they used to grow grapes and make wine, OK? When he went out to hire workers for his vineyard, the first question he asked them was, “Have you ever worked in a vineyard with grapes before?” If they said “yes,” he would not hire them. Well, the reason was, he didn’t want to have to find out what they knew and then un-teach them. If he took someone straight out of nowhere and told them what he wanted to do, he would get the results he was looking for. And there are places where this makes a lot of sense, like in the vineyard. But in an academic environment, we’re feeling that everybody that’s been hired at that level…I’m trying to think of the various people…the lady who’s now in charge of business to…college careers…Every one of them is familiar with the other side of the fence, the career side, the business side, but they cannot know how we operate. And I can see why maybe the mayor and maybe the chancellor think that they’re going to be better equipped to get the results they want by hiring people who’ve not been corrupted by the academic environment. But, we disagree.

This participant understood that when hiring someone past experience was an important factor however the participant believed that the decision to hire someone who did not understand the community college system was a failure because students were being adversely affected by the new policy and practices being implemented. The narratives this participant was able to provide display that his job role as a faculty member and tenure within the institution all influenced his decision not to support the changes made at the organization.
**Documents.** This participant submitted one document to supplement his interview. The document was an article from Crain’s Chicago Business Review. The article is from 2012 and describes Reinvention as a change strategy brought in by the new Chancellor Hyman and pushed by Mayor Rahm Emanuel. The article does highlight the concerns of faculty who believe that the Reinvention’s work to prepare student for a job market is taking away from the original mission of the community college of serving low income, minority, and students who do not know what direction they would like to take professionally. The article presents both sides of debate between the Mayor and Chancellor Hyman and the faculty. The article also exposes some of the flaws in the Chancellor’s process of change including the amount of funding she spent growing the district office. While much of the article allows both sides to go head to head about issues it does insert a statement about the 7% graduation rate statistic that is widely publicized: Graduation rates at community colleges nationwide average 20.6 percent – hardly the gold standard – so now one argues that 7 percent is an acceptable number. But the statistic can be misleading, since it counts only first-time, full-time students who graduate within three years. That accounts for just 12 percent of the City Colleges students seeking degrees or certificates (Ylisela, 2012).

The article highlights this statistic to put what the Mayor, Chancellor, and other allies are saying about how poorly the community college system was doing into perspective. The article goes on to highlight some of the chancel Chancellor Hyman is implementing to help students complete their course at the City Colleges faster by modeling programs after award winning community college systems and traditional 4-
year institutions. The article concludes by discussing how time is not on the chancellor’s side as her contract was up for renewal in 2013. However, when talking about time and the need for quick improvement the Chancellor states, “We’re all going to be held accountable” (Ylisela, 2012).

Faculty Summary

The purpose of this study was to learn how City Colleges of Chicago stakeholders understood the Reinvention Initiative, efficiency and effectiveness. Three research questions were identified to do help understand the changes occurring at the City Colleges. The selected quotes were meant to incorporate the voices of participants, the purpose of this phenomenography is to capture how internal and external constituents understand what the Reinvention Initiative, effectiveness and efficiency. The outcome of a phenomenography is categories of descriptions. Below you will find the categories of descriptions and answers to research questions found by doing an analysis of data from faculty participants.

Description of the Reinvention Initiative. According to faculty the Reinvention Initiative is meant to transform the City Colleges of Chicago using business practices such as centralization in an effort to meet the needs of local industries.

Efficiency. Overall faculty did not believe that the Reinvention Initiative improved the efficiency of the organization. As a group they described efficiency as being about getting the job done using less effort or money than before. Faculty believed that the implementation of the business model created more hurdles regarding decision making at the individual colleges. While faculty had not thought about efficiency prior to
the Reinvention Initiative the issue was now highlighted in their minds because it was affecting their work.

**Definition of effectiveness.** The Reinvention did not change faculty’s perspective on what it meant for the City Colleges to be effective. The faculty participants maintained their philosophy that community colleges have multiple missions including continuing education, training, transfer preparation, etc. To them the City Colleges would be effective when students are able to reach their educational goals. They also were frustrated that their hard work with students was not visible in the graduation rate that the Chancellor publicized.

**Additional Analysis**

Figure 2.2 describes the factors that influence how institutional constituents understand effectiveness. These same factors influenced how the participants understood the Reinvention Initiative and efficiency as well. The job roles, personal philosophies about society, personal experience, and individual network structure influenced all of the faculty participant’s perception of what was occurring at the City Colleges. All of the participants felt that the Reinvention Initiative was not helping the organization improve. While they were able to identify how and why the Reinvention Initiative negatively influenced their jobs they had not thought about issues like efficiency. One participant even implied that the issue of efficiency is something that was new and the result of the business model being implemented into higher education.
Chapter Summary

Chapter Four presented a summary of study participants, quotes from interviews, a summary of the documents provided by those interviewed, answers to research questions and final categories of descriptions. This chapter also presented a description of issues the researcher had accessing participants. The purpose of this chapter was to provide a reach understanding of the data collected for this study. Table 4.2 presents a summary of how participants described the Reinvention Initiative, efficiency, and effectiveness.
### Table 4.2

**Summary of Results**

<table>
<thead>
<tr>
<th>Participant classification</th>
<th>Definition of Reinvention Initiative</th>
<th>Definition of effectiveness</th>
<th>Definition of efficiency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrators</td>
<td>The Reinvention Initiative is about bettering how the City Colleges of Chicago insured student success. This was done by working with local businesses and making decisions that were driven by data or based on national standards. The change was initiated by the hiring of a new chancellor.</td>
<td>Effectiveness is to reach institutional goals by appropriately allocating resources throughout the institution</td>
<td>Efficiency is getting a task completed in a timely manner using specific steps that are clearly outlined in institutional policy and procedures</td>
</tr>
<tr>
<td>Community leaders</td>
<td>The Reinvention Initiative is meant to transform how the City Colleges of Chicago does business so they can increase graduation rates and overall performance.</td>
<td>Institutional effectiveness means that more students are completing their degrees and programs by going to receiving an associates or going on to a four year institution.</td>
<td>Efficiency relates directly to the student experience. For them questions concerning efficiency include: How long does it take for a student to reach their goals? How long does it take to register for classes?</td>
</tr>
<tr>
<td>Faculty</td>
<td>The Reinvention Initiative is meant to transform the City Colleges of Chicago using a business practices such as centralization in an effort to meet the needs of local industries.</td>
<td>Effectiveness is when students are able to reach their educational goals.</td>
<td>Efficiency is the about getting the job done using less effort or money than before.</td>
</tr>
</tbody>
</table>
CHAPTER FIVE

DISCUSSION

Introduction

In this chapter the researcher concludes the dissertation by providing a review of the purpose of the study, the research questions and methodology. The findings of the study are summarized and from these outcomes, implications for practice are identified. The chapter concludes with recommendations for future research.

Summary of the Study

In this section the researcher will summarize the study by reviewing the purpose of the study, theoretical foundation for the study, research questions that guided the study, and the methodology used for the research.

Purpose and Significance of the Study

The purpose of this study was to add to literature on community colleges and organizational change. Given that those working within higher education institutions no longer have sole ownership of what institutional effectiveness means, external stakeholders were invited to participate in the study (Schmidtlein & Berdahl, 2005). This study explored how interested parties, internal and external, understood the organizational change called the Reinvention Initiative occurring at the City Colleges of Chicago and how these changes influence constituencies’ definition of efficiency and effectiveness for the organization.
Research Questions

To do this, three research questions developed to help understand the experiences and meaning making processes of the organization’s constituents during the organizational change. The research questions asked: how do City Colleges of Chicago stakeholders describe the Reinvention Initiative, how has the Reinvention Initiative affected how the internal and external constituents define efficiency, and how has the Reinvention Initiative affected how the internal and external constituents define effectiveness? Using the data collected using these research questions the researcher was able to ascertain how City Colleges of Chicago stakeholders understood the Reinvention Initiative, efficiency and effectiveness.

Theoretical Foundation

Higher education institutions are a public good (Tilak, 2008) and therefore based on organizational ecology theory there are number of constituents, individuals and organizations that affect a college’s behavior (Gortner, Nichols, & Ball, 2007; Pfeffer & Salancik, 1978). Within an organization’s environment the level of interdependence with other organization is based on the scarcity of resources (Miner, 2002). Based on this resource dependency theory when determining the effectiveness of an institution one has to look at groups internal and external to the organization. The list of internal and external stakeholders is extensive and as a result Hom (2011) proposes that different individuals, advocacy groups, and organization will perceive an organization’s effectiveness differently. Hom’s Model of Perception of Effectiveness identifies several factors that influence a stakeholder’s perception of institutional effectiveness. Hom’s
model is not static but one that changes depending on the experiences and changes in
knowledge and views of a stakeholder (2011). Meaning as sensemaking occurs
perception will change. Therefore, as the Reinvention Initiative occurred individual’s
perspectives may have changed. The elasticity of perception influences how data was
collected for this study.

Methodology

The purpose of this study was to explore how interested parties understand the
Reinvention Initiative, efficiency and effectiveness. In order to accurately answer the
research questions a qualitative research method called phenomenography was employed.
This research methodology will capture the variance in how different people understand
an event (Hasselgren & Beach, 1997, p. 192; Marton, 1981, p. 179). For this study overt
and covert data collection was used to obtain data from stakeholders of the City Colleges
of Chicago. The researcher did semi-structured interviews and collected documents from
participants. The data was collected and then analyzed using familiarization (Glesne,
2006) and open coding, the identification of conceptions. Through this process
conceptions and categories of descriptions were identified.

Discussion of the Findings

Ten individuals agreed to participate in this research study. In addition to the
interviews, ten documents were submitted by participants. Table 4.1 provides a
description of all of the participants which consists of three categories of stakeholders:
City College of Chicago administrators and staff, City Colleges of Chicago faculty and
leaders of community organizations affiliated with the City Colleges of Chicago. Each of
these groups professions differ and therefore their experience with the Reinvention Initiative were varied. Categories of descriptions of the Reinvention Initiative, efficiency and effectiveness as included in Table 4.2. While this table provide results by professional groups, it is important to describe the data in relation to their position within or outside of the organization as it is stated in the research questions.

Perspective of Internal Constituents

Overall internal constituents agree that student success is a positive goal. The reason each of the stakeholders wanted to improve student success varied. For example, one participant said that it was simply “time for a change.” While another stated that he understood how some centralization could improve the organizational processes of the City Colleges. Faculty also wanted their students to be successful. However, they did not agree that the changes would help the students they worked with daily. This sentiment was shared by some of the administrators. One administrators implied that her problem was that the curriculum was aligning with the needs of businesses. Like this participant several internal continents were bothered that the Reinvention Initiative was implemented based on a set of assumptions, including that a business model would improve institutional outcomes and that the City Colleges should focus on preparing students for jobs with local companies. The alignment of the City Colleges of Chicago with concepts from corporate ideals did not match with some internal stakeholder’s understanding of their organization’s identity.

Given that identity includes, “those features of the organization that members perceive as ostensibly central, enduring and distinctive in character that contribute to how
they define the organization and their identification with it” a number of participants experienced various of emotions during the Reinvention Initiative (Giogia & Thomas, 1996, p. 372). This was apparent during interviews as well as in conversations held prior to my meetings with participants. Throughout the research process, the researcher observed a lot of skepticism and fear. Participants were skeptical of the researcher, the Reinvention Initiative, and of the new Chancellor. The culture of fear that was present was a result of staff changes from people leaving the organization by choice and/or expulsion as well as polices that made it hard for them to do their job.

Perspective of External Constituents

The two external constituents supported the Reinvention Initiative. They trusted the statistics they were given by the organization and therefore believed that the City Colleges of Chicago were not successful in its current state and were in need of some changes. Their support of the direction that the new leaders were steering the organization is reflected in their description of the Reinvention (see Table 4.2). Literature indicates that effectiveness is determined by those outside of the organization (Pfeffer & Salancik, 1978). The external constituents who participated connected organizational effectiveness to student reaching their intended goal which may or may not lead to an increase in the graduation rate. This position has caused conflict with one of the City Colleges well publicized measures of effectiveness – increase in graduation rate. External stakeholders had little knowledge about the efficiency of the organization. This is in alignment with research by Pfeffer and Salancik (1978) that says individuals within the organization define efficiency.
Implications for Practice

It is evident that community colleges and those in education no longer have the sole proprietary rights over assessing if they are effective (Schmidtlein & Berdahl, 2005). This has resulted in a number of stakeholder opinions. However, the state and federal governments in particular have been very influential in forcing institutions to prove efficiency and effectiveness based on data (Cohen & Brawer, 2008). This is supported in the Aspen Institute report (2012) when participants indicated that an effective president should be proficient in understanding and using data to make strategic decisions. This will become even more pressing due to the probability that states will begin to increase funding for those institutions that are able to prove results (Cohen & Brawer, 2008). The federal government is stressing the importance of data by pressuring accrediting agencies to increase standards for accreditation (Cohen & Brawer, 2008). It is this type of pressure that likely lead to the Reinvention Initiative. However, based on the results of this study it is clear that the implementation of organizational change in an effort to improve student success was carried out in a different manner at the City Colleges of Chicago.

Given that community colleges are being held accountable by their local communities, cities, and states, there are two things college president can do to implement data driven organizational change. First, given quantitative research’s importance, college presidents will have to increase the number of staff at all levels of the institution who know how to collect and use data to make decisions daily (Aspen Institute, 2012). Secondly, community college presidents must communicate effectively with internal and external constituents (Aspen Institute, 2012). Clear communication will
likely result in more partners towards accomplishing a college president’s goal (Cohen & Brawer, 2008).

**Recommendations for Further Research**

The purpose of this study was to learn how City Colleges of Chicago stakeholders understood the Reinvention Initiative, efficiency and effectiveness. Three research questions were identified to help understand the changes occurring at the City Colleges. Based on the data collected using semi-structured interviews and document analysis categories of description were identified. However, based on the findings of this study further research can be done to enhance the literature on organizational change and community college effectiveness and efficiency.

Given that there were only 10 participants in this study, research must be done to understand the Reinvention Initiative from the perspective of the prospective and currently enrolled students, the Chief Executive Officer, local business owners who hire graduates of the City Colleges of Chicago and members of the local government. This study can also be expanded by doing multiple interviews with participants. Since sensemaking in a continuous process speaking with participants every periodically throughout organizational change could add to the body of literature around how perception changes over time.

The literature around perception of effectiveness can be enhanced with more studies on Hom’s Model of Perception of Effectiveness at Community Colleges (2011). Studies need to be done expanding on the definitions of the factors that influence
effectiveness. The model should also be tested at multiple community colleges, including some that are not in the midst of a major organizational change.

Conclusion

This study explored how interested parties, internal and external, understood the organizational change called the Reinvention Initiative occurring at the City Colleges of Chicago and how these changes influence constituencies’ definition of efficiency and effectiveness for the organization. The data collected indicated that internal and external constituents support organizational changes that would support student success. However, there were concerns surrounding how the changes were implemented at the City Colleges. Several of the participants were affected by the organizational changes some with increase hurdles to performing their jobs and others losing their positions or being reassigned.

When examining how the Reinvention has affected constituents’ perspective of efficiency, it was determined that faculty and community members had not considered about efficiency prior to the Reinvention. Faculty posit that since the Reinvention Initiative efficiency was on their minds because the new processes and policies were affecting their work. External constituents did not have a lot of knowledge about efficiency. This is in alignment with research that states that efficiency is determined internally (Pfeffer & Salancik, 1978).

Concerning effectiveness, external stakeholders connected organizational effectiveness to student reaching their intended goal but not necessarily to an increase in the graduation rate. This view has resulted in dissension with one of the City Colleges of
Chicago well publicized measures of effectiveness. The responses from those external to the organization supports faculty belief that the City Colleges of Chicago has multiple missions at the City Colleges.

Overall the study added to the literature on community colleges, organization effectiveness and efficiency. However, there are some areas were research needs to be done including an expansion of the type of stakeholder perceptive analyzed and greater understanding of an individual’s perception of effectiveness at community colleges.
APPENDICES
Appendix A

Interview Questions

1. Describe what the Reinvention Initiative is about.
   a. You said the Reinvention Initiative is/is not about [insert language used by participant]. Could you describe that?
2. Why has the City Colleges adopted the Reinvention Initiative?
3. What changes have occurred at the City Colleges since the Reinvention Initiative began?
   a. Which of these changes were positive?
   b. Which of these changes were negative?
   c. What events contributed to these changes?
   d. Who influenced these changes?
4. Talk to me about how the Reinvention Initiative has influenced the effectiveness of the organization.
   a. What changes have made the organization more effective?
      i. Describe a change that has made the organization more effective.
   b. What changes have made the organization less effective?
      i. Describe a change that has made the organization less effective.
   c. Describe how you are defining effectiveness when you are answering these questions.
5. Talk to me about how the Reinvention Initiative has influenced the efficiency of the organization.
   a. What changes have made the organization more efficient?
      i. Describe a change that has made the organization more efficient.
   b. What changes have made the organization less efficient?
      i. Describe a change that has made the organization less efficient.
c. Describe how you are defining efficiency when you are answering these questions.

6. Tell me who are the people involved in the Reinvention Initiative.
   a. What is your role in the Reinvention Initiative?

7. Who do you suggest I speak with to learn more about the Reinvention Initiative?
Appendix B

Institutional Review Board Approval

Dear Dr. Satterfield,

The chair of the Clemson University Institutional Review Board (IRB) validated the protocol identified above using exempt review procedures and a determination was made on June 15, 2012, that the proposed activities involving human participants qualify as Exempt from continuing review under category B2, based on federal regulations 45 CFR 46. You may begin this study.

Please remember that the IRB will have to review all changes to this research protocol before initiation. You are obligated to report any unanticipated problems involving risks to subjects, complications, and/or any adverse events to the Office of Research Compliance (ORC) immediately. All team members are required to review the “Responsibilities of Principal Investigators” and the “Responsibilities of Research Team Members” available at http://www.clemson.edu/research/compliance/irb/regulations.html.

We also ask that you notify the ORC when your study is complete or if terminated. Please let us know if you have any questions and use the IRB number and title in all communications regarding this study.
Appendix C

Response to City Colleges of Chicago Concerns about Study

I appreciate you having expressed your concerns about the research my student, Ms. Jennifer Horace, has been conducting on the topic of the City Colleges of Chicago Reinvention Initiative.

I have consulted with the Clemson University IRB and they have informed me that IRB approval of human subjects research is required at the home institution of the researchers, but not at an institution that is the subject of a research study. Ms. Horace and I have received approval from the Clemson University IRB for the conduct of this study about the Reinvention Initiative, and Ms. Horace has carried out that research within the parameters of the approved protocol.

In light of the very public way in which City Colleges has discussed the Reinvention Initiative, I find your response to Ms. Horace both confusing and surprising, especially after the research has already started.
Because participation in this study is voluntary, we will continue the research, with the confidence that it is in compliance with all applicable laws, rules and regulations.

I hope that this message resolves your concern. Thank you again for your assistance to date. I hope that the City Colleges of Chicago shares our interest in the outcome of this research.

Sincerely,

James Satterfield, Jr.
Appendix D

Recruitment Email about Being in a Research Study

Hello [Insert name of Potential Participant]:

Dr. James Satterfield, Jr. and Jennifer M. Horace are inviting you to take part in a research study. The purpose of this research is to learn about the Reinvention Initiative occurring at the City Colleges of Chicago.

If you choose to participate, your part in the study would be to participate in a brief interview where you will describe what you know and understand about the Reinvention Initiative. It will take you about 30 minutes to be in this study. If you are willing and if possible you may be asked to supply a document you developed about the Reinvention Initiative, institutional effectiveness, and institutional efficiency.

You do not have to be in this study. You may choose not to take part and you may choose to stop taking part at any time. You will not be punished in any way if you decide not to be in the study.

If you choose to become a participant, we will do everything we can to protect your privacy and confidentiality. We will provide you will a detailed description of how your privacy will be protected prior to the interview.
If you have any questions or concerns about this study, please contact Dr. James Satterfield at Clemson University at 864-656-5111.

If you have any questions or concerns about your rights in this research study, please contact the Clemson University Office of Research Compliance (ORC) at 866-297-3071 or irb@clemson.edu.

Thank you of your consideration.

All the best,

Dr. James W. Satterfield, Jr.
Associate Professor
Clemson University

Jennifer M. Horace
Doctoral Candidate
Clemson University
Appendix E

Informed Consent

Information about Being in a Research Study
Clemson University

A Study of the Reinvention Initiative at the City Colleges of Chicago

Description of the Study and Your Part in It

Dr. James Satterfield, Jr. and Jennifer M. Horace are inviting you to take part in a research study. James Satterfield is a faculty member at Clemson University. Jennifer Horace is a doctoral student at Clemson University, running this study with the help of Dr. James Satterfield. The purpose of this research is to learn about the Reinvention Initiative occurring at the City Colleges of Chicago.

Your part in the study will be to participate in a brief interview where you will describe what you know and understand about the Reinvention Initiative. If you agree to participate, the interview will be audio recorded. At the end of the interview, if you are willing and if it is possible, to supply the researcher with a document you developed that discusses the Reinvention Initiative, institutional effectiveness, and institutional efficiency.
It will take you about 30 minutes to be in this study.

Risks and Discomforts

We do not know of any risks or discomforts to you in this research study.

Possible Benefits

We do not know of any way you would benefit directly from taking part in this study. However, this research may help us to understand more about the Reinvention Initiative, the City Colleges of Chicago, and community colleges overall.

Protection of Privacy and Confidentiality

We will do everything we can to protect your privacy and confidentiality. We will not tell anyone outside of the research team that you were in this study. Specifically, the following steps will be taken to protect your privacy and confidentiality. Interviews and documents will be kept in a separate file from any identifying information regarding the participants of the study. Audio recordings, emails, data analysis, and contact information will be stored on a password protected computer.
All audio recordings, emails, data analysis and contact information, will be destroyed at the completion of the study.

You always have the option to meet at a location away from the City Colleges of Chicago.

**Choosing to Be in the Study**

You do not have to be in this study. You may choose not to take part and you may choose to stop taking part at any time. You will not be punished in any way if you decide not to be in the study or to stop taking part in the study.

**Contact Information**

If you have any questions or concerns about this study or if any problems arise, please contact Dr. James Satterfield at Clemson University at 864-656-5111.

If you have any questions or concerns about your rights in this research study, please contact the Clemson University Office of Research Compliance (ORC) at 866-297-3071 or irb@clemson.edu.

**Consent**
I have read this form and have been allowed to ask any questions I might have. I agree to take part in this study.

Participant’s signature: _______________________________ Date: _____________

A copy of this form will be given to you.
REFERENCES


