

12-2004

## A Case Study of UNLV Students Enrollment and Financial Services: The Trend to Blend Key Student Services into a One-Stop Shop

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<http://dx.doi.org/10.34917/1642835>

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**A Case Study of UNLV Student Enrollment and Financial Services:  
The trend to blend key student services into a One-Stop Shop**

By

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A Professional Paper submitted in partial fulfillment  
of the requirements for the

Master of Public Administration  
Department of Public Administration  
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December 2004

## **ACKNOWLEDGEMENT**

I would like to thank the faculty for the guidance they have given to me as a student within the Public Administration Program at UNLV. I want to thank my family who has supported me throughout my involvement in this program and while completing this professional paper, their support and encouragement are what kept me persistent in achieving the goal of completing the program. Finally, I want to thank Dr. Anna Lukemeyer for helping me with the task of completing this paper and making it all it could be under the circumstances.

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## **INTRODUCTION**

University administrators are constantly looking for innovative approaches to assist students with their overall academic experience. For administrators and students the desire is to focus more on academics and less on the mechanics of applying for admissions, applying for financial aid, registering for courses, and other administrative processes.

Many institutions, including UNLV, followed the traditional approach to providing enrollment support services such as Admissions, Registrar, Bursar, and Financial Aid. This approach has been characterized as a “silo structure” in which each service is a separate division, and staff are identified as specialists within their area of focus. In this structure, staff do not attempt to assist students when it comes to another divisions’ area of expertise. Under this approach students often must visit multiple offices at opposite ends of the campus to speak with the specialist who can help them.

The emerging trend nationally is to focus on creating one location for the student to get the assistance and information he or she needs. Universities across the nation are concluding that the “silo structure” promotes unneeded run-around for students. The way to reduce the amount of time a student uses for unnecessary run-around is through one-stop service, where students seek assistance from generalists, cross-trained on a variety of student service topics or through on-line services that provide information, forms, and the ability to make decisions 24/7 rather than from 8-5, Monday through Friday.

In line with this philosophy, UNLV restructured its Admissions, Registrar, and Student Financial Services offices to provide quicker, more efficient support services to

students. The purpose of this case study is to look at the restructuring from an organizational theory perspective. Using organizational theoretical frameworks identified by Lee G. Bolman and Terrence E. Deal (2003), this case study will examine the restructuring that took place at the University of Nevada, Las Vegas.

## **LITERATURE REVIEW**

Two types of literature provide the background for this case study. The first is the literature developed in organizational theory concerning organizational structure and change. The first section of the literature review draws on Bolman and Deal's (2003) synthesis to present this work. The second section reviews professional literature specific to the provision of student support services and directed to professionals in that field.

### Organizational Theory: Basic Principles

Bolman and Deal (2003) identify four theoretical frameworks for studying organizations and organizational change. The theoretical frameworks identified are Structural, Political, Human Resource, and Symbolic. The structural frame, as summarized by Bolman and Deal, "emphasizes goals, specialized roles, and formal relationships." (p. 13) This frame focuses on the division of labor, assigning responsibilities that are appropriate to each area of expertise. The structural frame sees the organization as a machine or factory. Within the structural frame the importance is divided among task, technology, and the environment in which the organization is set.

In contrast, the Human Resource frame focuses on individual needs rather than the needs of the organization. The human resource frame sees the organization as a

family with “needs, feelings, prejudices, skills, and limitations.” (p. 14) This frame emphasizes empowering individuals within the organization so that they feel good about what they are doing and will get the job done.

The Political frame’s main concept is power. With power come conflict, competition, and internal politics. If the power is properly dispersed, the organization will run smoothly. However, when the power is concentrated in the wrong place or too widely spread, nothing gets done. (Bolman and Deal, p. 14) This frame views organizations and people as competing for resources and overall power. This frame portrays the organization as a jungle: it is the survival of the fittest.

The Symbolic frame “sees organizations as cultures, propelled more by rituals, ceremonies, stories, heroes, and myths than by rules, policies, and managerial authority.” (Bolman and Deal, p. 14) Bolman and Deal compare this frame to a theatrical performance. The organization is comprised of actors acting out scenes. These scenes create a perception based on what the audience interprets the actor’s actions to mean. When the actors play their parts poorly the organization’s rituals and ceremonies lose their importance. (Bolman and Deal, p. 14)

For the purpose of this case study, the author will focus on the structural frame as a basis for analyzing UNLV’s restructuring of student services. The structural framework draws upon two classical approaches to organizational theory, Frederick Taylor and Max Weber (Bolman and Deal, 2003). Taylor’s approach to organizational theory focuses on the structural layout and intends to find the most efficient manner to accomplish the core process. He focused on identifying how ‘time and motion’ impact productivity, which he coined as “scientific management.” Other theorists expanded the

scientific management model to include a focus on “specialization, span of control, authority, and delegation of responsibility.” (Bolman and Deal, p. 45)

The second classical approach used as a foundation for the structural framework utilizes the concept of hierarchy. Max Weber focused on a patriarchal structure where the one person at the top, a father figure, had ultimate control over those beneath him. This person can “reward, punish, promote, or fire on personal whim.” (Bolman and Deal, p. 46) Weber’s model had 6 components:

- (1) a fixed division of labor,
- (2) a hierarchy of offices,
- (3) a set of rules governing performance,
- (4) separation of personal from official property and rights,
- (5) technical qualifications (not family ties or friendship) for selecting personnel, and
- (6) employment as primary occupation and long-term career. (p. 46)

Weber’s theory was expanded to include a closer look at organization structure and the reasons organizations chose certain structural layouts. The theory was also expanded to look at how the structural layout impacted the people within the organization; morale, productivity, and effectiveness. (Bolman and Deal, 2003)

As stated above, the structural frame focuses on creating an efficient and effective distribution of roles and responsibilities. It leaves the psychological factors to the other frameworks. In line with this emphasis, Bolman and Deal identify six assumptions that underlie the structural framework:

1. Organizations exist to achieve established goals and objectives.
2. Organizations increase efficiency and enhance performance through specialization and a clear division of labor.
3. Appropriate forms of coordination and control ensure that diverse efforts of individuals and units mesh.
4. Organizations work best when rationality prevails over personal preferences and extraneous pressures.

5. Structures must be designed to fit an organization's circumstances (including its goals, technology, workforce, and environment).
6. Problems and performance gaps arise from structural deficiencies and can be remedied through analysis and restructuring. (p. 45)

These assumptions assume that an organization that is structured appropriately will run more efficiently. Other frameworks focus on other factors such as how people and their personalities impact organizational structure, or how vision and expectations impact organizational structure. The structural framework looks at the structural layout and the parameters it operates within.

Bolman and Deal identify six factors or "imperatives" that influence how an organization is structured. The organization structure is influenced by these parameters, or imperatives. The final layout of the organization's structure is a result of its circumstances and experiences in terms of the six imperatives. Each of the six imperatives and how they influence an organization will be discussed.

The first imperative is *size and age*. Bolman and Deal identify that the size of an organization affects its structure. If an organization grows, the processes within the organization end up being more formal and complex. Another pressure that comes with growth is that roles within the organization must change in an appropriate manner to reflect the size of the organization. The author of this study understands this to be directly related to the number of individuals carrying out the task. If the organization does not have adequate staff to carry out the demands of the organization, whether it is to assist clients or to keep up with supply and demand, the organization will experience problems in output. On the flip side, if an organization is downsizing, the roles of the staff must be reconfigured to fit the smaller structure. (p. 58-60)

Age is also a component of the first imperative and influences the organization. Bolman and Deal couple age with size because most organizations grow over time and will influence the overall size of the organization, which impacts the complexity of the processes within the organization as described above. Age also can be seen as a producer of a mindset and can impact the organization's attitude toward change. We all have heard the slang saying, "If it ain't broke, don't fix it." However, this may cause the organization to not meet its full potential, just because something is working does not mean it is the best way of accomplishing a task.

The second imperative focuses on the *core process* of the organization and how the process or the technology used for producing a product or service affects the organization's structural layout. Once again it comes down to the pressures that impact the desired output of the organization. Some organizations have a simple core process with predictable influences that can be planned for in advance, problems can be anticipated and solutions can be in place to address problems as they occur, and the product itself is predictable. Organizations that deliver a product that does not vary in nature have a simple core process layout. An organization that produces something that is constant like a box of cereal is simple in structure. However, an organization that produces a service is more complex. This is due to the unpredictable nature of the individual who is receiving the service and how the person providing the service may react to the customer. In this scenario, you are dealing with people who are unpredictable by nature. (p. 60-61)

Another factor related to the core process of an organization focuses on technology, in some instances technology may be the core process. Technology is

utilized throughout an organization and an organization's adaptability to technology is a predictor of the organizations success and output. Older organizations may struggle with technology as they have the task of integrating their old processes with a new process that utilizes technology. (p. 60) This may create a feeling of uncertainty with the people within the organization and may require a change in the structural layout due to the elimination of jobs or the roles of staff changing as a result of the technology. A perfect example is the machinist that used to make a product by hand, using their tools of the trade. When technology enters the picture the machinist must set his tools a side and learn how to program the computer so that a machine can produce the product that he or she used to create by hand and through a learned skill.

The next imperative focuses on the *environment* of the organization and how different pressures impact an organization's ability to produce a service or product. Organizations that have minimal or predictable influences tend to have a simpler structural layout. On the flip side, organizations that have unpredictable influences due to changing dynamics of their clients, products, and expectations tend to have a more complex structural layout. Due to the complexity of the organization's structure more coordination is necessary and the structure must have processes in place that are somewhat flexible. This type of a situation requires the ability to be able to work vertically (traditional top-down pyramid management) and horizontally (newer flat approach to management). This poses a problem for the organization because the traditional top-down manager has a difficult time understanding the new, flat approach to management. (p. 61)

Other environmental influences that impact the organization exist and may be out of the direct control of the organization. Bolman and Deal (2003) use the example of a small college. They explain, “A small college with serious financial pressures is likely to have tighter controls, higher workloads, and limited discretion in using its funds.” (p. 61) The restrictions that each of the variables creates, tighter controls, higher workloads, and limited discretion, have an impact on the service or product that is provided. Bolman and Deal compared this to a private university, Harvard, who as a result of their circumstances can be more flexible. They can “afford to offer low teaching loads, generous salaries, and substantial autonomy to its faculty.” (p. 61)

The fourth imperative focuses on the *strategy and goals* of an organization. The intent of this imperative is to provide clarity and consistency within the organization. Bolman and Deal (2003) identify that there are published strategy and goals and there are those that are not published or even discussed. They identify these other strategy and goals as:

- Honorific: fictitious goals crediting the organization with desirable qualities
  - Taboo: goals an organization pursues but does not talk about
  - Stereotypical: goals any reputable organization should have
  - Existing: goals quietly pursued even though inconsistent with the organization’s stated values and self-image
- Westerlund and Sjostrand (1979) (p. 62)*

To assist with the understanding of the conflicting nature of strategy and goals, Bolman and Deal use public agencies, universities, and schools to explain the conflict. These entities tend to experience uncertainty and conflict over goals. They explain that strategies and goals in these organizations become ambiguous and can cause conflict within the organization, often within same departments. The intent of any institution is to focus on scholastic achievement and access. However; institutions have parameters

to follow when selecting students for admission. In this context, the university has expectations of how many students must be admitted to meet university enrollment goals, to produce revenue to provide the services students demand, and to insure classes are filled. On the flip side, the applicants must meet academic standards that may prevent access to an education. This affects the enrollment management goals and demonstrates one conflict. (p. 62-63)

The fifth imperative is *information technology* as it relates to the organization as a whole. Information technology has the potential for changing an organization, for the best and in some instances for the worst. Bolman and Deal identify that proper coordination must be developed in order for proper communication and decision making to exist within the context of technology. In a sense, technology can create a situation where the 'right hand doesn't know what the left hand is doing' and can result in chaos. You do not want to have too much technology if no one knows how to use it. However, when used properly it can create an organization that is well connected internally and with their outside world. From a structural framework perspective, technology has the potential of creating better decisions and fewer levels of management. (p. 63-65)

The final imperative focuses on *people* and the *nature of the workforce*. The focus of this imperative is the expectations of the workforce. This is perhaps the only part of the structural framework that focuses on people in some manner. This framework is limited to the organizational layout and the functions of the various factors that lead to organizational change. Other frameworks, Human Resource and Symbolic, have more focus on people and the psychology of people, both internal and external to the organization. This imperative focuses on a few implications of the people within the

organization. Staff that are highly educated demand the ability to make independent decisions. Staff that have lower-level jobs have become more specialized creating the need for individuals to have a higher level of skill to perform their responsibilities. Both scenarios create a situation where staff may know more than their supervisors about the technical processes they perform on a daily basis. These two changes in the workforce affect the role of the supervisor and their interaction with their staff. All of these situations place additional pressures on the structural layout of an organization. Bolman and Deal identify that these factors will apply pressure to the traditional layout based on hierarchal chain of command structures. (p. 65)

When reviewing the six imperatives it becomes apparent that these parameters influence an organization and its ability to provide the product or service it offers. If the architecture of the structure is not understood, the organization will experience pressures that make it hard to properly adapt. Bolman and Deal provide the following explanation:

If structure is overlooked, an organization often misdirects energy and resources. It may, for example, waste time and money on massive training programs in a vain effort to solve problems that have much more to do with social architecture than people's skills or attitudes. It may fire managers and bring in new ones, who then fall victim to the same structural flaws that doomed their predecessors. (p. 67)

As this section explains, the organization's goal is to understand the current structure, to identify the change within an organization that influences the overall structure, and identifying when and if the organization should be re-restructured. The structural framework has limitations and is not the single answer to looking at organizations from an organizational theory perspective. Rather the author sees it as one piece of a puzzle that explains an organization and the decisions an organization makes. The other

pieces of the puzzle include factors from the other three organizational frameworks discussed earlier in this paper: political, human resource, and symbolic. In order to understand an organization it is best to have a holistic understanding of all of the organizational frameworks that influence the structure of the organization.

Finally, Bolman and Deal identify four factors that, from a structural perspective, generate change. The factors identified by Bolman and Deal that cause change include: 1) environmental shifts, 2) technological shifts, 3) organizational growth, and 4) changes in leadership. (p. 84) These four factors identified will be the premises for this case study.

Shifts in the environment place additional demands on an organization that need to be addressed with various approaches. The environment of an organization includes internal pressures such as staffing issues and external pressures from the organization's constituents, which may include clients, colleagues, and other entities that provide information and resources to the organization. Identifying the pressures that the environment can place on an organization assists with the understanding of how the organization should be structured. It can also provide insight into what areas of the structure work well and what areas need improvement.

Information technology is another factor that leads to change within an organization. Technology enables the organization to react to various pressures caused as a result of the other three factors identified by Bolman and Deal. Information technology has the ability to drive change within an organization due to the opportunity it provides to the core process of the organization. Technology is responsible for providing data much quicker to the people within the organization as well

as to the organization's customers. Organizations need to determine the appropriate way to tap into this resource to meet their needs. As technology opens doors it closes doors to the old way of doing things and provides the organization the flexibility to do more with less, or more in less time. Technology assists the organization to keep up with supply and demand in an efficient manner, whether the output is a product or a service.

The next factor is organizational growth. Growth plays a large part in the organization's structure, whether the organization is growing or going through downsizing. The growth of the population the organization serves also plays a role in determining the appropriate structure. An increase in the population being served has a direct impact on the staffing needs of the organization. Unfortunately, the internal structure of the organization may not be able to adequately grow in relation to the population it serves. The supply and demand of a product may not be able to be met if the structure is not enhanced.

The final factor related to causing change is leadership. The leadership within an organization guides the structure of the organization and changes within the leadership will have an impact on the structure. They assist with creating the blueprint of what the organization should look like and how it should operate. When changes occur the blueprint becomes a mixture of the old structure and the vision for the new structure, creating its own set of pressures.

The four factors all have an impact on the structure of an organization. Each factor for change can be seen as operating interdependently. An increase in growth may demand more use of technology. A change in leadership has an impact on the

environment within the organization that ultimately impacts the environment outside of the organization. The demands of the environment, internal and external, may be better served by the use of more technology. All four play upon one another and produces an impact within each of the factors.

Bolman and Deal summarize the underlying concept of the structure frame in their statement, "Structure is a blueprint for the pattern of expectations and exchanges among internal players (executives, managers, and employees) and external constituencies (such as customers and clients)." (p. 38, 1997) Whether this statement is describing an existing organization format or one that has reorganized under the structural frame, it does lend truth to what is expected of any unit.

#### Restructuring Student Services: Professional Perspectives

The available literature on the organization of student service offices on campuses across the United States can be divided into two parts. First, a number of articles discuss the changing conditions facing colleges and universities. Second, several authors propose integrating enrollment services into a 'one-stop' office as a means of addressing the challenges resulting from changing conditions. These articles also explain how the movement toward a 'one-stop' office began and where institutions are in its evolution. Most institutions that have decided to move toward this new trend in student service are at the beginning of their journey. Therefore, the literature available is very limited. Most articles discuss how the change in service has impacted staff, institutional resources, and the types of services they now provide to better serve the student's needs.

Higher Education funding began to decrease in relation to the numbers of students requesting assistance during the 1980's. An article published in *New Directions for Student Services* titled "The Changing Landscape of Higher Education," discusses the movement toward universities' re-evaluation of their organizational needs and how this impacts students. The article discusses how enrollments continued to increase throughout the 1980's with no significant change in funding from the federal government, which in turn has an impact on state funding for higher education. (2000)

The *New Directions for Student Services* article (2000) suggests that changes within federal and state policy dating back to the 1970s have impacted higher education funding. These changes, throughout the past 30 years, have created a decrease in the amount of state funding available for higher education. The data in the article indicates that over 50 percent of an institution's funding came from the state during the 1970s. Today, less than 50 percent of funding comes from the state and for some institutions it's less than 30 percent. This funding trend has made it necessary for institutions to turn to private funding alternatives to assist students with meeting their educational needs. (p. 9-10)

The reason for a shift in funding during the 1980s was due to the increasing needs in other social areas such as health care and various social services, tax cuts, and changes in priorities that occurred with the Reagan Administration. During the 1990's, a restructuring within Higher Education could be seen as the focus shifted to quality and accountability. (p. 6) All of these shifts within Higher Education make it necessary for organizational change to occur throughout the Higher Education community. It is now time to rethink how services are provided due to the increased

demands of students and the decrease in resources. The article clearly demonstrated the need for this organizational change indicating “Higher Education leaders most likely will continue to search for an organizational paradigm that focuses on those served and that best meets their needs in the most cost-efficient manner.” (p. 9) This article also states “the rise of for-profit higher education, the concept of students as consumers, and the demands from political entities have precipitated the need to consider higher education’s degree of responsiveness to the marketplace.” (p. 9) It appears the focus on the economics of education and the needs of students is one of the key elements in the concept of blending offices. The article focused on using technology to meet these needs. Creating the idea that the changes that are occurring with universities blending their services is multi-faceted and there is no ‘one’ reason why the changes are occurring but many reasons. (p. 11)

The challenge of doing more with less has become a reality that Randi Levitz and Lee Noel address as they identify that many institutions are facing a decrease in budget allotments. They discuss the impacts of budgets in their article, *Winning Strategies for Challenging Times*. They have identified that these budget cuts have impacted student support budgets drastically. In order to address the various impacts on student services, including budget impacts, institutions must survey the environment (identify the needs of its students), the technology available to assist with doing more with less (more quality on-line services), the growth, and the current leadership to identify ways of getting it all done in a quality oriented manner. The fiscal realities that Levitz and Noel identify in their paper are: tuition policy and financing; productivity; cost control; planning and budgeting; capital renewal and replacement; and research funding. (p. 6) All of

these lead to many entities across campus pulling for a portion of a shrinking budget. Levitz and Noel identify that university leaders must react by implementing: across-the-board cuts; hiring freezes; early retirement; elimination of services; deferred purchases; and deferred maintenance. (p. 6)

An article published by RESCCU (Registrar and Enrollment Services Consulting for Colleges and Universities), discusses the various factors for evaluating how key student services across campus must re-think how they serve their students. (Babey 2002) They base their approach of strategic enrollment management on all of the elements previously discussed in all of the professional literature reviewed up to this point. They indicate that the changing demographics, rising costs of higher education, new market forces (competition), increasing expectations, accountability, federal funding, and a change in the type of students applying for admission to universities moving from traditional to non-traditional, make it necessary for universities to re-evaluate how they do business. (Babey 2002) The challenge is to “buy into a new campus culture.” (p. 3) The concept of buying into this new culture requires “every member of the campus to consistently demonstrate the attitudes and behaviors that reflect a responsive, student-centered culture, a culture that satisfies students’ expectations within campus resources.” (p. 4) Babey indicates through the article that as part of the institution’s movement toward a new culture of student service the institution must establish realistic enrollment goals and provide timely communication with prospective students. The plan must compliment the strategic plan of the university and promote an environment of change.

One way to identify the expectations of students and the campus is through self-assessments. Many institutions are using various assessments to identify what students expect when it comes to quality service on campus. Noel-Levitz, a national group dedicated to assisting institutions with identifying areas for improvement and providing tools specific to the institution utilizing their services, have written many articles and have done many studies to examine the climate on campuses. They have implemented a survey that identifies the strengths and weaknesses of institutions by institution type: four-year public colleges and universities, four-year private colleges and universities, two-year community, junior, and technical colleges, and career/private schools. Noel-Levitz's student survey asks questions on more than 70 items and breaks these items into 12 groups that they call scales. Some of the scales have questions regarding student run-around and pertaining to Student Enrollment and Financial Services include *Service Excellence, Student Centeredness, Recruitment and Financial Aid, and Registration Effectiveness*. Student run-around has been identified as a common issue among universities and colleges across the nation. When pinpointing the challenge of the service run-around, Noel-Levitz identified that it is a "symptom of several problems." (p. 4). These include:

- Staff may lack knowledge of campus systems, policies, and procedures.
- Staff may be too busy to help.
- Staff may not take responsibility for customer problems.
- Staff may have poor access to information from other offices.
- The institution may have fragmented processes without concern for how students and other customers use them.
- Staff may not be empowered to seek solutions.

The symptoms identified by Noel-Levitz using the *Student Satisfaction Inventory* (survey) can assist institutions with developing action plans to address any deficiencies

they may have when it comes to service issues. The recognition of these symptoms provides an outline of areas needing improvement specific to the institution using the survey. Some areas may require training and other symptoms may demonstrate the need for more staff in order to meet the size and demand of their student population.

In “Converging Services,” Hignite (2002) identifies key institutions that have moved to blend student services and summarizes why they are moving in this direction. When she looked at why the University of Pennsylvania implemented an integrated approach, the following goals of student financial services were identified:

- 1) Eliminate the need for students to make office visits;
- 2) Give students the means to solve their own problems; and
- 3) Ensure that if students do need personalized attention, the first person they contact can resolve the issue at hand. (p. 20)

The initial reorganization at the University of Pennsylvania combined all areas relating to financial interactions under the Associate Vice President for Finance, which included financial aid, the bursar, and the cashier. The next version of the reorganization added the registrar to report under the umbrella of finance. The reason for this additional move to blending more student support services was not to change the services that were provided within the registrar but from the perspective that this move supported the “back-end service capability for the core central functions that affect every student.” (p. 21)

Yale University and Boston College moves toward integrated services were also discussed. Yale University integrated services from the customer’s perspective. The Yale University approach integrates student loan, cashiering, financial aid, and bursar functions. Although not integrated, Yale University has renovated their current location to house the registrar, dining, and student ID offices along with the finance related

offices. Boston College has implemented an integrated approach similar to the University of Pennsylvania by blending the operations (back-end) area responsible for support across all of the student services units; registration, student ID, parking, student accounts, financial aid, loans, collections, and degree audit. (2002)

The demands of students and the complexity of higher education economics promote integrated structures on campuses to assist students more efficiently. Students have specific demands relating to their experience when working with departments across campus. The economics of higher education play a role in how well the institution is able to meet the student demands. If the budget does not allow for the institution to hire the appropriate number of employees to assist students and the campus, the institution must find ways of doing more with less. The institution has to begin to work smarter to combine operation units that support the various student service units. Whether the integration is holistic and incorporates a student service unit that can respond to any student need or several student service offices located in one central location, Hignite demonstrates through her analysis of universities who have integrated, that the effort to reduce run-around is important to campuses and their students.

Following the same basic concept of eliminating run-around across campus and offering students with a central location for 'one-stop' service, Carnegie Mellon began its transition of the Financial Aid Office, Cashier, Registration, Student Employment, and student identification services into one department. Linda M. Anderson and John R. Papinchak discuss the Carnegie Mellon transition in their article *Re-Engineering of Enrollment Services at Carnegie Mellon*. (2001) They determined that "during the

enrollment process, students usually required information from the Registrar's Office, Financial Aid Office, and Cashier, or they visited the incorrect office and were referred to multiple offices." (p. 4) To eliminate this from happening, key offices were merged into one. The goal was to utilize technology during this transition so that 70% of their student contact were through electronic services, the other 30% through person-to-person interaction. (p. 4) They also had the goal that all person-to-person interactions would result in having questions answered and issues resolved during the student's first interaction with the office. (p. 5) They also discussed the utilization of their Human Resource Department to assist in the restructuring of positions. The focus was to keep current staff even if their positions were reclassified, even if they only met the minimum requirements of the re-classified position. The involvement of Human Resources during this transition was invaluable in utilizing the experience of their current staff. (p. 9) They also discussed that it was "challenging to manage the overlap between the old mindset and the new mindset, and to address the enrollment process as the combination of many interactive and interdependent processes instead of the historical singular processes [they] [had] known." (p. 9) This article was comprised of factors that cause change from both the structural and the human resource framework and demonstrates that the decision to integrate is multi-faceted and can include factors from more than one framework.

In summary, the literature suggest common themes as to why departments blend. Students are demanding quality and more technological services. Universities are operating on budgets that require the ability to do more with less as a result of the 1980's and 1990's. This leads to the need to utilize technology and current staffing

resources to meet the demands of its student population. The literature also demonstrate that although the end result is 'one-stop' servicing centers to better assist students, there are many variables that impact the decision to change the university's organizational structure. These variables include, but are not limited to, making use of assessments, identifying student perceptions and needs, reviewing existing and available technology, identifying areas in which staff are limited and can be empowered, and coming up with solutions that compliment the institution's strategic plan. Overall, students are demanding better services and that the run-around they experience is minimized and ultimately eliminated. All of the professional articles stress that institutions must move toward assessing student's experiences across campus to identify challenges in an effort to meet the needs of students.

The literature identifies many items leading to changes in the way colleges and universities serve students through their student support units. Many of the items identified as leading to change fall into one of the four change factors identified by Bolman and Deal: environmental shifts, technological changes, organizational growth, and changes in leadership. (2003) Table 1 illustrates the similarities by article, as it relates to the four factors identified by Bolman and Deal that lead to change.

The table illustrates that many of the articles focus on environmental issues as a common factor leading institutions to consider an integrated approach to student services. The environmental factors identified include: 1) a demand for improved student/customer service, 2) a need to resolve enrollment management issues through

the identification of better ways to serve students through access, the use of available funds, and a review of current tuition policies, 3) expectations of accountability placed on the institution by those regulating or providing funds and from students in their role as consumers 4) competition with for-profit institutions.

**TABLE 1**  
**Literature Review – Forces for Change**

<b>Author</b>	<b>Force #1</b>	<b>Force #2</b>	<b>Force #3</b>	<b>Force #4</b>
<b>Bolman and Deal</b>	<b>Environment</b>	<b>Technology</b>	<b>Growth</b>	<b>Leadership</b>
Hignite	<ul style="list-style-type: none"> <li>• Demand for Improved Student/Customer Service</li> </ul>	<ul style="list-style-type: none"> <li>• Technology as enabling change</li> </ul>	<ul style="list-style-type: none"> <li>• Budget/Economic s Promote Integrated Campus Service</li> </ul>	
Anderson/Papinchak (Carnegie Mellon)	<ul style="list-style-type: none"> <li>• Improve Customer Service (One-stop)</li> </ul>	<ul style="list-style-type: none"> <li>• Technology as enabling change</li> </ul>		
Hossler	<ul style="list-style-type: none"> <li>• Enrollment Management</li> </ul>			
Author unknown (New Directions...)	<ul style="list-style-type: none"> <li>• Rising Accountability Concerns</li> <li>• Competition from for-profit institutions</li> <li>• View of students as consumers</li> </ul>	<ul style="list-style-type: none"> <li>• Technology as enabling change</li> </ul>	<ul style="list-style-type: none"> <li>• Enrollment Growth</li> <li>• Stagnant Funding</li> </ul>	
Babey (RESCCU)	<ul style="list-style-type: none"> <li>• Rising cost of Higher Education</li> <li>• Competition</li> <li>• Increased Student Expectations</li> <li>• Increased Accountability</li> <li>• Change in Federal Funding</li> </ul>		<ul style="list-style-type: none"> <li>• Changing Student Demographics <ul style="list-style-type: none"> <li>○ Increase in Non-Traditional Students</li> </ul> </li> </ul>	
Noel/Levitz (Winning Strategies for Challenging Times)	<ul style="list-style-type: none"> <li>• Needs of the students</li> <li>• Examine tuition policy</li> </ul>	<ul style="list-style-type: none"> <li>• Utilize technology to do more with less</li> </ul>	<ul style="list-style-type: none"> <li>• Growth</li> <li>• Budget levels being reduced</li> </ul>	<ul style="list-style-type: none"> <li>• Leaders must ID ways to get things done</li> </ul>

The next largest force for change is identified as technology. Almost every article addressed the importance of technology being utilized to assist campuses with providing quality student service. Technology is seen as an enabler and needs to be used more and more during these times of having to do more with less. Technology is seen as the way to resolving issues and providing student service information to students at a touch of a button, any time of the day, anywhere there is access to a computer.

The next factors identified by Bolman and Deal (2003) that were present in the literature were the idea of how leadership plays a role in identifying how to meet the needs of students. Growth was also identified by Noel and Levitz (2000) as a reason for structural change. The growth factors identified are 1) a need to integrate student services across campus as a result of stagnant funding, 2) a change in the overall demographics of students resulting from the increase in non-traditional students, and 3) a change in the amount of funding available to institutions. Growth in the student population has a direct impact on the institution's ability to assist students. Sometimes growth creates a situation where the institution has the inability to assist students because they are unable to keep up with the growth. Again, this goes back to the reality of institutions having to do more with less.

Overall, all of the four factors identified by Bolman and Deal (2003) were present to some extent in the literature reviewed for this case study. These factors play a role in the decision of institutions to integrate services, as they truly are factors that promote a need for change. This change is necessary if institutions intend to meet the growing needs of their students and their colleagues across campus. Integration is seen from

an enrollment management perspective as a factor in retaining students. Student service is a necessary element to keep students on campus and moving forward toward graduation. These four factors of change play a role in any organization, including institutions of higher education.

## **RESEARCH QUESTION**

The goal of this case study is to use a structural theoretical framework to examine UNLV's decision to combine Admission, Registrar, and Student Financial Services into one office. According to Bolman and Deal (2003), the structural framework suggests that four factors are often responsible for decisions to restructure: environmental shifts, technological changes, organizational growth, and changes in leadership. This study assesses if these factors were present prior to the decision to blend services.

## **RESEARCH METHODS**

The research used a single case study methodology as described by Robert K. Yin's book, *Case Study Research: Design and Methods*. (2003) The definition of a case study, as described by Yin, is as follows:

The essence of a case study, the central tendency among all types of case study, is that it tries to illuminate a *decision* or set of decisions: why they were taken, how they were implemented, and with what result. (Schramm, 1971, emphasis added) p. 12

This study focused on the first of the three questions Yin cites: why the University of Nevada, Las Vegas (UNLV) decided to implement the innovative approach of blending key student services creating Student Enrollment and Financial Services (SEFS). The remaining two questions will be addressed to some degree but are not the focus of this case study: how the decisions to blend were implemented and with what result.

The sources of evidence that was used for this case study included various types of archival data. This included an analysis of the University and Community College System of Nevada Operating Budgets for the University of Nevada, Las Vegas and statistical data available through the UNLV Office of Institutional Analysis and Planning. This data included facts and figures regarding enrollment trends, budget trends, financial assistance funding trends, staffing trends, and an examination of university assessments. The planning documents and materials used leading to the blending initiative and implementation of the restructuring of SFS were examined and included charts and survey data. These data sources provided a picture of the structure before and after the blending initiative occurred.

In addition to the review of archival evidence, the author planned to conduct interviews with key university administrators.<sup>1</sup> However, before the interviews could be conducted, the University of Nevada, Las Vegas decided to abort the blending initiative before the blending could be fully implemented.<sup>2</sup> In conjunction with the decision to abort, the university implemented a very different restructuring. As a result, one or more informants declined to be interviewed.

In lieu of interviews, as a participant in the restructuring transition, my knowledge was drawn upon, as appropriate, to provide the context of the restructuring initiative and to provide additional information due to the inability to have interviews as originally

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<sup>1</sup> The format of the questions that were to be asked were semi-structured. Most of the questions would have allowed the interviewee to explain their perspective of the thought process that went into the decisions leading to the reorganization of SEFS.

<sup>2</sup> The current structure operates as Enrollment Services; consisting of admission and registration functions and Student Financial Services; responsible for the same programs and processes prior to and after the blending began. The unit has been moved from the reporting structure of the Vice President for Administration to the Vice President for Student Life. Increased collaboration currently exists due to the nature of the three offices connection throughout various application processes. Also, the Systems and Technology group works collaboratively with all areas under the new area of Student Life.

planned. The study will have to rely on my perceptions and experiences during the time I was involved in the process outlined throughout this case study. Due to my participation within Student Enrollment and Financial Services (SEFS) I was conscientious of possible bias or my preconceived notions on the restructuring based on the information that was shared with the three offices prior to and after the reorganization.

This case study has some limitations that need to be acknowledged. The first limitation is the absence of the other three frameworks identified by Bolman and Deal (2003). These frameworks were described during the literature review and are outside the scope of this case study. It is important to acknowledge that the three missing frameworks are relevant to this case study but were not included in the analysis. It is evident that characteristics and factors from all four frameworks were present in the organizational structure of the units studied for this case study. In fact, it may have been more appropriate to conduct this case study through more than one framework and that the Symbolic and Political Frameworks may have been more prevalent when reviewing this organizational re-structuring.

The other limitation that was present throughout this case study was the limited access to information related to the topic. The inability to conduct interviews hindered the case study, adding to the overall limitations of this case study.

## **ANALYSIS**

### **BACKGROUND/CONTEXT**

The background section of this case study will be used to provide a brief overview of the events leading to the decision to restructure into Student Enrollment and

Financial Services. This will be illustrated using a timeline of major events leading to the decision to restructure. The second part of the background section will provide a detailed overview of the organizational structure before the blending initiative and after the blending was initially implemented. This information will provide the opportunity to understand the main events that occurred at the university when moving toward a blended model and an understanding of the two structures, pre-blending and post-blending.

**MAJOR EVENTS LEADING TO DECISION TO RESTRUCTURE**

The timeline of events is an important piece to understanding the decision to blend key student services into one unit. The interviews that were planned were to assist in piecing together an inclusive timeline of events. Table 2 illustrates the major

**TABLE 2  
Pre-Blending Timeline  
Fall 2001 through Fall 2002**

<b>Timeline</b>	<b>Action</b>
<b>Fall 2001</b>	<ul style="list-style-type: none"> <li>• <b>Associate Vice President, Enrollment Management resigns</b></li> </ul>
<b>Fall 2001</b>	<ul style="list-style-type: none"> <li>• <b>Administrative consideration of restructuring options</b> <ul style="list-style-type: none"> <li>○ <b>Key people from Student Financial Services are asked to evaluate Admissions and Registration processes and services</b></li> </ul> </li> </ul>
<b>Spring 2002</b>	<ul style="list-style-type: none"> <li>• <b>Key administrators begin evaluation of Registrar’s and Admissions’ processes</b></li> </ul>
<b>Spring 2002</b>	<ul style="list-style-type: none"> <li>• <b>Discussions with additional administrators who will be instrumental during the blending initiative begin</b></li> </ul>
<b>Spring 2002</b>	<ul style="list-style-type: none"> <li>• <b>Discussions with Noel Levitz continue and intensify</b></li> </ul>
<b>Summer 2002</b>	<ul style="list-style-type: none"> <li>• <b>Blending begins (July 1, 2002)</b> <ul style="list-style-type: none"> <li>○ <b>Executive staff of the three units (Registrar, Admissions, Student Financial Services) convene to develop new structure (Client Services, Operations, Curriculum Coordination, and Systems Management)</b></li> <li>○ <b>Key Executive staff move offices to Frazier, the location of Admissions and Registration offices</b></li> </ul> </li> </ul>
<b>Fall 2002</b>	<ul style="list-style-type: none"> <li>• <b>(Early Fall) Blended initiative/model is announced to the UNLV campus</b></li> </ul>

actions leading to the formal announcement to the UNLV campus about the blended model early fall 2002 based on my perceptions as a participant observer.

Administration needed an evaluation of the paper-intensive Registration and Admissions processes to be completed. This request was made during the fall 2001 semester. The table illustrates that the evaluation process was in full motion during the spring 2002 semester and eventually led to the concept of blending the three offices into one unit. The spring 2002 semester was used to determine the best option to accomplish the goal to address the paper-intensive processes. During the spring 2002 and into the summer 2002 semesters, plans were developed and finalized in regard to the final blended structure to be implemented. The beginning stages of blending started to emerge. Just before the fall 2002 semester began, additional staff from Student Financial Services were included in the move toward the blended model. This included staff from the Client Services and Processing units. Staff from Student Financial Services' computing staff were already involved behind the scenes.

As the timeline illustrates, the process for adopting the blended concept took less than one year, fall 2001 to summer 2002 (July 1, 2002). A goal of the blending was to streamline processes through automation and increased efficiency in document flow. Another goal was to begin implementing a one-stop shop where students could receive information regarding the three areas in one location without having to walk across campus. The blending concept was to be used to increase efficiency in SEFS processes and the quality of services to students with the unit as a whole. To reach the many goals of this initiative, the process started with key administrators during the

planning and development stages. Most staff became involved at some level once the blending occurred during the latter part of summer 2002.

### PRIOR STRUCTURE

Before the blending initiative, UNLV undergraduate student enrollment services were organized according to a typical “silo” structure. Responsibilities for enrollment was divided across the separate offices: the Office of Admissions, the Registrar’s Office, and Student Financial Services. This section describes the organization and responsibilities of each office before blending.

#### *Office of Admissions*

The UNLV Office of Admissions was responsible for recruiting prospective students, community relations and Millennium Scholarship coordination, processing of admission applications, evaluating incoming transcripts, and providing student services to students on the phones and at the front counter. The Office of Admissions administered the overall Enrollment Management Plan for UNLV, to promote retention, persistence, and graduation of UNLV students. It was also responsible for working with high schools and the community to promote higher education. The Office of Admissions also assisted students with transfer agreements. These agreements allow students to begin their education at the local community college and transfer those credits to UNLV.

Prior to the blending of offices and centralizing functions, the Admission’s Office structure did not have anyone assigned to the task of technology and computer support. Individuals who demonstrated an interest in a particular admission product that was being used became the person to go to when problems occurred. A perfect example was the program that was used to house on-line applications and student statistical data

for recruiting purposes known as E-Coms. When reports were needed from the main student information system, Admissions would solicit assistance from other areas such as the Registrar's Office.

The physical location of the Office of Admissions was in Maude Frazier Hall. There was a central location for staff who assisted students at the front counter and phones. The processing area consisted of the data unit and credit evaluators. The other area of Admissions housed the Admission Counselors responsible for recruiting students. Table 3 and 4 assist with illustrating the organizational structure before the 2002 blending occurred.

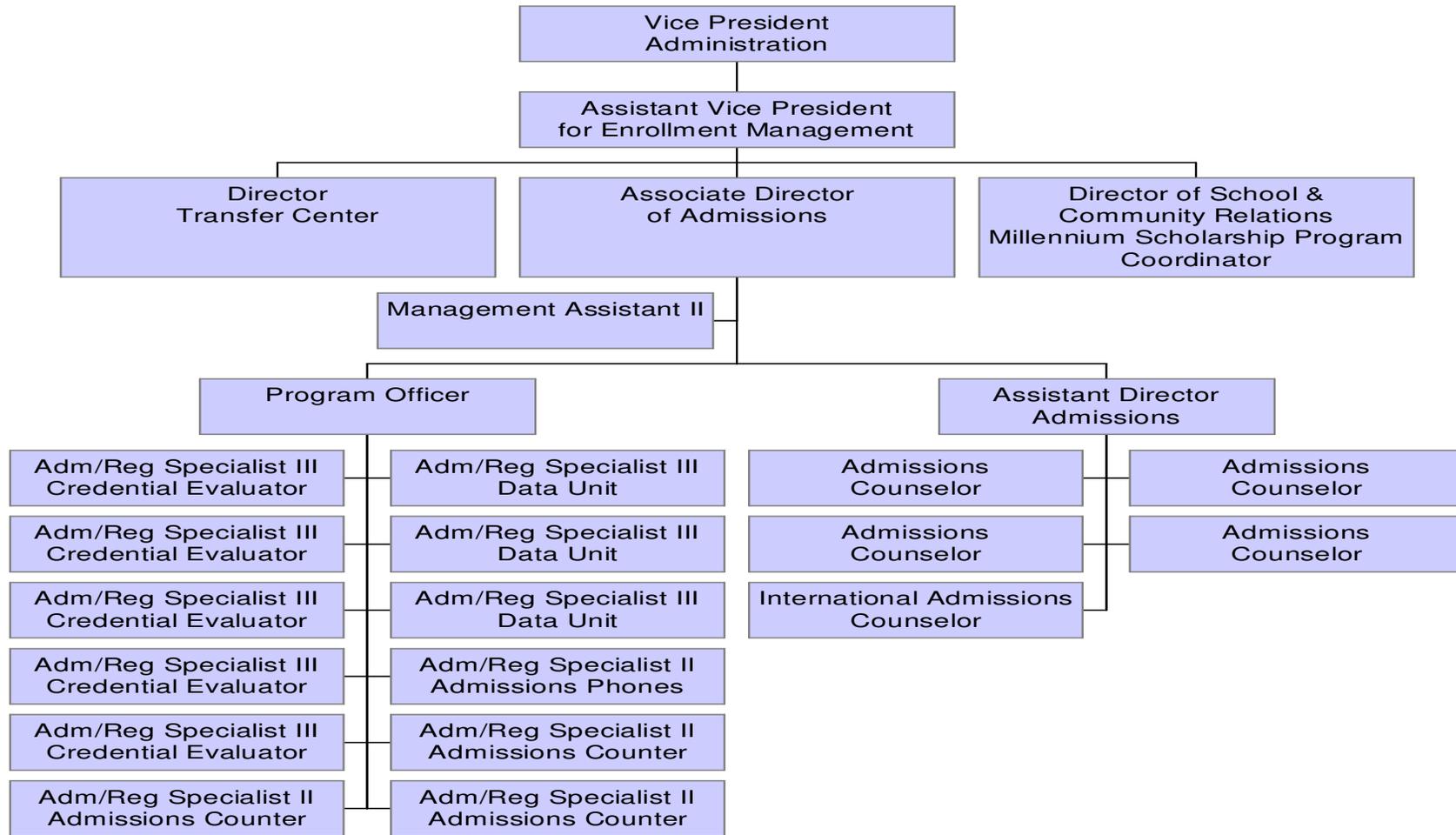
**TABLE 3  
Office of Admissions Structure  
Functional View Prior to Fall 2002**

<b>Function/Duty</b>	<b>Position</b>
Front Counter/Phones <ul style="list-style-type: none"> <li>• Intake services</li> <li>• General Information</li> </ul>	<ul style="list-style-type: none"> <li>• Admission/Reg Specialists: Admissions Counter (3)</li> <li>• Admission/Reg Specialists: Admissions Phones (1)</li> </ul>
Admissions Counseling/Recruitment <ul style="list-style-type: none"> <li>• Admission Information</li> <li>• Recruiting Outreach</li> </ul>	<ul style="list-style-type: none"> <li>• Admissions Counselors (5)</li> </ul>
Processing <ul style="list-style-type: none"> <li>• Data/Document Preparation Unit</li> <li>• Admission Decisions</li> <li>• Transcript Review</li> </ul>	<ul style="list-style-type: none"> <li>• Admissions/Reg Specialists: Data Unit (3)</li> <li>• Admissions/Reg Specialist: Credential Evaluator (5)</li> <li>• Supervisor over Admissions /Reg Specialists (1)</li> </ul>
Transfer Agreements with other Nevada Institutions	<ul style="list-style-type: none"> <li>• Director with multiple duties between Admissions/Registrar (1)</li> </ul>
Community Relations/Millennium Scholarship	<ul style="list-style-type: none"> <li>• Director of School &amp; Community Relations/Millennium Scholarship Program Coordinator (1)</li> </ul>

NOTE: See Table 4 (*Office of Admissions – 06/15/2001*) for actual organizational chart, including all supervisory positions, which are not included above.

**TABLE 4**

Office of Admissions  
06-15-2001



Source: Office of Vice President for Administration

### *Registrar's Office*

The Registrar's Office managed enrollment related functions and included: the course scheduling, which included finding a room for each course and insuring that the instructor's requirements were met; maintenance of the Student Information System (SIS) that contains all of the electronic data related to courses offered for each semester, enrollment history for the generation of transcripts, student demographics, grade history, and application data; Degree Audit Reporting System input and management to determine transfer work equivalencies; curriculum maintenance, to ensure that changes within the curriculum are properly updated to guarantee proper application of courses taken by students to core requirements and department requirements; graduation functions such as preparing graduation packets to insure that degree requirements were met and planning commencement; preparation of enrollment verifications for students, lending agencies, insurance companies, and other entities at the request of the student; maintenance of the UNLV Catalog and class schedules; and student services to students on the phones and at the front counter.

In the Registrar's Office, only one individual was primarily responsible for programming functions. This individual, along with some assistance from others, worked with the UCCSN System Computing Services to enhance the capability of the main student database, *Student Information System (SIS)*. The programmer also ran data reports for various areas across campus, including Admissions and campus advising units. The individual received support from their direct supervisor, the Associate Registrar and other individuals as it related to each individual's expertise.

The physical location of the Registrar was in Maude Frazier Hall. There was a central location for staff who assisted students at the front counter and phones. The processing area consisted of multiple small offices responsible for graduation (degree clerks), records unit, enrollment verification and transcript processing, catalog maintenance, advance standing credit evaluation, and a code clerk. Table 5 and 6 assist with illustrating the organizational structure before the 2002 blending occurred.

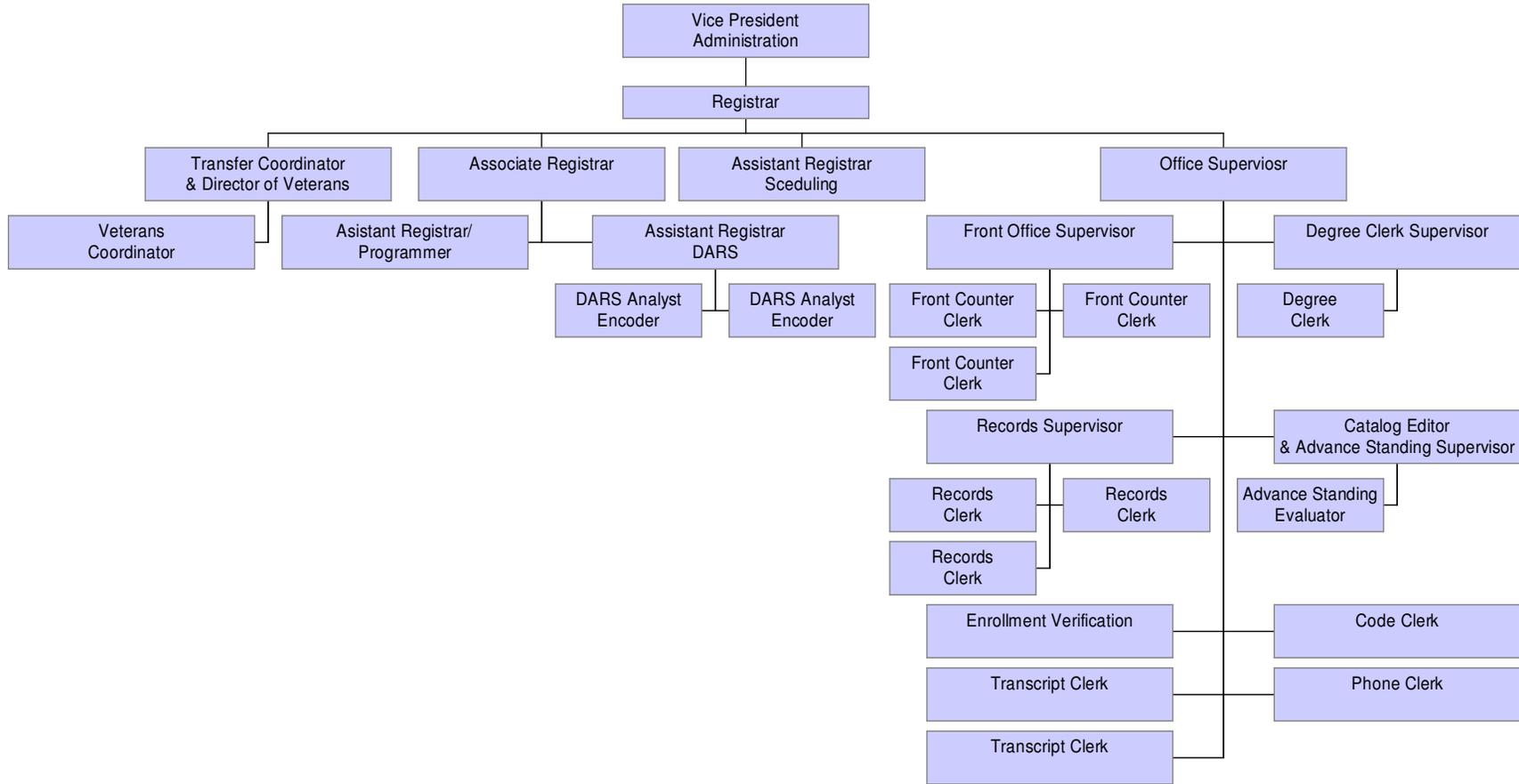
**TABLE 5**  
**Registrar Structure**  
**Functional View Prior to Fall 2002**

Function/Duty	Position
Front Counter/Phones <ul style="list-style-type: none"> <li>• Intake services</li> <li>• General Information</li> </ul>	<ul style="list-style-type: none"> <li>• Front Office Supervisor (1)</li> <li>• Front Counter Clerk (3)</li> <li>• Phone Clerk (1)</li> </ul>
Degree Audit Reporting System (DARS) Coordination <ul style="list-style-type: none"> <li>• Data entry of all transfer courses from transcripts into DARS</li> </ul>	<ul style="list-style-type: none"> <li>• Assistant Registrar – DARS (1)</li> <li>• DARS Analyst Encoder (2)</li> </ul>
Records <ul style="list-style-type: none"> <li>• Grade Rosters</li> <li>• Grade Changes</li> <li>• Report Cards</li> </ul>	<ul style="list-style-type: none"> <li>• Records Supervisor (1)</li> <li>• Records Clerk (3)</li> </ul>
Enrollment Verification	<ul style="list-style-type: none"> <li>• Enrollment Verification Clerk</li> </ul>
Transcript Requests	<ul style="list-style-type: none"> <li>• Transcript Clerk (2)</li> </ul>
Catalog Prep Advance Standing	<ul style="list-style-type: none"> <li>• Catalog Editor &amp; Advance Standing Supervisor (1)</li> <li>• Advance Standing Evaluator (1)</li> </ul>
Graduation	<ul style="list-style-type: none"> <li>• Degree Clerk Supervisor (1)</li> <li>• Degree Clerk (1)</li> </ul>
Code Oversight	<ul style="list-style-type: none"> <li>• Code Clerk (1)</li> </ul>
Veteran Benefits	<ul style="list-style-type: none"> <li>• Transfer Coordinator &amp; Director of Veterans - Admission cross over (1)</li> <li>• Veterans Coordinator</li> </ul>
Programming	<ul style="list-style-type: none"> <li>• Assistant Registrar/Programmer (1)</li> </ul>

NOTE: See Table 6 (*Registrar – 03/01/2001*) for actual organizational chart, including all supervisory positions, which are not included above.

**TABLE 6**

REGISTRAR  
03-01-2001



Source: Office of Vice President for Administration

### *Student Financial Services*

Student Financial Services was responsible for the processing of the *Federal Application for Federal Student Aid (FAFSA)*, used to verify and determine eligibility for federal, state, and private financial assistance, including scholarship assistance, student employment, and veteran benefits. Student Financial Services must insure proper stewardship of federal, state, and private funding. In order to perform all of the responsibilities Student Financial Services consisted of two areas: Client Services and Processing.

Client Services assisted students with understanding all of the processes that fell under any of the areas of responsibility within Student Financial Services. In addition, they oversaw the three areas of the America Reads/America Counts Program, UNLV's participation in the Federal Quality Assurance Program, and the UNLV Scholarship Program. These duties required assistance from the processing area and promoted constant communication among all areas of Student Financial Services. Client Services also assisted students with extenuating circumstances to find additional funding.

Processing had the responsibility of processing all *Federal Applications for Federal Student Aid (FAFSA)* received from students planning to attend UNLV, processing of the UNLV Scholarship Application and many internal and external scholarship programs, the awarding of grants, student employment, scholarships, and loans based on these two applications, the certification of enrollment for students who are entitled to Veteran Educational Benefits, and related responsibilities. The location of SEFS was in the Reynolds Student Service Complex.

Student Financial Services also consists of a Systems and Technology area that supports all of its computing needs such as the home-grown student record system and awarding programs, day to day computer maintenance, and the SFS website.

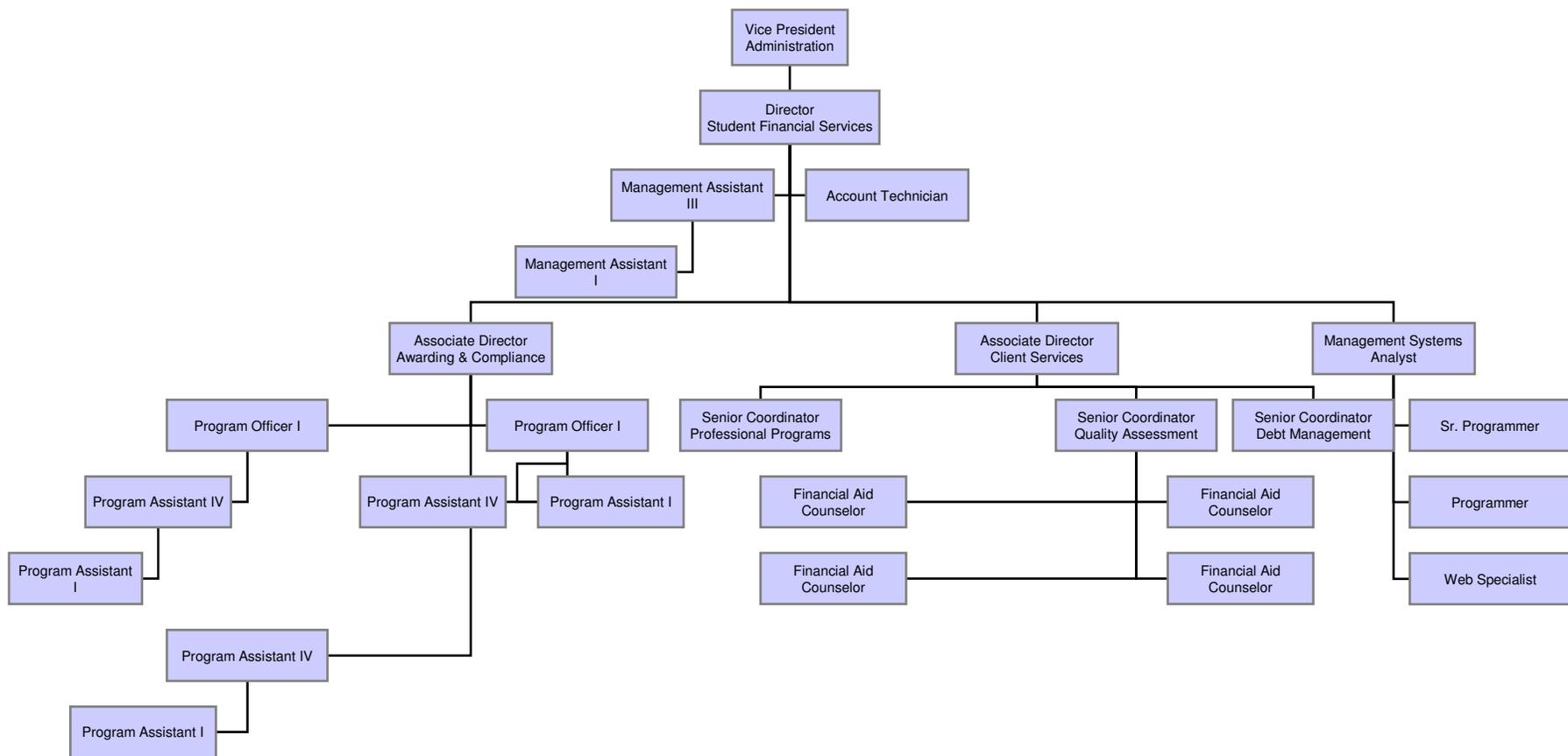
Programmers also have the responsibility of maintaining data and writing programs to insure that SFS remains in compliance with federal, state, and institution policies and processes. Table 7 and 8 assist with illustrating the organizational structure.

**TABLE 7**  
**Student Financial Services Structure**  
**Functional View Prior to Fall 2002**

Function/Duty	Position
Client Services <ul style="list-style-type: none"> <li>• Counseling One-on-one advising. Change in circumstance review advising, Appeals, Outreach</li> <li>• Front Desk/Phones Intake services, General Information, Advising</li> </ul>	<ul style="list-style-type: none"> <li>• Associate Director of Client Services (1)</li> <li>• Sr. Coordinator – Professional Programs (1)</li> <li>• Sr. Coordinator – Quality Assessment/Client Services (1)</li> <li>• Sr. Coordinator – Debt Management (1)</li> <li>• Financial Aid Counselor (4)</li> </ul>
Processing <ul style="list-style-type: none"> <li>• Application Review/Verification</li> <li>• Awarding</li> <li>• Application retrieval</li> <li>• Pell Grant Processing</li> <li>• Direct Loan Processing</li> <li>• Alternative Loan/Alaska Loan</li> <li>• Satisfactory Academic Progress Review</li>   <li>• Student Employment Coordination</li> <li>• Veteran Benefits</li> </ul>	<ul style="list-style-type: none"> <li>• Associate Director of Awarding &amp; Compliance (1)</li> <li>• Program Officer/Supervisor (1)</li> <li>• Program Assistant/Processing (2)</li> <li>• Program Officer: Pell/Loans/Scholarships (1)</li> <li>• Program Assistant: Scholarships (1)</li> <li>• Program Assistant: Pell/Loan/Alternative Loan (1)</li>   <li>• Program Assistant: Student Employment/Veteran Benefits Supervisor (1)</li> <li>• Program Assistant: Veteran Benefits (1)</li> </ul>
Computer Maintenance/Development	<ul style="list-style-type: none"> <li>• Management System Analyst: Supervisor (1)</li> <li>• Sr. Programmer (1)</li> <li>• Programmer (1)</li> <li>• Web Specialist (1)</li> </ul>

NOTE: See Table 8 (*Student Financial Services – 09/25/2001*) for actual organizational chart, including all supervisory positions, which are not included above.

**TABLE 8**  
**Student Financial Services**  
 09-25-2001



Source: Student Enrollment and Financial Services

NEW STRUCTURE

An overview of what the new structure was to look like by function will be provided. This provides information regarding the direction SEFS was headed. First, to illustrate the blending transition, table 9 shows the move toward the new model. This creates a clear point of reference for discussions on how the blending began to take shape.

**TABLE 9  
Student Enrollment and Financial Services Staffing Trends  
Prior and After the Re-organization**

	PRE-BLENDING			BLENDING BEGINS	BLENDED	
	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005
<b>DARS Program</b>	3.34	3.34	3.34	3.34	3.34	3.34
<b>Admissions</b>	15.00	15.00	19	19.00	14.00	10.00
<b>Registrar</b>	22.66	22.66	21.66	21.66		
<b>Financial Aid</b>	15.96	15.96	18.00	18.00	19.00	19.00
<b>Student Enrollment Services</b>					28.66	41.66
<b>Student Financial Services</b>	7.00	7.00	7.00	7.00	7.0	7.00
<b>TOTAL FTE</b>	63.96	63.96	69.00	69.00	72	81.00

*Source: University and Community College System of Nevada (UCCSN) Operating Budgets 1999-2004*

The table clearly illustrates the transition to the blended model between the 2002-2003 and 2003-2004 fiscal years. This is demonstrated by the elimination of Registration staffing and the addition of Student Enrollment Services during the fiscal year, 2003-2004. This shift is reflective of the blending concept that began fall 2002, during the 2002-2003 fiscal year. The chart does not accurately illustrate the true fluctuation of staffing between 2002-2003 and 2003-2004 between Admissions and the newly created Office of Undergraduate Recruitment, which resulted in a loss of staff. The chart and available data does not illustrate the shifting of positions between Admissions and Student Enrollment Services that occurred when vacancies were

created throughout the unit when people left the division. Job functions and titles were changed as a result of creating a Client Services unit for Student Enrollment Services.

### *Student Enrollment and Financial Services*

Once the University decided to restructure, there were some changes made to the structure of the various units within SEFS. Although a lot of the functions remained the same, four areas of concentration were created with a separate unit outside of SEFS for recruiting and retention purposes. The goal of the restructure consisted of having four distinct areas of concentration located in one central location on campus. The four areas of the new structure consisted of: Client Services, Operations, Curriculum and Instruction, and Systems and Technology.

### *Client Services*

The first area is Client Services and is responsible for student relations, faculty/staff relations, employer relations, donor relations, and public relations. Each staff member within Client Services will be able to assist, to some degree, anyone needing assistance with any Student Enrollment and Financial Services function. Client Services are responsible for providing information will be described in more detail. Student relations include inquiries from and counseling of students throughout their academic career on matters such as admission requirements and application status, enrollment, registration, financial assistance, and graduation. Faculty/staff relations include advising on enrollment, room scheduling, graduation requirements, financial assistance, scholarship, and part –time employment. Employer relations include interactions with student employers on and off campus, coordination of the various student worker programs, and various presentations supporting this function. Donor

relations include coordination with the UNLV Foundation for UNLV scholarship funds, donor advising to provide awarding options, scholarship criteria, and report generation. Finally, public relations include press releases and information for campus newsletters. These five areas of concentration require the Client Services team to understand all areas within the SEFS unit in order to properly assist students, parents, and colleagues across campus.

### *Operations*

The second area is Operations which is responsible for database and application management, mailings, electronic transmission of data to various entities, compliance and audits, and reporting functions. Database and application management consists of the processing of the various applications SEFS receives. These applications include admission, residency, enrollment, financial assistance, scholarship, student employment, veteran assistance, and graduation. The operations unit is also responsible for the coordination of mailings to students, which can include anything from general correspondence to admission decision notifications. They are also responsible for electronic transmissions to agencies that support the various SEFS processes. These include the U.S. Department of Education, National Student Clearinghouse, E-Coms (a system that assists with the receipt of online admission applications), and various electronic transmissions internal to UNLV. The Operations area insures that SEFS is in compliance with federal, state, UCCSN, institutional, and donor requirements, along with preparing for the various audits required by each of these entities. Finally, Operations is also responsible for maintaining statistical data and records for processing analysis and performing trend analysis. This information is requested by various entities on campus,

within the State, and from the federal government. The Operations unit was formally known as processing under the old structure.

### *Curriculum and Instruction*

The Curriculum and Instruction (CI) unit of SEFS is responsible for the coordination of curriculum policies and procedures pertaining to university general curriculum, transfer student curriculum, external institution articulation agreements, and Degree Audit Reporting system updating. CI also participates on various University Academic Affairs Committees that oversees general core curriculum, Academic Advisors Council, Faculty Senate Admissions, Academic Standards, and curriculum. CI also has the task of assisting students on transfer agreements with other Nevada institutions. The current roles of CI were scattered throughout the old structure of Admissions and the Registrar. Finally, CI is responsible for preparing the Registration Guide for each fall and spring semester and for producing the UNLV Catalog.

### *Systems and Technology*

The Systems and Technology unit of SEFS is responsible for software development and maintenance, hardware development and maintenance, and security of the various SEFS systems. They design systems and implement home grown systems, and provide information for systems created outside of SEFS. The areas of concentration for systems are the web, financial services, employment, room scheduling, DARS, graduation, reporting functions using Focus, Access, and Excel, word processing, imaging, administrative, E-Coms, and SIS interfaces. They also develop and maintain SEFS related hardware including the mainframe, personal computers, printers, scanners, and assess the needs of the entire unit. Finally, they coordinate

security measures for system access and software, hardware, and data security agreements.

### *Office of Undergraduate Recruitment*

All areas responsible for the recruitment of prospective students and contributing to the retention efforts of these students, previously performed under the umbrella of the Office of Admissions, were not included in the restructured SEFS. A new office was created called Office of Undergraduate Recruitment (OUR). They are responsible for recruitment efforts including campus visits, assisting academic units with their recruiting efforts, recruitment communication; identification of markets for recruitment; community and school relations and outreach; and strategic planning. They also perform marketing strategies to assist with enrollment, telecounseling, data/information tracking and analysis, electronic communications, recruiting content for marketing practices, and assessment. Finally, they oversee pre-enrollment programs including campus tours, visits, special events, parent programs, and analysis of yield activity for their prospective student contacts.

### CURRENT STRUCTURE

The goal of the restructuring initiative was to have all of SEFS in a central location. The University received initial funds to begin the planning of a new addition to the Reynolds Student Services Complex, which would house all of the areas within SEFS. Having one location for all areas of SEFS was crucial for the success of providing the ultimate goal of a one-stop office to assist students and the campus community with their needs. However, due to budget restraints, SEFS remained in two separate buildings at different ends of the campus, and the addition to the Reynolds

Student Service Complex has been postponed. The fate of the new building hinges upon the State of Nevada and the next legislative session that will take place in 2005. According to the University of Nevada, Las Vegas Facilities Management and Planning, the Reynolds Student Service Complex addition is expected to begin construction fall 2005 and is expected to be completed fall 2006. The most recent information coming from the University and Community College System of Nevada (UCCSN) is that the new addition may or may not be funded during the 2005 legislative session. This will have an impact on the projected completion date of fall 2006. To address the issue of having two separate locations, the Vice President for Administration began working with other areas on campus to see if an interim location could be found to bring all areas of SEFS together as was the goal of the restructuring initiative. In the interim, the SEFS unit functioned as a split structure consisting of the areas of Student Enrollment Services (SES) and Student Financial Services (SFS). SES consists of the areas housed in Maude Frazier Hall including: Client Services, Operations, Curriculum and Instruction, and Systems and Technology. The SFS structure remained the same as it was prior to the blending with the exception of a few minor changes. Staff from System and Technology were divided between the two buildings and functioned to assist with enhancing electronic services internally and externally. Also, roles among Client Services and Operations expanded in an effort to promote coordination, communication, and collaboration among the units.

In the interim, SEFS began to blend the Client Services unit by implementing a cross-training program between the two physical locations on campus. The Financial Aid Counselors were to begin to learn the responsibilities of the Client Services

Representative and vice versa. The cross-training was seen as a way to promote the move toward a more encompassing one-stop student services concept and would prepare the staff for the new location once it is built or the two units move into an interim location.

On the back end, Operations continued to have staff grouped by specialization as their roles related to admission, registration, and student financial services. Curriculum and Instruction has been pulled from the registration operations area to create their own area of concentration. System and Technology (ST), the fourth unit, provides support across the board to the three areas: Client Services, Operations, and Curriculum and Instruction. The role of the ST group has been expanded for the most part and new staff have been hired to provide assistance in areas such as web presence and programming. The changes within the ST area were intended to increase the number of homegrown systems to assist SEFS with its various application processes. This move mimics the function of Student Financial Services prior to the restructuring of SEFS.

As illustrated above, some of the structure has remained intact, primarily with Student Financial Services. The Operations areas of the former Admissions and the Registrar Offices have been blended. Some of the previous functions done by Admissions and the Registrar have been extracted to create a more focused curriculum unit, Curriculum and Instruction. The recruitment functions within Admissions were removed to create the Office of Undergraduate Recruitment, placing a focus on recruitment, retention, and community relations.

## **FINDINGS**

The following discussion will assess how Bolman and Deal's (2003) four factors of organizational change were represented during the process of blending the Office of Admission, Registrar's Office, and Student Financial Services. The four factors identified for this paper as structural change agents are: environmental changes, changes in technology, organizational growth, and changes within leadership. My own personal observations and experiences as a member of the SEFS blended unit were also drawn upon in an effort to identify reasons for the blended model to be implemented at UNLV. The discussion will begin with the factor that represents most of the identified reasons that lead to restructuring key student services throughout the literature.

### Environmental Changes Analysis

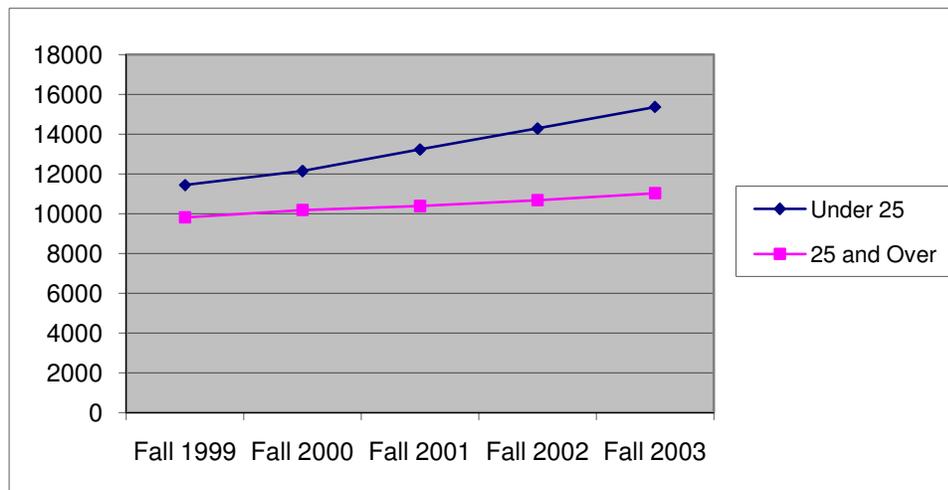
The first factor identified by Bolman and Deal are environmental changes within the environment that result from internal and external pressures. The literature identified many reasons contributing to the need to change the way service is provided to students. The possible reasons for needed change from the literature can be grouped by changes in students, competition, and student demands. Another factor identified in the literature was the trend of rising accountability concerns, which will not be addressed in this case study due to limited resources to adequately address this reason for change.

The literature identified that institutions across the nation are experiencing an increase in non-traditional students, causing a change in student demographics on campuses. The enrollment trends of students by age was completed for the fall semesters from 1999 to 2003 at UNLV to determine if this could be another reason for implementing change to the student service structure.

## Changes in Students

Table 10 illustrates the UNLV trends in student enrollment between students who are under 25 and those who are 25 and over. The 25 and over would represent the non-

**TABLE 10**  
**Student Demographic Trends**  
**Traditional vs. Non-Traditional**  
**1999-2003**



Source: Office of Institutional Analysis and Planning – University Student Profile Fall 2003

traditional population. As illustrated, the enrollment of traditional aged, under 25, student had a rate of increase of 5.80% or higher, for an average of 7.11% between 1999 and 2003. The non-traditional ages students, 25 and over, have a rate of increase of 1.96%, for an average of 2.88% between 1999 and 2003. The average enrollment increase over all age groups between 1999 and 2003 was 5.27%. Traditional students have a 1.84% higher rate of enrollment increase than all students, while non-traditional students experience a 2.39% lower rate of enrollment (decrease) than all students. Although the rate of enrolling non-traditional students increased at a steady rate, it did not seem to be significant enough to support the professional literature trends among institutions

nationally. The data for UNLV illustrated different patterns among enrollment that did not correlate with the trends experienced by other institutions that decided to blend services.

### *Competition*

The professional literature also identified that institutions may experience competition from for-profit institutions. During the search for information regarding this topic no solid information was found to support that this as a factor at UNLV contributing to the need to change services. UNLV's continuous increase in enrollment also supports that competition from for-profit institutions is not a factor at this time. As a participant observer, employed by UNLV since 1990, concerns regarding for-profit institutions were never discussed as a driving force for any change in policy or processes. This analysis of how competition does not play a role at UNLV is in conflict with what the literature suggested as being a reason for changing the student service structure to compete with non-profit entities.

### *Student Demands*

The final reason institutions determine the need to change is a result of having demands and expectations placed upon them by students. This was a factor that appeared throughout the literature. To literature overwhelmingly cited the use of self-assessments as the tool of choice in identifying the demands and expectations of students.

At UNLV a self-study was done in 1998 as a result of the Division of Student Services being awarded a Planning Initiative Award for 1997-1998. The division moved forward with a comprehensive assessment of the undergraduate experience. George Kuh, Professor of Higher Education at Indian University, oversaw this process. (1998)

The survey was the College Student Experience Questionnaire (CSEQ) and was completed by students during the spring 1998 semester.

Some of the findings in the CSEQ Data Analysis that support the changing demographics earlier discussed was with non-traditional students relating to the question about personnel demonstrating concern for students. The statement students responded to was, "University personnel demonstrate a true concern for students." When the data was analyzed by age categories, it identified that 22.2% of students in the non-traditional age range of 30-39 indicated the 'strongly disagreed' or 'disagreed' with the 'concern' statement. The rate of discontent did lessen with the next age group, 40-55, where only 7.2% 'disagreed' or 'strongly disagreed'. The analysis recommended that this trend in responses may be of interest to those people who were responsible for non-traditional related programs. Other areas that indicated 'disagree' responses regarding concern were off-campus students, who had a higher rate of 'disagree' responses.

The analysis of the CSEQ findings does indicate that student perceptions were impacting their UNLV student experience, which does impact retention efforts and the overall success of students. The findings of this questionnaire contributed to the movement of the Division of Student Services to become committed to becoming more student focused. They indicated during their presentation to the Academic Council that the research indicated that the relationships students have with faculty and staff influenced retention. (unknown, 1998)

The other study that was completed at UNLV was the Noel Levitz *Student Satisfaction Inventory (SSI)* completed in March 2002.<sup>3</sup> As a result of the intensive SSI, Noel Levitz and key UNLV administrators identified action items and a target completion date. Some of the priority actions outlined in the Noel Levitz consultation included a focus on Enrollment Management, which supported the new direction of blending key student service offices into one. These actions support the timeline previously discussed describing key administrators being asked to begin evaluating the processes within the former Office of Admissions and Registrar's Office. The priority action items identified in the Recruitment Consultation Report III from Noel Levitz (April 2002) included:

- Institute cross training with financial aid to learn packaging philosophy and procedures. Initiate communication across functional boundaries.
- Determine common data matching elements from E-coms (local admission inquiry tracking system) page collection into E-coms goeey (*SIC*) application screen.
- Determine if current procedure of recalculating transfer credits based on transferable credits to complete an admission decision is a university or Board of Regents policy.
- Devise pre-enrollment communication strategies to admitted students regarding advising and registration processes for each college. Begin to include this information in accepted student packet mailings, through electronic communication with admitted students, and through posting on the UNLV orientation web site.
- Develop new inquiry management, mail and electronic communication fulfillment and application processing operating procedures based on prescribed goals for number of working day turnaround for each procedure.

The five action items identified all support the one of the cited reasons outlined in the timeline of events at the beginning of this section. The goal was to have the

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<sup>3</sup> The data for this study was difficult to acquire. Unfortunately, this case study will not have full use of the findings as only pieces of the study were provided for analysis. Most of the information obtained related to retention and enrollment management. The data has been reviewed and some information has been extracted from the data that was provided.

processes evaluated to find a better way of doing things in regard to the intensive paper process.

Using the Noel-Levitz findings, Student Financial Services conducted three focus groups comprised of students, both undergraduate and graduate level, in July 2002 to isolate student issues further. The author of this case study was involved in this process and relied on the use of the notes from two of the 'talk-back' session notes as a source of data. The *talk-back sessions* provided some insight into what students perceived and experienced when dealing with various student services across campus during and prior to 2002.

The comments from the *talk-back* conveyed that there was an overall sense that some of the students present never experienced poor service or cumbersome processes. They seemed to be the large population of students who flow right through the various processes with no real problems requiring them to seek the advising from student services. Some of the students did provide feedback based on their experiences to the questions that were asked. Some of the statements relevant to this study and that supported the move to a one-stop shop will be discussed.

There was an overall concern about the ability of the Admission's Office processing structure. Students indicated it was paper intensive and had issues with losing transcripts. They also addressed the manner in which they were helped, indicating that the Registrar's Office has good days and bad days. Another concern was the Student Financial Services phone system and its inability to adequately handle incoming calls from students. They liked on-line services and wanted to see more, while others were unaware of the existing on-line services provided to students. The most

alarming observation made by students was that they felt the staff did not communicate to their colleagues across campus and this caused more run-around.

The CSEQ, Noel-Levitz, and *Talk-Back Session* findings appear to support the need for structural change within the three key student services units. The one-stop structure was supported by the students' feeling of getting the run-around cross campus and when using the phone system. This analysis indicated that the move to a one-stop shop would benefit students. The CSEQ data also indicated that non-traditional students felt a disconnect with the university. This supports the literature in that more demands are being placed on the institution by non-traditional students. However, the numbers at UNLV for students in this category have not significantly changed over the past several years. This would illustrate that there is not a serious issue but one worth being aware of in the scheme of blending services.

### Organizational Growth Analysis

The next factor contributing to structural change is organizational growth. Some of the key resources Bolman and Deal (2003) used to portray this factor included other scientists and trends organizations have seen for various reasons. The two key scientists they focused on as experts within organizational growth included Frederick W. Taylor and Max Weber. As discussed previously, Taylor and Weber focused on the division of labor by specialization.

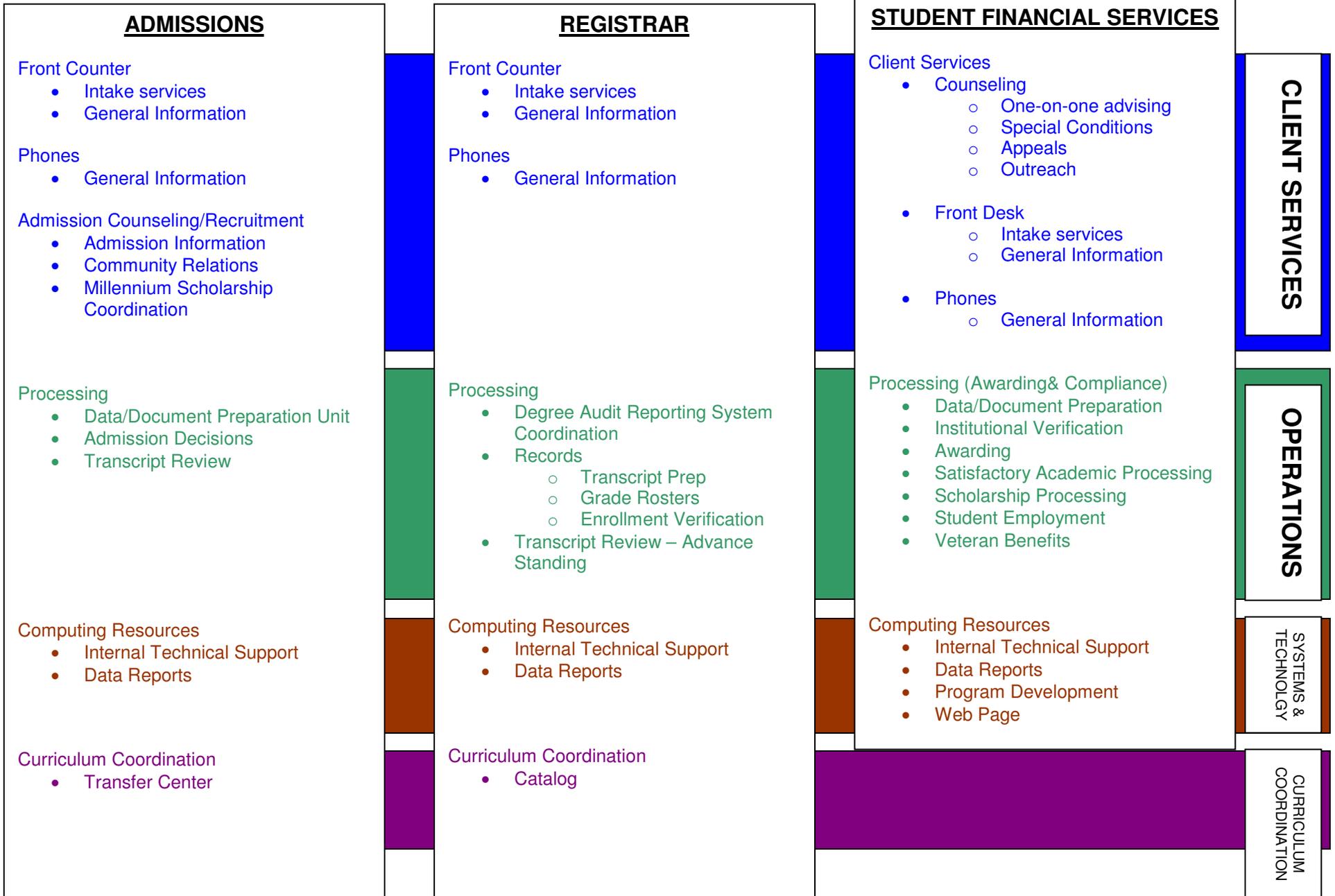
These theories and trends support the premises that structure and proper fit of staff is key to the organizations success. However, looking at the reasons to restructure using the blended model incorporated by UNLV, the structure strays from specialization. By removing the specialization component, which signifies the traditional silo structure,

the new blended model at UNLV focused on function and created the concept of generalists. For this analysis, a review of the documents provided for this study and using information that was shared with me as a participant observer throughout the blending will be used to assist with understanding the rationale for the new blended structure. The decision was made to identify commonalities within each unit. The commonalities were grouped by function; Client Services, Operations, Curriculum Coordination, and Systems and Technology. The recruitment function was removed and the Office of Undergraduate Recruitment was created. By separating out the similar functions the silo structure was flipped on its side to group the organization by function, rather than the outcome. Table 11 illustrates the new structure.

The literature identifies that growth in enrollment, stagnant funding, and stagnant staffing levels are reasons why schools need to identify innovative ways to provide student services and why other schools have moved to a similar structure. The literature also suggests that changes within the student demographics, an increase in non-traditional students, is another reason institutions change the structure. The blended concept not only assisted the schools identified in the literature with the problem of doing more with less, it benefited students as it began to reduce the amount of run-around at the institutions who implemented this concept to student.

Table 12 will be used to illustrate trends at UNLV in the forces identified in the literature as moving institutions to change: funding levels, staffing levels, and enrollment

**TABLE 11  
SILO STRUCTURE FLIP**



**TABLE 12**  
**Student Enrollment and Financial Services**  
**Operational Budget – Staff – Enrollment Trends**

	AY 98/99	AY 99/00	AY 00/01	AY 01/02	AY 02/03	AY 03/04	AY 04/05
<b>Total budget:</b>		3,311,335	3,437,717	3,963,623	4,183,301	4,470,704	5,165,421
<b>% increase (decrease)</b>			3.68%	13.27%	5.25%	6.43%	13.45%
<b>Employees (FTE)</b>		63.96	63.96	69	69	72	81
<b>increase (decrease)</b>			0	5.04	0	3	9
<b>Students</b>	21,124	21,853	22,342	23,618	24,965	26,393	27,344
<b>% increase (decrease)</b>		3.34%	2.19%	5.40%	5.40%	5.41%	3.48%
<b>Dollars per student</b>		\$151.53	\$153.87	\$167.82	\$167.57	\$169.39	\$188.91
<b>\$ increase (decrease)</b>			1.52%	8.31%	-0.15%	1.08%	10.33%
<b>Student per employee</b>		341.6667	349.3121	342.2899	361.8116	366.5694	337.5802
<b>% increase (decrease)</b>			2.19%	-2.05%	5.40%	1.30%	-8.59%

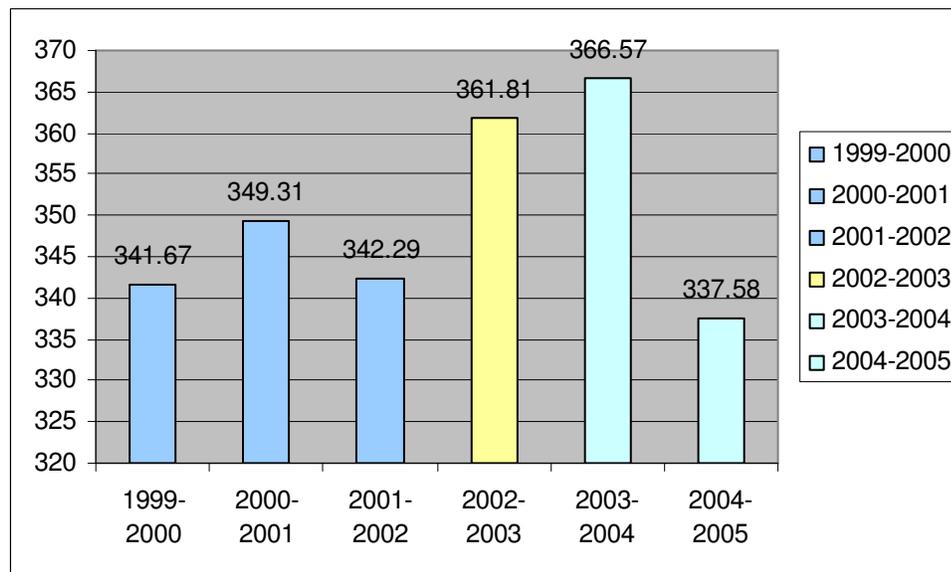
*Source: University and Community College System of Nevada (UCCSN) Operating Budgets 1998-2003 and 1999-2004*

growth. Table 12 shows a marked increase in both enrollment and in the budget dollars preceding the decision to blend. Enrollment was growing, but the operating budget for student services was growing along with it.

The row labeled "dollars per student" shows that the operating budget grew more quickly than enrollment. For all but one year (AY 2002-2003), the student services operating budget per student actually increased. The dollar to student percentage just prior to the blending, 2001/2002, illustrates an increase in dollars spent per student at 8.31%. However, the transition between the blending year and the preceding year, 2002-2003 and 2003-2004, indicates a slight decrease in dollars per student spent on staff of -0.15%. This decrease was followed by a significant increase in dollars spent per student of 10.33% leading into the fiscal year 2004-2005.

Table 12 also provides data about growth in student services employees. Although the number of employees also grew, the data show a gradual increase in the number of students each employee was expected to serve from 342 in 1999-2000 to 367 in 2003-2004. In terms of workload per employee, student services was doing more with less. The pattern was reversed in 2004-2005, when the number of students per employee declined substantially from 367 to 338. Table 13 provides a clearer illustration of this data.

**TABLE 13**  
**Student to Employee**  
**1999-2004**



*NOTE: Reflects fall enrollment data*

In conclusion, the analysis assisted with identifying whether stagnant staffing and funding existed and was a possible reason for blending. The patterns identified do not support the literature findings regarding having to do more with less, in fact the data actually suggests the opposite at UNLV. The preceding year to blending, 2001-2002 actually demonstrates a very different picture on the UNLV campus compared to institutions across the nation. The units that were blended experienced a significant

increase in operating funds of 13.27%, an increase of 5 new positions, an enrollment level that increased at a consistent level of 5.40% between 2001-2002 and 2002-2003, an increase of 8.31% in dollars spent per student, and a decrease of -2.05% in student to employee numbers.

### Technology Analysis

Technology has been identified as one of the four factors that lead organizations to change. Bolman and Deal have identified that technology is a solution to use when reacting to pressures. They also see technology as a force that drives and enables change to occur. The professional literature also identified technology in these same terms; technology enables change and provides the opportunity to do more with less, including utilizing staff more efficiently.

After examining the re-organization of SEFS it was determined that technology did play a role in the decision for the blending of key student service units. The Systems and Technology portion of the three student service units (Office of Admissions, Registrar's Office, and Student Financial Services) was identified as one of the main functions within all three units. Grouping responsibilities by function led to the creation of a comprehensive Systems and Technology unit within SEFS. The System and Technology implementation was driven by the ability to develop and maintain system designs and the implemented in-house and out-sourced systems pertaining to: web, financial aid, student employment, room scheduling, reporting capabilities, and the use of imaging to reduce paper. An overview of the System and Technology unit responsibilities is included in the conclusion section on the SEFS – Functional View table (table 14).

The directive made to key administrators to evaluate the Registrar's and Admissions' processes prior to the blending, led to the project to create an integrated application. The integrated application was an attempt to streamline the paper intensive application process. The new application would create the opportunity for students to complete one application for multiple purposes that would benefit them as newly admitted students to UNLV. The application would include questions needed to make decisions on admission, residency, financial aid, and scholarships. The original mindset of the taskforce was to create additional modules to create an all inclusive, interactive application with the Honor's College, public safety (parking), and campus housing. The benefit of the integrated application was seen as an effort to provide efficient student services while assisting with the reduction of student run-around and supporting the one-stop shop concept for student services.

Other areas where technology benefited the blended SEFS unit was the implementation of more on-line services. There was a push to utilize the on-line admission application, the ability for students to obtain enrollment verifications on-line was implemented utilizing the National Clearinghouse, and a number of forms were added to the website to provide easy access to students and staff. As a member of the task force for finding better ways of meeting student needs through automated services, Client Services utilization of the National Clearinghouse was instrumental in creating a shift in the limited staff resources previously discussed during the analysis of organizational growth. An example of the benefit of on-line services was that a large number of enrollment verifications that were done manually by Client Services staff

were now processed for students on-line and provided more accuracy and efficient service to students.

Students have access to a multiple array of information from the SFS website, including: access to forms required for aid consideration, access to on-line sites for students to complete their required federal loan session, and the ability to complete their federal master promissory notes on-line using an electronic signature. All of these services increased student access to information, enabling students to maneuver through the various SEFS processes. The move toward on-line SFS services occurred prior to the blending and was seen by some as an example of how the SES side of SEFS could enhance services to students. The System and Technology unit was seen as being the enabler of change along with other entities on campus already involved in the move toward more SEFS services on-line.

The move toward more automated services on-line supports the premises of the professional literature, as well as Bolman and Deal, that technology is a conduit for change. Technology gave SEFS the tools to provide more services in an efficient manner to students. The data demonstrates that technology was used to enhance on-line services as well as the beginning of changing the cumbersome application processes across campus with SEFS.

### Leadership Analysis

Current leadership plays an important role in determining the structure of an organization. Bolman and Deal suggest that changes in leadership have an important role in shaping or re-shaping an organization. They identified that new leaders create a

blue print for the organization. The creation of the blue print impacts the overall look of the organization and determines the structure.

The literature provided some insight into how leadership plays a role in this issue across the nation. Although this factor was not addressed consistently like other factors identified by Bolman and Deal, in one of the professional articles it was identified that the leader does identify how an organization/university will get things done. (Noel-Levitz, 2000)

Prior to the re-organization that resulted in the blended concept of SEFS, many leadership changes occurred.<sup>4</sup> The Offices of Admissions and the Registrar's Office had gone through many changes prior to the blended approach. The major changes within these two units included the resignation of three key administrator within the Office of Admissions and the Registrar's Office; the Associate Vice President for Enrollment Services, the Assistant Registrar, and the Registrar. The Office of Admissions and Registrar already worked closely with one another due to the proximity of offices and the nature of the two units responsibilities, yet they remained separated. The changes in leadership and the nature of the offices housed in Frazier Hall (Admissions and Registrar) appear to have contributed to the move toward the more comprehensive blending in 2002.

## **CONCLUSION**

Bolman and Deal identified four factors that cause change in an organization's structure: environment, technology, growth, and leadership. When a change in the four factors occur, change is inevitable. Using the four factors identified by Bolman and

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<sup>4</sup> Due to recent changes within SEFS and just prior to the completion of this paper important data was not available through interviews that were planned. However, personal experience as a participant observer was used where appropriate.

Deal, the literature was used to determine reasons why institutions decide to blend key student services into a one-stop shop. This became the foundation for the case study to determine if the reasons presented by Bolman and Deal and the literature existed at UNLV prior to the blending of key student services into Student Enrollment and Financial Services.

The evidence used for the case study focused on using documents to identify the factors present prior to the blending initiative. The analysis for this case study was to include data gathered during three key interviews. However, the interviews were not conducted due to the abrupt abortion of the blended concept at UNLV. When the blending was aborted the units ultimately stayed as two separate units: Student Enrollment Services and Student Financial Services. No further movement toward a one-stop shop has occurred.

The data provided by SEFS for this paper illustrated the blue print for the blended structure. As discussed in the conclusion section relating to organizational growth, the chart illustrating the *Silo Structure Flip* (Table 11) provided insight into the new structure with its new focus on function rather than the outcome. Table 14 outlines the function of each unit within SEFS based on the new structure; Client Services, Curriculum Coordination, Operations, and Systems and Technology.

The Executive Director was instrumental in developing this organizational structure. They utilized various colleagues across the nation, the former Associate for Vice President for Student Services ideas toward a blended student services, professional articles, and their own experience when creating the blended structure. This innovative approach to student services was the fastest growing approach to

student services at the time UNLV implemented SEFS and is still being implemented by institutions across the nation today as a way to better serve students and meet the changing needs of campuses everywhere.

The data illustrated that the implementation of SEFS was done as one way to respond to directives by administration to address the issue of paper-intensive processes within Admissions and the Registrar, move toward the current trend in student services through a blended model, and as a response to the increasing needs and demands of students. The data did not clearly illustrate that the blending initiative at UNLV was done to address the need to do more with less. This conclusion is supported by the data indicating that the budget funding levels, and the staffing levels increased during the time period of the analysis, prior to the blending initiative. Also, the number of students served by staff decreased showing the potential of having more staff to serve students.

Technology could be seen as the back bone of the blending endeavor. The System and Technology unit was the one unit that implemented the blending concept holistically. The special issues that caused issues with the full blending of the Client Services unit did not have the same impact. The other areas of the unit, Operations and Curriculum Coordination, although part of the blending, were able to keep their structure in tact for the most part. This is due to the nature of these units being specialized by function within the various application processes throughout SEFS; admission applications, *Free Application for Federal Student Aid (FAFSA)*, verification processes, and scholarship application.

**TABLE 14**  
**STUDENT ENROLLMENT AND FINANCIAL SERVICES (SEFS)**  
 Functional View – Post Silo Structure

<b>Client Services</b>	<b>Curriculum Coordination</b>	<b>Operations</b>	<b>Systems and Technology</b>
<p><b>Student Relations &amp; Services</b></p> <p><i>Enrollment, registration, financial assistance, graduation</i></p> <ul style="list-style-type: none"> <li>• Intake services</li> <li>• Literature/information</li> <li>• Presentations</li> <li>• Counseling on special circumstances, exceptions</li> </ul> <p><b>Faculty/Staff Relations &amp; Services</b></p> <p><i>Enrollment, registration, financial assistance, scholarship, graduation, room scheduling/ PT employment administration.</i></p> <ul style="list-style-type: none"> <li>• Coordination, training, program administration</li> </ul> <p><b>Employer Services</b> (<i>on and off campus PT employers</i>)</p> <ul style="list-style-type: none"> <li>• Coordination of programs and administration</li> </ul> <p><b>Donor Services</b></p> <ul style="list-style-type: none"> <li>• Foundation coordination</li> <li>• Donors on criteria/reporting</li> </ul> <p><b>Public Relations</b></p> <ul style="list-style-type: none"> <li>• Press releases</li> <li>• Campus news briefs</li> </ul>	<p><b>Curriculum Coordination of Policies and Procedures</b></p> <p><i>In concert with academic units, coordinate academic policies and procedures for ease of administration and client understanding</i></p> <ul style="list-style-type: none"> <li>• University general curriculum</li> <li>• Transfer student curriculum</li> <li>• External institution articulation agreements</li> <li>• DARS</li> </ul> <p><b>University Academic Affairs Committees</b></p> <ul style="list-style-type: none"> <li>• General Core Curriculum</li> <li>• Academic Advisors Council</li> <li>• Faculty Senate Admissions</li> <li>• Academic Standards</li> <li>• Curriculum</li> </ul> <p><b>Academic Documents</b></p> <ul style="list-style-type: none"> <li>• College catalog</li> <li>• Registration Guide</li> </ul>	<p><b>Inquiry Database Management &amp; Application Processing</b></p> <ul style="list-style-type: none"> <li>• Admissions</li> <li>• Residency</li> <li>• Enrollment &amp; grades</li> <li>• Financial assistance</li> <li>• Scholarship</li> <li>• Student employment</li> <li>• Veterans</li> <li>• Graduation</li> </ul> <p><b>Electronic Transfers</b></p> <ul style="list-style-type: none"> <li>• E-Coms</li> <li>• US Dept of Education</li> <li>• E-Transcripts</li> <li>• Disbursements</li> </ul> <p><b>Compliance and Audits</b></p> <ul style="list-style-type: none"> <li>• Federal</li> <li>• State</li> <li>• UCCSN</li> <li>• Institutional</li> <li>• Donor</li> </ul> <p><b>Reporting</b></p> <ul style="list-style-type: none"> <li>• Processing analysis</li> <li>• CDS, trend analysis</li> </ul>	<p><b>Software Development &amp; Maintenance</b></p> <p><i>Systems design &amp; implementation of in-house or outsourced systems</i></p> <ul style="list-style-type: none"> <li>• Web</li> <li>• Financial assistance</li> <li>• Employment</li> <li>• Room scheduling</li> <li>• DARS</li> <li>• Graduation</li> <li>• Reporting: Focus, Access, Excel</li> <li>• Imaging</li> <li>• Administrative</li> <li>• E-Coms</li> <li>• SIS interfaces</li> </ul> <p><b>Hardware Development &amp; Maintenance</b></p> <ul style="list-style-type: none"> <li>• Mainframe</li> <li>• Personal computers</li> <li>• Needs assessment</li> </ul> <p><b>Security</b></p> <ul style="list-style-type: none"> <li>• System access</li> <li>• Security of data &amp; software/hardware</li> </ul>

SOURCE: UNLV Student Enrollment and Financial Services

Although the patterns suggest a variation from the institutional trends identified in the literature, the study was unable to identify if other unknown factors existed that may have changed the findings. Factors that may offset the increase in budgets and the increase in staff in relation to students being served were not evaluated due to limited resources. Some of the factors that could be studied in future case studies of this nature include: the expense of providing automated services and increased on-line services to students; the change in salaries for the positions that were changed during 2002-2003; the impact of the position changes which included classified positions being changed to professional level positions; and what the true impact of the enrollment increases to all of the factors identified through more comprehensive statistical analysis. These deficiencies in the study provide the opportunity for more in depth analysis to be done on this topic.

In summary, the case study of the blending of the Offices of Admissions, Registrar, and Student Financial Services into Student Enrollment and Financial Services is a good example of Bolman and Deals Reframing Organizations perspective on organization change. Bolman and Deal identified four factors present when determining the proper organizational structure; SEFS had characteristics of all four. In addition, SEFS demonstrated similar needs and causes for moving toward the one-stop shop concept that other institutions were experiencing across the nation.

Major flaws in the implementation design were identified during the analysis of the documentation provided for the study. The first major flaw that stood out during the analysis of data is that there was no concrete proposal for requesting the administration to move toward a blended model. The lack of a proposal with projected outcomes,

short and long term goals, and an implementation strategy was a big gap in the overall plan of the blending initiative. The only data that was present were charts of the new structure based on function, which were utilized as illustrations throughout the study.

Another flaw of the blending initiative was that proper consideration to the physical location of the units being blended was not addressed. Having the offices spread out across campus, in the original buildings, made it difficult to begin the level of cross –training needed to create a generalist team to address the run-around that UNLV students were experiencing. Proposals for interim locations, after the blending began, were made but space was difficult to find and other units would compete for the much needed space. Student Enrollment and Financial Services was unable to secure a location to move the blended offices together.

The theory of blending key offices can be beneficial and has been at many institutions across the nation. However, proper planning and funding is necessary to create an environment conducive to a restructuring of units of this magnitude. The initiative was implemented for two years and the abandonment of the initiative could be seen as premature in relation to the magnitude of what the change really meant for faculty, staff, and most importantly, students. Also, if SEFS had been able to obtain office space large enough to house the entire unit of Client Services, the blending initiative may not have been abandoned so quickly. The blending and cross-training of the Client Services unit was instrumental in showing that the one-stop shop structure would work at UNLV. The rest of the units could have still supported the front-line staff from across campus through enhanced technology; instant messaging, increased use of

the intercom phone function, student runners, and document imaging throughout all SEFS units.

After an analysis of the data the blending option may not have been the best choice for UNLV with the limited space it had to contend with as well as having only two years to get the office up and running smoothly. Especially, when it took a while after the announcement that the blending had occurred to fully implement the blended concept due to vacant staffing positions during the first year and a hiring freeze that slowed down the process of filling the vacancies left prior to the blending and during the blending. Overall, the literature demonstrates that blending can work if all of the players and the vehicles are in place prior to or immediately following the blending. Student Enrollment and Financial Services had many hurdles to jump coming out of the planning phase and coming into the blending phase, all of which contributed to the premature abandonment of the blending model.

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