This is an authorized facsimile
and was produced by microfilm-xerography
in 1975 by
Xerox University Microfilms,
Ann Arbor, Michigan,
U.S.A.

INFORMATION TO USERS

This material was produced from a microfilm copy of the original document. While the most advanced technological means to photograph and reproduce this document have been used, the quality is heavily dependent upon the quality of the original submitted.

The following explanation of techniques is provided to help you understand markings or patterns which may appear on this reproduct

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting thru an image and duplicating adjacent pages to insure you complete continuity.

2. When an image on the film is obliterated with a large round black mark, it is an indication that the photographer suspected that the copy may have moved during exposure and thus cause a blurred image. You will find a good image of the page in the adjacent frame.

3. When a map, drawing or chart, etc., was part of the material being photographed the photographer followed a definite method in "sectioning" the material. It is customary to begin photoing at the upper left hand corner of a large sheet and to continue photoing from left to right in equal sections with a small overlap. If necessary, sectioning is continued again — beginning below the first row and continuing on until complete.

4. The majority of users indicate that the textual content is of greatest value, however, a somewhat higher quality reproduction could be made from "photographs" if essential to the understanding of the dissertation. Silver prints of "photographs" may be ordered at additional charge by writing the Order Department, giving the catalog number, title, author and specific pages you wish reproduced.

5. PLEASE NOTE: Some pages may have indistinct print. Filmed as received.

Xerox University Microfilms
300 North Zeeb Road
Ann Arbor, Michigan 48106

73-27,983

SUMMERS, Frank William, 1933-
A STUDY OF CONFLICT, CO-OPTATION AND
ADAPTATION IN A FEDERAL PROGRAM.

Rutgers University The State University of
New Jersey, Ph.D., 1973
Library Science

University Microfilms, A XEROX Company, Ann Arbor, Michigan

A STUDY OF CONFLICT, CO-OPTATION AND ADAPTATION IN A FEDERAL PROGRAM

By FRANK WILLIAM SUMMERS

A thesis submitted to
The Graduate School
of
Rutgers University
in partial fulfillment of the requirements
for the degree of
Doctor of Philosophy

Written under the direction of
Professor Ernest DeProspo
of the Graduate School of Library Service
and approved by

New Brunswick, New Jersey
May, 1973

ABSTRACT OF THE THESIS

A Study of Conflict, Co-optation and Adaptation
in a Federal Program

by FRANK WILLIAM SUMMERS, Ph.D.

Thesis director: Dr. Ernest R. DeProspo

The study examines the operation of the three variables—conflict, co-optation and adaptation within the context of a program to train librarians operated by the U.S. Office of Education under the authority of Title II-B of the Higher Education Act of 1965 (Public Law 89-329). The program studied was administered by the Division of Library Programs of the U.S. Office of Education and the years 1968 and 1969 form the data base for the study, which is exploratory in nature.

Data sources for the study are unstructured interviews with directors of training programs, regional and headquarters staff of the Division of Library Programs, deans and directors of library schools and staff members of the American Library Association. In addition, program records and files and published materials relative to the Higher Education Act were consulted. A thirty-one item questionnaire was sent to a 20% random sample of the 4,620 training program participants. There were 670 responses providing a

76% response rate. A questionnaire was also sent to the 120 persons who had served as a director of one or more of the training programs and seventy-eight responses, or *67%,* were received.

Significant conclusions of the study are:

(1) Closed decision making eliminated many real organizational conflicts but generated a high level of apparent conflict with actors in the process.

(2) A proposition developed by James L. Price, that centralization of decision making lowers conflict in organizations, was supported but found to be too simplistic.

(3) Actions of an interest group resulted in pre-co-optation of the program and insured that the training program would serve primarily the interests of a single interest group within the library profession.

(4) Centralization of decision making produced a very low level of adaptlveness within the administration of the program.

ACKNOWLEDGEMENTS

In a project as lengthy and complex as a doctoral study a researcher necessarily receives assistance and become indebted to a great many people.

In the case of this study the author wishes to express appreciation to the interview respondents who gave generously of their time and to the participants and institute directors who endured yet another questionnaire. As promised, a sincere and hopefully successful effort has been made to protect the anonymity of all respondents.

At Rutgers University special thanks are due to Phil Clark and Kay McGinty, who gave generously of their time and varied talents in designing the research and in analyzing the statistical data.

The dedicated assistance of Dr. Ernest R. DeProspo, who directed the study, is gratefully acknowledged. His patient help and keen insight into the problems of research helped the researcher avoid many pitfalls and contributed substantially to the completion of the work.

The members of the committee patiently read drafts and spent many hours discussing the study. Their penetrating comments and helpful suggestions are deeply appreciated.

The advice and assistance of Professor Ralph Blasin-

game goes far beyond his role as a committee member and merits special notice. As a friend, counselor, teacher and critic, Professor Blasingame has played a major part in the personal and professional growth of the writer. His influence is primarily responsible for the initation of the program of study which this research culminates and I am forever grateful to him.

Lastly, the support and valuable assistance of my wife and son is acknowledged. They cheerfully and enthusiastically endured the re-locations, re-adjustments and discomforts which completion of this research demanded. In addition, my wife, Marie, has assisted in the preparation of the manuscript from the stage of poorly-written hand notes through its several drafts and has contributed her well-developed editorial and creative abilities. This kind of assistance is not only invaluable, but is generally unobtainable, and I am deeply grateful.

The work presented or reported herein was performed pursuant to a grant from the U.S. Office of Education, Department of Health, Education and Welfare.

TABLE OF CONTENTS

ABSTRACT OF THE THESIS ii

ACKNOWLEDGEMENTS iv

LIST OF TABLES viii

CHAPTER
I. STATEMENT OF THE PROBLEM 1
II. REVIEW OF RELEVANT LITERATURE 23
III. METHODOLOGY AND INSTRUMENTATION 45
IV. CONFLICT, CO-OPTATION AND ADAPTATION 57
V. PROGRAM EFFECTIVENESS 115
VI. CONCLUSIONS AND IMPLICATIONS FOR FURTHER RESEARCH 140

APPENDICES
I. LIST OF PERSONS INTERVIEWED 167
II. PARTICIPANT QUESTIONNAIRE 169
III. DIRECTOR QUESTIONNAIRE 175
IV. CROSS-TABULATION OF CHANGE VARIABLES WITH SEX OF PARTICIPANTS 182
V. CROSS-TABULATION OF CHANGE VARIABLES WITH AGE OF PARTICIPANTS 188
VI. CROSS-TABULATION OF CHANGE VARIABLES WITH RACE OF PARTICIPANTS 192
VII. CROSS-TABULATION OF CHANGE VARIABLES WITH ANNUAL SALARY OF PARTICIPANTS 196

VIII. CROSS-TABULATION OF CHANGE VARIABLES WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED 200

IX. CROSS-TABULATION OF ATTITUDE VARIABLES WITH SEX OF PARTICIPANTS 206

X. CROSS-TABULATION OF ATTITUDE VARIABLES WITH RACE OF PARTICIPANTS 209

XI. CROSS-TABULATION OF ATTITUDE VARIABLES WITH AGE OF PARTICIPANTS 212

XII. CROSS-TABULATION OF ATTITUDE VARIABLES WITH ANNUAL SALARY OF PARTICIPANTS 217

XIII. CROSS-TABULATION OF ATTITUDE VARIABLES WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED 222

XIV. CHARACTERISTICS OF INSTITUTE DIRECTORS . . . 227

BIBLIOGRAPHY 229

LIST OF TABLES

Table		Page
1	Distribution of Institutes by USOE Region . . .	16
2	Distribution of Institutes by Type of Library Served	17
3	Comparison of the Sample with the Total Population of Institute Participants	52
4	Distribution of Institutes by Type of Library Served Showing Percentage of Total Institutes and Percentage of Total Expednitures	61
5	Distribution of Institute Proposals Submitted and Funded by Type of Library	62
6	Distribution of Institutes by Type of Library, 1968 and 1969	64
7	Dichotomization of the Institutes into Basic and Specialized Programs	67
8	Distribution of Basic and Specialized Institutes by Type of Library, 1968 and 1969.	68
9	Distribution of Grant Awards to Accredited and Non-accredited Schools, 1968-1969	80
10	Comparison of Proposals Submitted and Proposals Funded by Accredited and Non-accredited Library Schools, 1968-1969	80
11	Distribution of Panel Members by Employment, 1968 and 1969	90
12	Cross-tabulation of Grant Awards to States with Presence of an Evaluation Panel Member from the State Granted that the State Submitted an Institute Proposal, 1969	91
13	Cross-tabulation of Grant Awards to Institutions with Institutional Representation on Evaluation Panels, 1968-1969	92

14 Distribution of Rejected Institute Proposals by Type of Library Served, 1968 and 1969 . . . 94

15 Distribution of Positive Responses of Institute Directors by Type of Library Focus of Institute Directed, 1968 and 1969 96

16 Cross-tabulation of Benefits Perceived by Participants and Type of Library in which Participants were Employed 97

17 Distribution of Offices Held by Institute Directors 99

18 Distribution of Speaking and Writing Activities of Institute Directors Classified by Recency 101

19 Cross-tabulation of Reasons Variables Ranked 1-3 by More than 40% of Directors with Type of Library Focus of Institute 102

20 Distribution of Participant Responses to Change Variables 117

21 Distribution of Responses to Attitude Variables by Percentage of Participants 118

22 Chi-square Statistics Resulting from Cross-tabulation of Change Variables with Sex of Participants 120

23 Chi-square and Cramer's Statistic Resulting from Cross-tabulation of Change Variables with Race of Participants 121

24 Chi-square Statistics Resulting from Cross-tabulation of Change Variables with Age of Participants 123

25 Chi-square Statistics Resulting from Cross-tabulation of Change Variables with Annual Salary of Participants 124

26 Chi-square Statistics Resulting from Cross-tabulation of Change Variables with Type of Library in which Participant is Employed . . . 126

27 Chi-square Statistics Resulting from Cross-tabulation of Attitude Variables with Sex of Participant 128

28 Chi-square Statistics Resulting from Cross-tabulation of Attitude Variables with Race of Participant 129

29 Chi-square Statistics Resulting from Cross-tabulation of Attitude Variables with Age of Participant 130

30 Chi-square Statistics Resulting from Cross-tabulation of Attitude Variables with Annual Salary of Participant 132

31 Chi-square Statistics Resulting from Cross-tabulation of Attitude Variables with the Type of Library in which the Participant is Employed 133

32 Percentage of Respondents Expressing Strong Agreement with Attitude Variables by Type of Library in which Participant is Employed . 134

CHAPTER I

STATEMENT OF THE PROBLEM

The Problem

The focus of this study is an examination of some of the consequences of centralized decision making in a federal program with respect to three variables appropriate to the study of organizations--conflict, co-optation and adaptation. The variables will be examined in the context of the program of institutes for training librarians operated by the U.S. Office of Education under the authority of Title II-B of the Higher Education Act of 1965 (PL 89-329).

The three variables to be examined have been recognized as important aspects of organizational behavior. Organizational theorists have paid particular attention to conflict and adaptation in the past few years. Co-optation, on the other hand, while recognized as a valuable concept, has not received extensive attention from researchers.

The institute training program which forms the base of the study is administered by the Division of Library Programs of the U.S. Office of Education.[1] Because the Division is a relatively small agency with a constituency

of limited size, it provided a useful context for examination of the variables. Throughout, references will be made to policies, procedures and actions of the Division, but the reader should continually keep in mind that it is conflict, co-optation and adaptation which are being examined and not the Division of Library Programs.

Specifically, the study will examine three propositions, two of which were developed by James L. Price and a third which was developed for this study. The propositions to be examined are as follows.

(1) "Organizations which have co-optation are more likely to have a high degree of effectiveness than organizations which do not have co-optation." Related to this is the proposition "Organizations which have major elite co-optation are more likely to have a high degree of effectiveness than organizations which do not have major elite co-optation."[2]

(2) A high degree of centralization of decision making results in a lowering of adaptiveness.[3]

(3) Organizations with centralized decision making will have lower levels of conflict than organizations which do not have centralized decision making.

Given the definition of conflict which follows and the substantial research on the problem, it is evident that this last proposition has substantial validity. It is the purpose of this study to use the proposition to gain additional insight into the operation of conflict.

The combination of an agency of limited size and scope with a small constituency with specific interests provides a very useful context for such an examination.

Definitions

Co-optation

Co-optation is "the process of absorbing new elements into the leadership or policy-determining structure of an organization as a means of averting threats to its stability or existence." This concept was developed by Selznick in his seminal study of the Tennessee Valley Authority.[4]

In recent usage the term has become pejorative but it is used here in the neutral sense, as are many descriptors in social science, to describe a common process of organizational accommodation.[5]

Major Elites

In a social system elites are those actors who have power. Power may derive from organizational position, or from personal characteristics, or both.[6] Elites are, therefore, persons who make decisions in a social system or who have the power to control the making of a decision. The elite/non-elite structure in social systems may be quite complex (e.g., an elite member of a minority group may or may not be an elite member of the social system). Etzioni suggests the following typology of elites:[7]

Personal Power	Power Derived From Office	
	+	-
+	Formal Leaders	Informal Leaders
-	Officers	non-elite

Generally, elites will be composed of those persons who hold the most important elective or appointive offices and who are recognized as leaders by their peers. Elites will either participate directly in decision making or their advice will be sought and followed by those responsible for decision making.

Within the context of the institute program, those persons selected to serve as evaluators for institute proposals function as elites in that they play a role in the decision-making process.

Adaptiveness

"The adaptive process is that in which an organization's resource deployment and operating strategies are adjusted to cope with internally generated stress or perceived changes in the external environment."[8]

Adaptiveness, then, is the result of change which may be generated either within the organization or externally in the environment of which the organization is a part. Adaptation may be required by internal pressures such as new discoveries or new processes. External

adaptation may result from environmental changes such as technological developments or alterations in the social patterns of the society (for example, changes in elites). The development of equal employment opportunity as a social goal, for example, generated the need for adaptive behavior on the part of many organizations.

Conflict

Conflict is "a breakdown in the standard mechanism of decision making so that an individual or group experiences difficulty in selecting an action alternative."[9]

Conflict may arise between individuals, between groups within organizations or between organizations. As in the case of co-optation, conflict is sometimes viewed as pejorative but in the sense used here it is neutral. Highly pluralistic organizations can explore a great many alternatives and as a result gain great support for the alternatives finally selected. Organizations with a low tolerance for conflict may be immobilized if a great many alternatives are injected into the decision-making process. Research groups, for example, find it very valuable to explore the many alternatives put forth by group members. Military organizations, on the other hand, usually do not permit their members to pursue a variety of alternatives. Conflict, therefore, may be beneficial or harmful to the organization in which it occurs.

Effectiveness

The definition and measurement of effectiveness is, perhaps, the most difficult and elusive factor in the analysis of organizations. A substantial body of literature treats the subject, but the efforts made to produce a precise definition have been unsuccessful. The difficulty becomes more acute in the case of normative organizations which do not produce a material output. Etzioni has suggested that the degree of goal achievement of an organization is a measure of its effectiveness.[10] This definition has been adopted for this study even though it is recognized that the definition possesses a number of limitations. First, it does not answer questions of legitimacy or appropriateness. An organization may have a high degree of achievement of inappropriate goals and be judged effective. Second, the definition does not include consideration of environmental factors. An organization may, for example, have high goal achievement and be disruptive or destructive of the environment and still be judged effective. Despite these limitations and in the light of the difficulty in achieving a greater degree of closure, the definition is seen as useful and will be used as a working definition.

The measure of program effectiveness in this study is the satisfaction and positive professional improvement expressed by participants in the institutes.

It can easily be seen that the variables under study have some characteristics which differ from many other

variables in social science research. They are highly qualitative in nature and describe processes rather than specific activities in organizational behavior; as a result, they are not directly quantifiable. The nature of these variables is such that they are much more useful in explaining organizational behavior than in predicting it. This is not to say that the variables are not useful. In a discussion of the problem of prediction versus explanation Kaplan states: "most explanations, in behavioral science at any rate, are only partial; shall we say, because they do not allow for prediction, that they are not really explanations at all?"[11]

Similarly, Dubin, in tracing the precision/power paradox in social science research, states:

> (1) The prediction problem of behavioral sciences has been focused on reducing the differences between actual outcomes of social behaviors and predicted outcomes. This point of view places little reliance on the analysis of the processes that produce the outcomes being studied.
>
> (2) The process problem of social science has generated concern with the analysis of processes of social inter-action that contribute to the understanding of why particular kinds of social events take place. The result has been that the level of understanding is broad but relatively imprecise in specifying the probable outcomes in concrete social situations.[12]

These definitions further indicate the exploratory and theoretical nature of the research which aims at clearer explanation of three variables of organizational behavior. The primary aim is greater understanding of the behavior of organizations. If, in the process of gaining that

understanding, some insights into cause and effect relationships are also gained, an unexpected benefit will result from the study.

The Setting of the Research

The program[13] to be examined and the agency which administers it are not entirely new creations. Each has a history which explains and constrains. Both the program and the agency operate under expectations, norms, and constraints which condition reaction to internal and external stimuli. Since it is proposed to study the three variables in an operational context, the next several pages will be devoted to a detailed discussion of the establishment and operation of the program.

The Program

As passed by Congress, Title II-B of the Higher Education Act of 1965 authorized the Commissioner of Education "to make grants to institutions of higher education to assist them in training persons in librarianship."[14]

The Act provided general authority to the Commissioner of Education to make grants to institutions and indicated that such grants could be used by the institutions to cover the cost of training and for establishing and maintaining fellowships or traineeships with stipends for fellows and their dependents.[15]

Beyond a requirement that the grants be used to provide for new programs or the enlargement of existing

programs, the Act did not specify either the types of training to be provided or the distribution of authorized appropriations among various types of training activities. Title II-B also authorized the Commissioner of Education to make grants to institutions of higher education and to other public and private organizations and to individuals for research and demonstration projects.

The Commissioner was further authorized to appoint advisory committees as he deemed necessary. In addition, he was required to appoint from time to time panels of experts to evaluate various types of research and demonstration projects and to "obtain the advice and recommendations of such a panel before making each grant."[16]

Background

Hearings before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare and the Special Committee on Education of the House Committee on Education and Labor indicated endorsement of the legislation by a variety of groups and organizations. Substantial testimony on the proposed act was presented by the American Library Association. Witnesses consistently testified (1) that there was a critical shortage of librarians in all types of libraries, particularly school libraries, (2) that the currently accredited library schools were falling seriously behind in their ability to meet demands for new librarians, and (3) that the

shortage of librarians was seriously impairing the achievement of state, regional and national educational objectives.[17, 18]

The proposal of federal assistance to train librarians was not a new one. In 1962, during the Kennedy Administration, the American Library Association (hereafter, ALA) had supported a comprehensive library legislative proposal. This proposal included a title for library education which had as one of its features a provision for institutes to train librarians. The institutes proposed were modeled on a program for training guidance counsellors in public schools which was adopted by Congress in the National Defense Education Act of 1958.[19]

The ALA proposal, once introduced, quickly ran upon the twin shoals of the race issue (as espoused by Adam Clayton Powell, Chairman of the House Education and Labor Committee), and the church-state issue because of its provisions for aid to parochial schools.[20]

Given the intransigence of the opposition, it became ALA strategy to repackage the bill and seek support for separate pieces of legislation. Title I of the comprehensive bill became the Library Services and Construction Act of 1964 with its four titles: Title I, Public Library Services; Title II, Public Library Construction; Title III, Inter-Library Cooperation; Title IV-A, Library Services to State Supported Institutions; and Title IV-B, Library

Services for the Physically Handicapped.

Title II of the comprehensive bill was embedded in the Elementary and Secondary Education Act of 1965 and Titles III and V became Title II-B of the Higher Education Act of 1965 (hereafter, HEA).[21]

In 1964 authorization for training school librarians was included in an amendment to Title XI of the National Defense Education Act (hereafter, NDEA). Opportunities for this type of training had been extended by amendment to various areas of education since the original NDEA was passed in 1958.

The decision to adopt a single program covering all library training was not accepted with equal enthusiasm throughout the library profession. School librarians were especially fearful that repeal of the NDEA training authorization would result in a decrease in emphasis upon training school librarians. Congresswoman Edith Green (D-Oregon), Chairman of the House Special Sub-Committee on Education, was a long-time foe of duplication of federal programs and insisted that all authorizations for training librarians be included in the single HEA program. Officials of both ALA and the U.S. Office of Education (hereafter, USOE) acted to assure school library leaders that Title II-B with its higher fiscal authorizations would provide a continuation and expansion of training opportunities for school librarians. As a result, school librarians supported the program, at least tacitly.

The efforts of both ALA and USOE to gain and retain the support of school librarians had considerable impact upon the operation of the program as well as upon the three variables in this study and will be examined in detail.

Operation of the Program

Since its adoption, operating responsibility for Title II-B has been placed in the Training and Resources Branch of the Division of Library Programs, U.S. Office of Education.[21]

In passing the Act, Congress delayed the effective date of the repeal of the NDEA authorization until July 1, 1967, thus delaying implementation of training institutes under HEA until fiscal 1968. The rationale for this delay was the fact that announcements of NDEA institutes for fiscal 1966 had already been made and many schools had made plans to operate institutes under that program. It was feared that an immediate changeover to the HEA program would result in a hiatus in training opportunities for school librarians. It was the position of ALA that the institutes should be continued until the expiration of the NDEA authorization on June 30, 1967, and apparently Congress accepted this position.[22]

As a result, fiscal year 1968 (July 1, 1967-June 30, 1968) became the first year of operation of training institutes under the authority of the Act. One hundred and fifty-six inatitutes were held in 1968 and 1969 and provided

training to 4,647 persons at a cost of $6,733,742.[23]

This study will focus upon the institute program in fiscal 1968 and 1969. Full data on these two years were available when the study began, which was not the case for the fiscal 1970 institutes. Because of the nature of the funding, there was a one year lag between approval of funding and operation of the institute (e.g., institutes approved for funding in fiscal 1971 were for the most part operated in the summer of 1971, which placed them operationally in fiscal 1972).

In 1968 there were sixty-five institutes in twenty-nine states and two territories. An additional forty-five proposals for institutes were not approved. In 1969 ninety-one institutes in thirty-four states were operated and sixty-three proposals were not approved for funding.

Using the authority contained in Title II-B, the Commissioner of Education operated two training programs: a program of fellowships for regular degree granting programs at the masters', post-masters' and doctoral levels, and the program of institutes examined in this study. Congress made a single appropriation for the purposes of Title II-B and the administration allocated monies to the fellowship, institute or research and demonstration programs as it saw fit.

The proposal process

For each of the two years under discussion, usually

in the fall, the Division of Library Programs (hereafter, DLP) requested library schools to indicate plans for proposing institutes by forwarding a letter of intent outlining in general terms the nature of the institute to be proposed. These letters of intent served a number of purposes: (1) to indicate to DLP the number and type of institute which would be proposed, (2) to permit an estimate of the likely cost of the institutes to be proposed, (3) to determine, in general, the subjects upon which institute proposals would be based.

In 1970 and 1971, DLP reacted to the letters of intent to the extent of advising schools which had proposed institutes on topics with a low priority for funding.

Schools filing letters of intent received a manual which provided guidelines for proposal preparation and submission. The manual functioned through fiscal 1972 as regulations for the program. Formal regulations have subsequently been filed and appeared in a preliminary form in the Federal Register, Volume 36, Number 84, Friday, April 30, 1971.

A deadline date for proposal submission, usually late fall or early winter, was established. Proposals received were evaluated by appropriate DLP staff members and were also evaluated by a panel of librarians selected by DLP who convened in Washington for several days.

The evaluation panel served in an advisory role. Each member of the panel evaluated proposals in his area

of professional expertise or interest and, using a prepared rating sheet, scored the proposal on a number of criteria to produce a composite score.

The staff and evaluation panel recommendations were considered by the Training and Resources Branch staff, who submitted to the Director, DLP, a list of institutes recommended for funding and a list of those not recommended for funding.

After action by the Director, notifications of grant awards were sent to members of Congress representing the district in which each recipient school was located. It was the policy of DLP to allow several days for Congressmen to notify the schools and issue press releases before making a general release to the library profession.

Negotiations

After approval of the grant a formal contract between each school and the U.S. Office of Education was negotiated by the Chief, Training and Resources Branch. The negotiation process had two objectives: first, to adjust any fiscal problems which appeared in the proposal, and second, to attempt to eliminate, insofar as possible, any procedural or program weaknesses which had been identified in the evaluation process.

After completion of negotiations the institute staff filed with DLP a plan of operation for conducting the institute. DLP also received an Opening Day Report,

prepared on the first day of the institute, which listed all of the participants by name and gave some personal data about them. The staff of the institute was also identified.

When the institute was completed, the staff had responsibility for preparing and forwarding to DLP a final evaluative report on the institute.

Scope of the Program

During the two years under study, one hundred and fifty-six institutes were held in thirty-eight states, two territories and the District of Columbia.

Tables 1 and 2 show the distribution of institutes by geographic region and by the type of library interest served.

TABLE 1

DISTRIBUTION OF INSTITUTES BY USOE REGION

Region Number	Region Location	Number of Institutes	Percentage of Total Institutes
1	New England	4	3
2	Middle Atlantic	14	9
3	South	15	10
4	South East	22	14
5	Mid West	34	22
6	North Plains	8	5
7	South West	22	14
8	Rocky Mountain	8	5
9	West Coast	27	17
	(Guam, Puerto Rico)	(2)	(1)

Source: *Program files maintained by the Division of Library Programs, U.S. Office of Education*

TABLE 2

DISTRIBUTION OF INSTITUTES BY TYPE OF LIBRARY SERVED

Type of Library	Number of Institutes	Percentage of Total Institutes
School	63	40.4
Public	11	7.1
Academic	14	8.9
State	2	1.3
Institutional	7	4.5
Special	6	3.8
Library Education	2	1.3
General	51	32.7

Source: Program files maintained by the Division of Library Programs, U.S. Office of Education

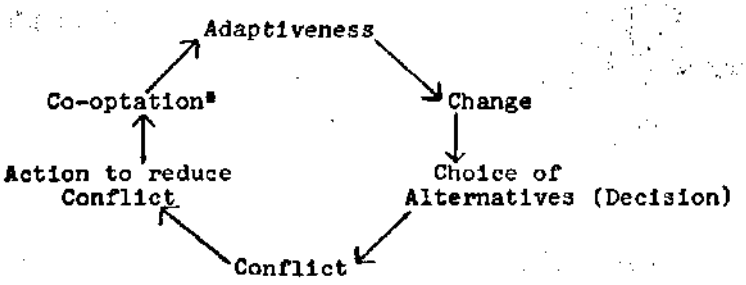
Objectives

The primary objective of the study is to describe and analyze the ways in which the variables conflict, co-optation, and adaptation occur and relate within the context of a specific program. The variables of conflict, co-optation and adaptation are present to some degree and at one time or another in all organizations. The variables are highly ubiquitous, if not universal, elements in organizational behavior. This study, therefore, offers an opportunity to suggest new hypotheses for exploration of the operation of these three variables and their relationship to organizational effectiveness.

Working Hypothesis

In an exploratory study, efforts to prove or disprove hypotheses may limit the exploratory nature of the study; therefore, a number of specific hypotheses were not proposed for this study. It should be clearly recognized, however, that implicit in the discussion of the three variables is the hypothesis that there probably is some degree of relationship between the variables. The possibility of relationships will be clearly seen in the following chapter, which presents relevant research.

As a working hypothesis it is suggested that the variables are sequentially related and will co-occur. A model similar to the following is anticipated:



*It should be recognized that co-optation is only one of several possible conflict reduction devices available to organizations.

Assumptions and Limitations

The study will be guided by two assumptions:

(1) That although the variables to be examined are not independent of other variables of organizational

behavior or even mutually exclusive of one another, it will be possible to isolate the variables sufficiently to permit identification and analysis of their behavior. As indicated in the working hypothesis, the process of adaptiveness may lead to conflict and co-optation may be one reaction of an organization to conflict, but it is assumed that the variables can be sufficiently isolated so that these processes can be examined independently.

(2) That the degree of goal achievement of the program of institutes can be measured in terms of participants' and directors' expressions of satisfaction and positive professional improvement. The goals of the program derive from the act and become very simple--the training of librarians. Presumably the goal of training implies the achievement of some change in the behavior of those who receive the training. It is assumed that individual perceptions of superiors and employers (involved in such rewards as promotion, increased responsibility, and salary increases) can be used as measures of goal achievement of the program.

The primary limitation of the study design is that it will not be possible to generalize from this study to organizations with a more decentralized pattern of decision making. While a comparative study of centralized and decentralized decision making would undoubtedly be valuable, the program under study does not permit such an examination.

NOTES

[1]This is the latest title for the division. The U.S. Office of Education and its Division of Library Programs have had several administrative reorganizations. The DLP has been known at various times as the Library Services Branch, USOE, and the Library Services Division, Bureau of Adult Vocational and Library Programs, USOE. During the period of this study it had the title of Division of Library Programs, Bureau of Libraries and Educational Technology. Throughout this study this latter title and its initials, DLP, will be used.

[2]James L. Price, Organizational Effectiveness; an Inventory of Propositions (Homewood, Illinois: Richard D. Irwin, 1968), p. 110.

[3]Ibid., pp. 62-63, 78-80. This proposition is not explicitly stated by Price but is derived from his discussion of adaptiveness.

[4]Philip Selznick, T.V.A. and the Grass Roots (New York: Harper and Row, 1966), p. 13.

[5]For readers not familiar with the concept of co-optation, the recent history of many professional organizations presents an interesting illustration. Young dissident members have criticized the elder "establishment" leadership and very quickly these young persons have been placed on key committees in an effort to co-opt them.

[6]Amatai Etzioni, A Comparative Analysis of Complex Organizations (New York: The Free Press, 1961), pp. 89-91.

[7]Ibid., p. 90.

[8]Edward Harvey and Russell Mills, "Patterns of Organizational Adaptation: a Political Perspective," in Power in Organizations, ed. by Mayer N. Zald (Nashville, Tennessee: Vanderbilt University Press, 1970), p. 181.

[9]James G. March and Herbert A. Simon, Organizations (New York: John Wiley and Sons, 1958), p. 112.

[10]Amatai Etzioni, Modern Organizations (Englewood Cliffs, New Jersey: Prentice-Hall, 1964), p. 8.

[11]Abraham Kaplan, The Conduct of Inquiry: Methodology for Behavioral Science (San Francisco, California: Chandler Publishing Co., 1964), p. 348.

[12]Robert Dubin, Theory Building (New York: The Free Press, 1969), p. 14.

[13]For convenience the words Act and program will be used throughout to refer to Title II-B of the Higher Education Act of 1965 (Public Law 89-329) and its subsequent amendments.

[14]U.S. Statutes at Large, 1965, Vol. 79 (Washington, D.C.: U.S. Government Printing Office, 1966), pp. 1227-1228.

[15]Ibid.

[16]Ibid.

[17]Eighty-ninth Congress, House of Representatives, Committee on Education and Labor, Special Subcommittee on Education, Hearings on H.R. 3220, The Higher Education Act of 1965 (Washington, D.C.: U.S. Government Printing Office, 1965) and Eighty-ninth Congress, United States Senate, Committee on Labor and Public Welfare, Subcommittee on Education, Hearings on S. 600, Parts I and II, The Higher Education Act of 1965 (Washington, D.C.: U.S. Government Printing Office, 1965.

[18]Witnesses frequently cited a shortage of 125,000 librarians and the fact that the accredited schools were producing only about 3,000 persons per year.

[19]Emerson Greenaway, "Library Needs and Federal Legislative Possibilities," American Library Association Bulletin, LVII (January, 1953), 31-35.

[20]Confidential interview.

[21]Ibid.

[22]Memorandum from Germaine Krettek, Director, ALA Washington Office, to State School Library Supervisors and Deans of Library Schools, dated April 6, 1965.

[23]Ernest R. DeProspo, "Data Collection and Description of HEA Title II-B Institutes, 1968-69" (unpublished

study by the Bureau of Library and Information Science Research, Graduate School of Library Service, Rutgers University, New Brunswick, New Jersey, under contract # OEC-0-70-5234 with the U.S. Office of Education).

CHAPTER II

REVIEW OF RELEVANT LITERATURE

Literature Pertaining to the U.S. Office of Education and the Division of Library Programs

The U.S. Office of Education

For most of its 104 year history the U.S. Office of Education was, for all practical purposes, ignored by researchers. This lack of attention was no doubt due in part to the fact that USOE was neither a very large nor a very prestigious agency.

Founded in 1867, the office was created solely to compile educational statistics and only relatively recently has its limited scope of operations been expanded. The only important program administered by USOE before 1933 was the Morrill Act, which created the land grant college system. During 1933 it was assigned responsibility for vocational education and administration of the Smith-Hughes Act.[1]

Both of these acts placed substantial limits upon the discretion of the U.S. Office of Education. Congress displayed an early fear of a large, powerful federal education arm and placed strict limitations upon its power. The most common and apparently most effective limitation was to eliminate administrative discretion in the allocation

of funds to the states. Most often a formula or procedure for developing allocations was written into education legislation. Both the Morrill Act and the Smith-Hughes Act carried this type of provision as have most subsequent programs making federal grants to support state or local educational activities.

Two rather clear principles of the federal approach to education can be seen in the history of USOE:

(1) Both Congress and the various education interest groups have been fearful of a strong Office of Education. Primarily, this fear has stemmed from concern about federal administrative control of local education and from philosophic viewpoints about the proper functions of government.[2]

(2) Congress was reluctant to become involved in programs of general aid to education, especially teachers' salaries. In part, Congress feared that teachers seeking higher salaries would conduct annual lobbying efforts similar to those in state legislatures and by postal employees at the federal level.[3]

Congress, when it has acted in the field of education and other areas of social welfare, has displayed a consistent tendency to package legislation in discrete categories, to rely heavily on formulae which allow little, if any, administrative discretion for determination of grants, and to disperse administration of education aid programs widely in the federal bureaucracy. In 1965 the

U.S. Office of Education controlled only approximately one-third of the total federal expenditures for education. The greater part was spent by the Department of Agriculture, the Veterans' Administration, the National Science Foundation, the National Aeronautics and Space Administration and forty-two other agencies.[4]

In the period following World War II, there was increasing pressure for broad federal assistance to education. The Eisenhower Administration did not support broad-scale legislation for federal assistance. The primary educational programs of this era were bills to provide aid to areas impacted by federal installations and to provide federal guarantees for some local school construction bonds and the National Defense Education Act of 1958 (NDEA).

NDEA was primarily a reaction to the Russian successes in space and the resulting fear that the United States was falling behind in scientific and technical competence. The philosophical restraint of the administration and the three obstacles of race, religion and fear of federal control were sufficient barriers to forestall further action.[5]

The change in administrations in 1960 brought together a number of factors favorable to expansion of the federal role in education. Meranto[6] identifies the following:

(1) John Kennedy's campaign on the issue of federal

aid and his subsequent election to office brought to the Presidency a determination to move forward in this area.

(2) Francis Keppel, Kennedy's Commissioner of Education, not only shared the President's determination, but also had the personal and professional skills to develop a path through the obstacles which had doomed previous efforts.

(3) Adam Clayton Powell, a liberal, replaced Graham Barden, a conservative and foe of federal aid to education, as Chairman of the House Committee on Education and Labor. Powell supported federal aid to education so long as aid was not provided to segregated educational programs.

(4) Lyndon Johnson was even more fervently dedicated to federal support of education than John Kennedy had been and threw into the battle the power and prestige of his office and his considerable personal political skills. His overwhelming re-election in 1964 added additional strength to his efforts.

The congruence of these factors facilitated reaching a goal which had long been discussed and which was sought by many. Executive leadership was a necessary condition of success, but without years of discussion and planning by education leaders it probably would not have been sufficient.

The Division of Library Programs

As noted by McDonough in his history of the Library

Services Branch of USOE, the first expression of federal interest in libraries occurred in 1876 when the U.S. Office of Education published a report on libraries. It was hoped by library leaders that this interest could be sustained, but it was short-lived.

McDonough also made note of the fact that in 1892 Dewey insisted that there should be at least one office in USOE concerned with library interests. ALA persisted in seeking establishment of a library office in USOE but it was not until 1938 that the Library Services Branch of USOE began operation with a staff of four professional librarians and three clerks.[7]

The degree to which the Library Services Branch assumed the characteristics of its parent organization (USOE), may be seen in the fact that its staff remained constant at seven members for the first eighteen years of its existence. The assignment in 1956 of administrative responsibility for the Library Services Act, the first program of federal aid to libraries, brought the first increase in staff in the agency's history. From 1956 to 1957 the staff increased more than threefold, reaching a total of twenty-four by October 1957.[8]

In 1964 the Branch was raised to the status of a Division with two branches, one for library services and one for adult education, and was placed in the Bureau of Educational Research and Development.[9]

In the major reorganization of USOE launched by

Commissioner Keppel in 1965, the Division of Library Services and Educational Facilities was transferred to the Bureau of Adult, Vocational and Library Programs.[10]

In 1970 the Division was transferred to the newly created Bureau of Libraries and Educational Technology and became the Division of Library Programs.[11]

The best picture of the Office of Education and the DLP in 1965, when the Higher Education Act passed, can be obtained from the Bailey and Mosher study of the Elementary and Secondary Education Act:

> Real power was lodged in the guilds of professionals who ran the operating sub-units and the major bureaus; library consultants, vocational education experts, . . . each with a scattering of friends in appropriate professional groups at the regional, state and local level. This meant, in effect, . . . there was no locus in the Office of Education and no machinery for developing a nationwide educational policy; the very phrase created shivers.[12]

It is interesting to note that in 1966, in testifying before the House Education and Labor Committee Special Subcommittee on Education charged with studying the Office of Education, the American Library Association called for a library unit more closely akin to the earlier function of the U.S. Office of Education (i.e., an office which would function as a collector of statistics and as a federal representative of the library community).[13]

Literature Pertaining to Higher Education Act: Title II-B Institutes

This study and a concurrent study by the Bureau of Library and Information Sciences Research, Rutgers

University, which describes and analyses the impact of the institutes for the training and re-training of Librarians, are the only studies to deal comprehensively with the institutes program.[14] Other studies which deal wholly or in part with the institutes will be cited in the following pages.

A limited study of the institutes which had been held in the first year of the program (1968) was conducted by Cassata in that year.[15] She sent a questionnaire to seventy-seven participants from eight institutes and received fifty-four responses, a 70 per cent response rate. The respondents were equally divided as to sex and the majority were in the age group 30-49. Eighty per cent of the respondents reported that the institutes met their needs. The questionnaire used focused on the operational aspects of the institutes. The experience most frequently cited by participants was contact with other librarians sharing the same interests.

In 1969 Systems Development Corporation (hereafter, SDC), under contract with USOE, studied three institutes for educators involved in educational information centers.[16] The study concluded that all three institutes had succeeded in "(1) providing attendees with an overview of operational areas in centers and (2) providing the attendees with the opportunity for making contacts (formally) with colleagues and for exchanging ideas."[17] (This finding is consistent with the Cassata study cited above.)

Additional findings suggested the following measures for improvement: the need for a specific statement of objectives, course content and intended audience; greater diversity in participant selection; more planning time; greater participation by participants and suggested curriculum outlines for future similar institutes. The study further suggested that in addition to orientation training, USOE should consider developing a program to upgrade the proficiency of operational personnel and to assist in solving management problems.

The SDC study is primarily descriptive and it should also be noted that one of its objectives was to observe and evaluate the effectiveness of a manual and a guide which SDC had developed for training personnel in the educational informational field.

In 1969 Picache[18] compared the services provided by fifteen school librarians who had attended NDEA institutes with a comparable group who had not.

The participant school librarians were found to have provided a greater number and variety of services for students and teachers than did comparable non-participant librarians. The proportion of participants who rendered each of the services, however, was not significantly different from the proportion of non-participants who rendered the same service.

Picache's study found that the attitudes of institute participants toward instructional media center

concepts were not significantly different from those of non-participants.

Lloyd[19] investigated changes in the functioning of school libraries as a result of participation in an institute. The study was based on responses from a librarian and an administrator from each of fifteen schools in Oklahoma. The libraries of these schools were evaluated using A.L.A. standards for school libraries before and after the institute and the librarians and administrators rated the libraries before and after the institute. The study concluded that the institute was effective as a means of implementing change in school library programs.

The Lloyd study makes a generalized claim for effectiveness of the institutes which seems difficult to support on the basis of fifteen schools in one state. It is possible, for example, that school librarians and administrators who attend a summer institute are already favorably disposed or committed toward change in the school library. The study also did not control for operation of the "Hawthorne effect" (i.e., the attitudes may have been due to the fact that the school librarians and administrators were respondents in a study rather than to the effects of the institute).

Literature Pertaining to the Key Variables

Co-optation

Although co-optation has been widely discussed in

the literature of organization theory, it has not been the subject of very much research. As a variable of organizational behavior, co-optation was first identified by Philip Selznick in his study of the Tennessee Valley Authority, which has in a relatively short time become considered a classic study of organizations.[20]

In Selznick's study the concept of co-optation proved valuable because it provided a single concept which made possible the examination of a number of organizational objectives. Co-optation is one of the responses which organizations may make to environmental stimuli.

Selznick identified two types of co-optive behavior:

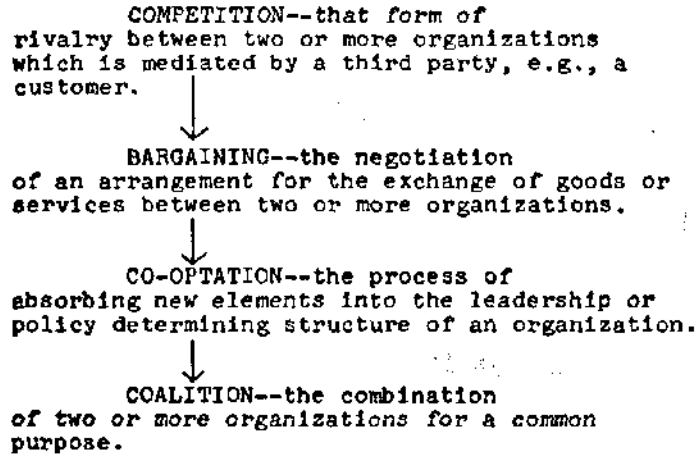
(1) Formal co-optation which occurs when the legitimacy of the group is questioned or when there are administrative reasons for establishing the forms of self-government. Much student government activity in schools and colleges is of this nature. In formal co-optation there is no interest in, or intent of, actually sharing the decision-making power with the co-opted elements but rather cloaking them in the responsibility for its exercise.

(2) Informal co-optation is a response to a specific locus of power within the environment. The elected official who "clears things" with the local political party apparatus is responding to informal co-optation. Within the citizenry at large there may be substantial support for the proposed policy but specific power groups

pose a threat and it is to that threat that the co-opted official responds. Informal co-optation is distinguished by the fact that it is the real and usually covert exercise of power which is sought and not its trappings. In formal co-optation it is the trappings which are offered but not the substance of power.[21]

Building on Selznick's work, Thompson and McEwen[22] developed a hierarchy of organizational response to environmental change. Their hypothesis suggests that various responses are more or less costly in terms of the degree to which the organization gives up control over goal setting. The hierarchy proposed is outlined in Figure 1.

Figure 1



The framework is useful because it relates co-optation to other alternative forms of organizational response. Thompson and McEwen also emphasize some of the positive aspects of co-optation. Because co-optation places environmental elements in the decision-making process, it serves to limit the degree to which the organization may make arbitrary or unilateral choices about goals. This fact may tend to increase the acceptability of the goals and as a result serve to reinforce the value of co-optation. Co-optation may also facilitate communication between groups and as a result may increase the degree to which agreement upon goals can be achieved.

Belknap and Steinle's study of community hospitals[23] provides support for Price's thesis (See Chapter I, p. 2), that co-optation of major elites increases the likelihood of effectiveness. Key elements in the success of a community hospital were identified as the association of community leadership elites with the hospital *and* the presence of a physician who was both a medical and a community leader. The absence of these factors was seen as significant in the lack of effectivenss of another hospital included in the same study.

In a review of Selznick's work, Tugwell and Banfield see co-optation as a pervasive process which can only be avoided by organizing a very strong central government to represent the interests of the whole society.[24]

Adaptiveness

Organizational adaptiveness has most frequently been studied in the context of the ability of the business firm to adapt to changes which occur in its markets or in the technology upon which it is dependent.

Lawrence studied the operation of a large chain of food markets[25] and concluded that a decrease in the centralization of decision making resulted in an increase in adaptiveness. This increased adaptiveness in turn enabled the company's stores to compete with local independent super markets which had been able to exercise greater adaptability to changes in local markets.

Clark's study of San Jose Community College[26] indicated that the college had a low degree of autonomy (i.e., it did not control its funds or admission policies). It had also not been successful in co-opting major elites. As a result, the college was not able to adhere to its original goal of vocational training but was forced to adapt to an environmental demand for college preparatory training which was dysfunctional to its primary goal.

In a useful theoretical discussion, Harvey and Mills[27] suggest that the adaptive process contains two elements, a problem situation and an organizationally derived decision. The constituent elements are dichotomized in Figure 2.

Figure 2

		SOLUTION	
		Routine	Innovation
PROBLEM SITUATION	Routine	A	B
	Innovation	C	D

It is then hypothesized "that the tendency to impose routine solutions on all types of problems is most likely to occur in organizations: (1) that are relatively large compared to their competitors; (2) that have been in existence for a relatively long time compared with their competitors; (3) that face a relatively uncompetitive market situation; (4) that are part of a technological sector that is changing relatively slowly; (5) that have a relatively technically specific production process; (6) that have relatively formalized communication channels."[28] Organizations which have the tendency to impose innovative solutions on all problems exhibit the opposite characteristics.

The authors suggest that in non-profit organizations adaptive processes may take quite different forms. The model is presented here because it is believed to have at least partial utility in the examination of non-business organizations.

Conflict

Conflict in organizations has received substantially more study than either co-optation or adaptation. Conflict in the social sciences embraces behavior ranging from international war to routine disagreements among small work groups.

For this study one of the most useful examinations of conflict is the chapter on conflict in organizations in March and Simon's Organizations. Three types of conflict are identified: individual; organizational (which may be further subdivided into individual conflict within an organization and inter-group conflict); and inter-organizational conflict.

Conflict is seen as developing from three sources: unacceptability (i.e., the best alternative solutions are not acceptable); incomparability (the best alternative cannot be identified); and uncertainty (the outcomes of alternatives cannot be seen).[29]

Individual conflict within an organization occurs when individuals prefer different alternatives. It is hypothesized that organizational conflict is more likely to occur when there is widespread uncertainty or a scarcity of acceptable alternatives of action.[30]

In order for inter-group conflict to occur, an absence of individual conflict is necessary. In addition, there must be a perceived need for joint-decision making and either a difference in goals or in perceptions of

reality. Two common examples of conditions bringing about a need for joint-decision making are problems of resource allocation and scheduling.

Inter-organizational conflict (i.e., a conflict between two or more organizations) is described in terms of game theory concepts of bargaining.[31]

Much discussion of conflict has addressed the questions of conflict elimination or the management of conflict or its inevitability in organizations. Merton's essay "Bureaucratic Structure and Personality" shows that conflict emerges from the natural characteristics of bureaucracy and is an inherent feature of such organizations.[32]

In his study of large organizations Presthus supports this view and states that ". . . instead of defining the bureaucratic model as 'conflict free' we ought to regard it as a system in which conflict is inherent."[33]

Thompson, in a more traditional view of conflict in bureaucratic organizations, has suggested that conflict encourages innovation because it implies a degree of pluralism and a search for solutions through group decisions and that the less bureaucraticized the organization the greater the degree of conflict and uncertainty with a resulting increase in innovation. In the traditional organizational structure with authority residing at the top of a hierarchy there can be no legitimate conflict because there is only one point of legitimacy, the top of

the hierarchy. It follows, therefore, that traditional hierarchially structured organizations will be characterized by relatively low levels of conflict and innovation.[34]

In recent years sociological research has dealt with "consensus theories." In these theories social systems are defined in terms of their equilibrium and conflict is seen as foreign and extraneous.

Horowitz, in disagreement with the consensus theorists, states:

> To place conflict outside the framework of social structure, or to go beyond that and see conflict as necessarily destructive of the social organism is to place a definite premium on social equilibrium. It strongly implies that a society can be changed only by apocalyptic or spontaneous methods."[35]

Argyris, a leading consensus theorist, blends the approach of social psychology with that of organizational theory to conclude that there is inherent conflict in the needs of healthy individuals and in the demands of formal organizations and that it is possible, by adapting organizational goals to human needs, to decrease the conflict.[36]

In a perceptive study of bureaucracy, Downs suggests that it is conflict which produces hierarchial authority structures. He classifies conflict into three types:

(1) functional conflict arises when the actions of one official affect the actions of another without respect to consumption of resources.

(2) allocational conflict arises when functions are unrelated but must compete for scarce resources.

(3) within a bureau most conflicts are both functional and allocational because internal changes in function are usually accompanied by changes in resource allocation.[37]

Summary

After a long period of relative insignificance, the U.S. Office of Education became the administrative agency for substantial and far-reaching programs of federal support for local educational activities.

Congress has traditionally been fearful of a strong office of education and only recently has USOE been given discretionary power over allocation of some federal funds.

The history of the Division of Library Programs largely parallels that of its parent organization, USOE. Administrative responsibility for Titles II-A and B of the Higher Education Act of 1965 was the first discretionary authority given to DLP.

Co-optation is an important concept of organizational accommodation to environmental pressure. Co-optation has been used extensively to explain organizational behavior but has not been the subject of much research.

Co-optation is only one of several organizational responses to environmental conflict. Other alternatives are competition, bargaining and coalition. Co-optation may be beneficial to the organization in increasing the acceptability of organizational action. It may also be

harmful in that in exchange for acceptability the organization gives up some of its freedom to act.

Adaptation is the process by which organizations make changes in behavior processes. Most commonly, adaptation is the result of forces external to the organization. In the case of bureaucratic non-profit agency actions adaptive pressure may result from both internal and external pressures. As an example, libraries and other non-profit organizations are currently meeting considerable adaptive pressure to provide increased external services and at the same time are experiencing internal pressure from unionized staffs for increased employee benefits.

Conflict is a broad concept which has received extensive study. In this study the most useful view of conflict is that of March and Simon, who see conflict as a difference over preferred alternatives.

Consensus theories seek to examine the focus and needs which individuals and organizations have in common and as a result de-emphasize the role of conflict in determining action.

NOTES

[1]Harry Kursch, The United States Office of Education, (Philadelphia, Pennsylvania: Chilton Books, 1965), pp. 3-24.

[2]Stephen K. Bailey and Edith Mosher, E.S.E.A.; The Office of Education Administers a Law (Syracuse, New York: Syracuse University Press, 1968), pp. 1-36.

[3]Ibid., p. 16.

[4]Sidney W. Tiedt, The Role of the Federal Government in Education (New York: Oxford University Press, 1966), pp. 200, 202.

[5]Bailey and Mosher, E.S.E.A., pp. 19-22.

[6]Philip Meranto, The Politics of Federal Aid to Education in 1965: A Study in Political Innovation (Syracuse, New York: Syracuse University Press, 1967), pp. 101-105, 117-122. Bailey and Mosher, E.S.E.A., pp. 22-30, 35, identify these same factors.

[7]Roger McDonough, "Twenty Years A-Growing: the Library Services Branch in 1958," American Library Association Bulletin, LII (January 1958), 23-27.

[8]Ibid.

[9]Federal Register, XXIX, No. 14, June 11, 1964, 7520. Also: "Library Services Branch Becomes a Division," American Library Association Bulletin, XXXVIII (June 1964), 511.

[10]Federal Register, XXXI, No. 243, December 16, 1966, 16163. Also: "Washington Spring," Library Journal, XCIV (May 15, 1969), 1945.

[11]Burton E. Lamkin, "Bureau of Libraries and Educational Technology, U.S. Office of Education," Bowker Annual of Library and Book Trade Information, 1971 (New York: R.R. Bowker Company, 1971), pp. 287-292. (Mr. Lamkin is Associate Commissioner of Education, Bureau of Libraries and Educational Technology.) Also: "DLP-BLET

[12]Bailey and Mosher, E.S.E.A., p. 73.

[13]Eighty-ninth Congress, House of Representatives, Committee on Education and Labor, Special Subcommittee on Education, Hearings on the Study of the U.S. Office of Education, Part 2 (Washington, D.C.: U.S. Government Printing Office, 1967), pp. 850-857.

[14]DeProspo, "HEA Title II-B Institutes, 1968-69."

[15]Mary B. Cassata, "Learning from Library Institutes," Wilson Library Bulletin, XLIII (December 1968), 363-365.

[16]Systems Development Corporation, "An Investigation, Analysis, and Evaluation of Activities Connected with the Operation of Educational Information Service Centers" (final report under contract # OEC-0-8-080346-2800 with the U.S. Department of Health, Education and Welfare, 1969).

[17]Ibid., p. 27.

[18]Ursula de Guzman Picache, "Some Effects of Summer Institute Participation on School Librarians' Provision of Services and on Their Attitudes Toward the Instructional Materials Center Concept" (unpublished Ph.D. dissertation, University of Illinois, 1969).

[19]Helen Ditson Lloyd, "Perceived Changes in School Library Programs Following an N.D.E.A. Institute" (unpublished Ph.D. dissertation, University of Oklahoma, 1968).

[20]Selznick, T.V.A.

[21]Ibid., pp. 3-16.

[22]James D. Thompson and William J. McEwen, "Organizational Goals and Environment" in Complex Organizations ed. by Amitai Etzioni (New York: Holt, Rinehart and Winston, 1961), pp. 179-186.

[23]Ivan Belknap and John G. Steinle, The Community and Its Hospitals: a Comparative Analysis (Syracuse, New York: Syracuse University Press, 1963), pp. 197-203.

[24]R. G. Tugwell, and E. C. Banfield, "Grass Roots Democracy--Myth or Reality?" in Administrative Questions and Political Answers, ed. by Claude E. Hawley and Ruth G.

Weintraub (Princeton, New Jersey: D. Van Nostrand, 1966), pp. 190-198. The article cited is a review of Selznick's T.V.A. and the Grass Roots (cited earlier) and appeared originally in Public Administration Review, Vol. X (1950), No. 1.

[25]Paul R. Lawrence, The Changing of Organizational Behavior Patterns (Boston: Division of Research, Graduate School of Business Administration, Harvard University, 1958).

[26]Burton R. Clark, The Open Door College: a Case Study (New York: McGraw-Hill, 1960).

[27]Harvey and Mills, "Organizational Adaptation."

[28]Ibid., pp. 190-192.

[29]March and Simon, Organizations, pp. 113-114.

[30]Ibid., p. 119.

[31]Ibid., pp. 121-136.

[32]Robert K. Merton, "Bureaucratic Structure and Personality," in Reader in Bureaucracy ed. by Robert K. Merton, et.al. (New York: The Free Press, 1952), pp. 361-371.

[33]Robert Presthus, The Organizational Society (New York: Vintage Books, 1962), p. 58.

[34]Victor A. Thompson "Bureaucracy and Innovation," in Reader in Library Administration ed. by Paul Wasserman and Mary Lee Bundy (Washington, D.C.: NCR Microcard Editions, 1968), p. 360.

[35]Irving Louis Horowitz, "Consensus, Conflict, and Co-operation," in System, Change, and Conflict ed. by N.J. Demerath III and Richard A. Peterson (New York: The Free Press, 1967), pp. 269-270.

[36]Chris Argyris, Personality and Organization (New York: Harper and Row, 1957), pp. 229-237.

[37]Anthony Downs, Inside Bureaucracy (Boston: Little, Brown, 1967), pp. 51-54.

CHAPTER III

METHODOLOGY AND INSTRUMENTATION

Introduction

The three variables under study have been examined quite fully by many writers as individual elements but the nature of the interrelationships has not been clearly delineated. In attempting to provide an explanation of these interrelationships, this study, of necessity, has had to deal with complex and elusive elements of organizational behavior. Because of this factor, a number of sources of information and data have been used. This course of action has tended to complicate the study to an extent; but the values to be gained from "casting a wide net" were seen as overriding the difficulty of dealing with a substantial body of data, much of which was not directly quantifiable or reducible without substantial loss of value.

Data relative to the problem were seen as originating in a number of possible areas. These areas included legislative and administrative records; opinions and surveys of administrative staff of DLP and persons within librarianship knowledgeable about the program; and opinion and reactions of institute participants and directors.

Data sources used in the study included the following:

(1) Legislative and Administrative Records

The Higher Education Act, the Congressional hearings on the legislation and the guidelines and regulations issued pursuant to the Act were examined.

Records of program operation maintained by the Division of Library Programs were examined. These included institute proposals, Opening Day Reports, final evaluative reports, results of evaluation panels and correspondence.

(2) Administrative, Official Staff and Other Knowledgeable Persons

A series of focused unstructured interviews were conducted with USOE staff members, staff and officials of the American Library Association, directors of institutes and other persons identified as having an interest in the program.

(3) Institute Directors and Participants

Two questionnaires were used in the study, one sent to a sample of the participants and the other to the population of institute directors. (See Appendices II and III).

Each of these data sources will be described in greater detail in separate sections below.

Data Sources

Legislative and Administrative Records

Laws, Congressional hearings and reports, guidelines, regulations

There is a substantial body of official material

relevant to the Higher Education Act. The Act itself and the Congressional hearings were examined as were the reports issued by each House of Congress and a Joint Conference Committee. The hearings and reports were especially valuable because the concerns and intent of Congress could be seen in the testimony and in questions raised at the hearings. The viewpoints and concerns of interest groups, especially the American Library Association and the U.S. Office of Education were also evident in the testimony presented by witnesses representing these groups.[1,2,3,4,5,6,7,8,9]

These records and documents were analyzed to identify areas and issues in which it might be expected that the operation of key variables could be identified.

Program records and files

The Division of Library Programs maintained files of records for each proposal received. These files included the proposal submitted by each institution, the evaluation sheets completed by evaluation panel members, the plan of operation submitted by the institution after the negotiation of the grant, the Opening Day Report which listed participants and staff and the final evaluative report.

These records were analyzed to obtain the following data: (a) the name and address of each of the participants; (b) a limited amount of personal data on each participant, including race, sex, residence and salary level; (c) the

name and address of the institute director; (d) the members of the evaluation panels who advised the DLP on institutes each year; (e) program data about each of the 156 institutes including the type of library the institute was aimed at, the library patron group the institute was focused on, the library function the institute stressed, the amount of grant award, the number of applications received by each institute and the number of participants actually attending.

Administrative and Official Staff and Other Knowledgeable Persons

Interviews

The interviews were of the unstructured type. The interviewer did not follow a fixed schedule but had decided prior to the interview the major topics to be covered. Each interview lasted from one to two hours. The interviewer took notes during the course of the conversation and as quickly as possible following the session reconstructed the interview on tape. Each respondent was assured of anonymity at the beginning of the session and was reassured during the course of the interview if signs of hesitancy or caution were shown or if the discussion touched on points which the interviewer had reason to believe might be sensitive. Since it was feared that the pejorative connotations of the words co-optation and conflict might be inhibiting or might induce bias, the respondents were told that the interviewer was assisting

in the Rutgers University study and was also working on a dissertation which studied the decision-making process involved in the institutes. It is believed that this procedure plus the fact that all of the respondents were personally and professionally acquainted with the interviewer increased the usefulness of the interviews. A list of persons interviewed will be found in Appendix I. The interview records are in the hands of the investigator and may be made available to qualified researchers upon request.

USOE staff

Division of Library Programs.--Thirteen members of the professional staff of the Division of Library Programs were interviewed during the period June 7-9, 1971, and an additional interview was conducted on August 23, 1971. In addition, three persons who formerly held staff positions in the Division between 1965 and the present were interviewed.

Regional Program Officers.--Eight of the nine persons who served as Regional Program Officers for library programs in the nine regional offices of the U.S. Office of Education were interviewed. These officials are treated as a separate group because it was assumed that the local orientation of their offices would alter their view of the institute training program.

American Library Association staff

Key staff members of the American Library Association

were interviewed. These included the Director of the ALA Washington Office, who represents the Association's interests to Congress and the Administration, and the Director of the Office for Library Education, who has overall responsibility for development of the Association's policies on professional education. The Executive Secretary of the Library Education Division, who has responsibility for services in support of membership activities in the area of library education was also interviewed as was the person who served in this office at the time of the passage of the Act.

A former chairman of the ALA Legislation Committee who played an active role in the development and passage of Title II-B was also interviewed.

Institute directors

A total of seventeen persons who have served as directors of institutes were interviewed during the course of the study. The purpose of these interviews was to conduct an experience survey of persons familiar with the institutes program.[10]

The results of these interviews were used in constructing the participant and director questionnaires as well as in identifying important problem areas to be probed in other interviews.

Other persons

Several persons who had not played a direct role in

the institute program were interviewed because a number of respondents identified them as persons who might offer useful views or ideas. Their views were sought as possible "insight-stimulating examples."[11] In each case the individuals represented institutions which had not participated in the institutes program.

Institute Directors and Participants

The participant questionnaire

A five-page questionnaire containing thirty-one items was sent by mail to a sample of the 4,620 participants. A copy of the questionnaire will be found in Appendix II. A total of forty-eight persons who attended more than one institute or who had also served as institute directors were deleted from the population. A random sample of twenty per cent of the population yielded a sample of 921 persons who were mailed questionnaires. Thirty-nine persons were deceased or could not be located. A follow-up mailing of the questionnaire to non-respondents was conducted three weeks after the initial mailing. Six hundred and seventy responses, or 76%, were received and used in the study. Table 3 presents a comparison of the sample with the total population on those variables for which comparable data is available.

The questionnaire provided a substantial amount of information about each participant. Professional data included current employment, education, salary, and

TABLE 3

COMPARISON OF THE SAMPLE WITH THE TOTAL POPULATION OF INSTITUTE PARTICIPANTS

Variable	Sample Percentage	Population Percentage
Ethnicity		
White	82%	85%
Black	9	11
Other	9	4
Sex		
Male	28	28
Female	72	72

employment for the past five years. Personal data included age, sex, and race. Questions 2-14 required the respondent to indicate whether or not various career changes had occurred and the degree to which they were related to participation in the institute. In question 16, the respondents chose one of several possible professional benefits resulting from the institutes.

The director questionnaire

A questionnaire was sent to each of the 120 individuals who directed one of the institutes. (See Appendix III). The thirty-six persons who directed more than one institute were asked to respond on the basis of their total experience with the program. Four directors were deceased or could not be located, so that N for the study is 116. There were seventy-eight responses to the questionnaire, or 67%.

The director questionnaire was designed to provide personal data relative to employment history, education, age, and salary. Data on professional activity in terms of writing for publication, delivery of professional papers, holding memberships and offices in state or local professional organizations was also elicited.

The directors were asked to indicate whether or not certain changes in their work had resulted from participation in the institute and to place in rank order ten reasons for serving as an institute director and to indicate professional persons who had been involved in the planning of the institutes. The directors were further asked to indicate any problems or difficulties encountered in the various phases of the institutes' process.

Discussion

In examining these data sources the primary effort was to focus on the three key variables. For this study the variables were seen as operating in the following contexts:

(1) Co-optation--the relationships between the DLP and ALA, particularly the school library group within ALA, is viewed as the primary locus of co-optive behavior. This is determined by examining the responses of school librarians to the participant questionnaire, examining program records and documents to determine whether or not the concerns of school librarians have received greater

attention than others, and analysis of the interviews to determine the relationships between DLP and ALA.

The function of evaluation panels as possible representatives of professional interest was also examined. It would be expected, for example, that if the agency uses co-optive methods or is co-opted, evaluation panel members would be more favorable to the program than would other directors. Further, evaluation panel members who, in some cases, were also directors of proposed institutes or were faculty members of institutions submitting proposed institutes, might receive grants more frequently than would other applicants. The degree to which institute directors and evaluation panel members constitute professional elites is also examined.

(2) Adaptiveness--the interviews with DLP staff will be the primary locus for examining the agency's adaptive behavior. Several situations which might call for adaptive behavior on the part of the agency have been identified. They are the following:

a) the several administrative reorganizations of DLP

b) Congressional pressures

c) reduction in funding levels for the program

d) criticism and requests for policy changes from within the professional client group

e) pressure from within the administration

(3) Conflict--the points at which adaptiveness may occur are also potentially areas of conflict (i.e., the

agency may perceive a need to adapt but may have difficulty in deciding upon which of several alternative courses to follow). In addition to these areas, the process of institute funding will be examined.

In analyzing the statistical data a significance level of .10 has been selected. Exploratory research is commonly conducted at this level or higher. Statistical tests used are the Chi-square Test of Independence and the Spearman rank order correlation.

NOTES

[1]U.S. Statutes, 1965, Vol. 79.

[2]Hearings on H.R. 3220.

[3]Hearings on S. 600, Parts I and II.

[4]Eighty-ninth Congress, House Reports (Washington, D.C.: U.S. Government Printing Office, 1965), Report # 62.

[5]Eighty-ninth Congress, Senate Reports (Washington, D.C.: U.S. Government Printing Office, 1965), Report # 673.

[6]U.S. Office of Education, Division of Library Services and Educational Facilities, Policies and Procedure Manual: Institutes for Training in Librarianship, November 1967 (Washington, D.C.: The Division, 1967).

[7]U.S. Office of Education, Division of Library Services and Educational Facilities, Policies and Procedures Manual: Institutes for Training in Librarianship, June 1968 (Washington, D.C.: The Division, 1968).

[8]U.S. Office of Education, Division of Library Programs, Institutes for Training in Librarianship: Instructions for Directors, 1969-70 Program (Washington, D.C.: The Division, n.d.).

[9]U.S. Office of Education, Division of Library Programs, Policies and Procedures Manual: Institutes for Training in Librarianship, January 1971 (Washington, D.C.: The Division, 1971).

[10]The value of the experience survey in exploratory research is explained in Claire Selltiz, et.al., Research Methods in Social Relations (New York: Holt, Rinehart & Winston, 1959), pp. 55-59.

[11]Ibid., pp. 59-65.

CHAPTER IV

CONFLICT, CO-OPTATION AND ADAPTATION

Conflict

Initial examination of the program indicated there were several points at which conflict would likely occur:

(1) Relationships between DLP and professional groups, especially the American Library Association

(2) Relationships within the Division of Library Programs

(3) Relationships between the Division of Library Programs and the Regional Program Officers

(4) Relationships between DLP and the U.S. Office of Education and the Administration

(5) Relationships between DLP and Congress

(6) Relationships between DLP and institutions of higher education, particularly library schools within these institutions.

Relationships with Professional Groups

In a real sense the program began in a state of conflict with a professional group. School librarians were opposed to the transfer of the school library institutes from NDEA to HEA and expressed this concern strongly.

Several reasons for this opposition were voiced by knowledgeable persons in interviews:

(a) The institutes for school librarians were one of many training programs operated under NDEA for the training of education personnel. The transfer to HEA would move institutes for training school librarians into an administrative unit concerned with libraries rather than with other concerns in the field of education.

(b) It was feared that school library interests might not receive the same attention under HEA; therefore, concerns of other types of libraries might dominate the program, with the result that concerns of school librarians would be de-emphasized.

(c) Institutes to train school librarians were already operating under NDEA and library schools were "geared up" to propose and conduct these institutes. Further, the proposed transfer was seen as diminishing this momentum and requiring institutions to adapt to a new set of guidelines and procedures.

Initially, the American Library Association concurred in the view of school librarians and favored leaving training for school librarians under NDEA. But, as indicated in Chapter I, Congresswoman Edith Green (D-Oregon), Chairman of the House Subcommittee on Education, was strongly opposed to this position. She saw separate training programs for school librarians as unnecessary duplication of programs and made it clear that if there was

to be a training program under HEA, it must include all training programs for librarians. Given this strong opposition, ALA was forced to favor the transfer of the NDEA authorization even though some of its members were strongly opposed.[1]

It is clear from the record of hearings on the Higher Education Act that school librarians ceased their opposition prior to the hearings. Dr. Jean Lowrie, then immediate past president of the American Association of School Librarians, testified in favor of Title II-B, and no school librarians officially spoke or submitted statements of opposition.

It has been suggested that there was a gentlemen's agreement involving key Congressmen, USOE officials and ALA to insure that the interest of school librarians would be safeguarded in the new program. While it was impossible to verify whether or not such an agreement was actually concluded, a communication from ALA shortly after the hearings would seem to give credence to the supposition:

> ". . . but we think an examination of all the testimony which has been given on the Higher Education Act of 1965, a detailed study of the provisions of the measure and a full knowledge of unofficial conversations with Members of Congress, their staffs and other Federal officials would clear up many misunderstandings. (Emphasis added.) In any event, we are certain that the continuance of the institutes will be assured, although eventually the program may be transferred to another legislative authority in the U.S. Office of Education in the interest of coordination and efficiency.[2]

Similarly, a prominent member of the Senate Committee

on Labor and Public Welfare could write to a constituent school library leader as follows:

> At the time the proposal to eliminate school librarians from this title, Title XI, NDEA was adopted in conference with the House, over my objections and those of my colleagues, it was accepted with great reluctance only on the basis that equivalent opportunities would be made available under the provisions of Title II of the Higher Education Act.
>
> I thought you would like to know that I have asked the Commissioner of Education to provide me with a report which will set forth how this understanding has been kept in the operation of the new Title II program. (Emphasis added.)[3]

The fact that the "understanding" was kept may be determined by examining the distribution of institutes by type of library and the percentage of total funds allocated to each as shown in Table 4.

The data show that the program strongly favored school librarians in terms of the number of institutes held and even more strongly in terms of the amount of money invested in school library training programs. As indicated in Chapters I and II, school librarians had asserted their interest in the program very early and sought assurances that institutes to train school librarians would continue to operate at least at the same level as under NDEA. In interviews with DLP officials it was indicated that school librarians had a strong interest in the program because of the following factors:

a) School librarians were more accustomed to attending summer training programs which is an accepted and expected and, indeed, encouraged aspect of school work.

TABLE 4

DISTRIBUTION OF INSTITUTES BY TYPE OF LIBRARY SERVED SHOWING PERCENTAGE OF TOTAL INSTITUTES AND PERCENTAGE OF TOTAL EXPENDITURES*

Type of Library	Number of Institutes	% of all Institutes	% of Total Expenditures
School	63	40.4	61.3
Public	11	7.1	3.6
Academic	14	8.9	7.6
State	2	1.3	0.5
Institutional	7	4.5	1.8
Special	6	3.8	0.7
Library Ed'n.	2	1.3	2.5
General	51	32.7	22.0
Totals	156	100.0	100.0

*It should be recognized that the classification of institutes by type of library is to a degree subjective. It must also be remembered that participants did not necessarily reflect the orientation of the institute, (e.g., public or school librarians might have attended an institute on institutional library services).

b) School librarians had achieved a head start in the NDEA institutes and were already familiar with the processes of designing and preparing institute programs.

c) The HEA program coincided closely with the adoption of the new ALA standards for school libraries, which emphasized the school library as an instructional materials center, and as a result required re-training of many school

librarians.

d) School library institute proposals far out-numbered proposals for training other types of librarians.

Table 5 below presents a comparison of the number of institute proposals submitted with the percentage which were funded for operation.

TABLE 5

DISTRIBUTION OF INSTITUTE PROPOSALS SUBMITTED AND FUNDED BY TYPE OF LIBRARY

Type of Library	Number of Proposals Submitted	Percentage of All Proposals	Percentage of Proposals Funded	Percentage of Proposals not Funded
School	108	42.4	58.3	41.7
Public	23	9.0	47.8	52.2
Academic	17	6.6	82.3	17.7
State	5	2.0	40.0	60.0
Institutional	9	3.5	77.7	22.3
Special	9	3.5	66.6	33.3
Library Ed'n.	6	2.4	33.3	66.6
General (Serving more than one type of library)	78	30.6	65.4	34.6
Totals	255	100.0		

Given a random selection process, the normal expectation would be that there would be a positive correlation between the number of proposals submitted and the number

funded. This assumption was tested using the Spearman rank correlation. A correlation of +.304, which is not significant, was obtained. This funding contradicts the contention above that school library institutes predominated simply because of the greater number of such proposals submitted.

Institutes to train academic librarians were not identified as a program priority, yet a very large percentage of these proposals submitted obtained funding. Conversely, although increasing training for public librarians was a stated objective, only about one-half of the proposals to train public librarians submitted were funded.

Those interviewed generally believed that DLP made a genuine effort to attract proposals for other types of training. This effort was apparently most extensive in the first year of the program. The initial request for proposals produced too few acceptable submissions to expend all of the available funds. A second request for proposals resulted in some gain but, in order to expend all funds appropriated, a substantial sum was transferred from the institutes program to fund fellowships for masters', post-masters', and doctoral level study. (See discussion, p. 69).

Table 6 indicates the distribution by type of library for the first and second years of the program.

The shift from the first to the second year was toward public libraries and general institutes to serve several types of libraries. These gains were primarily at

TABLE 6

DISTRIBUTION OF INSTITUTES BY TYPE OF LIBRARY, 1968 AND 1969

Type of Library	1968 No. of Insts.	1968 % of All Insts.	1969 No. of Insts.	1969 % of All Insts.	Diff. + or -
School	27	41.5	36	39.6	-1.9
Public	2	3.1	9	9.9	+6.8
Academic	7	10.8	7	7.7	-3.1
State	2	3.1	0	0	-3.1
Institutional	3	4.6	4	4.4	-0.2
Special	3	4.6	3	3.3	-1.3
Library Ed'n.	2	3.1	0	0	-3.1
General (Serving more than one type of library	19	29.2	32	35.1	+5.9

the expense of the following types of library specialization: library education, state libraries, and academic libraries. The rank correlation between the two years is +.702, which is significant at the .05 level, indicating that the variations between the two years are basically insignificant.

The conflict within the library profession is an example of an "allocational conflict" described by Downs and referred to in Chapter II. ALA was caught between opposing forces--school librarians who favored continuation of the special treatment they received under NDEA and

pressure in Congress to avoid duplication of programs. As suggested by the consensus model of social organizations (see p. 39), ALA had to bring itself as an interest group into internal equilibrium. The mechanism for gaining equilibrium was the continuation of the training institutes under NDEA through 1967 and assurances from USOE that the interests of school librarians would be safeguarded. Examination of the actions of ALA, USOE and school librarians provides insight into conflict, co-optation and adaptation.

Relationships Within the Division of Library Programs

Conflict within the DLP was perhaps the most difficult variable examined in the study. The greatest difficulty was not in identifying conflict or in the reluctance of respondents to discuss it, but in proper classification of areas of conflict. The following classifications were derived from interviews with DLP Washington staff.

Centralization of decision making

The program operated with a highly centralized decision-making mode. It was generally acknowledged that the Chief of the Library Training Bureau (hereafter, Chief, LTB) in conjunction with the Director, DLP, made all of the decisions about the program. Other staff members at DLP played a peripheral role in assisting in the evaluation of proposals within their areas of expertise.

Evidently there was a well-developed concept of "turf"

within the DLP and staff members for the most part declined to comment upon all questions of program policy and operation and deferred instead to the Chief, LTB, and the Director, DLP.

Program direction

One of the points of conflict with professional groups also occurred within the Division. There was divided opinion about the role of the program in providing basic, as opposed to specialized, training. As the program operated there was an attempt to provide both specialized training for persons already in the field and also to provide basic level training to persons entering the field. DLP staff members, perhaps because they represented specialized interests, tended to favor the former approach and to feel that basic training was inappropriate to the institute format.

Table 7 presents the dichotomization of the 156 institutes into basic and specialized programs. It should be noted that any such division is to some degree arbitrary. Material which is basic to one participant may be specialized to another and vice-versa.

There has been an effort to balance institutes between the two purposes. It was clear from the interviews with DLP staff that those persons who specialized in various professional areas strongly favored greater specialization in the institute program.[4]

TABLE 7

DICHOTOMIZATION OF THE INSTITUTES INTO BASIC AND SPECIALIZED PROGRAMS

Level of Training	Number of Institutes	Percentage of All Institutes
Basic	72	46.0
Specialized	84	54.0
Total	156	100.0

The fact that school librarians may have wanted and sought training on a basic level might explain the desire to sponsor basic training programs. An examination of the institute proposals submitted by type of library is shown in Table 8.

The explanation suggested above is supported by the distribution in Table 8: sixty-four per cent of the basic level institutes dealt with school libraries and of the school library institutes, 73% were basic level. As has been noted earlier, a large percentage of the institutes relating to institutional library services and service to the physically handicapped were also on the basic level as a result of the effort of the states to initiate programs in these fields under Titles IV-A and B of the LSCA.

It is a measure of the closed-decision making in the program that, given the desire of staff for more specialized institutes, the distribution shown in Table 8 could be maintained.

TABLE 8

DISTRIBUTION OF BASIC AND SPECIALIZED INSTITUTES BY TYPE OF LIBRARY, 1968 AND 1969

Type of Library	Basic	Percentage of Total	Specialized	Percentage of Total
School	46	73.0	17	27.0
Public	2	18.0	9	82.0
Academic	2	14.0	12	86.0
State	0	0	2	100.0
Institutional	5	71.0	2	29.0
Special	5	83.0*	1	17.0
Library Ed'n.	0	0	2	100.0
General	12	23.0	39	77.0
Totals	72	46.0	84	54.0

*This figure is skewed by the fact that the five basic level institutes were for the purpose of training personnel to operate education information centers in connection with the ERIC program. These institutes are discussed in the next section.

March and Simon's discussion of conflict (see Chapter II) would suggest that efforts to reduce this intra-organizational conflict should have occurred. No formal conflict reduction procedures could be identified within DLP. Indeed, the decision-making process was such that presentation of conflict was substantially inhibited, if not prevented. However, the fact that the program responded nearly equally to both basic and specialized training needs suggests that

there was some sensibility to conflict if the difference over preferred alternatives was sharp.

The fact that Title II-B is a "discretionary" grant program resulted in some degree to the internalization of the conflict between institutes and fellowships. Several staff members felt that more funds should have been channeled into fellowships as these provided a long-lasting and more substantial effect. In the first year of the program this was done and there was a sharp division about the wisdom of this course. Other staff members felt with equal strength that the institutes had been very beneficial and should not be weakened to provide more fellowships.

The Chief, LTB, was strongly committed to the institute program and felt that the conflict between the two programs had been exacerbated by the earlier decision to transfer funds budgeted for institutes to fellowships.

The closed decision-making process in the program has produced inter-personal conflict within DLP. Staff members appeared to respond to their inability to make substantive or meaningful input into the decision-making process in one of two ways. Either they virtually ignored the program and made no efforts to provide positive inputs to it and had minimum contact (i.e., reviewed proposals within their areas of expertise and interest), or they tended to have negative and hostile feelings toward the program and the Chief, LTB.

Relationships with Regional Program Officers

In 1969 a number of the U.S. Office of Education programs were regionalized into nine regional offices.[5] In each of these offices there was a Regional Library Program Officer (hereafter, RPO). These positions were not part of the DLP staff administratively but were responsible for administering at the regional level the Library Services and Construction Act programs assigned to DLP. Regional Program Officers also had responsibility for providing "advice" and "technical" assistance on all library programs, especially those administered by DLP. Since the RPO's were in a pivotal position between the DLP and the library practitioners in the field, their relationship to conflict was seen as important.

As a group, the RPO's played a minimal role in the program. It would not be useful to detail the long litany of frustrations voiced by the RPO's with respect to their role but several general themes occurred in their comments: (1) the role of the RPO was to provide information to the field, yet with respect to the Title II-B program they were given no information to provide; (2) because of the closed decision-making process, RPO's could not interpret the process to the field; (3) input from the field was not really desired in Washington and those who attempted to provide it were not only frustrated but, in addition, were resented. Complaints such as the above are common to

field staff in organizations. In the case of the RPO's it was clear that the feelings voiced were strong, of long duration and were problems to which they had given serious thought.

One activity identified for RPO's was to monitor institutes conducted within the region and to transmit a monitoring report to DLP. The amount of such activity was very limited. For the most part, RPO's visited a few institutes in which they were interested or to which they were invited as program participants. In one instance four institutes were held in an institution forty miles away from the regional office and the RPO visited none of them.

It was clear from the directors' responses to the questionnaire that they neither sought nor received assistance from the RPO. When asked to cite persons who had been helpful to them in conceiving, planning or carrying out the institute, only four directors cited RPO's. It was also clear from the interviews that directors do not think of RPO's as resources to call upon and for the most part had difficulty in conceptualizing a role for the RPO.

One of the more insightful examples of the isolation of the RPO was the fact that several staff members at DLP could not understand why the investigator planned to interview the RPO's in connection with the study.

The predominant pattern of the RPO, given the limited ability to affect the decision-making process, was to avoid conflict by indifference and inaction. Avoidance of

conflict by sub-units within an organization is consistent with Argyris' view that members of organizations alter their relationship to the organization to satisfy their own needs. In this sense RPO's behave in a fashion similar to industrial workers who, when faced with personal need and organizational role conflict, turn the organization off in order to pursue satisfaction of personal needs.

Relationships with the U.S. Office of Education and the Administration

This study did not collect data about the relationships of DLP to USOE or to the Administration directly, but in the course of the interviews references by respondents did point to the existence of such conflicts. These are discussed below as examples of conflict and, where it could be discerned, the consequences of these conflicts are stated or suggested. During the course of the study several incidents were identified which seemed to reveal with some clarity the responses of DLP to inter-organizational conflict. In lieu of a more specific discussion of conflict within the USOE bureaucracy it is deemed more fruitful to treat these incidents as "insight-stimulating examples" as described by Sellitz, et.al.[7]

The imposition of the NDEA format

One of the earliest inter-organizational conflicts within USOE resulted from the necessity to initiate guidelines and procedures to govern the program. Interviews

with current and former DLP staff indicated that it was largely predetermined that the Title II-B program would operate in essentially the same format as the NDEA institute program. Interview respondents indicated that several serious consequences resulted from this decision:

(1) A rather rigid definition of who could be trained was established;

(2) Severe fiscal constraints were placed upon the schools conducting institutes;

(3) A number of procedural constraints (e.g., no funds could be used to purchase materials for participants or to publish proceedings of the institute), were established; and

(4) An inappropriate minimum length for institutes was established. In 1968 institutes were limited to a minimum of ten days. In the opinion of a number of respondents ten days was too long and mitigated against participation. In 1969 the minimum duration was lowered to five days.

Some interview respondents indicated that the NDEA format had been accepted on the ground that many institutions were already familiar with it and that it had already been cleared through the USOE fiscal and legal machinery. Other respondents saw this as indicative of the weakness of DLP's position within USOE. Given that the act was passed in 1965 and that the institute program did not begin operation until fiscal 1968, it would appear that there was ample

time to devise and implement policies suited to the purposes of the program.

The funding of the ERIC institutes

In 1968 when the Title II-B institute program was implemented, the research program of USOE was administered by the Bureau of Research, which also had responsibility for the Educational Research Information Center (ERIC) program. Under this program USOE contracted with various institutions and non-profit organizations to operate information centers in various subject areas of education. The Director of the Bureau of Research was very interested in initiating training programs for staffs of the ERIC centers and announced plans to conduct a series of training programs using funds appropriate for research purposes. DLP feared that funding of these training programs would reduce the funds available for library related research. At the same time DLP had not received sufficient institute proposals to use all of the funds appropriated. DLP and the Bureau of Research therefore agreed that the proposed training programs for ERIC personnel would be funded as Title II-B institutes. This decision led to several compromises within the Title II-B institute program. In the first instance the personnel to be trained did not, for the most part, fit the definition of eligible participants except by the most generous extension. Secondly, because the ERIC centers were widely dispersed, it was necessary

to select the institutions at which training would take place, and consequently DLP or the Bureau of Research had to pre-select the institutions to sponsor these institutes and request them to submit a proposal rather than make the selection on a competitive basis. Presumably, these proposals also did not receive a high ranking from evaluation panels and DLP was forced to override the recommendations of the panel. At least three of these programs were conducted in 1968 and one, in 1969.

The redirection of the program in fiscal 1972

One of the more dramatic incidents of conflict between the goals of the parent organization, USOE, and the organizational unit, DLP, occurred in 1971 when DLP was forced to redefine and refocus the Title II-B institute program in accord with priorities identified by the Nixon Administration. This conflict occurred during the course of this study and the emotional climate prevented accurate observation. Basically, the conflict centered around the attempt of USOE officials to force DLP to redirect the institute program to serve the needs of the disadvantaged and the training of para-professionals and to support certain other administration enunciated programs: the right to read, drug abuse education and early childhood education.

DLP unveiled the new program in a series of meetings in three locations across the country. In essence, the

agency presented a series of model institutes carrying out the new program objectives and invited institutions to submit proposals for one or more of the models. At the same time it was announced that no further fellowships would be funded at the masters', post-masters' or doctoral levels. This announcement, combined with the seeming inflexibility of the proposed institute models, enraged the library education community to the degree that it launched what one DLP staff member called "a massive assault" against the institute program urging reinstatement of the fellowships.

Several points emerged in the interviews which are pertinent:

(1) Directions for the change in priorities came from within the administration and down through USOE channels to DLP.

(2) DLP staff members attempted to point out the undesirable consequences of the decision but were not able to gain reconsideration or amelioration.

(3) Caught between pressure from superiors in USOE and the library education community, DLP had no alternative but to follow the dictum of USOE even though the result was to be efforts through Congress to force USOE back into conformity with the desires of the constituent group. It is indicative of the relationship between the professional group and USOE that no effort was made to exert counter-pressure upon the USOE officials who were coercing DLP.

Relationships with Congress

Generally, no federal agency can long tolerate a status of conflict with the Congress or with individual congressmen in key positions. No direct evidence of such conflict was found.

Understandably, the subject of congressional influence in the administration of a program is a topic which federal employers are reluctant to discuss and also is a topic about which few employees are in a position to speak from direct experience.

A number of interview respondents whose positions would indicate that they would be aware of political influence on grant awards were queried on this question. With but one exception these individuals acknowledged that politics played a part in the award of institute grants to the extent that DLP perceived a need to ensure that there was a geographical spread of institutes and was aware that congressmen were concerned about awards to institutions in their home states.

To some degree, of course, conflict with constituent groups can be translated into conflict with Congress (e.g., the conflict with school librarians about the transfer of the school library institutes from NDEA to HEA, Title II-B). Interview respondents indicated that the library education community's reaction to the curtailment of the fellowship program and redirection of the institutes resulted in "massive efforts" to influence Congress. If these

perceptions are accurate, the consequences for DLP of conflict with Congress may appear in the future.

Conflict between Congress and executive departments is a rather clear example of difference over choice of alternatives, which is the March and Simon definition of conflict. (See Chapter II).

Congressmen tended to see the program primarily in the pragmatic terms of grant awards to constituent institutions, a criteria with low priority in DLP's scale of value. However, since Congress has the power to enforce its choice of alternatives, DLP had no alternative but to legitimize the basically political allocation of institutes by reference to the goal of creating a "geographical spread" of institutes.

Relationships with Institutions of Higher Education

Relationships between DLP and the institutions of higher education occurred primarily at the level of the school or department within the institution responsible for the library education program. Usually this relationship was through the dean or director of the library school.

Interviews and questionnaire responses indicated that a number of conflict issues centered around the policies and procedures of the program. Two issues typical of this conflict were the role of accreditation in the award of institutes and the process of grant negotiations.

The role of accreditation

An early and persistent element of conflict was the question of accredited and non-accredited library schools in the institute program. Deans and faculties of accredited library schools felt that they represented strong educational programs and should be given preference in the award of institute grants. Unaccredited schools put forth the argument that institute training was by definition less than degree level training and that unaccredited programs could meet this need as well or better than accredited programs.

DLP took the position that its function was not to enforce accreditation standards but rather to conduct training programs and so long as the proposed institutes met a professional and/or geographical need as identified by DLP, accreditation was irrelevant.

Table 9 presents the distribution of institute grants awards to accredited and non-accredited programs for the two years under study.

In part, this table supports the position that accreditation or non-accreditation of a school was irrelevant in the award of institutes, for virtually half of the awards were given to each type of school.[9]

Another aspect of this question was the relative activity of the two types of library schools in proposing institutes. Table 10 analyzes the success of each in obtaining institutes relative to the number of proposals

TABLE 9

DISTRIBUTION OF GRANT AWARDS TO ACCREDITED AND NON-ACCREDITED SCHOOLS, 1968-1969

YEAR	ACCREDITED SCHOOLS (N=32 schools)		NON-ACCREDITED SCHOOLS (N=53 schools)	
	Number of Grant Awards	% of Total Grant Awards	Number of Grant Awards	% of Total Grant Awards
1968	33	51.0	32	49.0
1969	43	47.0	48	53.0
Totals	76	49.0	80	51.0

TABLE 10

COMPARISON OF PROPOSALS SUBMITTED AND PROPOSALS FUNDED BY ACCREDITED AND NON-ACCREDITED LIBRARY SCHOOLS, 1968-1969

Year and Type	No. of Proposals Submitted	% of Proposals Funded	% of Proposals Not Funded
1968			
Accredited (N=22)	42	78.0	22.0
Non-accredited (N=28)	62	48.0	52.0
1969			
Accredited (N=30)	69	71.0	29.0
Non-accredited (N=40)	84	50.0	50.0

submitted.

Table 10 shows that statistically an accredited library school submitting a proposal stood a much better chance of

receiving a grant award than did a non-accredited school. The data in Table 10 contradicts the statements of DLP staff respondents that accreditation was not a factor in the award of grants for institutes.

Interview respondents reported that accredited schools were critical of the policy of providing grants to non-accredited programs, but there was no indication that this criticism engendered action until 1971. The lack of action may be explained by the fact that for the first two years of the program accredited schools fared very well in the process. In 1968, when nine proposals from accredited library schools were rejected for funding, in only four cases did the school fail to have at least one proposal funded. In 1969, when twenty proposals from accredited schools were rejected, in only two cases did a school not have at least one proposal funded. It was clear that during 1968 and 1969 DLP was able to approve grants for nearly all accredited schools which applied and at the same time approve grants to a substantial portion of the non-accredited schools. In 1970 and 1971 a combination of reduced funds and altered priorities imposed from above forced a choice and the choice was to favor non-accredited programs.

Faced, as they were, with total elimination of the fellowship program and drastically reduced access to the institute program, it was not surprising that the accredited schools protested the shift in priorities. Nor was it

surprising that DLP officials, who in the past had, in their own view, been at least even-handed with this group of schools, would see these efforts as "massive assaults" and be resentful of them.

Negotiation of grant awards

Among the operational policies causing conflict with the library schools the most consistently cited was the process of negotiation which occurs after a grant is approved.

DLP regarded the negotiation of the grant as an opportunity to adjust fiscal or policy problems identified in the proposal and also as a means of eliminating programmatic weaknesses identified in the review process. Although this objective was stated in the policy and procedure manual furnished to all applicants, the process was nevertheless resented by the institutions.[10]

The schools questioned the authority and credentials of DLP to suggest program changes; DLP, for its part, felt obligated to eliminate what it identified as weaknesses or undesirable elements. Since the Chief, LTB, conducted the negotiations personally, it was upon that office that the conflict centered. Attitudes toward this conflict appeared to be much stronger in interviews with directors than in the results of questionnaires from the directors. There were several possible operational explanations for this fact, not the least of which was the fact that the

questionnaire was mailed during the period when applicants for institutes were awaiting notification of grant approval for 1972 institutes.

In the interviews, several directors indicated that the conflict in the negotiations process was sufficiently strong to prevent their ever serving again as an institute director. In general, directors in accredited schools tended to perceive conflict in the negotiation process to a greater extent than did directors in non-accredited schools, or to state this another and perhaps more significant way, none of the directors in non-accredited programs reported conflict with DLP and slightly more than half of the directors in accredited programs reported conflict.

The data did not provide an explanation of this difference in viewpoint. Interviews with DLP staff led to the conclusion that in some quarters the accredited schools were regarded as "prima donnas who coast on their reputations." Whether or not this attitude affected the negotiation process could not be determined. It was also possible that the accredited schools, because of their presumed quality and standing took the traditional professional view of DLP as an uncritical dispenser of federal funds and tended to react strongly to program initiative from Washington.

Neither the literature on conflict cited in Chapter II nor the data for this study provided a clear explanation of the costs or benefits accruing to DLP as a result of

conflict with the accredited library schools. A possible explanation which will be explored in Chapter VI is that DLP saw the accredited schools as allied with ALA and sought to create in the unaccredited programs a new constituency of its own.

Summary

The hypothesis under review with respect to conflict suggests that centralization of decision making lowers conflict. The foregoing discussion both supports and denies this hypothesis depending upon how conflict is viewed. In terms of consistency with the definition in this study conflict did not occur because in most of the instances cited either DLP did not perceive that alternatives existed or the alternatives were seen as too costly to the organization to make them viable choices. For example, presumably there were alternatives to adhering to whatever understandings were reached with respect to school library institutes, but DLP either did not perceive this choice or felt that pursuit of other alternatives would be very dysfunctional. As a result there was, insofar as DLP was concerned, no conflict.

Similarly, DLP might have resisted the efforts to redirect the program in 1971 through an early alliance with ALA. Such an alliance might, however, have been very costly to DLP in terms of its relationship with USOE and again in terms of DLP there was no conflict because none

of the identifiable alternatives were acceptable. This situation coincides with one of the types of conflict cited by March and Simon: "Unacceptability." (See page 37).

From another point of view it can be said that the closed decision-making pattern did very little to eliminate conflict. Conflict situations were identified with respect to ALA, Congress, USOE, and with institutes of higher education. In addition, conflict was identified within DLP and with the RPO's. Closed decision making did not prevent these conflicts, but it did prevent the alternatives sought by others from becoming decisional alternatives.

Co-optation

Co-optation, it will be recalled, is a process--because a degree of continuousness is assumed--of absorbing new elements into the policy-making functions of an organization and is an organizational response to real or assumed threats.

The term "elements" may encompass a number of external forces including ideologies, economic or professional interests or selfish interests of groups or individuals.

As a primary point of decision making with respect to the Title II-B program, the office of the Chief of the Library Training and Resources Branch was seen as a possible locus of co-optive behavior. In an interview it was

suggested that the fact that the Chief, LTB, came to office from experience as a state school library supervisor was not coincidental. This statement suggested that an examination of the evolution of this office within DLP was worthwhile.

The first staff support for library education activities in DLP was the appointment of a Library Education Specialist in 1964. As was indicated earlier, the concept that the U.S. Office of Education should play a role in library education is a relatively new and not universally accepted idea.

In light of this it was noteworthy that the person selected came to DLP from a position as Executive Secretary of the Library Education Division of ALA and is the only former ALA staff member to have held a professional position in DLP. In this action DLP perhaps showed itself sensitive to the fact that it was entering a new area of program activity which might not have professional acceptance and acted to reduce the unacceptability by appointing a person in whom the professional group had already indicated confidence.

The position of Library Education Specialist was filled from April 1964 until 1967. During this period DLP did not administer programs with a direct financial effect upon library education. In May, 1967, the new Director of the Division, Ray M. Fry, announced a new organizational structure which divided the Division's interest in library

education. The Library Training and Resources Branch (LTB) was to have administrative responsibility for Title II-B while the Library and Information Science Branch was to concern itself with planning and development in the areas of library and information science education.[11]

Interview respondents indicated that this separation of functions was not limited to library education but was part of an effort throughout DLP to separate the planning and development functions from the administration of grant programs.

The reasons for this separation were not clearly stated but it should be noted that it followed closely Keppel's reorganization of USOE, which was designed at least in part to reduce the influence of outside interest groups and to increase the role of USOE in national educational planning and policy.[12] The separation of planning and administration of programs would appear likely to diminish the effects of co-optation by external groups.

In 1968 the reorganized Division was not completely staffed and it was necessary for personnel in the Library and Information Science Branch to be directly involved in the solicitation, evaluation and funding of proposals for institutes. In 1969 and subsequent years this phase was under the direction of the Chief, LTB, and involvement with other branches was peripheral. Except for the initial year, the administration of the program has been centered in a single office.

Evaluation Panels

A major point of involvement of external interests and individuals is the selection of persons to serve on evaluation panels for the institute proposals.

An examination of the composition of the evaluation panels for 1968 and 1969 and interviews with DLP staff indicated the following:

(1) The selection of panel members was made in Washington in conference between the Director, DLP, and the Chief, LTB, with the latter preparing a list of candidates from which the panel was selected.

(2) Panel members were not selected as representatives of any formal group and such groups were not consulted in the selection of panel members.

(3) The panels included both practitioners and educators with the majority being educators.

(4) Evaluation panels served in an "advisory" capacity and their evaluation of institute proposals were seen as "recommendations."

(5) Evaluation panel members were paid expenses and small consultants' fees. Relative to DLP, their selection and work was conducted in near anonymous fashion.[13] They may have, however, received some recognition and prestige within their own institutions and from their professional colleagues.

DLP saw the utilization of these panels as a means of gaining greater acceptance of grant decisions without

the necessity of a substantial sacrifice in real decision-making power. As will be shown later, there was a loss of decision-making power in that one of the rewards received by evaluation panel members was approval of institutes for their own institutions.

From DLP's point of view the evaluation panels fitted the definition of formal co-optation (i.e., the evaluation panels did not formally make decisions but were cloaked in the responsibility for the decisions--or as one RPO indicated, the panels served to "take DLP off the hook").

As a locus of co-optive behavior the panels are worthy of closer examination. It would normally be expected that formal co-optation could occur only when there was some medium of exchange. Commonly this takes the form of elaborate rituals which confer status upon the co-opted individual. Since this did not occur with evaluation panel members, the award of institute grants was considered as a possible exchange.

Table 11 presents the distribution of the evaluation panel members by employment for 1968 and 1969.

It would have been anticipated that since about one-half the institutes were in non-accredited schools and DLP had indicated that accreditation was not a factor in the determination of grants, that greater involvement of persons from non-accredited schools would have occurred.

It is obvious from Table 11 that library educators predominated on the panels. In 1968 one of five educators

TABLE 11

DISTRIBUTION OF PANEL MEMBERS BY EMPLOYMENT, 1968 and 1969

EMPLOYMENT	1968		1969	
	No. of Panel Members	% of Total	No. of Panel Members	% of Total
School	2	22	3	16
Public	0	0	1	5
College	2	22	0	0
Special	0	0	0	0
State	0	0	1	5
Library School	5	56	14	74
Accredited	4	45	9	48
Non-accredited	1	11	5	26
Totals	9	100	19	100

was from an unaccredited school; in 1969 the proportion was five of fourteen. DLP apparently felt that the library education group was the primary constituent group whose interest would predominate on the panels.

The make-up of the panels was also inconsistent with a number of statements about the program. Given the stated objective of increasing the number of training opportunities for public librarians, the inclusion of only one public librarian on the evaluation panel in the two years was contradictory.

The most obvious feature of Table 12 is the zero cell

TABLE 12

CROSS-TABULATION OF GRANT AWARDS TO STATES WITH PRESENCE OF AN EVALUATION PANEL MEMBER FROM THE STATE GRANTED THAT THE STATE SUBMITTED AN INSTITUTE PROPOSAL, 1969

	States with an Evaluation Panel Member	States without an Evaluation Panel Member	Total
States with Grant Awards	11	23	34
States without Grant Awards	0	3	3
Total	11	26	37

df = 1 $x^2 = 1.38$ Significance = .150

indicating that there was no case in which a state with a member on the evaluation panel failed to receive an institute grant award. While no statistically significant relationship is established, the finding is considered important.

As an additional check on the relationship between grant awards and membership on the evaluation panels the analyses in Table 13 for institutional representation was computed.

This table indicates that there was a relationship between an institution having a faculty member on the evaluation panel and the receipt of a grant award. The chi-square statistic of .010 indicates the probability

TABLE 13

CROSS-TABULATION OF GRANT AWARDS TO INSTITUTIONS WITH INSTITUTIONAL REPRESENTATION ON EVALUATION PANELS, 1968-1969

	Institution with Grant Awards	Institution without Grant Awards	Total
Institutions with Faculty Member on Evaluation Panel	12	0	12
Institutions without Faculty Members on Panel	59	37	96
Total	71	37	108

df = 1 x^2 = 7.158 Significance = .010

that the relationship observed occurred by chance is very low.

The relationship is even more significant when it is recognized that some of the evaluation panel members were also persons who would serve as directors of the institutes being evaluated

In the evaluation panels two types of co-optation were illustrated. As indicated earlier, DLP sought to formally co-opt the panel members (i.e., appear to involve them in the decision-making process without sacrificing power). Operationally, evaluation panel members informally co-opted DLP in that they did directly influence the decision-making process to their own benefit. The process was functional

for both the agency and the panel members. DLP gave up a limited amount of decision-making power and the panel members influenced the decision-making process only to the extent of their own interests. The informal co-optation by the evaluation panels was, from DLP's point of view, an unintended and unrecognized outcome of the process.

Distribution of Institutes by Type of Library

In interviews with both DLP and ALA officials it was suggested that DLP made a genuine effort to attract institute proposals from all types of libraries, particularly non-school libraries. No evidence was offered or found to support this contention. There were indications that in 1968, when insufficient proposals were received to utilize available funds, that RPO's were urged to seek development of additional proposals within the regions, but there was no indication of a desire to alter the distribution of proposals by type of library interest served.[14]

Table 14 analyzes the distribution of institute proposals rejected for funding in 1968 and 1969.

Given a stated objective of increasing the number of institutes to serve libraries other than school libraries, it was surprising that in 1968, a year in which, it should be emphasized, institute funds were diverted to other purposes, 43% of the rejected proposals were in areas other than school libraries. In 1969 non-school library proposals were 66.6% of the rejected proposals. These data

TABLE 14

DISTRIBUTION OF REJECTED INSTITUTE PROPOSALS BY TYPE OF LIBRARY SERVED, 1968 and 1969

Type of Library	1968 No. Rejected	1968 % Rejected	1969 No. Rejected	1969 % Rejected
School	24	57.0	19	33.3
Public	4	9.5	5	8.7
Academic	3	7.2	1	1.8
State	2	4.8	1	1.8
Institutional	1	2.4	1	1.8
Special	0	0	4	7.0
Library Ed'n.	2	4.8	1	1.8
General	6	14.3	25	43.8
Totals	42	100.0	57*	100.0

*Five proposals were rejected which could not be classified.

indicate that is was unlikely that the stated objective (i.e., to have more non-school library oriented institutes) was a real objective which DLP was pursuing during this two-year period.

The increase in the percentage of rejected proposals for school library institutes between 1968 and 1969 combined with the stated DLP objective of increasing the number of non-school library institutes would seemingly suggest a shift in policy. The likelihood of such a change was

examined because between the two years, the Chief, LTB, was appointed. The percentage of rejected proposals for each type of library for the two years as shown in Table 14 was compared using the Spearman rank correlation. A correlation of .6607, which is significant at the .05 level, was determined, indicating that there was not a significant shift in policy between the two years.

A preference for institutes to train school librarians persisted through both years despite verbalizations to the contrary. The early co-optive activity of school librarians was strong enough to overcome the desire to pursue other objectives.

Institute Directors and Participants

The positive responses from the institute directors relating to changes attributable to serving as a director were analyzed by type of library orientation of the institute and the results are shown in Table 15.

There was substantial agreement about the changes among the directors regardless of the type of library the institute served. Responses from the academic, public and general institutes' directors were combined and correlated with the responses from the school library directors using the Spearman rank correlation. A correlation of .975, which is significant at the .01 level, was obtained. This correlation indicates that directors attributed the same kinds of personal changes to the institute process

TABLE 15

DISTRIBUTION OF POSITIVE RESPONSES OF INSTITUTE DIRECTORS BY TYPE OF LIBRARY FOCUS OF INSTITUTE DIRECTED, 1968 and 1969

Change	School (N=29)	%	Public (N=6)	%	Academic (N=6)	%	General (N=27)	%
Salary	5	17	1	16	2	33	5	19
Promotion	6	21	2	33	1	16	7	26
Respect	19	66	1	16	2	33	10	37
Satisfaction	21	72	5	84	3	50	16	59
Attitude	19	66	2	33	2	33	13	48

regardless of the type of library interest served by the institute.

It was anticipated that co-optation might be indicated by a difference in the changes perceived by institute directors. It seemed likely that either a co-opting or co-opted group would have a different response than would groups not involved in co-optive processes.

An analysis was performed on the response of institute participants to determine whether or not the type of library orientation of the institute attended was related to the benefits perceived by the participants. The results of this analysis are shown in Table 16.

The results of this tabulation indicate that there was a significant relationship between the type of library in which the respondent was employed and the benefits perceived

TABLE 16

CROSS-TABULATION OF BENEFITS PERCEIVED BY PARTICIPANTS AND TYPE OF LIBRARY IN WHICH PARTICIPANTS WERE EMPLOYED

Benefit	School	%	Academic	%	Public	%	Other	%	Total
Met others in the field	45	24	34	30	22	24	27	40	128
New skills acquired	113	59	59	52	47	52	30	44	249
Obtained better position	4	02	6	05	2	02	2	03	14
Renewed interest in work	23	12	10	09	8	09	7	10	48
Other	5	03	5	04	11	13	1	03	23
Total	190		114		90		68		462

df = 9 x^2 = 23.74 Significance = .005

from institute participation. It can be determined by observation that there was a high correlation between the ranking given each benefit. All of the respondents agreed on the first and second most frequently cited benefits and substantially agreed on the third most frequently cited benefit.

The analysis in Table 16 indicates that the co-optive process did not alter the benefits cited by participants. School librarians may have had reason to feel possessive

about the program and to anticipate benefits from it but these feelings did not result in their attributing different benefits to the program than did other types of librarians.

Elite and Non-elite Co-optation

As used in this study, major elites are persons who hold positions of power or influence in the community, in this case within the library profession. Major elites are identified as persons who hold major elective offices in professional organizations or who are active in the expressive tasks of writing for publication and delivering papers to professional organizations.

Evaluation panels

None of the evaluation panel members had held major elective offices in national library organizations up to and at the time of their service. Two members of the 1969 panel have since been elected to major office and one was chairman of a major division within a national organization at the time of the study.

If, as has been suggested, the function of the evaluation panels was to legitimize the decision-making process, it was surprising that greater use was not made of elites. Normally, it would be expected that DLP would seek to involve elites. The fact that this did not occur suggests that with the school library interest satisfied, co-optation of elites was not a requirement.

It is also possible that elites were not willing to take part in the process or that their utilization was seen as either unnecessary or threatening by DLP. Elites might have insisted upon a greater sharing of the decision-making power. It is also likely that DLP did not perceive a need to utilize elites who might have made demands because the role of the evaluation panels was very limited and pro forma relative to the decisions about institutes. In fact, so long as the school librarians remained satisfied, there was no external threat which required co-optation of elites.

Institute directors

The directors were asked to indicate the number of offices held in local, state, regional and national library organizations and offices held in non-library organizations.

TABLE 17

DISTRIBUTION OF OFFICES HELD BY INSTITUTE DIRECTORS

Organizations	Number of Offices Held								
	One	%	*Two*	%	*Three*	%	*None*	%	*Total*
National	10	13	6	08	3	03	58	76	76
State and Regional	13	17	9	11	1	03	52	69	76
Non-library	12	15	3	04	0	00	61	81	76

It should be noted that the response permitted the

directors a wide latitude in terms of offices and the responses were broadly interpreted so that the figures in Table 17, except for the last column, should be read as maximums. More than three-fourths of the directors had not held offices in national professional organizations and slightly more than two-thirds had not held offices in state or regional level library organizations. An even larger number had not held office in non-library professional organizations although, considering the nature of the program, this is probably not surprising.

An analysis of other characteristics of directors will be found in Appendix XIV. This analysis indicates that the directors were a well-educated group. More than half (51.3%) held the doctorate and only one person held less than the master's degree. The directors spent most of their time teaching (52.6% spent 25-75% of their time teaching) and relatively little of their time in research (92.3% spent 25% or less of their time in research). Directors tended not to be administrators (only 24.3% spent more than half of their time in administration). The directors were predominantly older people: none of them was under thirty and slightly more than half (51.3%) were over 50 years old. In keeping with their age and education, directors tended to hold high academic ranks (66.7% were associate professor or professor) and to be relatively well paid (32.1% made $20,000 or more and 59.1% made $15,000 or more).

Directors were active in the expressive areas of writing and speaking. A high percentage (82.1%) had had writing accepted for publication and 70.5% had presented papers to professional organizations. It should be pointed out that there was great variation in the items cited as writing, ranging from book reviews to monographs. There was a similar variation in speaking activities, which ranged from a single guest lecture to a college class to papers presented by invitation at national conferences.

Table 18 shows the distribution of writing and speaking activities relative to recency. The table

TABLE 18

DISTRIBUTION OF SPEAKING AND WRITING ACTIVITIES OF INSTITUTE DIRECTORS CLASSIFIED BY RECENCY

Recency	Writing		Speaking	
	Number of Directors	% of Total	Number of Directors	% of Total
2 Years or Less	55	84.6	40	65.6
3-5 Years	3	4.6	14	22.9
6-10 Years	2	3.1	0	0
More than 10 Years	2	3.1	1	1.7
Vague References	3	4.6	6	9.8
Totals	65	100.0	61	100.0

IBRAHIM

indicates that directors were much more active in writing than in delivering papers and that their writing tended to be more recent than their delivery of papers.

Questionnaire responses of directors were analyzed to determine whether or not the directors of school library institutes had different reasons for serving as directors than directors of other institutes. Table 19 presents the cross-tabulation of changes ranked 1-3 on a scale of importance with the type of library focus of the institute.

The table indicates that the ranking of importance given to the variables relating to reasons for serving was independent of the type of library focus of the institute.

TABLE 19

CROSS-TABULATION OF REASONS VARIABLES RANKED 1-3 BY MORE THAN 40% OF DIRECTORS WITH TYPE OF LIBRARY FOCUS OF INSTITUTE

Reason for Serving as Director	School	%	Other	%	Total
Professional Interest	17	30	17	21	39
Gain Additional Support/Prestige for Institution	17	30	18	22	35
Knowledge of Subject	13	23	22	35	35
Work with Participants	10	17	18	22	28
Totals	57		80		137

df = 3 x^2 = 1.37 Significance = .750

Again, it might have been anticipated that directors of school library institutes might have cited different reasons for serving as a director than did directors of other types of institutes. Table 19 indicates that directors of school library institutes did not have different reasons for serving as directors.

Regardless of the patterns of co-optation in the program, persons directing school library institutes did so for the same reasons as did directors of institutes serving other types of libraries.

Interview Respondents

The responses from interviews indicated the following:

(1) DLP made no formal effort to engage in co-optive behavior toward the American Library Association. There was a consensus among all of the respondents that ALA had no input into the decision-making process with respect to the institute program. DLP had established an advisory council for Title II-B which advised on policy and direction for the program. The evaluation panels were the only other formal means of external influence.

(2) The primary constitutent group, the library schools, did not have formal channels for affecting decision making. Evaluation panels had substantial majorities of persons from library schools but interview responses indicated that neither the persons nor their influence in

the process were known to the constituency. In the absence of openness it was assumed by many in the constituent group that "informal systems" operated to provide those included with information and influence. Interviews with DLP staff indicated that such an informal network did, in fact, exist and was used by DLP to obtain information. Whether this network also provided information which was not generally available could not be determined within the methods and scope of this study.

DLP did not find it necessary to co-opt either the primary national interest group, ALA, or the primary direct constituent group, the library schools. Following the definition of co-optation, it must be assumed that neither of these groups posed a threat, yet, as has been shown, DLP had taken actions which were inimical to the interests and wishes of these two groups. The question of why ALA and the library schools were not threats to DLP must be answered in largely speculative terms and will be considered again in Chapter VI.

Given the actions of DLP and the reactions of the two groups, DLP should have been forced into some form of co-optive behavior toward these two groups and the fact that none occurred is significant in itself.

Summary

DLP showed an early understanding of the values of co-optation by recruiting as its first library education

specialist a former ALA staff member with wide respect in library education. Since that time it has eschewed co-optive effort with respect to this important professional organization.

As a response to Keppel's insistence that USOE develop its own policies and programs DLP separated program planning from grant administration. The closed decision-making process in the management of grants under Title II-B effectively limited the opportunities for co-optation.

Evaluation panels selected by DLP have been formally co-opted and in turn the reward for their legitimization of the decision-making process has been grant awards to the home states and institutions of evaluation panel members.

Goals of increasing training opportunities for non-school librarians were verbalized but co-optive efforts by school librarians nullified the possibility of such action.

DLP did not find it necessary to co-opt elites either as members of evaluation panels or as institute directors. There is in existence an informal network of supporters who provide information and support to DLP and who presumably receive some reward for this function. The analysis did not permit identification of the composition of this network or the type of rewards provided, but its existence was clear.

DLP did not find it necessary or desirable to co-opt ALA for two reasons: (1) with the allegiance of school

librarians assured, the major threats to the program and to DLP were averted; (2) co-optation of ALA would have been costly to DLP in terms of its position within USOE because ALA sought goals which frequently were not endorsed by USOE or the administration.

Adaptation

As used in this study, adaptation is an organization's responsiveness to either internal stress or perceived changes in the external environment. The internal and external loci of adaptation will be considered separately.

Reactions to Internal Stress

A number of instances of adaptation in the program as a result of internal stress were identified from interviews. These instances are examined individually and in the final chapter will be summarized to indicate the general level of adaptation within DLP.

The decision to refocus the program in 1971

Apparently, the decision to refocus the institute program upon a specific set of objectives (e.g., the right to read, drug abuse, training of minority and/or disadvantaged persons), originated outside DLP but within the U.S. Office of Education. The purpose of the action was to force the institute program into conformance with stated priorities of the administration.

It was not possible to determine clearly the motive

for this change nor to determine how pervasive such shifts were in other USOE programs. Knowledgeable respondents indicated that the change occurred because of the personal ambitions of a particular person. It was clear from the interviews that DLP staff members, whether they agreed with the change or not, felt that it was a change imposed from without, with no regard for the problems it caused for DLP. The conflicts engendered by this shift have been discussed elsewhere. In this section it is important to note that DLP staff perceived itself powerless to change or modify the thrust for adaptation.

Adoption of administrative regulations and procedures

Interviews with DLP staff who worked closely with the program in the initial year indicated that despite the fact that the act passed in 1965, DLP was not ready to begin operation when the program began in 1967. It was necessary, for example, to employ an outside consultant on a temporary basis to prepare the initial Policies and Procedures Manual. As suggested earlier, many of the policies which produced external conflicts were attributed by interview respondents to DLP's inability to adapt USOE established policies and procedures to fit the program.

As a consequence of the inability to expedite the administrative procedures within USOE the program appeared to have been adapted to fit existing policies and procedures rather than the demands of constituents or the

perceived needs of the library profession for training.

A clear indication of this process can be seen in the promulgation of administrative rules and regulations. Such rules appeared for the first time on April 30, 1971--slightly more than five years after passage of the Act.[15]

Reasons cited for the delay were problems of getting approval of the proposed regulations in other USOE offices. In the interim a policy manual issued annually by DLP was utilized to enunciate policy. The use of such a manual served to maximize the opportunity to adapt the program from year to year. Another consequence, of course, was that interested parties were denied a formal opportunity to object to the policies as is the case with regulations promulgated through the Federal Register. Intent to deny such an opportunity is not suggested, but it was nevertheless a consequence of the delay.

DLP apparently took some care to fit program policies and procedures to USOE's pattern. It is therefore difficult to understand why obtaining USOE approval of the regulations should have been a long or difficult process.

Response to Environmental Changes

DLP staff interview respondents cited increased flexibility as a benefit of the centralized administration of the program. The decision to focus the program priorities in 1971 was cited as an example of this kind of adaptiveness (i.e., DLP could respond quickly to

administrative priorities). The price of this flexibility, of course, was serious conflict with constituent groups.

Training of Institution Librarians

In 1966, the Library Services and Construction Act, also administered by DLP, was amended to provide funds to the states for library services in state institutions. In most states institutional library services were not under professional direction and DLP staff members saw the institute program as a fast means to train people for these new services. In 1968 and 1969, seven institutes with this focus were sponsored. In interviews DLP staff involved with these programs cited this instance of adaptability as a gain and attributed much of the progress made in institutional library services to the institute program. Apparently, this instance of program adaptation had great constituent acceptance and did not result in conflict. In 1968 and 1969 only two proposals relating to institutional library services failed to obtain funding. One of these dealt with the rather specialized subject of bibliotherapy. In actuality, only one proposal dealing with institutional library services on a level which coincided with DLP's interest failed to obtain funding. This fact illustrates the point made earlier that DLP was not without ability to alter the distribution of institutes. A further indication of this adaptability is the fact that the Chief, LTB, agreed that in 1972 proposals of institutes dealing

with institutionalized persons would be treated as institutes to serve disadvantaged persons in order to coincide with the new emphasis on that subject.[16] This instance is cited to illustrate adaptiveness to environmental conditions, not to criticize the decision which may be socially justifiable.

Regionalization

One adaptation which has been discussed by USOE is regionalization of the institute program (i.e., transfer of administrative responsibility to the ten USOE regional offices. This is now the case with administration of the Library Services and Construction Act.

As used by USOE, regionalization refers to a change in the geographic location of decision making. Regionalization does not necessarily mean, however, a decentralization of decision making. Real decision making could be retained in Washington and the regional offices would function only to communicate these decisions. Even if decision making is regionalized, the gain in terms of decentralization could be very limited. Ten locations engaging in closed centralized decision making are not necessarily preferable to one such decision making center.

DLP staff was opposed to regionalization. The primary reasons for opposition was that the staff could not forsee a "formula" for allocating funds to the states or regions for training purposes. Several DLP staff also

expressed the view that institutes should deal with national rather than regional concerns.

RPO's were divided on the question with three generally in favor of regionalization and five opposed.[17] The RPO's also cited the fact that their offices were seriously understaffed for current functions and they did not foresee additional staff being added to carry out responsibility for the institute program.[18]

In the case of both DLP staff and RPO's this question did not approach the level of major conflict. It was discussed rather with a resignedness which suggested that the decision would be made at levels and for reasons which they could not influence.

Summary

Several DLP staff and two directors suggested an impact of change in the institute program which indicated the kind of consequences which government action can have in librarianship. These respondents suggested that since library schools, by and large, offered limited programs of continuing education, the priorities of the institute program became the priorities of continuing education in the field. As one institute director commented, "if I have three institute proposals approved, I am not going to worry too much about other programs of continuing education."[19]

A DLP staff member suggested that shifts in the institute program might also cause shifts in library education

because if a library school obtained a grant to train for the disadvantaged, it was less likely to train in other areas.

These observations suggest that adaptiveness had consequences which extended well beyond the parameters of the particular program changes.

It has been pointed out that the library profession lacked opportunity for input into DLP decision making. The comments cited above suggest that decisions made by DLP had substantial significance in determining the kinds of continuing education available to librarians.

Further, it has been shown that DLP was not a free agent and was subject to adaptive pressure from within USOE which it could not alter. This being the case, it can be suggested that in some instances the nature of continuing education for librarians may have been determined by organizational units within USOE other than DLP.

Adaptation should be seen as a two-way process. Changes in the environment may result in organizational adaptation; for example, DLP's response to the need for training institutional librarians. Organizational changes may also have a direct impact upon the environment. For example, DLP's inability to overcome internal adaptive pressure substantially altered the kinds of training opportunities available to librarians.

NOTES

[1]Based on several interviews.

[2]Memorandum from Germaine Krettek, Director, ALA Washington Office to State School Library Supervisors and Deans of Library Schools, April 6, 1965, mimeographed. (The date on the cover of the memo was typed in error as 1963).

[3]*Confidential correspondence.*

[4]It seems likely that a more participative decision-making process would have given this conflict greater visibility within the organization and resulted in some resolution.

[5]This number has since been increased to ten and some of the states shifted from one region to another.

[6]Comments from institute directors indicated that the one RPO not interviewed also played a similar role for similar reasons.

[7]Claire Selltiz, et.al., Research Methods in Social Relations, pp. 59-65.

[8]The definition of eligible participants is ". . . persons who have been engaged in or who are presently engaged in librarianship or who have majored in library science at the undergraduate level or who have a graduate degree in library science." U.S. Office of Education, Division of Library Services and Educational Facilities, Policies and Procedures Manual: Institutes for Training in Librarianship, November 1967 (Washington, D.C., 1967), (mimeographed) p. 4.

[9]This distribution has not persisted. In 1970, 58% of the awards were to non-accredited schools and in 1971 these schools received 64% of the awards. In large part, the shift in 1971 could be attributed to the re-direction of the program toward training para-professionals since such programs are more likely to be located in non-accredited schools.

[10]In 1968 and 1969 the manual indicated, "Grant awards

will be announced at a specified time and a letter of intent authorizing preliminary expenditures will be sent." U.S. Office of Education, Policies and Procedures Manual, 1968, p. 11; 1969, p. 12.

[11]Ray M. Fry, "Division of Library Programs, U.S. Office of Education" in The Bowker Annual of Library and Book Trade Information, 1968 (New York: R. R. Bowker, Co. 1968), pp. 123-125.

[12]Tiedt and Bailey and Mosher, cited in Chapter II, both discuss the effort to assert USOE as an independent force in education as an attempt to weaken the influence of external groups in USOE internal administration.

[13]As an indication of this fact the names of the panel members for 1968 and 1969 were obtained indirectly through a secretary. Later the Chief, LTB, showed some concern over this and pointed out to the researcher that DLP assured panel members that their work would be kept confidential. Also, several RPO's reported that they did not know that persons within their regions were on the evaluation panels until well after the fact.

[14]It is significant that in 1971, when administrative pressure required it, DLP was able to drastically alter the distribution of proposals received.

[15]Federal Register, Vol. 36, No. 84, April 30, 1971.

[16]Interview with DLP staff member.

[17]It is interesting to note that the three RPO's who favored regionalization were the same three who had been most active with respect to the program within their region.

[18]There would appear to be some validity to this view. All of the regional offices are staffed with a single program officer and most do not have full-time supportive staff.

[19]Interview with a library school dean.

CHAPTER V

PROGRAM EFFECTIVENESS

This study explored the operation of conflict, co-optation, and adaptation within the Title II-B Institute Program. The variables were examined because of hypotheses suggested that these variables had a relationship to program effectiveness in organizations.

This chapter will focus upon program effectiveness and will indicate the consequences of the three variables as illustrated in the operation of the program.

The institute participants whose responses constitute this chapter may not have been aware of conflict, co-optation and adaptation, yet the existence of the institute which they attended was a product of these and other variables of organizational behavior.

Since the institutes represented a direct output of policies which were affected by the three variables, the perceptions of participants about the effectiveness of the program was an important indicator of the consequences of the three variables.

The participant questionnaire asked respondents to indicate whether or not certain changes had occurred in their careers and, if so, the degree to which these changes

were related to institute attendance. For convenience, this group of variables will be referred to throughout as the "change" variables. The change variables constitute questions two through seven in the participant questionnaire. (See Appendix II). The basic frequency distributions of these responses are shown in Table 20.

It can be seen that the respondents felt strongly that institute attendance was related to the initiation of organizational changes and the exercise of greater responsibility. In the case of the other changes they were less sure that institute attendance was related to the change.

Since it might be expected that institute attendance would serve as a means of increased job mobility, it was surprising that only 21% of the respondents had changed employers. Slightly more than half of these persons felt that this change was related to the institute attendance.

The participants were also asked to rank on a scale of 0-100 the strength of their agreement or disagreement with seven statements about possible results of institute attendance. For convenience, these responses will be referred to throughout as the "attitude" variables. These variables constitute questions eight through fourteen on the participant questionnaire. (See Appendix II). The basic frequency distributions of these variables are shown in Table 21.

The respondents were in strongest agreement that the institute resulted in changes in attitudes which were

TABLE 20

DISTRIBUTION OF PARTICIPANT RESPONSES
TO CHANGE VARIABLES

Change	Percent Indicating Change Occurred	Percentage of Respondents Indicating:		No Response
		Change Related to Institutes	Change not Related to Institutes	
I have initiated changes in the organization which employs me (N=420)	69%	80%	08%	12%
I exercise greater responsibility (N-346)	57	74	16	10
My salary has increased (N=263)	43	52	37	11
More people report to me (N=228)	37	65	26	09
I have advanced to a higher position (N=162)	27	67	24	09
I am employed by a different organization (N=127)	21	57	41	02

TABLE 21

DISTRIBUTION OF RESPONSES TO ATTITUDE VARIABLES BY PERCENTAGE OF PARTICIPANTS

Attitude	Strongly Disagree	Tend to Disagree	Tend to Agree	Agree	Strongly Agree
Derive greater satisfaction from work (N=618)	9.7%	9.7%	21.7%	26.9%	32.09%
Accorded greater respect by colleagues (N=616)	22.2	19.0	24.5	18.3	15.9
Changes in attitudes (N=618)	8.9	7.8	18.4	30.1	34.8
Job skills increased (N=618)	10.4	9.2	25.2	23.5	31.7
Given greater responsibility (N=603)	39.5	14.6	17.6	13.3	15.1
Initiated changes (N=608)	21.7	12.7	22.9	20.7	22.0
Job performance improved (N=614)	11.6	11.2	22.8	25.1	29.3

reflected in their work, that they derived greater satisfaction from their work, and that job skills were significantly increased. The areas of greatest disagreement were that they were given greater responsibility and that they

were accorded greater respect by their colleagues.

The data in Tables 20 and 21 indicate that the program had its greatest impact in terms of the participant's contribution to the position he held at the time of the institute.

It is also clear that the institute training did not significantly increase the attractiveness of the participants as employees. Increased responsibilities, job promotion, new jobs and colleague respect were the results attributed to the program to the least degree.

Change Variables

The responses to the change variables were cross-tabulated with participants' age, sex, race, annual salary, and the type of library in which the participant was employed to determine whether the responses were dependent upon these characteristics. The Chi-square Test of Independence at a probability level of .100 was used. The complete cross-tabulations will be found in Appendices IV-VIII. The tables which follow present the calculated chi-square and the corresponding level of significance.

Sex

With the exception of changing employers, all of the change variables were found to be significantly associated with the sex of the respondent. These statistics would seem to offer further indications of sex discrimination in libraries. The data suggest that among these changes only

the ability to change jobs was independent of sex.

The chi-square statistic does not permit a determination of whether the association is due to the male or female responses. It should be noted that, overall, 28.2% of the respondents were male and 71.8% were female.

TABLE 22

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF CHANGE VARIABLES WITH SEX OF PARTICIPANTS

Change	x^2	Significance (df=4)
I have accepted employment with a different organization (N=609)	4.19	.500
My salary has increased, above a normal cost of living increase (N=578)	28.03	.005
More people report directly to me (N=590)	7.66	.100
I exercise greater responsibility in my position (N=573)	10.08	.050
I have initiated changes (N=556)	17.36	.010
I have advanced to a higher position (N-593)	13.76	.010

Race

In light of the decision to adapt the program to

increase training opportunities for minority and disadvantaged persons, the findings in Table 23 have some relevance. With two exceptions, the changes occurring were independent upon the race of the respondent. The two exceptions which were dependent upon race were increased supervision and initiating changes in the organization.

TABLE 23

CHI-SQUARE AND CRAMER'S STATISTIC RESULTING FROM CROSS-TABULATION OF CHANGE VARIABLES WITH RACE OF PARTICIPANTS

Change	x^2	Cc	Significance (df=2)
I have accepted employment with a different organization (N=582)	1.22	0.0	.750
My salary has increased, above a normal cost of living increase (N=551)	4.30	0.0	.250
More people report directly to me (N=564)	28.44	.22	.005
I exercise greater responsibility in my position (N=546)	13.37	.16	.005
I have initiated changes (N=531)	1.56	0.0	.500
I have advanced to a higher position (N=566)	2.48	0.0	.500

The decision to train disadvantaged persons was

essentially a decision to provide basic level training to persons without it. Such training is very likely to perpetuate the results shown in Table 23 (i.e., changing employers, salary increases, and promotion would occur without respect to race). The important areas of supervision and the ability to initiate change would not likely be opened by virtue of basic training unless DLP takes some action to gain greater acceptance of persons given basic training in the program or designs programs to provide specialized training to disadvantaged persons. Supervision over others and the initiation of change represent an exercise of power in organizations and tend to be controlled by professionals in library organizations. If disadvantaged persons trained under the program are to move up to key positions, it seems essential that DLP take some steps to legitimatize the program with the profession at large rather than in one type of library area. One such action might be co-optation of cross-section professional elites whose association with and sanction of the program could increase the legitimacy and therefore the acceptability of persons receiving training.

Age

Unless a pattern of age-discrimination in libraries is assumed, the patterns of independence and dependence in this cross-tabulation do not permit easy explanation. Only the initiation of change and increased supervision are

TABLE 24

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF CHANGE VARIABLES WITH AGE OF PARTICIPANTS

Change	x^2	Significance (df=4)
I have accepted employment with a different organization (N=605)	31.1	.005
My salary has increased, above a normal cost of living increase (N=574)	17.6	.005
More people report directly to me (N=588)	7.7	.250
I exercise greater responsibility in my position (N=571)	9.0	.100
I have initiated changes (N=553)	4.8	.500
I have advanced to a higher position (N=589)	22.1	.005

independent of the age of the respondent. It is possible that older persons might have already reached a position of supervision and might have been able to initiate change prior to institute attendance. It is also reasonable to assume that older persons would be less likely to change employers or to receive promotions.

The conflict over basic and specialized training might also affect older persons who presumably, because of greater experience, would be less likely to be candidates

for basic training programs.

The adaptation of the program to provide basic training is likely to diminish the number of older persons who will receive training under Title II-B, since older persons are more likely to either already have basic skills or be less interested in additional training.

Salary

As might have been predicted, Table 25 shows a

TABLE 25

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF CHANGE VARIABLES WITH ANNUAL SALARY OF PARTICIPANTS

Change	x^2	Significance (df=3)
I have accepted employment with a different organization (N=549)	5.31	.150
My salary has increased, above a normal cost of living increase (N=516)	5.21	.250
More people report directly to me (N=527)	9.54	.025
I exercise greater responsibility in my position (N=510)	14.39	.005
I have initiated changes (N=497)	.27	.990
I have advanced to a higher position (N=531)	2.00	.500

dependent relationship between supervision and exercising responsibility and the salary of the respondent. A similar relationship could be predicted for almost any hierarchically structured government service. Supervision of others and responsibility tend to be associated with higher salary levels.

The same fact might have suggested that the initiation of change would also be dependent upon salary, since higher administrative ranks, carrying higher salaries, would presumably find it easier to initiate change. This presumption was not supported by the data, which indicates that there was no association. It should be noted that while initiation of change was the modal variable in this group, it also required subjective judgement by the respondent.

Type of library

In Table 26 all of the changes except "advancement to a higher position" were dependent upon the type of library in which the participant was employed. Again, the chi-square statistic does not indicate which responses produce the significance, but examination of the tabulation in Appendix VIII indicates that school librarians constituted approximately 40% of the respondents and were considerably more numerous than those of any other type of library category.

The fact that advancement to a higher position was the only variable independent of the type of library was

TABLE 26

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF CHANGE VARIABLES WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Change	x^2	Significance (df=7)
I have accepted employment with a different organization (N=589)	18.2	.025
My salary has increased, above a normal cost of living increase (N=558)	26.2	.005
More people report directly to me (N=568)	9.5	.025
I exercise greater responsibility in my position (N=551)	27.9	.005
I have initiated changes (N=534)	16.7	.025
I have advanced to a higher position (N=571)	11.9	.250

probably due to the large number of school librarians. School libraries tend to be staffed predominately by a single librarian, for whom there is, in effect, no higher position.

The fact that the change variable responses, with a single exception, were all dependent upon the type of library in which the respondent was employed confirms that librarians regarded the program differently.

The data does not provide an explanation of the

differences, but it was clear that the interests of school librarians dominated the program and school librarians were by far the largest response group.

If, as suggested by the hypothesis, co-optation has an effect upon program effectiveness, it would be expected that librarians would attribute different values to the program depending upon, among other factors, the degree to which they felt the program had responded to their professional needs. School librarians had the most reason for such feelings.

Attitude Variables

The attitude variables were designed to permit a subjective response on a scale of 0-100 and to measure the respondents' feelings about increased job satisfaction, gains in colleague respect, changes in attitude, increases in skills and overall job performance as a result of institute attendance.

The complete cross-tabulation will be found in Appendices IX-XIII. The tables which follow report the calculated chi-square and associated level of significance for these tabulations. Two of the attitude variables, "I am given greater responsibility" and "I have initiated changes" were not cross-tabulated because they were redundant with two of the change variables.

Sex

It was surprising that response on the attitude

TABLE 27

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF ATTITUDE VARIABLES WITH SEX OF PARTICIPANT

Attitude	x^2	Significance (df=4)
I derive greater satisfaction from my work (N=617)	13.1	.025
I am accorded greater respect by my colleagues (N=615)	1.2	.900
Changes in my attitude are reflected in my work (N=617)	9.3	.100
My skills in my job were significantly increased (N=618)	12.4	.025
My overall job performance has improved (N=614)	20.6	.005

variable was dependent upon the sex of the respondent in all cases except for the amount of respect shown by colleagues. Evidently, males and females achieved increased colleague respect to an equal degree as a result of attending the institutes. The other attitudes were found to be dependent upon the sex of the respondent to a statistically significant degree. The chi-square statistic does not provide an explanation of the difference by sex, but an examination of the full tabulation in Appendices IX-XIII shows that a greater percentage of female respondents than male were in strong agreement with the attitude statements.

Race

TABLE 28

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF ATTITUDE VARIABLES WITH RACE OF PARTICIPANT

Attitude	x^2	Significance (df=8)
I derive greater satisfaction from my work (N=590)	10.34	.250
I am accorded greater respect by my colleagues (N=588)	40.6	.005
Changes in my attitudes are reflected in my work (N=590)	18.6	.025
My skills in my job were significantly increased (N=591)	20.8	.010
My overall job performance has improved (N=588)	10.4	.250

Deriving greater satisfaction from work and improvement in overall job performance were independent of the race of the respondent. The other attitude changes were found to be dependent upon race. Apparently, additional educational experience produced some attitude changes without respect to race, but colleague respect, improvement in attitudes reflected in work and perceptions of job skills were dependent upon the race of the respondent. The variable relating to job skills was particularly interesting. Presumably the respondent's attitude on this variable was not especially affected by external reference (i.e., a person could feel that his job skills were

increased whether or not that feeling was reinforced by salary increases, greater responsibility or colleague respect). More than half of the black respondents (55.4%) were in strong agreement that job skills had increased, while only 29.6% of the white respondents were in strong agreement. The two races were closer to agreement on the negative end of the scale: 7.1% of the black, and 9.5% of the white respondents strongly disagreed.

Age

TABLE 29

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF ATTITUDE VARIABLES WITH AGE OF PARTICIPANT

Attitude	x^2	Significance (df=16)
I derive greater satisfaction from my work (N=613)	24.9	.100
I am accorded greater respect by my colleagues (N=611)	21.8	.025
Changes in my attitudes are reflected in my work (N=613)	12.7	.750
My skills in my job were significantly increased (N-614)	26.5	.050
My overall job performance has improved (N=610)	20.9	.250

Changes in attitude and job performance were independent of the age of the respondent. Deriving greater satisfaction, respect of colleagues, and increases in job skills were dependent upon the age of the respondent. It is

likely that older respondents would already have established attitudes toward work. It was surprising that improvement in job skills was dependent upon age while improvement in performance was independent.

Examination of the data in Appendix XI indicates that younger respondents tend to agree with the statement about increased colleague respect (62% of the respondents under thirty agreed to some extent), while older respondents tended to disagree (62% disagreed to some extent). Apparently young respondents felt that the institute attendance had increased colleague respect and older respondents did not feel this way. Of course, older respondents might be expected to have well-developed attitudes about the respect accorded them by colleagues and to be more secure in such relationships.

A similar relationship exists with respect to increases in job skills: 68% of the respondents under thirty agreed that job skills had increased, while only 44% of the respondents over sixty-one felt that this was true.

Annual salary

Respondents' perceptions of the respect accorded to them by their colleagues is shown in Table 30 to be independent of their annual salary. The other attitude variables are shown to be dependent upon annual salary.

It would be reasonable to expect a relationship between salary and satisfaction. Salary tends to be

TABLE 30

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF ATTITUDE VARIABLES WITH ANNUAL SALARY OF PARTICIPANT

Attitude	x^2	Significance (df=16)
I derive greater satisfaction from my work (N=618)	45.6	.005
I am accorded greater respect by my colleagues (N=616)	22.8	.250
Changes in my attitudes are reflected in my work (N=618)	32.4	.010
My skills in my job were significantly increased (N=618)	35.2	.005
My overall job performance has improved (N=614)	42.0	.005

regarded as a measure of the importance of a position and the respondent's salary might be expected to affect his job satisfaction. The relationship between increases in job skills and salary is not quite as obvious. It must be remembered that increases in salary was the change which respondents least often attributed to institute attendance. It may be that the relationship occurs because respondents tended to interpret their salary as a measure of their skills and believed that higher salaries indicated greater skills. This relationship would also explain the association between annual salary and the respondent's perception of his overall job performance. If salary goes up, the estimate of job performance is also likely to increase. If

salary does not go up, the individual may also feel that his performance has improved, but that it has not been recognized.

Type of library

TABLE 31

CHI-SQUARE STATISTICS RESULTING FROM CROSS-TABULATION OF ATTITUDE VARIABLES WITH THE TYPE OF LIBRARY IN WHICH THE PARTICIPANT IS EMPLOYED

Attitude	x^2	Significance (df=24)
I derive greater satisfaction from my work (N=615)	84.2	.005
I am accorded greater respect by my colleagues (N=607)	55.6	.005
Changes in my attitudes are reflected in my work (N=611)	84.4	.005
My skills in my job were significantly increased (N-610)	85.3	.005
My overall job performance has improved (N=606)	98.1	.005

All of the attitude variables tabulated were found to be dependent upon the type of library in which the respondent was employed. Examination of the distribution in Appendix XIII indicates that school librarians tended to express agreement with the attitude statements to a greater extent than did other types of librarians.

A greater percentage of school librarians expressed strong agreement with each of the attitude questions and, interestingly, community college librarians were closer to

the school librarians in their feelings than to other types of librarians. This is not surprising when it is recalled that in many cases community colleges operate under the jurisdiction of the local school board and in many respects exhibit characteristics more akin to school libraries than to university or college libraries.

TABLE 32

PERCENTAGE OF RESPONDENTS EXPRESSING STRONG AGREEMENT WITH ATTITUDE VARIABLES BY TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Attitude	School	Public	Univ.	Comm. Coll.	Special	Other	Not Lib'n.
I derive greater satisfaction from my work	47.0	26.7	20.2	33.3	16.6	25.5	21.2
I am accorded greater respect by my colleagues	22.2	9.0	16.4	19.2	13.3	8.7	11.7
Changes in my attitude are reflected in my work	49.8	20.0	25.0	25.9	16.1	23.4	20.0
My skills in my job were significantly increased	49.8	20.0	25.0	25.9	16.6	23.4	20.0
My overall job performance has improved	46.3	16.8	18.6	29.6	13.3	21.3	22.9

Summary

It should be re-emphasized that the measure of program effectiveness in this study depended upon the aggregated subjective perceptions of the institute by the participants. It should also be noted that the participants made this assessment two to three years after the experience had taken place. It is impossible to state with precision the possible effects of the passage of time. From one viewpoint, the elapse of time could be interpreted as providing a sufficiently long perspective for making the subjective judgements required. From another, the passage of time could dim some of the recollections of the experience. This study focused upon changes which would have taken place over time (e.g., promotions and job changes) and also upon attitude changes which were job related. As a result it seems likely that the passage of time was functional to the study.

The following conclusions are drawn from the data in Appendices IV-XIII and from the tables found in this chapter:

(1) The impact of the program was greater upon school librarians than upon other types of librarians. This was the case from a probability viewpoint (i.e., there were simply far more school librarians than any other category). It was also true because school librarians tended to attributed more positive results to the institutes than did other types of librarians, with the exception of community college librarians.

(2) For all participants, the two changes most often occurring were that (a) the respondent initiated changes in the organization which employed him and (b) he exercised greater responsibility in his position. These changes were also seen as related to institute attendance by the largest number of respondents (80% and 74% respectively).

(3) In General, the participants attributed subjective changes to the institute to a greater degree than they did more objective changes. It is felt that this represents a natural tendency to be more cautious in the attribution of cause to factors which are subject to external verification. Thus, initiating change and exercising greater responsibility, which are relatively subjective, were cited as related to participation in the institute to a much greater extent than were salary increases, increases in supervision, or promotion to a higher position, all of which are much more objective in nature. While in one sense this is a limitation on the data, in another, it is not. Those things which the participants believed to be true about the value of the institutes may have had more effect upon their behavior than the more objective facts.

From a societal or governmental point of view, initiation of change is a more desirable outcome of a training program than salary increases or promotion or increased job mobility.

(4) Sex of the respondent was found to be significantly associated with changes relating to salary increases,

increased supervisory responsibility, increases in responsibility, initiating change and advancement to a higher position. In terms of attitude, deriving greater satisfaction, improved work attitudes, increased job skills and assessment of overall job performance were significantly associated with the sex of the respondent.

(5) Race of the respondent was significantly associated with increased supervision and exercising responsibility. The other changes were independent of race. Attitudes relating to respect, improved work attitudes and increased skills were significantly associated with race. Greater satisfaction and assessment of overall job performance were independent of the respondent's race.

(6) Changes related to changing employers, salary increases, exercising greater responsibility and advancing to a higher position were dependent upon the age of the respondent. Attitudes relating to work satisfaction, colleague respect and increased job skills were dependent upon the respondent's age. Changes in attitudes and assessments of job performance were not related to age.

(7) Annual salary of respondents was significantly related only to increased supervision and increased responsibility. All other changes were independent of salary level. With respect to attitude only colleague respect was found to be independent of salary. All of the other attitude changes were dependent upon annual salary.

(8) Advancement to a higher position was found to be

independent of the type of library in which the respondent was employed. All other changes (i.e., changing employers, salary increases, increased supervisory responsibility, increases in responsibility and initiating change) were dependent upon the type of library in which the respondent was employed. All of the attitude changes were significantly associated with the type of library in which the respondent was employed.

The results of the data analysis with respect to program effectiveness illustrates, at least indirectly, the operation of the three variables under study.

Conflict with school librarians about the program resulted in institutes designed to serve school libraries, which attracted a great many school librarian participants. As a result, effectiveness of the program was higher for school librarians than for other groups and school librarians saw the program more positively than did other groups. The hypothesis under examination with respect to co-optation would predict such a result.

The changes most often cited by participants, initiating change and exercising greater responsibility, are changes which are more likely to result from specialized as opposed to basic level training, yet conflict within DLP produced a policy which provided these two types of training in nearly equal proportions.

Centralized decision making in the program prevented conflict about these goals from becoming organizational

alternatives and caused the organization to persist in the goals which had emerged from initial conflict.

The adaptation to internal stress in 1971 caused a shift away from specialized and basic training as exemplified by the program in 1968 and 1969. The participant data clearly indicates that the program has achieved some significant results but organizational commitment was insufficient to withstand internal pressure for adaptation to new goals and program emphasis.

CHAPTER VI

CONCLUSIONS AND IMPLICATIONS FOR FURTHER RESEARCH

The purpose of this study is the examination of the three variables: (a) conflict, (b) co-optation and (c) adaptation as they relate to program effectiveness in a specific program with centralized decision making. Because the study is highly exploratory, the conclusions reached fit the definitions of conclusions only in the most general sense and are more precisely hypotheses which the study suggests for further examination.

The study has implications for organizational theory and more specific implications for the library profession. Both levels will be discussed separately in the latter portion of this chapter.

Conclusions

Conflict

The incidence of conflict with school librarians relative to the transfer of the institutes from NDEA to HEA is indicative of the operation of conflict within the program. Conflict is a difference over choice of alternatives. This definition requires that the organization

perceive rational alternatives and further perceive that it has the power to choose among them. In the case of the school library institutes, DLP did not perceive that it had a choice of other program alternatives. Given the position of the school librarians, the sympathy of Congress, and the coalescing of the ALA interest group, it was foreordained that the institute program would be primarily an extension of the NDEA program.

Despite the fact that the legislation would have permitted an innovative program of great variety, DLP behaved as though it were limited only to institutes and it did so with persistence. DLP as operator of the primary program of continuing professional education was cast in a role which was inconsistent with both the historical view of that agency and the expectations of its clients. One could speculate that an organization assuming a new, unfamiliar, and, in terms of the expectations of its clients, inappropriate role might tend to centralize decision making. In the specific case of DLP, this hypothesis suggests that the centralization of decision making was a response to the conflicts in which the program was begun and which were inherent in the very open mandate to train librarians, and in the fact that administration of this program moved the agency from a responsibility for administering grants allocated under congressionally determined formulae to making evaluative decisions about specific proposed

programs. This role conflict in itself would probably have been sufficient to insure a centralized decision-making mode, but in addition, DLP found conflicting expectations from constituents.

The choice between specialized and basic institutes partially illustrates this conflict. Whereas school librarians and library schools which specialize in the training of school librarians sought basic training programs, other types of libraries and library schools (mostly accredited schools) were interested in more specialized training.

The conflict between the fellowship and institute programs was both internal and external. Internally, the conflict was between staff with specific program interests who saw institutes as necessary to the development of those interests and staff with more general or traditional interests who saw the fellowships as providing a lasting and more significant effect and as being a more appropriate activity of the federal government. Externally, the conflict was between accredited schools with established programs and newer or specialized schools which aimed primarily at the training of school librarians. Accredited schools depended heavily upon the fellowship program, particularly at the doctoral level, and saw the institute program as peripheral to that interest and recently have seen it as a threat to that interest.

Adherence to the institute program and especially to training for school librarians has been functional for DLP

within USOE.

In 1971 DLP was forced to choose between the two programs and elected the institute program. The consequences of that decision are still in the process of unfolding. For fiscal 1973, DLP has announced that on-going institute commitments made in 1972 and the completion of fellowship commitments will require all but a small amount of the available funds. The net result is that for 1973 there will be no new activities in either program.

The emphasis upon training para-professionals and upon non-accredited programs indicates that DLP may have been following a strategy to gain administration and USOE support. If so, DLP was displaying an effort to maintain organizational effectiveness within the bureaucracy even at the cost of some support within its constituency.

The decision to regionalize certain programs administered by DLP and to leave others centralized, notably the Title II-B Institute Program, produced conflict between the need of regional staff to understand the decision-making process and be able to interpret it and the closed decision making in Washington.

This study suggests that there may be at least two types of conflict in organizations: real conflict, which is conflict in the sense of the definition in this study, and apparent conflict, which is a preference for different alternatives which are not admitted as organizational alternatives.

In a genuinely open system apparent conflict could not occur because all preferred alternatives would become organizational alternatives. In a rigidly bureaucratic system real conflict could not occur because the system would define the admittable alternatives so rigidly as to exclude all but those re-enforcing the status quo.

The conflicts experienced by RPO's is an example of apparent conflict because the closed decision-making process did not permit these alternatives being considered as organizational alternatives. In effect, the closed and centralized decision-making process served to place the RPO's in a constituent role and make them an external, rather than an internal, group. The conflict over basic and specialized types of training was a real conflict because it was accepted as an organizational alternative.

In this study, the locus of decision making is not as crucial to the generation of conflict as is the process of decision making. Figure 3 presents a model of conflict which is proposed for further study.

Figure 3

PROPOSED CONFLICT MODEL

	Low Conflict	High Conflict
DECISION PROCESS	Closed	Open
DECISION LOCUS	Centralized	De-centralized

It is suggested that an organization might fall at any point along either continuum. It is likely that a line connecting the location of any one organization would be nearly vertical. It is theoretically possible that an organization could maintain an open and centralized decision-making style but it is not probable nor is it likely in the case of an organization operating a nation-wide program serving diverse interests. In the model, closed and centralized decision making are primarily associated with apparent conflict (i.e., alternatives exist within the organization which cannot enter the decision-making process). Open and decentralized decision making is associated with real conflict because many preferred alternatives can enter the decision-making process and be considered.

The incidents of conflict between DLP and USOE cited indicate that DLP is relatively unsuccessful in the inter-organizational conflicts which occur in bureaucracy. In these incidents DLP is seen as unable to:

(1) Shape policies and procedures appropriate to the programs it is charged with administering (e.g., the necessity to accept the NDEA format and the inability to obtain approval of regulations).

(2) Withstand efforts to shape or alter DLP objectives and priorities on the part of other agencies or actors in the bureaucratic process, regardless of the environmental costs of such alteration (e.g., the funding of the ERIC institutes and the redirection of the program in 1971).

The reasons for these weaknesses are beyond the scope of the hypothesis relative to conflict which does not suggest reasons for conflict. Nevertheless, some clues which provide grounds for speculation were obtained during the study.

First, because DLP has traditionally seen itself and has been seen by its constituent groups as a library agency, it has developed limited credibility with general educators who tend to predominate within the U.S. Office of Education. Second, concern for school library services was separated from DLP many years ago and this separation deprived the Division of its one natural link to several areas of primary interest within USOE. Third, DLP is a relatively small unit within USOE and as a result has not been able to command the prestige, visibility and power it would like. The programs which it administers have, for the most part, been ALA and Congress sponsored rather than administration sponsored, especially in the Eisenhower and Nixon Administrations. As a result, administration-oriented staff at the higher levels of USOE have not supported library programs and DLP staff have been constrained from supporting them overtly.

Lastly, ALA, a logical ally, has taken consistently ambivalent postures toward DLP. ALA has wanted DLP strong enough to be an efficient program administrator and facilitator of the goals of the profession, but the development of a national library planning and policy apparatus within

DLP (i.e., another voice at the national level), has not been an ALA goal. It is noteworthy that when the need for such a national organization became apparent, ALA supported the creation of the National Commission on Libraries, an independent body, rather than entrust DLP with such responsibility. In the words of one of the respondents, DLP has existed "in a love-hate relationship" with ALA: needing the Congressional support which ALA has commanded to salvage programs for which there was little or no administrative support, but at the same time rivaling ALA for voice and visibility on matters of national library policy.

The proposition under examination relative to conflict suggests that organizations with centralized decision making will have lower levels of conflict than organizations without centralized decision making. Based on this study the proposition is tenable relative to "extra-organizational conflict." The choices of alternatives proposed externally are shown to have had little impact upon the decision-making process. The policy orientation of the program was to pursue the real objectives identified earlier and to ignore, for the most part, alternative courses of action originating outside the organization.

Internally, within DLP, centralized decision making eliminated conflict. RPO's may have been frustrated but closed decision making restricted their choices of alternatives ever becoming organizational choices and as a result prevented or submerged organization conflict.

Inter-organizationally, the closed decision making did not prevent the intrusion of other objectives and priorities external to DLP but within USOE.

The view of conflict emerging from the study suggests a reformulation of the proposition if it is to be fitted to government organizations.

Tentative hypotheses for future testing are:

(1) In bureaucratic organizations centralized decision making lowers real conflict intra-organizationally and extra-organizationally but has no (or limited) effect upon conflict originated at bureaucratically higher levels.

(2) Centralized and closed decision making increases apparent conflict intra-organizationally and extra-organizationally (i.e., in closed decision making such conflicts have no place to be registered).

(3) If an organizational unit has developed accommodations with external forces, hierarchially imposed choices will disturb such a balance and evoke action from the environment to restore the balance. A clear example illustrating this hypothesis is provided by ALA's reaction to the elimination of the fellowship program, which was a choice imposed upon DLP by hierarchially superior units. ALA sought in Congress amendments to the Higher Education Act which would earmark 50% of the funds appropriated under Title II-B for fellowships. This was, in effect, an effort to limit the administrative discretion with respect to the allocation of funds for fellowships and institutes. On

May 10, 1972, ALA expressed optimism that the amendments it sought were being accepted by a House-Senate conference committee.[1]

The proposition as developed by Price (i.e., that centralization of decision making lowers conflict) is supported by this study but it is also shown to be too simplistic. The process of decision making is shown to be at least as important as its locus.

Unless "centralized" is equated with closed decision making and "de-centralized" with open decision making, the Price proposition is inadequate and becomes almost a tautology.

Co-optation

A primary conclusion of the study is that the actions of school librarians with respect to passage of Title II-B resulted in a "pre-co-optation" of the institute program (i.e., the interests and needs of school librarians were absorbed into the body of policy governing the program prior to its implementation). It was thus predetermined that school library institutes would predominate both in terms of numbers of institutes and dollars. Retrospectively, the fact that the Chief, LTB, would be a former school library leader becomes not surprising, but predictable.

This viewpoint also explains the failure to co-opt "professional elites." The program began and operated for its initial years with the major interests which could

have caused threats already co-opted. The process of co-opting elites from professional ranks was not necessary.

For this reason the evaluation panels could be composed of non-elites whose function was to legitimize an already determined decision-making process. The evaluation panels were formally co-opted because there was no necessity to formally share the decision-making power with them. The evaluation panels illustrate an important aspect of co-optation: while non-elites within the profession, they became elites because they played a major part in the program. The panels were formally co-opted by DLP but in operation the process became informal co-optation because the panels influenced the decision-making process, at least to the extent of insuring that proposals in which they were interested were approved.

It is also indicative that institutions proposing institutes did not find it necessary to select persons who could be classified as elites to serve as institute directors.

It would usually be anticipated that an agency operating a new nationwide program would utilize co-optive behavior toward a large interest group such as ALA. The fact that the study found an almost total absence of such behavior is significant. The study provides a basis for speculation about the factors resulting in the lack of co-optive behavior:

(1) ALA apparently has not had great credibility

with the upper administrative levels of USOE and HEW; therefore, co-optation of ALA might have gained strength for DLP within the library profession, but could have been very costly in terms of relationships within the bureaucracy. DLP had to give every appearance of supporting administrative positions which have been antithetical to library programs. Co-optation of the major proponent of such programs would have placed DLP in intra-organization conflict, which could have further weakened its effectiveness within USOE.

(2) DLP's efforts at becoming a national force in the planning and development of library programs placed it in a very direct and basic conflict with ALA. Conflict over basic objectives may have made co-optation a desirable but very costly method of accommodation. On a basic issue, neither organization was likely to be willing to permit co-optation. A more probable result would follow the model suggested by Thompson and McEwen (cited in Chapter II) in which competition and bargaining would be the preferred responses since these strategies are less costly to the organization.[2] In applying this model, DLP and ALA would be seen as following competitive strategies with some elements of bargaining taking place. In this instance the parties did not usually bargain directly, but used Congress as a bargaining medium. DLP was handicapped in such a process because while ALA was free to pursue its own objectives, DLP was constrained by the necessity to adhere

to administration objectives and priorites.

DLP was in a very weak position to bargain with ALA. It could not yield much without sacrificing adherence to the goal of establishing USOE as a national educational voice. DLP did not have very much to offer ALA as a reward for co-optation because it was constrained by the organizational norms of USOE.

Speculatively, it can be suggested that DLP's interest in the non-accredited schools was a search for a new constituency which was not tied to ALA and which would applaud and reward DLP. Possession of such a constituency would increase DLP's acceptability within USOE and might, over time, provide an indirect voice with which DLP could address the Congress.

Adaptation

The hypothesis relating to adaptation states that centralization of decision making results in a lowering of adaptiveness.

This study provides substantial support for this hypothesis. DLP was shown to have a weak adaptive mechanism with respect to external or environmental changes. In part, this weakness was attributable to closed decision making which did not permit the need for adaptation to enter the decision-making process. The centralization of decision making in the Title II-B institute program did result in a lowering of adaptiveness with respect to

library educators and RPO's. Neither of these groups was able to bring about either the programmatic or procedual changes which they sought.

The hypothesis is also tenable with respect to internal adaptive pressure. DLP was shown as being unable to resist adaptive pressure from parallel organizational levels or from hierarchically superior levels. The redirection of the program in 1971 clearly illustrates this weakness. DLP was unable to alter the organizational pressure to adapt. Either a decentralized or more open decision-making process might have slowed or altered such pressure.

Once it was forced into change, DLP was also weak in adaptive mechanisms to interpret the changes to constituent groups. A truly adaptive organization might have completed the process of re-direction without generating the counter-reaction from constitutents which DLP experienced.

The hypothesis that centralization of decision making lowers organizational adaptiveness is supported by this study.

Program Effectiveness

The goals of the program have not been precisely defined and hence it is difficult, it not impossible, to measure effectiveness in terms of stated goals.

An important consideration for further research in the exploration of the factors involved in organizations which avoid precise goal statements and pursue closed decision

making. This study indicates that organizations which wish to utilize closed decision making find general and imprecise goal statements very facilitating. On the other hand, it could be argued that a lack of clear goals leads to closed decision making because lacking goals, the organization is unable to adjudicate between conflicting claims and is forced into closed decision making in order to shut out conflict.

Etzioni makes a useful distinction between the real goals and the stated goals of an organization and suggests that the real goals are "those future states toward which a majority of the organization's means and the major organizational commitments of the participants are directed, and which, in cases of conflict with goals which are stated but command few resources, have clear priority."[3]

It was clear that until 1971, when some stated goals were imposed, the program operated under the non-directive dictum of the legislation and the single stated goal was to train librarians. Questions such as--Which librarians were to be trained? At what level? And for what purposes?--were not answered in visible published goal statements.

Real goals may be derived from examination of policy decisions. Such as examination suggests that the following real goals were pursued:

(1) In 1968 and 1969 institutes to train school librarians were strongly favored over other types of training in terms of the number of training opportunities

and even more strongly in terms of dollar allocation.

(2) Institutes of a general nature were favored over institutes to train for a specific area with the exception of school libraries, and in 1970 and 1971 general institutes were favored over all types of library oriented training.

(3) Goals of increasing training for public librarians were verbalized but the commitment to this goal was insufficient to cause the organization, DLP, to abandon or modify the real goal.

Participants in the training programs perceived that the program was most effective in terms of changes initiated and increasing responsibility resulting. The training was relatively ineffective in bringing about promotion or changes in employer. Moderate effectiveness was found in terms of increasing salaries and increasing supervisory responsibilities of participants.

It could be conjectured that the failure of participants to receive tangible external rewards to a greater extent is related to the failure of DLP to co-opt elite groups. If professional elites and ALA were closely identified with the program, participants might have received rewards such as salary increases, promotions and peer respect with greater frequency.

In terms of more subjective changes the participants felt strongest that the institutes had affected work related attitudes, work satisfaction and job skills, and that the least affected factors were the amount of

responsibility exercised and the respect of colleagues.

While none of these results were stated or implied in terms of program goals, they do represent real outcomes in terms of the participants' perceptions.

The study also indicates that the results of the institutes varied in accordance with certain personal and professional characteristics of the respondents. Primarily, these inequities are seen as societal or environmental constraints which altered the results of the program.

Changes which were subject to external verification (e.g., salary increases), were attributed to the institute attendance to a much lesser extent than were changes which were more subjective in nature. It is difficult to state with precision whether this represents a methodological characteristic peculiar to this study or a general tendency of respondents. An externally verifiable change, such as salary increases, could have been seen as having little relationship to the institute because the respondents believed that to be the case, or because it is a norm to believe such changes occur from individual effort and merit, and respondents were unwilling to share the credit for such changes with external factors such as additional training.

It is clear that some significant changes occurred to the participants and that they perceived that these changes were related to institute attendance.

As outcomes of an educational experience, the changes which most often occurred and which were attributed to the

institute to the highest degree were seen as the most socially significant. It would be unlikely that increasing librarians' salaries or job mobility could be interpreted as an appropriate outcome of a Federal training program, but initiation of change, and increased responsibility seemingly have face validity as desirable ends of educational experiences.

The three variables under study are related to these outcomes. The co-optation of the program by school librarians ensured that basic training would receive a high priority and because of the high percentage of female school librarians, that women would be the predominant participants. It was also assured that there would be a significant variation in the outcomes for various types of library interests.

Co-optation by school library interests also assured a high level of apparent conflict on the part of other interests.

Centralized decision making reduced adaptiveness. As a result, very few minority group members were program participants and program benefits were differentiated by race in two critical respects. Centralization of decision making and co-optation both acted to eliminate adaptiveness until it was imposed by higher organizational authority.

Theoretical Implications

The main objective of the study was to examine the three variables conflict, co-optation and adaptation in the

light of program effectiveness and to determine possible heuristic hypotheses for future study and to relate the three variables to a hypothesized model of relationships.

The model suggested that change requiring a choice of alternatives leads to conflict and that co-optation is one available conflict reduction device, the exercise of which leads to further adaptation. In this study it has been seen that conflict with school librarians did lead to co-optive behavior which resulted in adaptiveness (e.g., the decision to follow the NDEA format and the allocations of institutes). This choice of alternatives resulted in additional conflict as predicted by the model. However, in the case of ALA, conflict did not lead to co-optive behavior and no adaptive behavior occurred. Internally, conflict with USOE over the redirection of the program did not result in co-optation, but limited adaptiveness did occur and that adaptation did produce additional conflict.

The model is seen, then, as having limitation in its precision. A possible hypothesis for future study is that hierarchically structured organizations have available different arrays of behavior to deal with internal and external conflict and internal and external pressures for adaptation.

An additional hypothesis suggested by the study and also by Selznick's work is that governmental organizations will use co-optive devices when the costs of such devices are not likely to cause deviation from basic objectives.

When co-optation cannot be used, except at high cost to basic objectives, such organizations will endure relatively high levels of external conflict.

Organizational context effects the operation of the variables. Library programs are not likely to attract attention except from librarians, who are a relatively small and somewhat isolated group in the field of education. A replication of this study involving larger programs with more diverse constituencies (e.g., health or welfare), would confirm whether the behavior noted is peculiar to small agencies administering programs of limited scope.

Clearly, the measures of program effectiveness used in this study are far from satisfactory. Further methodological study to develop measures of effectiveness of educational programs which are not dependent upon the perceptions of the participants or to validate the reliability of such perceptions is needed.

Most importantly, a comparable study of the behavior of these three variables in a program with decentralized administration is indicated. The administration of LSCA would be a likely possibility. An historical examination of the program would provide an opportunity for a study of centralization and decentralization in a single program.

A study of decision making in bureaucracy to further define open and closed decision making is indicated. Centralized decision making can be either open (the basis of

the decisions are known and promulgated), or closed (the basis for the decisions not revealed), and the same is true of decentralized decision making.

The concept of real and apparent conflict in bureaucratic organizations which was introduced in this study needs further empirical validation. Such a study could best be an exploration of conflict under open and closed decision making. This study would suggest a hypothesis that both real and apparent conflict would occur under closed decision making, but only real conflict would occur under open decision making.

Lastly, a study which aims at the development of a predictive model of the behavior of the three variables in this study is indicated. Some weaknesses in the model proposed in this study is shown, but in large part the model is found to be useful. Further study of the behavior of the variables should make it possible to develop a model which will predict the occurrence of co-optation, given conflict of various kinds, and to predict the kinds of adaptive behavior which may result from co-optation. A precedent to the development of a predictive model is a methodological study which would provide the bases for the quantification of the key variables.

Professional Implications

The primary concern of the study is the examination of the three variables discussed in previous sections. As

the study developed, a number of questions with serious implications for librarianship were identified. It will be the purpose of this section to raise these questions.

For the most part, the study does not provide answers to the questions and, indeed, it was not intended to do so. The questions are raised for whatever utility they may have for researchers and policy makers. The limitations of the study should be kept clearly in mind, especially the fact that the study represents events occurring in 1968-1969 and subsequent events may have altered the context considerably.

The Library Profession as an Interest Group

In this study the library profession is seen as an interest group which primarily injects its concerns into the political process through the American Library Association. The principle concerns of ALA have been directed toward influencing Congress. The professional group has had very limited influence upon the executive branch of government. Thus, it has been able to influence the passage of legislation but has been frustrated in efforts to influence the administration of the legislation.

As an interest group, ALA has not seen the development of effective working relationships with the executive branch (as exemplified by USOE and, specifically, DLP) as an important goal. As a strategy, concentration upon Congress was functional so long as ALA sought grant programs

which depended upon Congressionally determined formulae (e.g., LSCA and ESEA). In the area of "discretionary" programs it was not a functional strategy and placed the profession in a weak position to pursue its objectives. In recent years (especially during the Nixon Administration) the executive branch has placed a high priority upon discretionary programs and has de-emphasized "formula" programs. ALA has thus found its lobbying efforts increasingly frustrated under these conditions.

A key question, therefore, is how can the professional group develop effective relationships with the executive branch?

In the past, ALA has not invested much effort in seeking to strengthen DLP and has operated as though DLP were merely a convenient conduit for carrying out the intent of Congress. The result has been that ALA does not now have access to a strong, respected voice in the executive branch and DLP does not have a strong constituency which is respected within the administration. the ALA strategy of largely ignoring DLP has been dysfunctional for both organizations. As an example, ALA has invested substantial psychic and real energy in the goal of creating the Library of Congress as a national library, a goal which, even if attainable, would not necessarily improve ALA's position in the executive branch.

The Professional Group as a Coalition

In a number of respects ALA resembles a coalition of interests more than a cohesive organization. Coalitions can be effective so long as they pursue a limited set of objectives with common acceptance. When the objectives become diverse, or the degree of acceptance declines, the coalition loses effectiveness or dissolves. In the case of the Title II-B program the coalition began to falter when congressional objectives forced ALA to accept combining all institutes into one program. School librarians within the coalition were not willing to accept this solution and as an interest group, ALA was forced to seek a compromise which all parties could accept. In this instance, the profession displayed an inability to deal effectively with internal conflict, a problem which is likely to grow more acute as the diversity of professional interest grows broader.

The Evaluation Panels

The operation of evaluation panels revealed a distinct lack of sensitivity to potential conflicts of interest. DLP selected as evaluators persons who had in the past served as institute directors, and who, based upon letters of intent, could have been identified as being designated to direct the institutes which were to be evaluated. That DLP would choose these persons and that they would be willing to serve reveals a surprising naivete. It could be

rationalized that the evaluation panels only made recommendations, but the fact that institutions with representatives on the panel fared significantly better than institutions without such representation belies this claim.

The issue is raised here not to criticize the actions but to identify an issue of some seriousness. In periods of relative affluence the issue might never be raised, but since competition for scarce resources can be assumed to be a basic constraint, the objectivity of the evaluation process might become a major issue in the future.

DLP as Part of a Bureaucracy

This study has shown that in several critical respects the Division of Library Programs was unable to devise and implement policies and procedures to direct the program for which it was assigned administrative responsibility. This fact has implications with respect to the caliber of professional staff DLP can attract and retain. An organizational unit which cannot provide its staff an opportunity to fully utilize their creative and professional skills is likely to find it difficult to develop a creative and professional staff.

The same fact has implications for the approach which the library profession can take to the political process. As stated earlier, heretofore, ALA (as representative of the library profession) could operate on a "Congress mandate-DLP operates" philosophy. This study indicates

that when the congressional mandate permits administrative discretion, not DLP, but other actors within the bureaucracy are likely to operate at least with respect to key decisions.

The profession would appear to be faced with two choices: either strengthen the congressional mandate (i.e., limit or eliminate administrative discretion) or strengthen DLP as an administrative unit. The historical record shows that ALA has had some success in obtaining strong congressional mandates and has been chary of strengthening DLP. It should not be assumed that because this strategy has been successful in the past, it will always be successful. The legislative record of the last few years seems to indicate that Congress is willing to grant greater discretion to the administration at least in some areas of activity. It is certainly clear that the executive branch seeks greater discretion. To the extent that this observation has validity, the effectiveness of ALA in pursuing its goals is weakened.

ALA needs to examine carefully whether or not the real consequences of a weak DLP are not much worse than the anticipated undesirable consequences of a strong DLP.

NOTES

[1] ALA Washington Newsletter, Vol. 24, No. 4, May 10 1971, p. 2.

[2] Thompson and McEwen, pp. 179-186.

[3] Etzioni, Modern Organizations, p. 7.

APPENDIX I

LIST OF PERSONS INTERVIEWED

Institute Directors

Lucille Whalen--U.C.L.A.
Leslie Jahnke--San Jose State College
Jean Wichers--San Jose State College
Harold Goldstein--Florida State University
Ruth Rockwood--Florida State University
Lawrence Allen--University of Kentucky
Venable Lawson--Emory University
John Clemons--Emory University
Sarah L. Kennerly--North Texas State University
Genevieve Casey--Wayne State University
Loraine Tolman--Boston University
Henry Voos--University of Denver
Margaret Goggin--University of Denver
James Foyle--University of Denver
Virgninia Boucher--University of Denver
Howard Winger--University of Chicago

Office of Education Regional Program Officers

Helen Luce
Shirley Brother
S. Janice Kee
Arlene Hope
Evelyn Mullen
Eleanor T. Smith
James Igoe*
William Cunningham*

*No longer employed by U.S.O.E.

Division of Library Programs Staff

Ray M. Fry
Herbert Carl
Michel Vale
Paul Janaske
Henry Frennan
Elizabeth Hughey
Dorothy Kittel
Pauline Winnick
Margaret Hannigan
Frank Stevens
Clarence Fogelstrom
Kathleen Stokes
Kathleen Molz
Paxton Price*
Sarah Reed*

*No longer employed by U.S.O.E.

American Library Association Staff and Officers

Delores Vaughn
Germaine Krettek
Edmon Low
Dorothy McGinnis*
Lester Asheim

*No longer employed by A.L.A.

Other Persons

Thomas Galvin--Simmons College
Kenneth Schaeffer--Simmons College
Cora Paul Bomar--University of North Carolina at Greensboro
Winifred Linderman--Retired

APPENDIX II

PARTICIPANT QUESTIONNAIRE

RUTGERS UNIVERSITY *The State University of New Jersey*

GRADUATE SCHOOL OF LIBRARY SERVICE
Bureau of Library & Information Science Research
189 College Avenue
New Brunswick, New Jersey 08903
Tel. 201-247-1766 Ext. 6969

Dear Colleague:

In connection with a research project at Rutgers University, I am undertaking a study of the Institutes for training librarians conducted under Title II-B of the Higher Education Act of 1965. One of the objectives of the Institutes program has been to increase the skills of people such as yourself, who have participated in the Institutes.

You are indeed central to this study. Your cooperation is essential if the study is to say anything about the effectiveness of the entire Institute program. By way of the following questionnaire, I am asking a random sample of people who participated in the Institutes to report what has happened to them on their jobs since they attended one of the Institutes. I have tried to keep the number of questions to a minimum.

The questionnaire is structured in the following way. First, I want to make sure that the information is correct as to which of the various Institutes you attended. Second, I would like to know if you have experienced any career changes since you attended the Institute and whether or not the Institute played a part in any career change. Third, I would like to know something about you and your present job. While the information requested is rather detailed, I GUARANTEE COMPLETE CONFIDENTIALITY. No individual will ever be identified. My concern is with the total group of people who participated in the Institutes, and not with particular individuals. But your help is needed to develop this group profile.

I sincerely hope that you will take the few minutes required to complete this questionnaire and return it in the self-addressed, stamped envelope provided. Your return of this questionnaire as quickly as possible will be appreciated.

In anticipation of your help, I thank you very much.

Sincerely yours,

F. William Summers

F. William Summers.
Research Fellow

FWS:dml
Enclosure

HIGHER EDUCATION ACT TITLE II-B INSTITUTE PARTICIPANT QUESTIONNAIRE

Information obtained from U. S. Office of Education records on Library Programs indicates that you attended the *following Institute* on Librarianship:

(title)
(university)
(dates)

Did you participate in the above Higher Education Act Title II-B Institute?

☐ YES (If YES, please complete and return this questionnaire)

☐ NO (If NO, please answer question 1 and return the questionnaire)

1. Have you attended any HEA Title II-B Institutes on Librarianship since 1968 other than the one indicated above? If so, please list below the subject, the university at which each was held, and the dates:

INSTITUTE TITLE	UNIVERSITY	DATES

The following statements describe changes that may have taken place in your career during the past year or two (since you attended the Institute.)

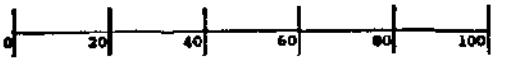
PLEASE CHECK WHETHER OR NOT THE FOLLOWING CHANGES HAVE OCCURRED IN YOUR CAREER.	YES	NO	IF YES: DEGREE RELATED TO INSTITUTE PARTICIPATION: STRONGLY RELATED	MODERATELY RELATED	SLIGHTLY RELATED	NOT AT ALL RELATED
2. I have accepted employment with a different organization since I attended the Institute.	☐	☐	☐	☐	☐	☐
3. My salary has increased, above a normal cost-of-living increase, since I attended the Institute.	☐	☐	☐	☐	☐	☐

	YES	NO	STRONGLY RELATED	MODERATELY RELATED	SLIGHTLY RELATED	NOT AT ALL RELATED
4. More people report directly to me since I attended the Institute.	☐	☐	☐	☐	☐	☐
5. I exercise greater responsibility in my position since I attended the Institute.	☐	☐	☐	☐	☐	☐
6. I have initiated changes in the organization which employs me since I attended the Institute.	☐	☐	☐	☐	☐	☐
7. I have advanced to a higher position since I attended the Institute.	☐	☐	☐	☐	☐	☐

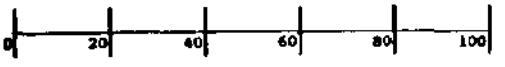
Would you respond to the following statements in light of your Institute participation. Below each of the following statements is a scale from 0 to 100. Please use this scale to describe the strength of your agreement or disagreement with each statement. You may place your mark (a slash) anywhere along the line. The reference points should be understood to have the following meanings:

0 = Disagree completely with the statement
20 = Disagree to a great extent
40 = Feel there is some truth to it
60 = Generally agree
80 = Agree to a great extent
100 = Completely agree with the statement

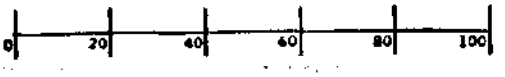
8. I derive greater satisfaction from my work due to my participation in the Institute.



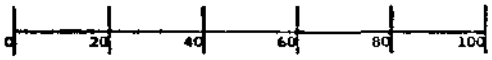
9. As a result of my attendance at the Institute, I am accorded greater respect by my colleagues.



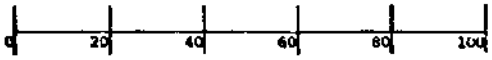
10. The Institute has resulted in changes in my attitudes which are reflected in my work.



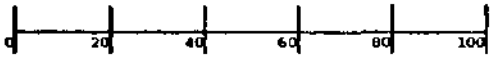
11. My skills in my job were significantly increased by the Library Institute.



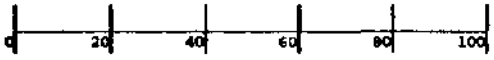
12. Because I participated in the Institute I am now given greater responsibility in my work.



13. As a result of my participation in the Institute, I have initiated changes in the system which employs me.



14. My overall job performance has improved as a direct result of my participation in the Institute.



15. How did you hear about the HEA Title II-B Institute Program indicated on this questionnaire? (PLEASE CHECK BELOW THOSE WHICH ARE APPLICABLE)

( ) Brochure mailed to me
( ) Brochure mailed to my place of employment
( ) Newspaper publicity
( ) Publicity in professional literature (journals, etc.)
( ) From my superiors
( ) Other librarians or associates
( ) Through my affiliation with the university at which the Institute was held
( ) Other (explain)

16. There are a number of ways in which the Institute may have benefitted you professionally; for instance, in terms of new skills, professional contacts, or renewed enthusiasm. In which of the following ways was this Institute most valuable to you? (PLEASE CHECK ONE BELOW)

( ) As a means of meeting other professionals in my field.
( ) As a source of new skills or knowledge in my field.
( ) As a means to a better position and/or higher salary.
( ) As a means of renewing my interest in my work.
( ) None of the above; some other way. (specify)

_____

_____

17. CHECK ONE: ( ) I am presently employed as a librarian.
( ) I am not presently employed as a librarian.

18. If you are presently employed as a librarian, please check the type of library in which you work:

( ) Elementary school
( ) Intermediate school
( ) High school
( ) Junior/community college
( ) College/university
( ) Public library
( ) Special library
( ) Other (specify)_____

19. Do you hold a degree in library science? ( ) YES ( ) NO

20. If YES, please check all library science degrees you hold and give the name of the college or university from which you earned the degree and the year in which it was earned.

		UNIVERSITY	DATE
( )	Associate		
( )	Bachelor's		
( )	Master's		
( )	Doctorate		

21. If NO to question 19, have you completed any courses in library science for academic credit, other than your participation in the HEA Title II-B Institute program?

( ) YES ( ) NO

a. If YES, how many credit hours of library science course work have you completed? _____

22. Please check below all diplomas, degrees, and certificates you hold which are not listed above.

( ) High school diploma
( ) Associate degree
( ) Bachelor's degree
( ) Master's degree
( ) Doctorate
( ) State teachers' certification
( ) State certification as librarian
( ) School librarian certification
( ) Other (specify)_____

23. Age:
( ) 30 and under
( ) 31 to 40
( ) 41 to 50
( ) 51 to 60
( ) 61 and over

24. Sex: ( ) Male ( ) Female

25. Race:
( ) American Indian
( ) Black
( ) Oriental
( ) Spanish surnamed (Mexican-American, Puerto Rican)
( ) Other minorities (specify)_____
( ) White (other than Spanish surnamed)
( ) Do not choose to answer

26. Present Employer: _____

Address: _____

27. Present Job Title: _____

28. Present Gross Annual Salary: _____

29. Please describe briefly your major duties in this position:

_____

_____

_____

30. Are you employed full-time or part-time?

( ) FULL-TIME ( ) PART-TIME ( ) OTHER (explain)

_____

31. Please list all your positions of the last 5 years. If you held several positions with the same employer, please list each position separately. Place an asterisk (*) beside the job title which immediately preceded your attendance at this Institute.

DATES FROM	DATES TO	NAME, CITY, AND STATE, OF EMPLOYER	JOB TITLE

NAME: _____

ADDRESS: _____

_____
(Zip code)

Thank you for your cooperation.

APPENDIX III

DIRECTOR QUESTIONNAIRE

RUTGERS UNIVERSITY *The State University of New Jersey*

GRADUATE SCHOOL OF LIBRARY SERVICE
Bureau of Library & Information Science Research
189 College Avenue
New Brunswick, New Jersey 08903
Tel. 201-247-1766 Ext. 6469

Dear Colleague:

In connection with a research project at Rutgers University, I am undertaking a study of the Institutes for training librarians conducted under Title II-B of the Higher Education Act of 1965. The study focuses on the first two years of operation, 1968 and 1969. As a director of one of these institutes, your cooperation in completing the following questionnaire is very important.

One of the primary objectives of the study will be to develop a profile of the individuals who directed the institutes. While some of that information is available, a more detailed and complete picture is needed. Another objective is to describe systematically the feedback of these institutes. Since the Institutes are a major activity in continuing library education, your views, pro and con, are vital. The questionnaire includes a series of statements to get at the feedback consideration.

Your anonymity is assured, and you will not be individually identified in either the analysis or the study. The study is concerned with developing a group profile and describing basic feedback, and I am not interested in identifying the responses of any particualr individual. Your name is requested solely to identify non-respondents for follow-up purposes. I would greatly appreciate your returning the completed questionnaire as soon as you can in the postage-paid envelope provided.

In anticipation of your prompt cooperation, I thank you very much.

Sincerely yours,

F. William Summers

F. William Summers
Research Fellow

FWS:dml
Enclosure

HIGHER EDUCATION ACT TITLE II-B INSTITUTE DIRECTOR QUESTIONNAIRE

NAME: _____

ADDRESS: _____

_____
(zip code)

PRESENT ACADEMIC RANK: _____

1. Please list any changes in your position since the date of the first HEA Title II-B Institute you directed.

DATES FROM	DATES TO	POSITION TITLE	INSTITUTION

2. Please describe briefly your major professional activities and the rough percentage of time you devote to each (e.g., teaching 60%; research, 30%; other, 10%).

_____

_____

_____

3. To provide a profile of your educational background, please complete the table below. Use a separate line for each earned degree held.

DEGREE	MAJOR FIELD	YEAR CONFERRED	UNIVERSITY	STATE
___ Bachelor's				
___ Master's (L.S.				
___ Master's				
___ Doctorate				
Other _____				

4. Are you presently enrolled for credit toward a degree? ( ) YES ( ) NO

If YES, which degree? ( ) Master's ( ) Doctorate

In what field? _____

5. How many years of professional library work experience (other than teaching in a library school) do you have?

( ) None ( ) Less than a year ( ) ___ years (specify number)

6. Please list all the library schools with which you have been associated in a professional capacity, the dates, and the position you held in each.

DATES FROM	DATES TO	TITLE OF POSITION	LIBRARY SCHOOL

7. What institutions of higher learning other than library schools have you been associated with in a professional capacity? Please give the dates, the position you held, and the department with which you were affiliated for each institution?

DATES FROM	DATES TO	TITLE OF POSITION	INSTITUTION	DEPARTMENT

8.a. Have you done any writing accepted for publication? ( ) YES ( ) NO

If YES, what was the subject of your latest book or article, where was it published, and when?

Subject: _____

Where published: _____ Date: _____

b. Have you prepared papers accepted for delivery to professional associations?

( ) YES ( ) NO

If YES, what was the subject of your most recent paper, to whom was it delivered, and when?

Subject: _____

Group: _____ Date: _____

9. Please list all library and library-related organizations to which you now belong. Include local, state, regional, national, and international affiliations and the number of years you have belonged to each. Also, please indicate any offices you now hold in each organization and the number of years you have held the office(s).

ORGANIZATION	YEARS MEMBER	OFFICE(S) HELD	YEARS HELD

10. Please list other professional non-library organizations to which you now belong. Please indicate if you are an officer or served as chairman of a committee.

ORGANIZATION	YEARS MEMBER	OFFICE(S) HELD	YEARS HELD

11. Please check the appropriate category below to indicate your age.

( ) 30 and under
( ) 31 to 40
( ) 41 to 50
( ) 51 to 60
( ) 61 and over

12. Please check the appropriate category below to indicate your basic gross annual salary from your primary occupation.

( ) Under $7500.
( ) $7500 - 9999.
( ) $10,000 - 12,499.
( ) $12,500 - 14,999.
( ) $15,000 - 17,499.
( ) $17,500 - 19,999.
( ) $20,000 and over

Is this salary on an academic year or a 12-month basis?

( ) Academic year ( ) 12-month ( ) Other _____

The following statements describe changes which are likely to have occurred as a consequence of your role in the Institute. Please check the appropriate response to each statement to indicate whether or not the particular change was brought about by your serving as an Institute director.

		YES	NO	DON'T KNOW
13.	Serving as an Institute director has favorably affected my basic salary.	☐	☐	☐
14.	Serving as an Institute director has favorably affected my opportunity for promotion.	☐	☐	☐
15.	Serving as an Institute director has favorably affected the amount of respect accorded me by my colleagues.	☐	☐	☐
16.	Serving an an Institute director has resulted in my deriving greater satisfaction from my work.	☐	☐	☐
17.	Serving as an Institute director has resulted in changes in my attitudes which are favorably reflected in my work.	☐	☐	☐

18. Below are listed some possible reasons for serving as an Institute director. Please rank them in the order of their importance to you as reasons for assuming the responsibility of directing an Institute. Place a "1" next to the reason you consider most important, a "2" next to the one you consider second most important, and so on until each applicable reason has a number. (Use each number only once.)

____ Opportunity for professional advancement	____ Gain additional support/prestige for the institution
____ Opportunity to follow a professional interest	____ Possession of skills and knowledge about the subject of the Institute
____ Prior experiences in continuing education	____ Desire to gain experience in continuing education
____ Interest in learning more about the subject matter	____ Desire to work with anticipated participants
____ Requested to do so by academic superior	____ Supplement or increase income

Other reasons: please state and rank each.

19. What professional persons were especially influential or helpful to you in conceiving, planning, and carrying out this Institute? Please give their names, titles, and organizations below.

20. I would like you to consider each of the following "Four Phases of Directorship" and list any problems or difficulties you encountered and how they were resolved, or how you feel they should have been resolved. You may use the back of this questionnaire to respond, and attach an extra sheet if you need more space. (I am particularly interested in your relations with U.S.O.E. and with the supporting institution.)

I. Proposal preparation phase.

Any activities up to the time of approval for funding.

II. Post-approval/pre-Institute phase.

Negotiations with U.S.O.E. of any changes in budget or plan of operation.
Publicity, securing lists of potential applicants.
Selection of participants - application form used and its suitability, quality of the applicants, selection restrictions (geographical or otherwise).

III. Operational or Institute phase.

Length of time, time of year, facilities available, quality of and attendance of participants, cooperation of staff.

IV. Post-Institute phase.

Impact on the participants, on the field (librarianship, education), on the institution at which the Institute was held.
Evaluation of the Institute - Narrative Report as an evaluative measure; follow-up questionnaires to participants and/or directors.

21. What suggestions would you make for improvement of the NDEA Title II-B Institute program?

Thank you for your cooperation.

APPENDIX IV

CROSS-TABULATION OF CHANGE VARIABLES WITH SEX OF PARTICIPANTS

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ACCEPTED EMPLOYMENT WITH A DIFFERENT ORGANIZATION SINCE I ATTENDED THE INSTITUTE" WITH SEX OF PARTICIPANT

CHANGE	MALE	FEMALE	TOTAL
No	134	351	485
Yes--Not Related to Institute	15	36	51
Yes--Slightly Related to Institute	5	15	20
Yes--Moderately Related to Institute	8	12	20
Yes--Strongly Related to Institute	13	20	33
Total	175	434	609

df = 4 $\quad \chi^2 = 4.19$ $\quad$ Significance = .500

CROSS-TABULATION OF CHANGE VARIABLE "MY SALARY HAS INCREASED, ABOVE A NORMAL COST-OF-LIVING INCREASE, SINCE I ATTENDED THE INSTITUTE" WITH SEX OF THE PARTICIPANT

CHANGE	MALE	FEMALE	TOTAL
No	74	271	345
Yes--Not Related to Institute	35	60	95
Yes--Slightly Related to Institute	28	27	55
Yes--Moderately Related to Institute	17	26	43
Yes--Strongly Related to Institute	13	27	40
Total	167	411	578

df = 4 x^2 = 28.03 Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "MORE PEOPLE REPORT DIRECTLY TO ME SINCE I ATTENDED THE INSTITUTE" WITH SEX OF PARTICIPANT

CHANGE	MALE	FEMALE	TOTAL
No	107	276	383
Yes--Not Related to Institute	25	35	60
Yes--Slightly Related to Institute	15	26	41
Yes--Moderately Related to Institute	13	46	59
Yes--Strongly Related to Institute	12	35	47
Total	172	418	590

df = 4 x^2 = 7.666 Significance = .100

CROSS-TABULATION OF CHANGE VARIABLE "I EXERCISE GREATER RESPONSIBILITY IN MY POSITION SINCE I ATTENDED THE INSTITUTE" WITH SEX OF THE PARTICIPANT

CHANGE	MALE	FEMALE	TOTAL
No	83	180	262
Yes--Not Related to Institute	19	35	54
Yes--Slightly Related to Institute	24	39	63
Yes--Moderately Related to Institute	27	77	104
Yes--Strongly Related to Institute	16	74	90
Total	168	405	573

df = 4 $x^2 = 10.084$ Significance = .050

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE INITIATED CHANGES IN THE ORGANIZATION WHICH EMPLOYS ME SINCE I ATTENDED THE INSTITUTE" WITH SEX OF THE PARTICIPANT

CHANGE	MALE	FEMALE	TOTAL
No	45	140	185
Yes--Not Related to Institute	18	17	35
Yes--Slightly Related to Institute	25	31	56
Yes--Moderately Related to Institute	42	104	146
Yes--Strongly Related to Institute	35	99	134
Total	165	391	556

df = 4 $x^2 = 17.36$ Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ADVANCED TO A HIGHER POSITION SINCE I ATTENDED THE INSTITUTE" WITH SEX OF THE PARTICIPANT

CHANGE	MALE	FEMALE	TOTAL
No	119	327	446
Yes--Not Related to Institute	14	25	39
Yes--Slightly Related to Institute	16	17	33
Yes--Moderately Related to Institute	4	22	26
Yes--Strongly Related to Institute	20	29	49
Total	173	420	593

df = 4 $x^2 = 13.76$ Significance = .010

APPENDIX V

CROSS-TABULATION OF CHANGE VARIABLES WITH AGE OF PARTICIPANTS

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ACCEPTED EMPLOYMENT WITH A DIFFERENT ORGANIZATION" WITH AGE OF PARTICIPANT

CHANGE	30 and under	31 to 40	41 to 50	51 to 60	61 and over	TOTAL
No or Not Related to Institute	72	141	173	130	16	532
Yes--Related to Institute	27	22	11	11	2	73
Total	99	163	184	141	18	605

df = 4 $\quad x^2 = 31.06$ $\quad$ Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "MY SALARY HAS INCREASED, ABOVE A NORMAL COST-OF-LIVING INCREASE" WITH AGE OF PARTICIPANT

CHANGE	30 and under	31 to 40	41 to 50	51 to 60	61 and over	TOTAL
No or Not Related to Institute	62	108	137	114	15	436
Yes--Related to Institute	33	48	33	21	3	138
Total	95	156	170	135	18	574

df = 4 x^2 = 17.65 Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "MORE PEOPLE REPORT DIRECTLY TO ME" WITH AGE OF PARTICIPANT

CHANGE	30 and under	31 to 40	41 to 50	51 to 60	61 and over	TOTAL
No or Not Related to Institute	63	117	140	107	14	441
Yes--Related to Institute	33	44	37	30	3	147
Total	96	161	177	137	17	588

df = 4 x^2 = 7.69 Significance = .250

CROSS-TABLUATION OF CHANGE VARIABLE "I EXERCISE GREATER RESPONSIBILITY IN MY POSITION" WITH AGE OF PARTICPANT

CHANGE	30 and under	31 to 40	41 to 50	51 to 60	6l and over	TOTAL
No or Not Related to Institute	43	78	105	78	11	315
Yes—Related to Institute	52	77	67	54	6	256
Total	95	155	172	132	17	571

df = 4 x^2 - 9*02 Significance * .100

:V:

• CROSS-TABULATION OF CHANGE VARIABLES "I HAVE INITIATED CHANGES IN THE ORGANIZATION WHICH EMPLOYS ME" WITH AGE OF PARTICIPANT

W

CHANGE	30 and under	31 to 40	41 to 50	51 to 60	6l and over	TOTAL
No or Not Related to Institute	33	68	61	46	10	218
Yes—Related to Institute	61	89	102	76	7	335
Total	94	157	163	122	17	**553**

df - 4 x^d - 4.80 Significance - .500

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ADVANCED TO A HIGHER POSITION" WITH AGE OF PARTICIPANT

CHANGE	30 and under	31 to 40	41 to 50	51 to 60	61 and over	TOTAL
No or Not Related to Institute	67	126	151	123	14	481
Yes--Related to Institute	31	35	25	13	4	108
Total	98	161	176	136	18	589

df = 4 $x^2 = 22.07$ Significance = .005

APPENDIX VI

CROSS-TABULATION OF CHANGE VARIABLES WITH RACE OF PARTICIPANTS

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ACCEPTED EMPLOYMENT WITH A DIFFERENT ORGANIZATION" WITH RACE OF PARTICIPANT

CHANGE	BLACK	OTHER	WHITE	TOTAL
No or Not Related to Institute	48	23	443	514
Yes--Related to Institute	5	5	58	68
Total	53	28	501	582

df = 2 x^2 = 1.22 Significance = .750

CROSS-TABULATION OF CHANGE VARIABLE "MY SALARY HAS INCREASED, ABOVE A NORMAL COST-OF-LIVING INCREASE" WITH RACE OF PARTICIPANT

CHANGE	BLACK	OTHER	WHITE	TOTAL
No or Not Related to Institute	41	16	365	422
Yes--Related to Institute	7	9	113	129
Total	48	25	478	551

df = 2 x^2 = 4.30 Significance = .250

CROSS-TABULATION OF CHANGE VARIABLE "MORE PEOPLE REPORT DIRECTLY TO ME" WITH RACE OF PARTICIPANT

CHANGE	BLACK	OTHER	WHITE	TOTAL
No or Not Related to Institute	21	19	382	422
Yes--Related to Institute	29	8	105	142
Total	50	27	487	564

df = 2 x^2 = 28.44 Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "I EXERCISE GREATER RESPONSIBILITY IN MY POSITION" WITH RACE OF PARTICIPANT

CHANGE	BLACK	OTHER	WHITE	TOTAL
No or Not Related to Institute	16	12	277	305
Yes--Related to Institute	33	14	194	241
Total	49	26	471	546

df = 2 x^2 = 13.37 Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE INITIATED CHANGES IN THE ORGANIZATION WHICH EMPLOYS ME" WITH RACE OF PARTICIPANT

CHANGE	BLACK	OTHER	WHITE	TOTAL
No or Not Related to Institute	21	12	175	208
Yes--Related to Institute	28	13	282	323
Total	49	25	457	531

df = 2 x^2 = 1.56 Significance = .500

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ADVANCED TO A HIGHER POSITION" WITH RACE OF PARTICIPANT

CHANGE	BLACK	OTHER	WHITE	TOTAL
No or Not Related to Institute	44	19	399	462
Yes--Related to Institute	9	8	87	104
Total	53	27	486	566

df = 2 x^2 = 2.48 Significance = .500

APPENDIX VII

CROSS-TABULATION OF CHANGE VARIABLES WITH ANNUAL SALARY OF PARTICIPANTS

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ACCEPTED EMPLOYMENT WITH A DIFFERENT ORGANIZATION" WITH ANNUAL SALARY OF PARTICIPANT

CHANGE	Under $5,000	$5,000-9,999	$10,000-14,999	$15,000 or over	TOTAL
No or Not Related to Institute	17	189	199	77	482
Yes--Related to Institute	6	27	27	7	67
Total	23	216	226	84	549

df = 3 x^2 = 5.31 Significance = 2.50

CROSS-TABULATION OF CHANGE VARIABLE "MY SALARY HAS INCREASED, ABOVE A NORMAL COST-OF-LIVING INCREASE" WITH ANNUAL SALARY OF PARTICIPANT

CHANGE	Under $5,000	$5,000-9,999	$10,000-14,999	$15,000 or over	TOTAL
No or Not Related to Institute	17	159	152	56	384
Yes--Related to Institute	3	43	63	23	132
Total	20	202	215	79	516

df = 3 $x^2 = 5.21$ Significance = .250

CROSS-TABULATION OF CHANGE VARIABLE "MORE PEOPLE REPORT DIRECTLY TO ME" WITH ANNUAL SALARY OF PARTICIPANT

CHANGE	Under $5,000	$5,000-9,999	$10,000-14,999	$15,000 or over	TOTAL
No or Not Related to Institute	14	140	175	68	397
Yes--Related to Institute	6	64	46	14	130
Total	20	204	221	82	527

df = 3 $x^2 = 9.54$ Significance = .025

CROSS-TABULATION OF CHANGE VARIABLE "I EXERCISE GREATER RESPONSIBILITY IN MY POSITION" WITH ANNUAL SALARY OF PARTICIPANT

CHANGE	Under $5,000	$5,000-9,999	$10,000-14,999	$15,000 or over	TOTAL
No or Not Related to Institute	7	90	127	51	275
Yes--Related to Institute	12	109	85	29	235
Total	19	199	212	80	510

df = 3 x^2 = 14.39 Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE INITIATED CHANGES IN THE ORGANIZATION WHICH EMPLOYS ME" WITH ANNUAL SALARY OF PARTICIPANT

CHANGE	Under $5,000	$5,000-9,999	$10,000-14,999	$15,000 or over	TOTAL
No or Not Related to Institute	7	76	83	28	194
Yes--Related to Institute	11	117	126	49	303
Total	18	193	209	77	497

df = 3 x^2 = .27 Significance = .990

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ADVANCED TO A HIGHER POSITION" WITH ANNUAL SALARY OF PARTICIPANT

CHANGE	Under $5,000	$5,000-9,999	$10,000-14,999	$15,000 or over	TOTAL
No or Not Related to Institute	14	174	175	68	431
Yes--Related to Institute	6	39	42	13	100
Total	20	213	217	81	531

df = 3 x^2 = 2.00 Significance = .500

APPENDIX VIII

CROSS-TABULATION OF CHANGE VARIABLES WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ACCEPTED EMPLOYMENT WITH A DIFFERENT ORGANIZATION" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	No or Not Related to Institute	Yes--Related to Institute	Total
School	207	25	232
Public	91	9	100
University	104	11	115
Community College	14	7	21
Library School	15	1	16
Special Library	16	3	19
State or Institutional Lbry.	38	6	44
Other	32	10	42
Total	517	72	589
df = 7	x^2 = 18.19	Significance = .025	

CROSS-TABULATION OF CHANGE VARIABLE "MY SALARY HAS INCREASED, ABOVE A NORMAL COST-OF-LIVING INCREASE" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	No or Not Related to Institute	Yes--Related to Institute	TOTAL
School	174	44	218
Public	85	13	98
University	69	41	110
Community College	10	9	19
Library School	12	4	16
Special Library	9	6	15
State or Institutional Lbry.	32	10	42
Other	31	9	40
Total	422	136	558

df = 7 x^2 = 26.22 Significance = .005

CROSS-TABULATION OF CHANGE VARIABLE "MORE PEOPLE REPORT DIRECTLY TO ME" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	No or Not Related to Institute	Yes--Related to Institute	TOTAL
School	147	71	218
Public	84	17	101
University	86	26	112
Community College	14	7	21
Library School	15	1	16
Special Library	15	3	18
State or Institutional Lbry.	36	7	43
Other	34	6	40
Total	427	141	568

df = 7 $x^2 = 9.5$ Significance = .025

CROSS-TABULATION OF CHANGE VARIABLE "I EXERCISE GREATER RESPONSIBILITY IN MY POSITION" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	No or Not Related to Institute	Yes--Related to Institute	TOTAL
School	91	121	212
Public	66	32	98
University	67	43	110
Community College	8	12	20
Library School	12	4	16
Special Library	10	7	17
State or Institutional Lbry.	23	18	41
Other	26	11	37
Total	303	248	551

df = 7 $x^2 = 27.97$ Significance = .005

CROSS TABULATION OF CHANGE VARIABLE "I HAVE INITIATED CHANGES IN THE ORGANIZATION WHICH EMPLOYS ME" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	No or Not Related to Institute	Yes--Related to Institute	TOTAL
School	65	139	204
Public	40	58	98
University	47	59	106
Community College	7	13	20
Library School	11	4	15
Special Library	8	9	17
State or Institutional Lbry.	14	24	38
Other	19	17	36
Total	211	323	534

df = 7 x^2 = 16.67 Significance = .025

CROSS-TABULATION OF CHANGE VARIABLE "I HAVE ADVANCED TO A HIGHER POSITION" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	No or Not Related to Institute	Yes--Related to Institute	TOTAL
School	189	38	227
Public	86	13	99
University	82	31	113
Community College	14	6	20
Library School	13	1	14
Special Library	16	3	19
State or Institutional Lbry.	33	8	41
Other	32	6	38
Total	465	106	571

$df = 7$ $\quad x^2 = 11.99$ $\quad$ *Significance* = .250

APPENDIX IX

CROSS-TABULATION OF ATTITUDE VARIABLES WITH SEX OF PARTICIPANTS

CROSS-TABULATION OF ATTITUDE VARIABLE "I DERIVE GREATER SATISFACTION FROM MY WORK" WITH SEX OF PARTICIPANT

RESPONSE	MALE	FEMALE	TOTAL
Strongly Disagree	19	41	60
Tend to Disagree	16	44	60
Tend to Agree	51	83	134
Agree	48	117	165
Strongly Agree	40	158	198
Total	174	443	617

df = 4 x^2 = 13.07 Significance = .025

CROSS-TABULATION OF ATTITUDE VARIABLE "I AM ACCORDED GREATER RESPECT BY MY COLLEAGUES" WITH SEX OF PARTICIPANT

RESPONSE	MALE	FEMALE	TOTAL
Strongly Disagree	40	97	137
Tend to Disagree	36	81	117
Tend to Agree	44	106	150
Agree	28	85	113
Strongly Agree	26	72	98
Total	174	441	615

df = 4 x^2 = 1.21 Significance = .900

CROSS-TABULATION OF ATTITUDE VARIABLE "CHANGES IN MY ATTITUDES WHICH ARE REFLECTED IN MY WORK" WITH SEX OF PARTICIPANT

RESPONSE	MALE	FEMALE	TOTAL
Strongly Disagree	15	40	55
Tend to Disagree	14	34	48
Tend to Agree	44	70	114
Agree	54	131	185
Strongly Agree	48	167	215
Total	175	442	617

df = 4 x^2 = 9.30 Significance = .100

CROSS-TABULATION OF ATTITUDE VARIABLE "MY JOB SKILLS WERE SIGNIFICANTLY INCREASED" WITH SEX OF PARTICIPANT

RESPONSE	MALE	FEMALE	TOTAL
Strongly Disagree	20	44	64
Tend to Disagree	23	34	57
Tend to Agree	48	108	156
Agree	46	99	145
Strongly Agree	39	157	196
Total	176	442	618

df = 4 x^2 = 12.42 Significance = .025

CROSS-TABULATION OF ATTITUDE VARIABLE "MY OVERALL JOB PERFORMANCE HAS IMPROVED" WITH SEX OF PARTICIPANT

RESPONSE	MALE	FEMALE	TOTAL
Strongly Disagree	20	51	71
Tend to Disagree	28	41	69
Tend to Agree	51	89	140
Agree	46	108	154
Strongly Agree	31	149	180
Total	176	438	614

df = 4 x^2 = 20.56 Significance = .005

APPENDIX X

CROSS-TABULATION OF ATTITUDE VARIABLES WITH RACE OF PARTICIPANTS

CROSS-TABULATION OF ATTITUDE VARIABLE "I DERIVE GREATER SATISFACTION FROM MY WORK" WITH RACE OF PARTICIPANT

RESPONSE	BLACK	OTHER	WHITE	TOTAL
Strongly Disagree	6	3	48	57
Tend to Disagree	1	2	51	54
Tend to Agree	7	5	117	129
Agree	17	9	134	160
Strongly Agree	25	8	157	190
Total	56	27	507	590

df = 8 x^2 = 10.34 Significance = .100

CROSS-TABULATION OF ATTITUDE VARIABLE "I AM ACCORDED GREATER RESPECT BY MY COLLEAGUES" WITH RACE OF PARTICIPANT

RESPONSE	BLACK	OTHER	WHITE	TOTAL
Strongly Disagree	8	7	115	130
Tend to Disagree	2	2	105	109
Tend to Agree	8	7	130	145
Agree	25	5	80	110
Strongly Agree	13	7	74	94
Total	56	28	504	588

df = 8 x^2 = 40.65 Significance = .005

CROSS-TABULATION OF ATTITUDE VARIABLE "CHANGES IN MY ATTITUDES WHICH ARE REFLECTED IN MY WORK" WITH RACE OF PARTICIPANT

RESPONSE	BLACK	OTHER	WHITE	TOTAL
Strongly Disagree	4	5	41	50
Tend to Disagree	2	0	42	44
Tend to Agree	5	3	102	110
Agree	20	14	145	179
Strongly Agree	25	6	176	207
Total	56	28	506	590

df = 8 x^2 = 18.61 Significance = .025

CROSS-TABULATION OF ATTITUDE VARIABLE "MY JOB SKILLS WERE SIGNIFICANTLY INCREASED" WITH RACE OF PARTICIPANT

RESPONSE	BLACK	OTHER	WHITE	TOTAL
Strongly Disagree	4	5	48	57
Tend to Disagree	3	2	51	56
Tend to Agree	9	3	135	147
Agree	9	9	123	141
Strongly Agree	31	9	150	190
Total	56	28	507	591

df = 8 x^2 = 20.81 Significance = .010

CROSS-TABULATION OF ATTITUDE VARIABLE "MY OVERALL JOB PERFORMANCE HAS IMPROVED" WITH RACE OF PARTICIPANT

RESPONSE	BLACK	OTHER	WHITE	TOTAL
Strongly Disagree	4	4	57	65
Tend to Disagree	3	3	59	65
Tend to Agree	8	5	122	135
Agree	16	7	125	148
Strongly Agree	25	9	141	175
Total	56	28	504	588

df = 8 x^2 = 10.33 Significance = .250

APPENDIX XI

CROSS-TABULATION OF ATTITUDE VARIABLES WITH AGE OF PARTICIPANTS

CROSS-TABULATION OF ATTITUDE VARIABLE "I DERIVE GREATER SATISFACTION FROM MY WORK" WITH AGE OF PARTICIPANT

Response	30 and Under	31-40	41-50	51-60	61 and Over	Total
Strongly Disagree	13	15	15	13	4	60
Tend to Disagree	11	13	19	14	2	59
Tend to Agree	26	38	31	34	5	134
Agree	27	52	53	32	0	164
Strongly Agree	23	47	66	53	7	196
Total	100	165	184	146	18	613

df = 16 $\quad \chi^2 = 24.90$ Significance = .100

CROSS-TABULATION OF ATTITUDE VARIABLE "I AM ACCORDED GREATER RESPECT BY MY COLLEAGUES" WITH AGE OF PARTICIPANT

Response	30 and Under	31-40	41-50	51-60	61 and Over	Total
Strongly Disagree	18	37	38	33	10	136
Tend to Disagree	20	24	39	33	1	117
Tend to Agree	27	33	52	31	5	148
Agree	20	32	37	22	1	112
Strongly Agree	15	37	19	26	1	98
Total	100	163	185	145	18	611

df = 16 x^2 = 31.75 Significance = .025

CROSS-TABULATION OF ATTITUDE VARIABLE "CHANGES IN MY ATTITUDES WHICH ARE REFLECTED IN MY WORK" WITH AGE OF PARTICIPANT

Response	30 and Under	31-40	41-50	51-60	61 and Over	Total
Strongly Disagree	8	10	18	14	4	54
Tend to Disagree	8	10	11	14	5	48
Tend to Agree	17	24	41	29	3	114
Agree	34	48	56	44	2	184
Strongly Agree	32	70	62	45	4	213
Total	99	162	188	146	18	613

df = 16 x^2 = 12.70 Significance = .750

CROSS-TABULATION OF ATTITUDE VARIABLE "MY JOB SKILLS WERE SIGNIFICANTLY INCREASED" WITH AGE OF PARTICIPANT

Response	30 and *Under*	31-40	41-50	51-60	61 and *Over*	Total
Strongly Disagree	9	14	18	16	7	64
Tend to Disagree	10	13	20	10	3	56
Tend to Agree	32	39	44	36	4	155
Agree	23	36	46	37	2	144
Strongly Agree	26	61	59	47	2	195
Total	100	163	187	146	18	614

df = 16 x^2 = 26.46 Significance = .050

CROSS-TABULATION OF ATTITUDE VARIABLE "MY OVER ALL JOB PERFORMANCE HAS IMPROVED" WITH AGE OF PARTICIPANT

Response	30 and Under	31-40	41-50	51-60	61 and Over	Total
Strongly Disagree	9	16	19	20	6	70
Tend to Disagree	12	18	20	16	3	69
Tend to Agree	20	30	47	38	5	140
Agree	30	42	45	33	2	152
Strongly Disagree	27	58	54	38	2	179
Total	98	164	185	145	18	610

df = 16 x^2 = 20.88 Significance = .250

APPENDIX XII

CROSS-TABULATION OF ATTITUDE VARIABLES WITH ANNUAL SALARY OF PARTICIPANTS

CROSS-TABULATION OF ATTITUDE VARIABLE "I DERIVE GREATER SATISFACTION FROM MY WORK" WITH ANNUAL SALARY OF PARTICIPANT

Response	Under $5,000	$5,000-9,999	$10,000-14,999	Over $15,000	No Response	Total
Strongly Disagree	2	14	21	13	10	60
Tend to Disagree	4	19	19	10	8	60
Tend to Agree	1	38	58	25	12	134
Agree	7	59	74	18	8	166
Strongly Agree	10	90	54	17	27	198
Total	24	220	226	83	65	618

df = 16 $x^2 = 45.62$ Significance = .005

CROSS-TABULATION OF ATTITUDE VARIABLE "I AM ACCORDED GREATER RESPECT BY MY COLLEAGUES" WITH ANNUAL SALARY OF PARTICIPANT

Response	Under $5,000	$5,000-9,999	$10,000-14,999	Over $15,000	No Response	Total
Strongly Disagree	4	40	52	28	13	137
Tend to Disagree	3	39	48	15	12	117
Tend to Agree	5	52	58	22	14	151
Agree	5	51	35	11	11	113
Strongly Agree	7	38	33	6	14	98
Total	24	220	226	82	64	616

df = 16 x^2 = 22.80 Significance = .250

CROSS TABULATION OF ATTITUDE VARIABLE "CHANGES IN MY ATTITUDES WHICH ARE REFLECTED IN MY WORK" WITH ANNUAL SALARY OF PARTICIPANT

Response	Under $5,000	$5,000-9,999	$10,000-14,999	Over $15,000	No Response	Total
Strongly Disagree	2	11	23	12	7	55
Tend to Disagree	2	13	14	10	9	48
Tend to Agree	6	33	44	20	11	114
Agree	4	70	75	24	13	186
Strongly Agree	10	92	72	16	25	215
Total	24	219	228	82	65	618

df = 16 x^2 = 32.45 Significance = .010

CROSS-TABULATION OF ATTITUDE VARIABLE "MY JOB SKILLS WERE SIGNIFICANTLY INCREASED" WITH ANNUAL SALARY OF PARTICIPANT

Response	Under $5,000	$5,000-9,999	$10,000-14,999	Over $15,000	No Response	Total
Strongly Disagree	4	17	23	11	9	64
Tend to Disagree	1	14	24	11	7	57
Tend to Agree	2	48	59	28	19	156
Agree	5	49	57	21	13	145
Strongly Agree	12	92	63	12	17	196
Total	24	220	226	83	65	618

df = 16 x^2 = 35.19 Significance = .005

CROSS-TABULATION OF ATTITUDE VARIABLE "MY OVER ALL JOB PERFORMANCE HAS IMPROVED" WITH ANNUAL SALARY OF PARTICIPANT

Response	Under $5,000	$5,000-9,999	$10,000-14,999	Over $15,000	No Response	Total
Strongly Disagree	3	14	28	14	12	71
Tend to Disagree	3	19	25	14	8	69
Tend to Agree	4	38	61	26	11	140
Agree	6	61	55	20	12	154
Strongly Agree	8	87	57	10	18	180
Total	24	219	226	84	61	614

df = 16 x^2 = 42.03 Significance = .005

APPENDIX XIII

CROSS-TABULATION OF ATTITUDE VARIABLES WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

CROSS-TABULATION OF ATTITUDE VARIABLE "I DERIVE GREATER SATISFACTION FROM MY WORK" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	Strongly Disagree	Tend to Disagree	Tend to Agree	Agree	Strongly Agree	Total
School	11	9	37	58	102	217
Public	15	14	22	23	27	101
University	9	14	27	33	21	104
Community College	2	3	3	10	9	27
Special	2	6	8	9	5	30
Other	9	3	16	10	13	51
Not a Librarian	10	11	26	20	18	85
Total	58	60	139	163	195	615

df = 24 $\quad x^2 = 84.25$ Significance = .005

CROSS-TABULATION OF ATTITUDE VARIABLE "I AM ACCORDED GREATER RESPECT BY MY COLLEAGUES" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	Strongly Disagree	Tend to Disagree	Tend to Agree	Agree	Strongly Agree	Total
School	39	30	48	51	48	216
Public	35	20	25	11	9	100
University	19	25	27	16	17	104
Community College	6	3	3	9	5	26
Special	5	12	6	3	4	30
Other	14	10	9	9	4	46
Not a Librarian	16	16	31	12	10	85
Total	134	116	149	111	97	607

df = 24 $\quad x^2 = 55.62$ Significance = .005

CROSS-TABULATION OF ATTITUDE VARIABLE "CHANGES IN MY ATTITUDES WHICH ARE REFLECTED IN MY WORK" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	Strongly Disagree	Tend to Disagree	Tend to Agree	Agree	Strongly Agree	Total
School	10	10	42	47	108	217
Public	20	10	25	25	20	100
University	13	6	33	26	26	104
Community College	3	4	7	6	7	27
Special	2	4	10	10	5	31
Other	6	8	7	15	11	47
Not a Librarian	8	14	32	14	17	85
Total	62	56	156	143	194	611

df = 24 x^2 = 85.44 Significance = .005

CROSS-TABULATION OF ATTITUDE VARIABLE "MY JOB SKILLS WERE SIGNIFICANTLY INCREASED" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	Strongly Disagree	Tend to Disagree	Tend to Agree	Agree	Strongly Agree	Total
School	10	10	42	47	108	217
Public	20	10	25	25	20	100
University	13	6	33	26	26	104
Community College	3	4	7	6	7	27
Special	2	4	10	9	5	30
Other	6	8	7	15	11	47
Not a Librarian	8	14	32	14	17	85
Total	62	56	156	142	194	610

df = 24 x^2 = 85.34 Significance = .005

CROSS-TABULATION OF ATTITIDE VARIABLE "MY OVER ALL JOB PERFORMANCE HAS IMPROVED" WITH TYPE OF LIBRARY IN WHICH PARTICIPANT IS EMPLOYED

Type of Library	Strongly Disagree	Tend to Disagree	Tend to Agree	Agree	Strongly Agree	Total
School	12	9	32	63	100	216
Public	25	13	26	20	17	101
University	14	16	29	24	19	102
Community College	4	5	4	6	8	27
Special	0	4	12	10	4	30
Other	5	6	13	13	10	47
Not a Librarian	9	16	23	16	19	83
Total	69	69	139	152	177	606

df = 24 x^2 = 98.10 Significance = .005

APPENDIX XIV

CHARACTERISTICS OF INSTITUTE DIRECTORS

DISTRIBUTION OF DIRECTOR RESPONDENTS BY AGE

Age	Number of Directors	Percent of Respondents
31 to 40	12	15
41 to 50	26	33
51 to 60	27	35
61 and over	13	17
	78	100%

DISTRIBUTION OF DIRECTOR RESPONDENTS BY ACADEMIC RANK

Rank	Number of Directors	Percent of Respondents
Professor	28	37
Associate professor	24	31
Assistant professor	10	13
Instructor	2	3
Lecturer	1	1
Non-academic	12	15
	77	100%

1 case not reported - 1% of director sample

HIGHEST DEGREE HELD BY DIRECTOR RESPONDENTS

Degree	Number of Directors	Percent of Respondents
Doctorate	40	51
Master's Library Science	21	27
Master's, other	14	18
Bachelor's	3	4
	78	100%

DISTRIBUTION OF DIRECTOR RESPONDENTS BY SALARY

Salary	Number of Directors	Percent of Respondents
Under $12,500	11	15
$12,500-14,999	18	24
$15,000-19,999	21	28
$20,000 and over	25	33
	75	100%

3 cases not reported - 4% of director sample

BIBLIOGRAPHY

Books

Argyris, Chris. Personality and Organization. New York: Harper and Row, 1957.

Bailey, Stephen K. and Mosher, Edith. E.S.E.A.; the Office of Education Administers a Law. Syracuse, New York: Syracuse University Press, 1968.

Belknap, Ivan and Steinle, John G. The Community and Its Hospitals: a Comparative Analysis. Syracuse, New York: Syracuse University Press, 1963.

Clark, Burton R. The Open Door College: a Case Study. New York: McGraw-Hill, 1960.

Downs, Anthony. Inside Bureaucracy. Boston: Little, Brown, 1967.

Dubin, Robert. Theory Building. New York: The Free Press, 1969.

Etzioni, Amatai. A Comparative Analysis of Complex Organizations. New York: The Free Press, 1961.

_____. Modern Organizations. Englewood Cliffs, New Jersey: Prentice-Hall, 1964.

Harvey, Edward and Mills, Russell. "Patterns of Organizational Adaptation: a Political Perspective." Power in Organizations. Edited by Mayer N. Zald. Nashville, Tennessee: Vanderbilt University Press, 1970.

Horowitz, Irving Louis. "Consensus, Conflict, and Co-operation." System Change and Conflict. Edited by N. J. Demerath III and Richard A. Peterson. New York: The Free Press, 1967.

Kaplan, Abraham. The Conduct of Inquiry: Methodology for Behavioral Science. San Francisco, California: Chandler, 1964.

Kursch, Harry. The United States Office of Education. Philadelphia: Chilton Books, 1965.

Lawrence, Paul R. The Changing of Organizational Behavior Patterns. Boston: Division of Research, Graduate School of Business Administration, Harvard University, 1958.

March, James G. and Simon, Herbert A. Organizations. New York: John Wiley and Sons, 1958.

Meranto, Philip. The Politics of Federal Aid to Education in 1965: a Study in Political Innovation. Syracuse, New York: Syracuse University Press, 1967.

Merton, Robert K. "Bureaucratic Structure and Personality." Reader in Bureaucracy. Edited by Robert K. Merton, et. al. New York: The Free Press, 1952.

Presthus, Robert. The Organizational Society. New York: Vinatage Books, 1962.

Price, James L. Organizational Effectiveness: an Inventory of Propositions. Homewood, Illinois: Richard D. Irwin, 1968.

Selltiz, Claire, et. al. Research Methods in Social Relations. New York: Holt, Rinehart and Winston, 1959.

Selznick, Philip. T.V.A. and the Grass Roots. New York: Harper and Row, 1966.

Thompson, James D. and McEwen, William J. "Organizational Goals and Environment." Complex Organizations. Edited by Amatai Etzioni. New York: Holt, Rinehart, and Winston, 1961.

Thompson, Victor A. "Bureaucracy and Innovation." Reader in Library Administration. Edited by Paul Wasserman and Mary Lee Bundy. Washington: NCR Microcard Editions, 1968.

Tiedt, Sidney W. The Role of the Federal Government in Education. New York: Oxford University Press, 1966.

Tugwell, R. G. and Banfield, E. C. "Grass Roots Democracy--Myth or Reality." Administrative Questions and Political Answers. Edited by Claude E. Hawley and Ruth G. Weintraub. Princeton: D. Van Nostrand, 1966.

Government Publications

Federal Register, XXIX, No. 14, June 1964, 7520.

Federal Register, XXXI, No. 243, December 16, 1966, 16163.

Federal Register, XXXVI, No. 84, April 30, 1971, pp. 8151-54.

U.S. Congress. House, Committee on Education and Labor, Special Subcommittee on Education. Hearings on H.R. 3220, the Higher Education Act of 1965. Washington, D.C.: U.S. Government Printing Office, 1965.

U.S. Congress. House, Higher Education Act of 1965. H. Rept. 621 to accompany H.R. 9567, 88th Cong., 1st Sess., 1965.

U.S. Congress. House, Committee on Education and Labor, Special Subcommittee on Education. Hearings on the Study of the U.S. Office of Education, Part 2. Washington: U.S. Government Printing Office, 1967.

U.S. Congress. Senate, Committee on Labor and Public Welfare, Subcommittee on Education. Hearings on S. 600, Parts I and II, the Higher Education Act of 1965. Washington, D.C.: U.S. Government Printing Office, 1965.

U.S. Congress. Senate, Higher Education Act of 1965. S. Rept. 673 to accompany H.R. 9567, 89th Cong., 1st Sess., 1965.

U.S. Office of Education. Division of Library Programs. Institutes for Training in Librarianship: Instructions for Directors, 1969-70 Program. Washington, D.C.: n.d.

U.S. Office of Education. Division of Library Programs. Policies and Procedures Manual: Institutes for Training in Librarianship, January 1971. Washington, D.C.: 1971.

U.S. Office of Education. Division of Library Services and Educational Facilities. Policies and Procedures Manual: Institutes for Training in Librarianship, June 1968. Washington, D.C.: 1968.

U.S. Office of Education. Division of Library Services and Educational Facilities. Policies and Procedures Manual: Institutes for Training in Librarianship, November, 1967. Washington, D.C.: 1967.

U.S. Statutes at Large, Vol. LXXIX, 1965.

Periodicals and Yearbooks

American Library Association Washington Newsletter, XXIV (May 10, 1971).

Cassata, Mary B. "Learning from Library Institutes," Wilson Library Bulletin, XLIII (December, 1968), 363-365.

"DLP-BLET Staffers Shift Assignments," Library Journal, XCV (July, 1970), 2405.

Fry, Ray M. "Division of Library Programs, U.S. Office of Education." Bowker Annual of Library and Book Trade Information, 1968. New York: R. R. Bowker, 1968.

Greenaway, Emerson. "Library Needs and Federal Legislative Possibilities," American Library Association Bulletin, LVII (January, 1953), 31-35.

Lamkin, Burton E. "Bureau of Libraries and Educational Technology, U.S. Office of Education," Bowker Annual of Library and Book Trade Information, 1971. New York: R. R. Bowker Co., 1971.

"Library Services Branch Becomes a Division," American Library Association Bulletin, XXXVIII (June, 1964), 511.

McDonough, Roger. "Twenty Years A-Growing: the Library Services Branch in 1958," American Library Association Bulletin, LII (January, 1958), 23-27.

"Washington Spring," Library Journal, XCIV (May 15, 1969), 1945.

Unpublished Materials

DeProspo, Ernest R. "Data Collection and Description of HEA Title II-B Institutes, 1968-1969." Unpublished study by the Bureau of Library and Information Science Research, Graduate School of Library Service, New Brunswick, N.J., under contract #OEC-0-70-5234 with the U.S. Office of Education.

Krettek, Germaine. *Memorandum to State School Library Supervisors*, dated April 6, 1965. Unpublished correspondence in the files of the American Library Association Washington Office.

Lloyd, Helen Ditson. "Perceived Changes in School Library Programs Following an N.D.E.A. Institute." Unpublished Ph.D. dissertation, University of Oklahoma, 1968.

Picache, Ursala deGuzman. "Some Effects of Summer Institute Participation on School Librarians' Provision of Services and on Their Attitudes Toward the Instructional Material Center Concept." Unpublished Ph.D. dissertation, University of Illinois, 1969.

Systems Development Corporation. "An Investigation, Analysis, and Evaluation of Activities Connected with the Operation of Educational Information Service Centers." Unpublished final report under contract #OEC-0-8-080346-2800 with the U.S. Department of Health, Education and Welfare, 1969.

Frank William Summers.

1933	Born February 8 in Jacksonville, Florida
1951	Graduated Andrew Jackson High School, Jacksonville, Florida
1953	Associate Arts Degree Jacksonville Junior College
1955	Bachelor of Arts, Florida State University
1955-57	Ensign and Lt. (jg) U.S. Navy
1958-59	Attended Graduate School of Library Service, Rutgers University, New Brunswick, New Jersey
1959	Master of Arts, Rutgers
1959-61	Director, Public Library, Cocoa, Florida
1961-65	Associate Director, Public Library, Providence, Rhode Island
1965-69	State Librarian, Florida State Library, Tallahasse, Florida
1969-71	Research Fellow, Graduate School of Library Service, Rutgers University, New Brunswick, New Jersey
1971-	Assistant Dean, College of Librarianship, University of South Carolina, Columbia, S. C.
1973	Ph.D. in Library Service, Rutgers University.