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ADMINISTRATIVE BEHAVIOR STRATEGIES TO ENGENDER A CLIMATE  
FOR EDUCATIONAL CHANGE IN COMMUNITY COLLEGES

*The University of Arizona*

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ADMINISTRATIVE BEHAVIOR STRATEGIES  
TO ENGENDER A CLIMATE FOR  
EDUCATIONAL CHANGE IN COMMUNITY COLLEGES

by

Paul David Walker

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A Dissertation Submitted to the Faculty of the  
CENTER FOR THE STUDY OF HIGHER EDUCATION  
In Partial Fulfillment of the Requirements  
For the Degree of  
DOCTOR OF PHILOSOPHY  
In the Graduate College  
THE UNIVERSITY OF ARIZONA

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THE UNIVERSITY OF ARIZONA  
GRADUATE COLLEGE

I hereby recommend that this dissertation prepared under my direction  
by Paul David Walker  
entitled Administrative Behavior Strategies to Engender A Climate  
For Educational Change in Community Colleges  
be accepted as fulfilling the dissertation requirement for the Degree  
of Doctor of Philosophy.

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As members of the Final Examination Committee, we certify that we have  
read this dissertation and agree that it may be presented for final  
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Final approval and acceptance of this dissertation is contingent on the  
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A handwritten signature in cursive script, appearing to read "Paul D. Wall", is written over a horizontal line.

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## ABSTRACT

In order to maintain successful pursuit of the generally accepted organization mission, community colleges must have a capacity for productive change. A vital and truly successful community college must constantly adapt to local cultural, economic and vocational influences and needs in order to provide a balanced and credible educational program which is effective and efficient in its application of resources.

However, certain characteristics of educational organizations, and predictable attitudes and behaviors of personnel within these institutions, combine to create a situation where resistance to change is inherent in almost any post-secondary institution--including community colleges. The influence of these change-resistant forces is an important part of the organizational environment, and the capacity for productive change is closely tied to the nature of the organizational climate.

Administrative leadership holds a central role in the development of an organizational climate which will engender and support efforts for productive change. The major points of interaction between faculty and administration are critical areas for administrative leadership behavior toward a healthy climate for change. The selection of areas for administrative action and the design of

strategies which promise positive results are primary challenges facing administrative leadership in community colleges.

Through extensive research of the literature related to behavior in industrial organizations and the managerial role in effecting change, and through research of literature dealing with leader behavior, change efforts and organizational climate in educational organizations, certain key areas and critical factors are identified.

The interactive areas of goal-setting and governance, resource allocation, personnel and organizational development and organizational maintenance are described as holding the greatest potential for influence by administrators upon organizational climate. In approaching these areas, administrative leaders can work through the avenues of educational leadership, emphasis upon college mission and goals, establishment of clear direction for the college and its participative processes and support for positive change efforts.

It is suggested that administrative leaders demonstrate commitment to the organizational mission and goals; exhibit concern for maintaining organizational status and reputation while encouraging and supporting innovative efforts; exercise a realistic but active thrust for participative decision-making; exemplify the values of openness, trust, honesty and flexibility; and, promote clear and effective communication.

The strategies proposed in the study were tested through assessment by a panel of eight practitioners in higher education whose

research and/or experience bear upon the issues under consideration. The panel responded positively to the proposed strategies and endorsed the importance of those areas of administrative/faculty interaction which are emphasized for strategic action. They also agreed that goal-setting and internal governance activities as well as efforts toward personnel and organizational development hold the highest potential for positive impact upon organizational climate. Some members of the panel voiced modest concern regarding the practicality of participative efforts in governance and resource allocation. Some of them also mildly questioned the value of evaluation as an indicator and stimulus for development.

## CHAPTER 1

### THEORETICAL BACKGROUND AND RESEARCH DESIGN

Community colleges have assumed a distinct role in American higher education, a role developed from an egalitarian philosophy of access and based upon adaptable response to a broad range of local educational needs, with emphasis upon teaching and student learning. While other types of institutions in higher education embrace some of the same goals to varying degrees, the community-based two-year college exemplifies a concerted thrust for locally responsive and learner-centered post-secondary education, available to a wide population at relatively low cost.

#### Theoretical Background

The capacity for program evolution in adaptation to local cultural, economic and vocational factors has been a critical issue in the community college movement. A successful community college is able to provide this response while maintaining balance and credibility in the instructional program, along with efficient resource utilization. The challenge to provide a rich diversity of educational opportunities to a student population which is often invited to "come as you are" with respect to educational background is being met to a major extent by community colleges at this point in American higher education. Although other post-secondary institutions do serve

a somewhat dynamic clientele, many work with selective admission criteria and somewhat static program offerings in comparison to comprehensive community colleges which attempt to meet needs for transfer studies, occupational preparation and upgrade, general education, personal development and cultural enrichment in the local community. These goals are often pursued in combination with the attempt to accept almost any student who might wish to register, with little or no requirement for previous educational success or level of skill attainment.

In order to meet such challenges, the community college must be:

- . vitally sensitized to local educational needs
- . designed to provide meaningful and progressive learning experiences for students who enter at diverse levels of ability, preparation and motivation
- . organized to continuously evaluate and revise its approaches
- . governed in a manner which insures continued responsiveness throughout the organization.

In summary, the successful community college must be able to undertake productive change as a primary ongoing function.

#### Need for Change

The value of organizational capacity for change is widely recognized in higher education because the demand for change is brought about by many factors at work in American society. Developments in technology, resulting in the strong appeal of a variety of

video, audio and computer applications, have moved some educators away from more traditional means of instruction in attempts to meet learning needs, complement varied learning styles, provide realistic experiences in the occupational "state of the art" and promote cost-effectiveness in instruction. Also, competition for students and the diminishing financial resources available to higher education, the rise in pressure for fiscal accountability, and recent public disenchantment with higher education create added impetus for change in community colleges.

In addition, a shift in the nature of community college students is indicated by the steady rise in average age and the influx of more occupationally oriented students who bring higher expectations for relevance, applicability and teaching adaptation while seeking flexibility and multiplicity of means in educational systems (Martorana and Kuhns, 1975). These student-based demands impact heavily upon the already considerable thrust for adaptation which is particularly central to the community college role.

#### Barriers to Change

Even though many community colleges exhibit unique features in comparison to other colleges and universities, the difficulties encountered in effecting organizational change are not unlike those experienced in most educational institutions and other large organizations where resistance to change is inherent. Individual attitudinal factors tend to work against change, in that most individuals do not like to be disturbed, preferring predictability, security and a generous supply of order while usually tolerating only limited amounts

of instability and uncertainty. Hefferlin (1969) further illuminates the difficulty of organizational change in higher education through examination of such factors as inherent passivity, hierarchical power, self-selection, ritualism, protection of livelihoods, precedence of other pressures, vertical fragmentation and conservatively based purposes and support. In addition, Hefferlin observes that innovation is not usually the basis of institutional reputation; faculty are drawn from a body of believers who have long experience with the perpetuated system; passive resistance is engendered by the treatment of professors as independent professionals; faculty are skeptical about ideas of efficiency in the academic setting; and, most institutions of higher education are basically change-resistant structures.

Institutional self-preservation, and the bureaucratic pressure to maintain organizational status-quo, can become almost insurmountable obstacles to change. This is common where emphasis upon procedure, rather than result, becomes predominant. When the livelihood of individuals is involved, and passage of time has brought ingrained emphasis upon "means" of education as accepted "ends" --when focus upon the dynamic end result for students is obscured by consuming interest in maintenance of method--rigidity and resistance to change are predictable (Hodgkinson, 1967).

Some barriers to productive long-term change would seem to stem from incompatibility within the nature of institutions of higher education. Mayhew (1976) points to the combination of hierarchical and collegial governance forms, the narrow subject

specialization of faculty in combination with their general withdrawal from organization-wide considerations, and the problems with goal-focus and "trial and error" procedures to be anticipated as part of this "organized anarchy" as characterized by Cohen and March (1974).

While institutions of higher education have generated voluminous improvement efforts toward external targets, they have generally adopted a pattern of self-survival, rather than self-improvement. Clark and Guba (1966) have identified cultural factors allied to faculty behavior as contributing to this curious situation. They point to individual professors with high expertise in a given field who act as self-proclaimed experts on needed organizational changes but serve as non-collaborative "stumbling blocks" to planned change.

The concept of academic freedom wherein individual faculty are pitted against a bureaucracy which tends to program scholarly activity would also intensify the view that efforts at planned change are a threat to one's opportunity and ability to pursue knowledge. The identity of faculty with professional reference groups ("physicist" or "sociologist") rather than with the organization or educators as a group places an emphasis on subject area scholarship which often precludes efforts at improvement of an institution as an educational organization in its broad sense. In some institutions the concept of development or change is limited to introduction of new courses, program modification or expansion, addition of new majors or opening of a new campus.

Etzioni (1969) has observed that while most businesses must innovate in order to survive in competition, colleges have rarely faced disintegration or pressure to merge because of continuing traditional practice. The recognition of reputation, rather than profit, as a prime indicator of success in higher education, leads to an atmosphere in which risk-taking is often considered unwise, and where a normal reaction to pressures for change is skepticism and highly conservative movement, at most.

#### Organizational Climate for Change

Consequently, the prevailing climate in a college organization can be considered a critical factor influencing the capacity for productive change. Individual and collective attitudes regarding need and potential for adaptation, and the likely rewards for change, should be considered significant indicators of climate condition. Opportunity and encouragement for change and provision of resources to support the same, along with openness to recognition and adoption of results, are primary influences upon the environment for change in a community college organization.

While the responsibility for purposeful change is broadly shared, recognition of this responsibility is of questionable value unless the individuals involved are motivated to action. One cannot assume that the existence of need for change will, in and of itself, bring about effective response in an instructional program. The prevailing atmosphere in a college--comprised in part by political, territorial, interpersonal and power components--will condition the

nature of response to changing educational needs (Mayhew, 1976). Academic administration should mean instructional leadership, and the leader is in a position of primary advantage and responsibility in promoting a healthy and provocative change environment. Visibility and leadership opportunities for administrators, when compared with the relative position of faculty, point to a greater potential for effectiveness on the part of administrators in developing a climate for productive change. Identification and illumination of need should take place in various parts of the college, but administrators are in a most likely position to assume leadership in the process while also locating and positioning resources needed to support productive change. As an institution comes under continuing pressure for responsive change, the success of its academic administration should be measured to a great extent by the capacity of the organization to effectively remodel programs and redirect resources.

#### Purpose of the Study

This study develops a conceptual administrative approach to engender a supportive climate for productive change in community colleges. The proposed behaviors are designed for application by academic administrators in producing and nurturing an environment conducive to open and continual response to changing educational needs.

Relationships between human factors in organizational environment and administrative leadership behavior are explored, and special attention is given to the climate for change in post-secondary

education and the role of academic administrators in influencing this climate.

#### Research Method

The selection of appropriate administrative behavior is addressed through analysis of significant literature dealing with organizational climate and with administrative leadership in effecting change. Literature directed toward the industrial sector is studied for determination of cogent human factors involved in organizational development and managerial behaviors related to the human dimension. Studies of educational organizations are reviewed for determination of salient factors in the development of productive environments for change and administrative impact upon such climates.

The following basic questions have been addressed in the main thrust of the research:

- . In what areas of faculty/administrative interaction exists the greatest potential for influence on the environment?
- . What are the potential avenues for effective administrative influence upon the environment?
- . Which administrative behaviors promise to be especially helpful in developing a positive climate for change?

The conceptual administrative behavior approach is developed and explained with relation to significant factors determined in addressing the research questions. Those administrative behaviors identified as showing high potential effectiveness are descriptively

applied to strategies for administrative action in important areas of faculty/administrative interaction.

The conceptual model is assessed through analysis and reaction by a panel of eight recognized authorities in higher education whose research and/or experience have significant relation to the topic (Appendix I). The panel has analyzed a condensed version of Chapter 3 (Appendix II) and responded to a set of questions designed to elicit assessment of the strategies proposed in each of the four sections of that chapter. The questions and an analysis of the panel responses are provided in Chapter 4.

#### Limitation

This study is intended to define particular administrative behaviors which offer substantial promise in bringing about productive change in the community college. Considerations of change are limited to the educational and organizational designs and activities managed by faculty and instructional administrators.

#### Definitions

Certain terms used in this study are defined below.

- . Academic Administrator (Instructional Administrator): an individual whose role is administrative and who is primarily, or at least secondarily, responsible for supervision of faculty and other staff directly involved in the instructional program. The positions commonly known as Academic Dean, Academic Vice

President or Dean of Instruction, as well as the positions to which that individual would report (Provost, Chancellor, President, etc.) are included in this category.

- . Administrative Behavior: actions by administrators in leadership positions which influence persons in the organization, not only by the act or direct result of decisions, but also through such factors as communicative style, processes of decision-making, sharing of information and nature of interactive relationships.
- . Comprehensive Community Colleges: two-year institutions of post-secondary education which are responsive to educational needs of local populations and ordinarily provide courses and programs in areas of special interest, general studies, occupational studies and the initial four semesters of transfer studies toward baccalaureate degrees.
- . Organizational Climate: non-physical environmental factors which influence individuals in an institution, including working relationships, institutional priorities, political pressures, and organizational structures and processes.
- . Productive Change: alteration or introduction of goals, objectives, activities, designs, techniques or means which improve responsiveness, effectiveness, or efficiency in accomplishment of the organizational mission.

### Assumption

It is assumed that administrative behaviors influence the climate for change in community colleges and that the working relationship among faculty and instructional administrators is an important factor in this climate.

### Summary

In order to effectively meet the varied and changing needs of a diverse student population, the community college must be highly adaptable and able to continually undertake productive change from within. Organizational climate is an important influence upon such a capacity for change, and administrative leaders have a clear opportunity, and responsibility, to deal with the human factors involved with this climate.

The task here is to identify administrative behavior strategies which will serve to improve the climate for productive change. Valuable insight to the human dimensions of organizations and the impact of administrators upon organizational environment will be gained through the literature reviewed in the subsequent chapter.

## CHAPTER 2

### REVIEW AND ANALYSIS OF LITERATURE

The idea of bureaucracy, as conceptualized by Max Weber the German sociologist, is a social invention which derives its strength from reason and law. This concept developed partially in reaction to inhuman practices of management which evolved during the initial stages of the Industrial Revolution. Systemized bureaucracy finds its bases in the institutionalization of roles, the use of reason and predictability to eliminate chaos, and the application of technical competence rather than arbitrary or whimsical management. The pyramidal organization which results is defined by division of labor, job specialization, rules for employee duties and rights, systemized procedures for work, defined hierarchy of authority, selection of personnel on the basis of competence, and impersonality of working relationships (Bennis, 1966 and Hodgkinson, 1967). Although bureaucratic mechanisms have served to enhance vast expansion of the world's industrial empires, students of society have pointed to significant repressive effects of such methods. A bureaucratic structure tends to ignore certain fundamental human forces because ego and social needs are treated as inert or non-existent in such a system.

Reaction to the concepts and effects of organizational bureaucracy has provided considerable impetus for a human-relations orientation in study of organizational behavior since World War II.

interest in the human factors involved with enterprise has grown as behavioral scientists have been spurred by changes in the complexity and scope of organizations; the development of trade unions and growth of the human sciences; the rise in general educational levels and increased use of professionals in large organizations; and, world-wide movement in man's values toward democracy, science and humanitarianism (Bennis, 1966). As a consequence, the climatic aspects of organizational change have come under increasing study during the rapid technological evolution of the past two decades as many scholars have examined the societal implications of our developing technology along with human issues important to the industrial sector.

#### Literature from Industry

The works of Peter Drucker, Douglas McGregor, Amitai Etzioni, Robert Blake and Jane Mouton, Herbert Simon, James March, Daniel Katz and Robert Kahn, Chris Argyris and Rensis Likert among others, reveal this substantial and consistent interest in the human aspects of industrial environments.

Beginning with his early writings in the 1940's Peter Drucker addresses the social and cultural aspects of management and focuses upon ways in which managers can improve organizational effectiveness by working with human factors to obtain optimum performance. Drucker explores the conceptualization of the worker by management, and examines potentials for motivation and productivity through managerial approaches designed to respond to positive human values. In The New Society he (1950, p. 157-162) contends that the development of a

"managerial attitude" in workers through appropriate placement of responsibility and emphasis upon worker achievement, also places high collateral responsibility and strong demands upon management. This essential role of management in maximizing human effectiveness in organizations is central to his writings on organizations and management during the past three decades, exemplifying continuing emphasis on human aspects of the industrial world.

In a recent work, Drucker (1977, p. 4) states that "to be a manager means sharing in the responsibility for the performance of the enterprise" and contends that "today's manager, even at fairly low levels, is expected to know a good deal about analytical and quantitative methods, and about human behavior." Innovative strategies should aim high, according to Drucker, with the understanding that many ideas will fail and that the mortality rate will be high. The thrust for sloughing of old and obsolete means; the avoidance of investment of resources in the support or defense of yesterday; the systematic abandonment of status quo are all necessary in order to free resources --especially capable people--for innovative efforts. He addresses the important role of leaders in organizing and managing for optimum performance and stresses the need for managers to anticipate vulnerabilities and opportunities by being knowledgeable and literate with respect to the dynamics of innovation and human predictability.

Another significant contribution in this field has been made by McGregor (1960) in the widely recognized proposition of "Theory X" and "Theory Y" wherein he addresses the fundamental issue of behavior in

organizations and management tasks in dealing with the human dimensions of enterprise. His work is based on the premise that the social sciences should be utilized to bring about true effectiveness in human organizations and that great resources of human creativity become available within organizations under the proper conditions. This milestone in the study of organizations contrasts two definitely opposed concepts of human behavior and motivation, and proposes a management approach which relies upon creation of opportunities, release of potential, and encouragement of growth through self-control and self-direction rather than external control of human behavior. McGregor's proposition has provided a springboard for continuing discussion and subsequent proposals over the years, including the notion of "Theory Z" as an amalgamation of certain aspects of the "X" and "Y" ideas.

As an example of the wide reaction to McGregor's work, Morse and Lorsch (1971), in Beyond Theory Y, question the validity of some of his conclusions and propose a "contingency theory" based on a new set of assumptions. They contend that while humans bring varying patterns of needs and motives to the organizational setting, there is a central need for a sense of competence among all actors. This competence motive will be fulfilled in different ways and in relation to other individual needs, but a sense of competence is most likely to be achieved when there exists a high degree of fit between organizational design and the task at hand. The leadership challenge is to look beyond the classical versus participative idea to a contingency method, and to design an organizational approach which is most

appropriate to the tasks and people involved, and which is gauged by the best possible fit between these variables.

Working from a strong base in the behavioral sciences, Etzioni (1961) studies the nature of compliance in organizations in order to establish a base for comparison of complex organizations. He considers articulation of the social system (structural) and the personality systems (motivational) to be essential, contending that effective organizational analysis requires consideration of human commitment. Compliance is described as the relationship of power used to control subordinates with the orientation of subordinates to this power. This combined study of power distribution and the differential commitments of actors shows the compliance factor of behavior in an organizational system.

In a study of innovation in organizations, Argyris (1965) holds interpersonal competence for problem-solving effectiveness as central to an innovative climate. He compares factors which facilitate such competence with those which are inhibitors, and shows that helping behavior which emphasizes openness of communication, opportunity for experimentation and the owning of ideas, feelings and behavior is a facilitative force. Leadership can avoid conformity, mistrust and antagonism and emphasize norms of concern, trust and individuality through improved interpersonal competence. Argyris places the primary responsibility for this task with organizational leaders, making the case that "changes in interpersonal relationships, values and norms must begin at the top if they are to be effective" (p. 3).

The training and development of managers serves as the ultimate purpose of efforts by Blake and Mouton (1964) in their studies of managerial style and their production of a self-assessment instrument for determining style orientation. This work illuminates the extremes of "scientific management" and "human relations" schools, and attempts to show the potential for success through prescriptive blending of leadership styles according to organization need. Their efforts are directed toward managerial development and maintenance of a culture which promotes work. This focus upon nurture of personal effectiveness in organizations is highly indicative of the behavioral science approach to organizational development.

While considering a theory of formal organizations, March and Simon (1958) are concerned with the organizational environment and its effects upon the individual. The influences of specificity in communication, tight role definitions and high coordination of behavior are cited in demonstrating that the large organization is similar to the individual human organism. A concept of humans as choosing, decision-making, problem-solving organisms is utilized in the analysis of organizations because these particular human characteristics are viewed as basic to some of the salient aspects of human organizational behavior. In studying the issues of choice, motivation, conflict and power, March and Simon develop an inventory of propositions and behavioral hypotheses. These are based primarily upon cognitive psychology after survey of earlier theories of organizational behavior based on scientific management, and later in human-relations. Their

analysis of individuals in organizations as adaptive, reasoning beings is intended to supplement earlier approaches by bringing focus upon the cognitive phenomena in human organizational behavior.

In The Human Organization, Likert (1967) emphasizes the human roots of initiation and determination as "new foundations for the art of management". As a proponent of an empirical approach, he cites management of the human component as the central and most important of management tasks, and suggests that the art of management can be based on verifiable information derived from rigorous, quantitative research. Likert brings focus upon the "systemic nature of the enterprise" through study of the motivational forces at work in the organization.

Starbuck (1965) discusses attitudes toward change in organizations and contends that rigidity is rooted in the balance between inducements and contributions. He points out that change will imply new inducements which may place members in a position where they would stand to lose--thus triggering resistance to the change. This resistance may take the form of reduced contribution, direct persuasive action or withdrawal from the organization. He defines an optimum rate of change as one which would induce an environment neither overly stable nor overly variable, promoting growth but avoiding undue resistance. Change in goals, change in task structure and change in social structure are cited as distinct primary types of change, and these are shown as corresponding to reasons for organizational membership. Starbuck also contends that the acceleration of change is the main

resistance-generating variable. In other terms, quickening of the rate of change is stimulating to increased resistance.

In addressing the problems of organizational development, Bennis (1966) occupies himself with the effects of change in human organizations and the role of behavioral sciences in directing the rate, shape and consequences of change. He outlines factors influencing the growth of the behavioral sciences in organizational studies and points to the great influx of human-centered organizational ideas which have confounded previous theory and practice. A basic shift in managerial behavior philosophy is discussed through reflection upon a revised concept of man which focuses upon his changing and complex needs, a concept of power based upon collaboration and reason, and organizational values founded in humanistic existentialism.

Katz and Kahn (1966, pp. 390-391, 450-451) deal with confusion between organizational change and individual change, and speak counter to the assumption that a corresponding organizational change will result from an individual change.

The major error in dealing with problems of organizational change both at the practical and theoretical level, is to disregard the systemic properties of the organization and to confuse individual change with modifications in organizational variables, behavior related to such things as role relationships . . . the behavior of people in organizations is still the behavior of individuals, but it has a different set of determinants.

The authors point to precise discrimination between structured systemic role behavior and behavior generated by personality needs and values as a requisite for understanding change in the organizational context. In emphasizing the need to distinguish between methods for

change and the targets of change, Katz and Kahn describe various approaches to organizational change and discuss the relative merits of each. They see "systemic change", or the direct manipulation of organizational variables in order to develop a good fit between the social and technical systems in the organization, as the most powerful approach to organizational change. Primary targets of change are outlined, and emphasis is placed on the need for modification of organizational structures and systems to complement the targeted changes in behavior.

Benne and Birnbaum (1969) examine the change planning process and member perception of organizational ability to initiate change. They suggest several principles for planned change which relate to organizational environment, hierarchy, policy making and participation, and which consider the influence of stress as well as the informal organization.

According to Watson (1969) resistance to change is caused by the same forces which contribute to stability, and change will occur with minimal stress when resistance is neutralized or transformed. He notes that the resistance forces of habit, homeostasis, primacy, selective perception and retention, dependence, superego, self-distrust, insecurity and regression function within the human personality. By comparison, Watson explains that conformity to norms, systemic and cultural coherence, vested interests, rejection of outsiders and holding to the sacrosanct are resistance forces in social systems. He contends that any separation of these personal and social

system forces is arbitrary and that these forces are always integrated in the organizational setting. His observations are summarized as concise recommendations regarding sources of change, types of change and procedures for change--all of which are aimed at reduction of resistance through response to human need factors.

Institutional capacity for response to change needs is addressed in terms of organizational health by Fordyce and Weil (1971) as they define several qualities of a healthy organization. These attributes or processes point to goal-sharing, problem-solving and decision-making across a broad range of areas within a supportive environment characterized by openness, trust, continuous learning, risk-taking and flexible leadership toward commonly held goals.

Zaltman and Duncan (1977) take an organizational approach to planned change, emphasizing stages of growth which are demonstrated as subdivisions of two main phases--initiation and implementation. In the initiation phase, knowledge awareness, attitude formation and decision making are viewed as major substages, and the attitude formation substage is comprised of five dimensions which lead through perception of need, potential, openness, and control to perceived commitment. The implementation phase, wherein the change is integrated with the organizational system, is comprised of initial implementation and continued-sustained implementation. Planning and preparation for change is potentially enhanced and facilitated through attention to these sequential factors.

The thread of human-centered interest in study of industrial organizations is easily followed through the literature reviewed here. As scholarly study of business organizations gained momentum, the results seem to have laid a solid ground for subsequent interest in educational organizations, just as many principles, tools and processes developed for industry have been applied to efforts in the educational field.

Researchers began to more thoroughly examine the environmental aspects of educational institutions, primarily through efforts to learn about educational effectiveness and adaptability in a changing society.

#### Educational Literature

Andrew Halpin, Matthew Miles, J. Victor Baldrige, Harold Hodgkinson, S. V. Martorana, Eileen Kuhns, Donald Walker, Carl Rogers and others have concentrated upon various aspects of administration and climate in educational organizations, and have produced significant works which address climate factors in relation to organizational capacities for productive change. While some of the studies included here have concentrated upon elementary or secondary education, their application to this project seems quite valid. The differences between internal change forces in these varied settings are approached through similar terrain regardless of level.

Rogers (1969), building upon the work of Douglas McGregor, defines the educational administrative role in terms of resource organization. He advocates an approach to people, finances, equipment and materials which causes all persons involved to work together in

defining and achieving organizational goals. Such arrangement of conditions and methods of operation, removal of obstacles, and provision of opportunities for personal actualization and growth will create a climate wherein "each person can believe that his potential is valued, his capacity for responsibility is trusted, his creative abilities prized." Rogers supports his strategy for the development of leaders with the contention that the motivation for learning and development inherent in each individual is the "mainspring of the organization" (p. 208).

Halpin (1966) in studying the effect of climate on planning and goal achievement in educational organizations, refers to organizational climate as the "personality" of the institution, and proposes that climate is to the organization what personality is to the individual. Halpin and Croft (1963) constructed the Organizational Climate Description Questionnaire (OCDQ) as a result of experience with earlier studies of leadership behavior which raised concerns regarding the readiness of institutions to utilize and benefit from effective leadership, and in realization of a need to more clearly conceptualize the issue of morale and objectively identify and measure the dimensions of organizational climate. The OCDQ is designed to measure eight dimensions of organizational climate through responses by faculty and administrators. Faculty behavior is studied in terms of disengagement, hindrance, esprit and intimacy, while administrative behavior is examined with relation to aloofness, production emphasis, thrust and consideration. Observation of openness or closedness of organizational

climate are derived through application of this questionnaire, and climates are categorized in six prototypic profiles ranging from open to closed.

Later studies by Marcum (1968) and Reynoldson (1969), using the Halpin-Croft questionnaire, define the relationship between organizational climate and innovativeness in the educational setting, and find that openness of climate is an important variable influencing capacity for organizational change. The latter work shows a correlation between open climate and:

- . lower average age of professional staff
- . shorter average tenure by professional staff
- . a positive view of the openness of the climate by faculty and administrators.

Matthew Miles (1965) speaks to the examination of planned change in educational organizations, noting an over-emphasis upon study of the individual innovator and the properties of particular innovations which has caused focus on events and inventions--and a lack of research on important dynamics of the setting in which change is proposed. In borrowing an image from Gestalt psychology, Miles explains that most attempts at planned change have been "in figure" as the object of attention, while the organization itself has remained "in ground" as a backdrop (p. 11). He calls for recognition of the importance of efforts toward improvement of organizational health as a requisite for productive change in educational institutions. In speaking counter to the assumption that various organizational properties (decision-making

methods, interpersonal climate, etc.) are relatively invariable and not worthy of efforts at planned change, it is held that analysis of organizational health will reveal more about the probable success of a change effort than any other indicator, and that improvement of organizational health is preferable to short-term change efforts as ends in themselves. Miles (1965, p. 13) applies this analogy:

....the neurotic who struggles through one unavailing search for 'something new' after another will never be genuinely productive until he faces and works through fundamental problems of his own functioning. Genuine productiveness--in organizations as in persons--rests on a clear sense of identity, on adequate connection with reality, on a lively problem-solving stance.... attention to organizational health ought to be priority one for any administrator seriously concerned with innovativeness in today's educational environment.

Miles' well-supported emphasis upon need for study of the generating and receiving organization, with climatic health seen as "a set of fairly durable second-order properties (p. 17)" which support organizational coping and development over extended time, helps to illuminate the impetus for this dissertation.

In a later study of innovative climates, Miles (1969) identifies functions which comprise the process of educational improvement. Some of these functions are shown as developmental and adaptive processes, while others are viewed as providing for routinization of changes in a system. In explaining his concept for the management of educational improvement, Miles suggests an organization of these processes through attention to coordination, structure and climate. He contends that "climate" is a diffuse concept in educational literature and proposes that it be replaced by the concept of "group norm" in

"specifying organizational conditions which would promote innovativeness" (p. 11).

The concept of innovativeness as a group-norm is explored through identification of necessary elements such as the group, interaction time among the group, specific ideas of behavior values and sanctions. Miles suggests that "Innovativeness norms, if conceived as meta-norms working at a higher level than other specific-behavior norms, can actually be seen as contributing to diversity, creativity and anti-uniformity. In this sense, they would be liberating rather than enslaving, and would lead toward self-actualization and growth" (p. 15).

Such liberating meta-norms are demonstrated in the work of Newcomb, Flacks and Warwick (1969) through studies of creativity norms in the student culture at Bennington College, where conventional students were considered deviate during the 1960's.

Miles contends that the culture of an educational organization is not immutable, and that norms can be changed through application of available techniques. He suggests and explains activities such as examination of expectations, behavior of status persons, reduction of risk, analysis of goal-blocks, reduction of ignorance, rewards for deviation, cosmopolitanization, reduction of group salience and development of supportive norms.

Hodgkinson (1967) examines the problem of change in bureaucratic structures and relates his discussion to the challenge faced by

administrators in educational organizations. He defines the following types of administrative styles (p. 42).

- . High Communication: stress on communicating with others
- . High Discussion: emphasis on face-to-face contact
- . High Compliance: follows suggestions made by others
- . High Analysis: emphasis on analyzing all factors of problems
- . High Relationship: concern with maintaining social and organizational relations, especially with superiors
- . Personal Organization: emphasis on scheduling his own work
- . High Outside Orientation: perceives problems in terms of what they represent to outsiders
- . High Direction: stress on giving orders to others

Hodgkinson extends these factors to teachers, students and others to illuminate the idea of style in an organization. The author points to the need for a deliberate "mix" of personal styles and interactions as a vital organizational factor and states that leadership and organizational approaches must be situational in order to develop maximally effective interactions.

Hodgkinson also holds that the educational bureaucracy must be structured to account for the constantly changing lives of its members and to realize change in the context of the personal growth of every participant. Provision for the ego-involvement of various constituents demands flexibility in an educational bureaucracy.

In addressing the responsibilities of the administrative leader, Baldrige (1971) contends that the role calls not for a

bureaucratic expert who applies data and people to decisions, nor a hero figure who carries an excessive organizational burden, but for a statesman who causes subordinates to act effectively and correctly. Creative leadership, which deals with the influx of information and power issues in order to set direction, cannot function alone at the top, but must be supported by a creative sub-structure in a positive organizational climate.

Reacting to the finding that most studies of educational innovation have focused upon change of individuals rather than change of organizations, even though organizations are the major adopters of social inventions, Baldrige and Burnham (1973) point out that organizational factors are the major independent variables influencing the adoption of educational change. Size, differentiation of personnel and variability of environment are shown as influencing the overall climate for change, along with the effects of heterogeneity of clientele and increased specialization in professional staff.

Further illuminating the vital role of administrative leadership and authority in creating a climate conducive to successful innovation, Baldrige (1974) describes administrators as the links which tie together faculty and resources, bringing about the sanctions and support which are so critical to the change process. He sees administrators as "boundary role" people who connect demands and ideas for change with the innovative avenues within the organization, and concludes that the coupling of personal characteristics with administrative authority and resources is vital to effective change (pp. 10-13).

In a subsequent statement that research on organizational change should focus upon structural and environmental factors rather than on individual actors or innovations, Baldrige holds that characteristics of adopting organizations account for differences in innovative behavior. He shows that organizational positions and authority roles, factors that span the gap between personal and organizational levels, must be considered if we are to understand participative aspects of the change process. While organizational characteristics have rarely been treated in the literature dealing with diffusion of innovation, Baldrige contends that a majority of social inventions are adopted by organizations, and that the amount, rate and permanence of innovations are primarily influenced by organizational factors and dynamics. Of particular significance to the community college field is the premise that increased heterogeneity in the environment, where varied services and results are demanded by a varied clientele, will encourage innovative responses to the broad needs which arise from increased diversity and uncertainty.

In a paper which notes heavy past emphasis upon study of individual innovations and suggests the need for increased study and concentration upon conditions of adopting organizations, Deal and Baldrige (1974, pp. 14-20) examine various organizational factors which affect change and identify several rules for developing change strategies;

- . serious assessment of needs is required
- . proposed changes must be relevant to the history of the organization
- . change efforts must take organizational environment into account
- . serious changes must affect organizational structure as well as individual attitudes
- . changes must be directed at manipulable factors
- . changes must be both politically and economically feasible
- . changes must effectively solve problems as diagnosed.

Deal and Baldrige contend that since educational innovations are adopted primarily by complex organizations, a change strategy which responds to these rules will be advantageous in creating a supportive climate for the desired change.

Distinctive differences in types of educational institutions as well as diversity in styles of governance and approaches to professional values and autonomy lead Baldrige et al. (1978) to propose that a political model for dealing with organizational decisions is useful in addressing morale factors. The traditional bureaucracy is undermined by professional attitudes and expectations and the collegial method is often severely weakened by external influences as well as the inroads of collective bargaining. Flexible approaches are necessary for the administrator who will deal effectively with the goal-ambiguity, divided loyalties and professional vs. bureaucratic tensions which characterize college and university organizations.

Through the examination of case studies, Kimball Howes (1975) suggests that almost any part of an educational organization can motivate productive change. In discussing practical approaches as well as pitfalls in generating innovation, he demonstrates that the political environment in the organization will greatly influence the potential for success, or failure, in accomplishment of change.

In advocating an anthropological perspective as a basis for change in educational organizations, Ianni (1973) contends that existing traditional theories of change are not useful because of invalid bases, immeasurability of outputs or weak assumptions regarding structural influence upon behavior, accuracy of hierarchical functions and evenness of communication. He contends that the element of value is missing in those systems, and that administrators should begin to understand organizations and policy needs by studying the codes of rules by which human organizations function. Change can be caused by altering the values with which the institution directs and evaluates itself rather than by changing the structure. Ianni suggests that the inability to relinquish existing approaches and methods is best overcome not by adjusting existing structures, but by concentration upon value questions regarding the mission, goals and methods of the enterprise and thus working toward change in the overall environment.

The qualities generally exhibited by a healthy organization have been summarized by Becker (1973) to include:

- . wide sharing of direction-setting
- . problem-solving orientation which accepts and deals with conflict and competition
- . expectation for collaboration in team work, where status and hierarchy are seldom held to be as important as ability and good judgment of persons at different organizational levels
- . risk-taking and willingness to learn from each mistake
- . flexible leadership and organizational structures which promote adaptation while insuring a sense of order and stability in the organization.

Becker sees these conditions as requisites to optimal growth in an educational organization.

Wood (1973) summarizes results of studies by Gross, Halpin and Stern in showing that faculty, staff and administration are likely to work from a secure base in seeking experiment and change when they believe that mutual trust and understanding exist throughout the organization; effective new approaches can be created to improve educational quality; and efforts for improvement through innovation will be supported financially and psychologically. Guidelines for a positive climate emphasize the need for involvement of faculty and staff in goal-setting and planning; visible administrative commitment to internally designed change; organizational flexibility in support for change efforts; clear and convincing data to indicate needs for change; and, patient listening to the ideas and positions of all

involved, regardless of the support or criticism which might be voiced from any particular point of view.

In addressing the issue of planning and organizational effectiveness, Klawuhn (1972) points to the difficulty experienced in bringing about change in educational organizations. Using business organizations as a reference criterion, a study of educational organizations by the American Management Association reveals that:

- . top educational administrators do not generally view themselves responsible for, or able to accomplish, leadership and management of the process of organizational change and improvement
- . decisions which induce long-term effects for the entire organization are difficult to produce
- . decision-making is often highly subjective, due to the inadequacy of factual information related to critical educational issues.

In addition, Klawuhn holds that any positive result derived from planning and change in such a milieu would be difficult to demonstrate because of inherent subjectivity in any evaluation processes. While the findings described in this report are primarily reflective of administrative or structural factors, resultant effects upon the climate for change are easily projected.

Mayhew (1976) defines innovative organizations in terms of institutional capacity to receive external stimulus and react in creative ways. A high degree of complacency, or bureaucratic

defensiveness, inhibits openness and organizational capabilities for self-criticism and the seeking of new ideas which allow for higher levels of expectation and performance.

In an analysis of the administrative role and facilitation of innovation in community colleges, Jensen (1968) examines the potential conflict between leadership and administrative activities as the administrator attempts to provide for maintenance needs while also pressing for change. The administrator is shown as a central figure in the creation of an atmosphere for innovative freedom (p. 14) and eleven guidelines are suggested for the administrator interested in fostering an innovative atmosphere. These guidelines concentrate upon needs for planning and preparation, incentives, support, involvement and recognition by those who provide leadership for innovation.

The condition of openness for the giving and receiving of new information is said by Havelock (1969) to hold a fundamental position with respect to utilization of knowledge for the purpose of change. He sees this readiness as a necessary complement to organization change structures, and as a prerequisite to critical linkages in a system. Openness of climate goes beyond mere receptivity to include the willingness to be influenced and the active seeking of new ideas and approaches, with faith that those outside resources will be useful.

In an analysis of factors which inhibit and facilitate the implementation of planned change, Gross, Giacuinta and Bernstein (1968) state that any theory relative to implementation of organizational change must address the potential obstacles of staff resistance

and ability to perform, as well as compatibility of organizational conditions with the proposed change. Such theory must also deal with resource needs and clarity of the innovation goal. They see individuals in authority roles and roles with high goal identity as important to change, and contend that behavioral change in these roles is the key to organizational change.

Richman and Farmer (1974) contrast routine administration with dynamic management. They advocate a contingency model (p. 29) for management and governance in order to develop a synergetic organization of interdependent functions which seeks multiple goals through a continuous importing/transforming/exporting process in what they describe as a state of dynamic equilibrium. This eclectic approach assumes the need for a positive organizational climate to support an open and evolving system.

Martorana and Kuhns (1975) examine cases of innovation made by a variety of institutions to illustrate and discuss various approaches and processes for planned change in higher education. The authors provide a conceptual framework of guidelines for leadership including strategies which advocate low-profile action, systematic experimentation, participant involvement, creation of demand, development of legitimacy, use of power blocs, control of communication and control of the internal organization. Specific tactics for implementation of these strategies are presented and explained, with the acknowledgment that "like strategies, most tactics have both positive and negative

connotation (p. 167)" and that ethical reasons make some tactics less desirable for use in effecting change.

The authors present an "interactive forces theory (pp. 177-183)" which classifies change forces in three categories. Personal forces, extrapersonal forces and goal hiatus are viewed as factors which interact in such a way as to support or detract from the viability of an innovation. The identification, description and predicted impact of these forces at various stages in the change process can be accomplished in a matrix framework which can serve as a valuable device for both retrospective analysis and effective planning of change.

Walker (1979) addresses leadership which moves beyond the human relations approach by pointing to subtle differences between "human relations" administrators and "politically effective" administrators (p. 153). He contends that institutional climates and structures receive more concentration than individuals in a political style and notes that rather than changing characters or personalities in order for the style to work, people need only to change the way in which they view organizational workings.

The basic effort here is to improve the institution rather than persuading individual people to improve, and Walker explains that trust, willingness to forego reprisal and knowledge about good timing for certain actions are required in this approach. He advocates development of trust by allowing freedom for mistakes, by accepting motives at face value without constant analysis, and by accepting

people where they are in order to build upon existing resources and avoid temptation to "head off" poor behavior.

The avoidance of reprisal can be accomplished if the administrator can forget about revenge, discourage the hunt for wrongdoers in problem-solving, realize the futility of punishment and the unimportance of saving face, and always provide a path of honorable retreat for those who might be in a defensive stance. Walker describes good timing as knowing when to push ideas, issues or actions, being sensitive to the anxieties of others toward time, and realizing the idiosyncracies and sensitivities of the calendar--the compression and easing of events which occur at predictable intervals.

Eberle (1969) examines personnel management practices in relation to change and innovation in educational organizations and notes blocking factors which affect acceptance and participation in change processes (p. 279):

- . extreme desire to conform to an accepted pattern
- . judging a contemplated change too quickly
- . fear of being mistaken, ridiculed or displaced
- . fear of criticism from supervisors or colleagues
- . lack of self-confidence
- . failure to understand the change decision and to distinguish between cause and effect.

When these blocks occur, they must be recognized, clarified and dispensed by the alert administrator.

Leadership for openness, experimentation and trust is the key to overcoming these obstacles. Eberle examines the causes and effects of discontent among faculty, identifying conditions which are primarily caused by lack of involvement in setting direction; emphasis on conformity and stifling of individual creativity; authoritative problem-solving by administrators; and, lack of appreciation and recognition by superiors, colleagues and the larger community. Eberle concludes that the organizational group must therefore be the primary target for change strategy, holding that conditioning of group forces is the key to a successful environment. The administrative leader is the foremost determiner of this conditioning and will influence the change climate primarily through behaviors which promote understanding, security, trust, participation, experiment, contribution and helping relationships.

#### Summary

Several factors have appeared as a recurring theme in the literature reviewed here.

- . There is a need for focus upon the organization as the generator, supporter and enactor of change.
- . The state of organizational climate will influence efforts for change.
- . Important aspects of climate can be influenced through organizational functions.

- . Individuals in administrative roles are critical and pivotal in efforts to improve climate and develop organizational capacities for self-regeneration.
- . Structural and stylistic approaches should not swing toward extremes, such as "classical" or "participative", but should be based on a contingency method which responds to temporal organizational needs.
- . Productive change is most likely to occur in an environment where innovation is neither externally forced nor rushed, but where growth is encouraged generally and supported in ways which are consistent with organizational capacities at a given time.

Academic administrator roles in the community college generally indicate a duality of purpose which calls for exercise of both managerial and leadership responsibilities. Both types of activity have a potential for influence upon the organizational climate, and administrative behavior can be planned accordingly (Becker, 1973, p. 282).

In the managerial mode, the administrator deals with ongoing activities of a routine nature, providing for effective function of basic organizational systems. Operations which address needs for regulation of personnel matters (registration, payroll, employment, records, etc.); compilation and preparation of schedules, reports and requests (budgets, course schedules, purchasing, state reports, etc.); control and maintenance of physical resources (inventory, facilities, safety and security, etc.) are examples of essential systems which

require monitoring and adjustment by a responsible administrator. Even though such operations might be considered routine, their influence can be pervasive and significant. Herzberg (1966) speaks of this effect in describing "hygiene factors" in the organizational setting, and he notes that while optimal function of these basic systems may have little positive effect on the climate, problems in this area can bring irritation and dissatisfaction--which in turn can have a significant negative impact upon the environment. Where there might be little gain in climatic effect through attention to such factors, the potential for loss is always present when such managerial matters are ill-attended. The managerial approach to people, the responsiveness of systems, and the manner in which processes are communicated and applied will affect attitudes and influence organizational climate. Like a low-grade infection, nagging disaffection with routine processes can cause a slow but steady drain upon the energy, interest, and initiative of personnel--none of which are expendable if a healthy environment is to be developed and maintained. An administrator, while exercising these managerial responsibilities, should find significant opportunity for impact on the environment.

It is within the leadership mode of the administrative role that a preponderance of opportunities for environmental influence will be found. These opportunities occur most frequently, and advantageously, in three major areas of concern in the community college.

The first of these areas deals with overall planning--the setting of goals and forming of broad decisions regarding the direction

of the instructional program, and therefore the college. Medsker (1960) speaks of the need for broad involvement and strong agreement in goal-setting in order to generate initiative and effectiveness, and he views the administrative role as catalytic to this process. In order for an organization to develop an attitude-value complex which promotes and reinforces investment by its members, the desired values must be complemented with, and reflected by, concrete organizational designs which reinforce the goals (Bennis, Benne, and Chin, 1969). High potential for administrative impact exists in this area as the college decides the manner in which it will serve its community.

Resource application, or decisions regarding the priority relationship of goals and the budgeting of resources to meet those goals, is a second area for effective administrative leadership. When the overall college mission is clearly grasped and agreed, major governance actions will bear upon the distribution of energy within the organization. Needs-assessment, program review and evaluation, and resource allocation should be viewed as constant cycles, with objective analysis of effort weighed against agreed goals and objectives (Katz and Kahn, 1966). Emphasis upon the dynamic aspects of governance--the fact that change is inevitable and, therefore, demanding of primary attention in the institution--promises a positive influence on the climate for change. The administrator must provide leadership for involvement and goal-focus in this critical area.

In addition to concentration upon setting of goals and a dynamic process for resource allocation, the educational leader will

find opportunities for environmental impact in a third area-- development of the persons in the institution, and therefore, the organization itself. While efforts by the college on behalf of student learning and improvement are ordinarily understood as primary functions, the growth and development of organizational actors and processes is sometimes neglected. In a time when internal and external demands for change can become intense, and when a tight employment market has led to dramatic reduction in the turnover in community college personnel, the need for regeneration is apparent. New people usually provide stimulating ideas, influences and energy. A shortage of such stimuli should be met with efforts toward regenerative development of personnel and the organization. A developmental posture is important, for organizational response to new types of students, changing occupational patterns, pressures for altered means of instruction and scarcity of financial resources will call for consistent adjustment and re-design of systems and processes. Primary responsibility for these developmental activities falls to administrators in leadership capacities.

The relationship between administrative leadership and organizational climate seems clear in the literature reviewed herein. Four major areas for administrative impact upon climate have emerged. Management of routine systems; broad planning and setting of institutional goals; decision processes governing the application of college

resources; and, development of the personnel and the organization itself are interactive areas which promise to yield opportunities for improvement of the climate.

## CHAPTER 3

### STRATEGIES TOWARD A CLIMATE FOR PRODUCTIVE CHANGE

Research and field experience reveal the relationship between organizational climate and the capacity of an organization such as the community college to undertake productive change. Administrative leadership is critical to a healthy organizational climate, especially in educational organizations because of their particular human characteristics.

#### Conceptual Framework

The literature related to industrial organizations examines and explains resistance to change primarily in terms of threat to status or position, reaction to imposed motivators and lack of personal involvement in the process of setting direction. Attention to the human dimensions of organizations emerges as the key to understanding and influencing the capacity for change and growth, and the behavior of persons in leadership roles is central to these human considerations. Knowledge about human needs for involvement, self-actualization, trust and understanding is of little value without practical application by enlightened managers. In all, the industrial studies point to the importance of leader behavior in generating a supportive climate and enhancing the flow of developmental activity in an organization.

The educational organization studies build upon accomplishments in industry and aim at understanding effective leader behavior and climate factors which influence capacity for growth and change. Certain characteristics of educational organizations are sometimes inhibitive to change--an ironical situation in view of their fundamental mission. Miles' concept of organizational health and the development of liberating norms is significant in this respect, and provides considerable material for use in construction of a leadership approach. Baldrige's contributions emphasize the importance of structural factors and leader roles in influencing the organizational environment which is, in turn, an important influence upon innovative behavior.

Other studies in education illuminate the potential for generation of change in almost any part of an organization and show the heavy influences of leadership style and systemic involvement in an innovation-supporting climate. Openness and flexibility in organizations emerge as basic factors in this environment, and the academic administrator appears in the foreground as a key figure in the ebb and flow of human interaction which is the essence of a community college organization.

Prior to the delineation of any specific administrative behavior strategies it is important to recognize that, because of the variety of organizational circumstances to be found in the community college field, some extreme variables may limit the potential effectiveness of a particular strategic approach to climate development in a given organization. For example, in a college experiencing the

dramatic impact of reduction in force due to reduced enrollment, or in circumstances of extreme financial stress, such overriding factors may render meaningless any immediate attempt to broadly influence the climate. In other cases, deep-seated feelings due to personality factors, or rigid ossification resulting from years of inattention, may dictate drastic remedial measures before any effective long-term efforts at climate development may occur. Collective bargaining and union activity can influence the environment dramatically, and pointed administrative approaches may be necessary in order to maintain reasonable balance under these conditions.

Ideally, leadership style will be effectively matched with the needs of the college. There are circumstances in which the particular style and abilities of an administrator are highly effective for dealing with a strong organizational need for a span of time, after which it is appropriate for the individual to leave that role because the organization has moved into a situation where a different type of leadership is needed.

However, on the basis of research and experience, it seems reasonable to propose that leadership in certain discretionary and development activities, combined with sound management of organizational support systems, will enhance the climate for productive change in most community colleges.

### Educational Approach in Administrative Leadership

An effective administrative leader will work toward improved organizational climate by seeking change in the attitudes and behaviors of faculty and staff. These changes can come about as personnel reconsider values, gain added understandings, acquire new skills and personally invest in development processes. Just as with an instructional approach, these events should occur in an organized and integrated manner so that optimal learning inertia and success can be realized.

The administrator who recognizes such needs, orchestrates organizational growth experiences, serves as a catalyst for positive involvement, develops confidence and realization of improvement among participants, and continues to evaluate and redesign the overall approach will certainly be exercising educational leadership. Just as a teacher endeavors to stimulate, challenge, encourage experiment and provide a situation where risk-taking is supported and where learners can build through inevitable mistakes, the administrative leader will cultivate growth by drawing people into various activities and responsibilities in order to develop wider and deeper perspectives and enhance empathy with broad organizational issues.

This characterization is somewhat akin to the role of "managerial scholar" as described by Sieber (1966) who notes that educational innovations are both scholarly and administrative tasks which can fall into the gap between academic affairs, as guarded by faculty, and those administrative matters eschewed by faculty as

detracting from scholarly pursuits. Certain institutional goals transcend the variety of individual goals ordinarily represented by faculty, and these institutional goals will be realized only through planned programs of change--processes which encompass elements of both organizational and individual behavior. In preparing for change, and in directing resources to alter the educational thrust of the college, central and important tasks must be performed by leaders who combine effective managerial skills with a sound educational orientation. As noted earlier, many faculty tend to value reputation and status above efforts for change, and the effective administrator will demonstrate a reassuring concern for educational reputation in fulfilling the leadership role. The concept of "technical management", as embraced by faculty and administrators in many institutions, is better replaced by "managerial scholarship" in working toward effective change in the community college setting (Clark and Guba, 1966).

In view of the various organizational tasks with which the instructional administrator is faced, it is challenging for one to also assume responsibility for the development of organizational climate on a continuing and consistent basis. This type of leader behavior might be ineffective in some organizational settings, and would lead to difficulty if not balanced with appropriate firmness and necessary control. However, given the high potential for pervasive impact on organizational effectiveness, such investment in systemic growth promises to be an important aspect of the administrative role.

Of course, there are potential pitfalls in such an approach, and pedantic, authoritarian, laissez-faire or other stylized models are not recommended, for most faculties would likely be wary of any obvious or pointed tactics. When operating in this mode, the leader should assume a low authority profile while providing accessibility, timely guidance and gentle persuasion along with a firm hand at the organizational helm. This instructional facet of administrative behavior should be unobtrusive and non-threatening, a persistent and pervasive force integrated with other aspects of the administrative role.

#### Primary Tasks in Climate Development

Although conditions will vary among institutions, the literature has revealed several aforementioned attitudinal and behavioral characteristics which can be anticipated as barriers to change in most community colleges. In dealing with these characteristics, the administrative leadership task will be directed toward:

- . removal of any arbitrary and artificial barriers between organizational units and systems, reduction of isolation, promotion of cooperative relationships and sharing of resources
- . promotion of consideration and understanding with relation to broad organizational concerns, de-emphasis of rigid departmental constraints and promotion of cross-disciplinary communication and linkage

- . stimulation of creative efforts, removal of threat, promotion of positive attitudes toward change and willingness on the part of faculty and staff to step out of protective disciplinary shells and swim in an invigorating current of development.

Unless personnel can be stimulated to open themselves to potential change, sense opportunities for growth, and respond to twinges of self-motivation (regardless of how slight they might be!), the possibilities for productive change are minimal. The instructional parallel of the administrative leadership role is not difficult to see in this instance.

The challenge here is to move the college into a dynamic relationship with change--to have change become a normal operational process. Such movement will not be gained through attacks upon personnel, systems or functional units, nor will a strategy of ignoring the need and passively waiting for movement from within be likely to bring the desired result. However, through emphasis on such practices as speculation upon research, experimentation, goal consideration, evaluation, review of foreign systems and participative problem-solving, the administrative leader should be able to stimulate the organization into a mode which is more conducive to positive change.

In counteracting a bias toward the status quo, the leader should induce change from within by:

- . building visible links with the community and drawing needs assessment through these linkages

- . fostering collaborative team efforts in overcoming resistance
- . providing a supportive policy and action structure for change efforts
- . providing support for increased vitality and consciousness through careful designation of resources.

In an overall sense, the wise administrator will carefully assess the existing milieu, inventory the assets and liabilities of the college in light of its mission and its resources, and carefully determine the attitudinal set of faculty and staff before attempting to design a course of action for improvement of the climate. A willingness to take the feelings and attitudes of personnel into open and honest consideration, and an ability to use that human condition as a starting point for any efforts at climate development, are essential ingredients in a recipe for success. The realistic assessment of the potential for change (What is a reasonable scope? How much change is possible, in how much time? What will the system bear?) is mandatory for the leader who does not want to squander resources because of unrealistic expectations or mis-directed efforts.

#### Personality Types

One important aspect of a considered approach will deal with the various types of individuals to be found in the college, especially among the faculty who will be the focus and source of most developments and innovations. Clark and Guba (1966) characterize four types of

faculty behavior in reaction to efforts at change in a typical higher education organization:

- . prototypes: prestigious, visible and productive faculty who exercise sound judgment and are able to contribute positively, but are often too involved outside the college and/or within the discipline group to be concerned with the organization as a whole
- . manipulators: need contained and uncluttered lives and use cultural imperatives and derivative behavior to prevent change through influence over others
- . parasites: want things as they are and do not wish to be bothered with change, often including the insecure and less talented who wear the facade of academic respectability and who are not wise enough to manipulate the system, but follow those who are
- . progressives: raise questions, pose problems, illuminate issues and are value derived rather than political, and therefore, easily overcome because efforts are often ad hoc and not systemic.

Clark and Guba hold that prototypes, manipulators and progressives are relatively small groups and that parasites constitute a large group within the educational organization. While one may find considerable room for debate regarding the accuracy of such a characterization within most community colleges, their analysis points to some behaviors

which should be understood and accommodated by the change-oriented administrative leader.

A similar approach to behavior characterization is taken by Presthus (1962) who speaks of three general personality types found in bureaucratic structures:

- . upward mobiles: identify strongly with the organization and realize satisfaction in job success, assume responsibility for results, are willing to take risks and invest with organizational processes
- . indifferents: withdraw from system participation if possible, see organization as a "necessary evil" which tyrannizes, do not compete strongly, usually gain satisfaction outside the job, expect little from the organization and do not strive for status, success or self-discipline
- . ambivalents: creative and anxious, but neither reject the organization nor invest in success roles, want to change the system but idealistic expectations and inability to bargain effectively lead to frustration, emphasize mental and verbal ability, reject group values and are not practical participants in organizational decision-making.

According to Presthus, ambivalent and indifferent types constitute the majority of the organizational population. He observes that ambivalent persons can be quite useful in creating impetus for change through creative contributions if their interests and energies can be effectively channeled.

Regardless of the accuracy of such personnel characterizations with respect to any particular community college organization, it seems important to recognize that there will be differences of faculty behavior in response to organizational issues. An administrative leader interested in the promotion of productive change will analyze and decide how various members of the organization are important to the change process, and plan accordingly. It is unlikely that all members will be supportive of changes, especially those individuals who are farthest from the locus of interest, energy and organizational values.

The leader should direct strategies toward development of a climate wherein the most positive and productive members--the "idea people" who derive a significant measure of satisfaction from self-actualization--will be motivated to action and acceptance of change. The environment must inspire this normally smaller group of positive types while continuing to encourage the larger group of less actives who can be gently drawn into the stream of change as understanding is developed, fear is reduced, incentives are realized and successes are rewarded. Administrative leadership should strive to influence and encourage the majority of faculty by working through those most receptive to change, and those few who may never be reached should not receive a large measure of attention in the strategy planning process.

## Summary

Building of trust and confidence comes through recognition of small but substantive successes, and the path of awareness must be plotted realistically and with careful consideration of existing forces in the organization. The capacity for responsiveness in a community college can probably be measured in terms of the inclination and motivation toward change by faculty and staff. An administrative leader will reduce fear of change through strengthened communication and understanding, and by removing distortional or strategic blocks.

In resisting the temptation to impose motivation through persuasive or manipulative methods, the leader can avoid what Gibb (1967) calls the "dependency-rebellion syndrome" and the resultant circumvention or counter-strategies which faculty and staff sometimes employ in order to insure survival of certain processes or means. An open approach which values shared goals and demonstration of trust will help to free the creative impulses of personnel. Provision for response to human needs for self-realization and actualization, which characterize most of the potential investors in organizational change, will allow natural forces for motivation to be energized. Such an approach appeals to those who are positively oriented, and avoids emphasis on "dissatisfiers" for those in the organization who are more oriented to "hygienic" needs and not as likely to be drawn into positive change movements (Herzberg, 1966).

Innovation-supporting organizations have been variously described as "open", "healthy", "self-regenerating" and "creative".

Regardless of description, the aim is for systemic activities which cause the organization to undertake self-examination and redirection as a natural part of its overall function (Katz and Kahn, 1966). These activities can be developed in a community college organization through emphasis on primary areas of endeavor which are basic to the realization of the college mission.

The literature reviewed earlier shows that the administrator can play a key role as catalyst for the integration of forces which produce a healthy change environment by working through the avenues of goal-setting and governance, resource application, and organizational development. The role of the academic administrator was shown as a union of maintenance and leadership behaviors, with these components serving as mutual if unequal factors in the creation of a healthy organizational climate. Any leadership efforts in the areas of goal-setting and governance, resource application and organizational development will be influenced by the degree to which more routine organizational needs are met by ongoing maintenance activities. Important managerial aspects of the administrative role address these maintenance factors.

#### Organizational Maintenance and Health

While the routine systems in a community college organization may seem to be a rather dull and insignificant portion of the administrator's responsibility, one can hardly afford to ignore them or allow them to function at a less than optimum level if organizational climate is valued. It may seem that routine support systems (such

as supplies, maintenance of buildings and equipment, payroll, personnel actions) which sometimes tick along like the well known "swiss watch", do not have significant impact on the organizational climate. Climatic effect is noticeable not so much when basic support systems function well, but rather when they function problematically and provide impetus for dissatisfaction.

This effect is included in Herzberg's reference to "hygiene" factors in motivating organizational behavior. While these factors may not promote any positive effect when properly managed, they can serve as irritants to individuals in the organization when not functioning well. The negative effect upon those who emphasize these "lower order" needs (Maslow, 1954) would be one of persistent dissatisfaction, similar to a low-grade infection, which can have pervasive effects upon the overall climate. The "avoidance behavior" described by Herzberg will always be present in a portion of the personnel in the college, and minimization of this dissatisfaction is desirable. Administrative and staff behavior in certain key functions can be critical in this respect. Individuals who choose to function obstinately as functionaries in the path or organizational processes can have a deadly effect in raising the level of frustration and consternation in an institution.

#### Managerial Role

The administrative leader should exhibit a positive and helpful approach to all, and should insist upon the same behavior from others in the organization, regardless of how critically they might

view the importance of their particular tasks. Cooperative assistance over systemic hurdles, as opposed to uncooperative guarding of prerogatives at certain points in a process, can have a significant effect upon the attitude of actors in the situation.

The administrative leader will usually delegate the direction of these activities to others, and properly so. Consequently, it is highly important that the leader monitor and evaluate these processes on a regular and timely basis, assuring the precision and responsiveness which are necessary to optimal effectiveness.

#### Summary

In working toward a supportive organizational atmosphere, the administrator should devote an appropriate measure of effort to management of routine and sometimes mundane institutional functions. This might be thought of as tinkering with or fine-tuning of the machinery--with a major overhaul needed from time to time--but more appropriately, the process could be considered one of protective lubrication applied to aid the smoothness of organizational movement. Such managerial maintenance is an essential part of the groundwork of a positive climate for growth and change. While some actors may never be motivated toward available opportunities for self-actualization, they may react negatively when dissatisfied with hygiene factors and the systems which supply or affect them. The administrator will find great challenge in the attempt to free natural creative impulses for improvement on the part of faculty and staff. This challenge will be more easily met if negative individuals are not stimulated to

reaction or complaint because of problems with organizational maintenance.

While the administrator is applying a due measure of effort to these managerial maintenance functions, the majority of investment should be placed in leadership for the development of a liberating environment.

#### Goal-Setting and Internal Governance

The idea of governance, as used here, means those internal functions which bring agreement upon goals, which propel the college toward its mission, insure considered participative shaping of decisions regarding approaches to those goals, and develop understanding and commitment by those in the organization. Internal governance focuses upon the mission of the organization, the methods to be utilized in fulfilling that mission and the means by which members reach understanding and agreement regarding those methods. The college will ordinarily establish several goals which portray the approach to its mission.

#### Participation

The administrative leader is important to the goal-setting process and must continually work for unquestioned openness and full involvement by those organizational members whose expertise, interest and potential contribution show them to be the most appropriate participants. It is a prime responsibility of the administrative leader to ensure that this openness and participation will occur as a normal organizational function. In this overall approach, the leader

must concentrate upon provision of accurate and concise information; identification of cogent issues through deliberation by those most actively involved with the results; and, understanding in regard to the boundaries within which the participants will function.

It is important that those individuals who participate in an advisory, recommending or decision-making process fully understand the limits of their charge and responsibility before the process begins. The desired result is firm consensus regarding goals and a clear commitment to pursuit of those goals, and this commitment will be jeopardized if inaccurate or unrealistic expectations of participants lead to disappointment and frustration with the end result. The administrative leader can avoid negative influence on climate development by insuring clarity of understanding with respect to reasonable limitations in participatory processes.

#### Information

Initially, the leader will ensure that, to the greatest possible degree, all relevant information is brought to bear in a given goal consideration. One should avoid behaviors which cause participants to feel that important information is being withheld or that power games are being played by administrators or particular groups. Consistently clear and open behavior by the leader is important here, for once one is suspect in this area, it may be almost impossible to regain credibility in the eyes of faculty and staff. The process of goal consideration is change-provoking, and resistance to change has been seen as inherent in educational

organizations. While it is important that the administrative leader provide direction, the initiative for change through goal-setting must be free from the taint of manipulation, because normal resistance to moves which threaten stability and security will be reinforced and intensified by any perceived administrative manipulation of the process. This is one reason why parameters and expectations should be clearly understood before the goal-setting process begins.

#### Setting of Goals

Once the most cogent issues have been identified and described, goals are set for the organization or organizational segment which will address those issues. A first step will deal with the need for agreement in the priority of needs. Priorities will allow construction of goal statements which accurately reflect the shape of the thrust to be taken, as defined through earlier consideration by the group. Although clear administrative direction is necessary, joint participation by administrators, faculty, staff, students and members of the community is important to this process. The balance of representation from these constituencies will vary according to the goal situation involved, and in some cases one or more of these groups may require little or no representation. Sound judgment on the part of the administrative leader regarding the functional, procedural and political implications of a given situation is critical to effective decisions regarding balance of representation by various constituencies in the participative process.

For example, a committee or study group whose task is to relate changing community needs to an update of educational program plans and commitments by the college would most likely be composed primarily of community leaders, instructional administrators and key program experts from among the faculty, with possible inclusion of some appropriate service personnel and students whose expertise and interests would promise meaningful contribution. On the other hand, a group charged to deal with improvement of the aesthetic and cultural environment of the student center would probably be most effective if its representation were to emphasize a different set of interest and expertise groups. In most cases, it is important that experts and leaders from among the community served by the college be involved in shaping the goals and commitments of the institution. This strategy will provide invaluable strength and credibility in relating the college to the community.

In cases where collective bargaining enters the picture, leaders of bargaining units will often surface as the individuals most interested in governance and decision making. Administrative response should be designed to shape the best circumstances in an attempt to develop maximal effective participation within the latitude available, while insuring that the process is not compromised by self-serving power groups. This task is challenging but worthwhile, for adept administrators have been successful in working with faculty to preserve valued collegial functions within the framework of collective bargaining.

### Administrative Action

On occasion, spontaneous issues will require immediate recognition and response by administrators, a response which may, of necessity, be made without the desired level of participation by faculty and staff. If consistently effective participation has been the norm, such spontaneous situations are likely to be understood and accepted as reasonable events in the organization. While there is rarely any question regarding the responsibility and authority of administrators to make final decisions in these areas, there is often expressed concern about administrative efforts to provide opportunity for effective application of faculty, staff and student expertise. What is important here is not the use of administrative authority, but rather the exercise of leadership. The administrator's goal should be for maximal and positive application of human resources to the solution of problems. Collective expertise applied to advice on curriculum, budget, and personnel decisions is a decided advantage to the administrator who will, in the end, be responsible for the decision. Even more advantageous are the feelings of contribution and commitment which develop among participants. How often does one hear expressions of futility among faculty and staff who feel that they are not being heard, consulted, or allowed to apply their knowledge and ability to the decision-making process? These expressions are strong climatic indicators. The administrative leader will influence the quality of involvement and the commitment of those involved through

attention to these participative aspects of governance and goal-setting.

#### Summary

This section has dealt with governance and goal-setting as matters of participative direction-setting for the community college by those who work within. Such an approach is not meant to minimize the importance of external governing, legislative or power groups, nor is it meant to ignore other decision-making activities which are influenced by advisory groups inside the college. Important internal matters related to curricular decisions, budgeting, personnel considerations and others are subject to the participative approaches similar to those outlined in the goal-setting area.

It must be noted here that this analysis of steps in the goal-setting process is not intended to provide a detailed method for construction of effective goals, but rather, is intended to emphasize the importance of leadership for openness, investment and consensus in the process. Understanding of, and commitment toward the organizational mission is essential for optimal success. Administrative leadership must maintain focus upon the importance of organizational ends. In a community college, the ends are approached primarily through the application of human resources, and the necessary investment of human expertise and energy will be best realized when participants feel a common commitment to the mission of the organization. Open and positive contribution to consensus on goals, actually

felt and recognized by members, will provide considerable impetus for such commitment.

In the larger organizational context, these participative processes have a continuing and cumulative effect upon the organizational environment. Whether working with broad institutional goals, mid-range objectives for various units in the organization, or short-term activities for discrete sub-units or projects, the important issue is one of effective participation by those members most involved in reaching and realizing desired ends. The administrator who consistently provides leadership toward consideration and consensus in the goal process will build trust and confidence, reduce fear and communication blocks, and apply expertise to solutions in a manner which will have a positive effect on the climate for change.

#### Application of Resources

In contrast to goal-setting and governance activities which deal with broad organizational issues often influenced by external forces, planning and resource application for the various functional systems within the organization tend to be influenced more by factors particular to their function and by short-term needs related to their discrete activities. Major goal decisions are by their nature, limited in occurrence due to the organizational impact involved. Conversely, resource application for various internal systems is an ongoing process which will constantly influence the organizational climate.

Administrative leadership in these activities is critical because faculty and staff are highly sensitive to decisions which direct the use of fiscal, material and human resources, and a realization of consistency with established goals is important to success in this area. A grasp of the essentially changing nature of the college and the concomitant need for pointed and planned adjustment is necessary if the organization is to avoid resource allocation by drift and to manage its assets effectively.

Those faculty and staff who are most interested in higher-order investment, and who will serve as the core of influence for productive change, will also be greatly concerned with the process and result of resource decisions. The confidence and support of this unique group can be developed through their involvement with, and influence upon, decisions regarding application of resources.

#### Human Resources

An important initial step in resource planning and decision making is one wherein budgetary matters are related to organizational goals. The earlier described process for goal-setting, in addition to its more immediate effect upon participants, will have a continued impact upon organizational climate as subsequent activities are related to the established goals. A realistic view of most college budgets would seem to indicate that a majority of present and future resources have been pre-committed due to ongoing program needs. This realization can be discouraging to those who would hope to influence any dynamic budget redirection.

For this reason, it is important that faculty realize the direct relationship between established goals and the budget--and that the budget must truly reflect an appropriate thrust for goal achievement. The administrator must work toward understanding of this relationship. In addition to these goal-relating efforts, administrative leaders should point to those areas of the budget where discretion is possible--where there exists sufficient flexibility for redirection of resource applications. Realization of bona-fide opportunities for influence is helpful to the development of a positive change climate.

At first, it may seem that the college has little latitude in this area. One need not look for long at a budget to recognize that the majority of operational expense is for personnel, since personnel expenses often exceed eighty percent of the operating budget in community colleges. In an established and somewhat mature community college, this preponderance of expense might be seen as restrictive to creative planning and inhibitive to any major effort for reshaping the budget through the planning process. However, the administrative leader has here an opportunity to illuminate the extreme importance of human resources and their effective application within the college. Emphasis should be placed upon the need for increased flexibility in staffing and the potential for effective change which will occur if challenging personnel decisions can be reached. The difficulty of this

task can be estimated as high, for mere discussion of role changes or reassignment of personnel or positions can bring trauma to an otherwise stable system.

The effective utilization of part-time faculty would be an example of a creative application of human resources which requires extensive groundwork, planning and establishment of supportive networks. If full-time personnel are to realize the considerable benefit to the college and meaningfully contribute to the various systems which enable appropriate and effective application of these part-time resources, the administrator must carefully illuminate the positive and realistic aspects of the situation and lead key personnel toward the investments and actions which are necessary for productive results.

The key here is one of goal priorities and relationships --and trust. If the original goal and priority setting processes are conducted positively and with consensus, the stage will be set for more sensitive resource decisions. Reallocation of human resources can then be approached on the basis of recognized goal priorities and common benefit for the organization.

Such personnel-centered movement may seem questionable when short-term benefit is compared with the high potential for negative reaction within the organization. One must remember, however, that the primary thrusts of the college will be reflected by the relative concentrations of personnel in the organization. Since community colleges are personnel intensive and concentrate upon human services,

flexibility in utilization of human resources will be a salient feature of a productive change environment. Institutions which fail to maintain flexibility through consistent review of personnel utilization will tend to drift toward rigid staffing patterns which only intensify any problems of resource shortages. Continued drift is likely to bring less efficient application of these resources, yielding resistance in lieu of sensible reallocation. The end result may well be realized in the form of continually ineffective decisions which are forced by unavoidable budget constraints. Consequently, it would seem that a two-fold benefit will accrue from consistent address of staffing reallocation issues in the budgeting process:

- . the college will directly improve its response to the changing needs reflected in its goals, an overall change strategy of high value
- . the climate for change will be improved as actors learn the importance of flexibility in human resource application within the framework of a participative approach to goal-setting.

Administrative leader behavior is crucial to this process. In order to minimize threat, the administrator must ensure all possible openness of information, clarity and completeness of deliberation and sensible participation in the study and recommendation process. The opportunity for learning and growth in organizational matters is of high importance, and this will be enhanced as participants realize the results of their influence. The effective administrator will not

only work consistently for optimum participation in these activities, but will also promote illumination, recognition and reinforcement of the realized benefits of the participative process. Climate can be enhanced as people are helped to see and feel the results of their contribution. This recognition should be carefully cultivated and nurtured throughout the organization.

#### Physical Resources

In addition to consideration of human resources, decisions regarding physical facilities, equipment, and materials provide meaningful opportunities for faculty and staff involvement. The same principles of participation utilized in staffing apply to these activities. Namely, the priority ordering of needs which flows from established goals must serve as the basis of considerations for allocation. Cultivation of faculty and staff response to institutional priorities is a requisite to the process.

The most pressing service needs of the college should define any decision to construct or remodel facilities and, once decided, the expertise and knowledge of those who would utilize the facility must be fully integrated with the actual design process. The administrative leader will be challenged to hold the group within practical limitations formed by available fiscal resources while insuring that student needs remain the highest priority during spatial and furnishing decisions. The design of working space, especially a specialized facility, can be exciting and rewarding experience for faculty. The opportunity for basic influence upon the creation of one's working

environment, if realistically managed from the outset, can bring significant positive impact upon the attitudes and morale of participants during the process and have a continuing influence upon organizational climate.

Decisions regarding allocation of funds for equipment purchase can be handled in a similar manner. It is certain that the procurement of many smaller items of equipment should be left strictly to departmental experts once general agreement on annual priorities is reached and funding levels are set. However, the process of recommending where significant portions of the equipment budget should be expended will give pointed opportunity for development of awareness and sensitivity to various program needs across the college. In the case of major equipment considerations such as those relating to computerized services, transportation or furnishing of the physical plant, conflicting points of view may be expressed and difficult conceptual considerations may come into play. These struggles can be productive if institutional goals and priorities are central to the consideration and if leaders ensure movement in the process and group direction toward closure. There will be times when the leader will necessarily provide added information or emphasis in a particular area. This is a fundamental part of the leadership role and must be approached in a helping and guiding manner.

The administrator is faced with responsibility for the final decision anyway, so the consideration and recommendation process is best conducted with clear information and appropriate weight on

various factors. For example, when a decision regarding computer purchase must be made, the possibilities for computer assisted instruction, administrative and instructionally related services and research activities should all form a part of the study process and bear upon recommendations regarding configuration, capacity and ancillary equipment. In addition, considerations of rapid change of the "state of the art" in computer design will influence the other aspects. Such a process will not only lead to a more effective purchase, but will instigate creative thought regarding computer applications, build confidence on the part of faculty and staff with respect to the responsiveness of major decisions, and provide opportunity for personnel to sense the influence of change factors on the organization.

While each of the latter examples might involve participation by only a small portion of the faculty or staff of the college at any one point, the administrative leader should remember that these instances are cumulative in effect--and that environmental health is developed through continued action in a planned direction over time.

Mass participation in organizational matters is rarely possible except in open forum or elective situations, and these events tend to promote ambiguous "democratic" concepts rather than reasoned and judicious participative decisions. A record of consistently responsive resource decisions built upon a participative process will have considerable lasting effect upon the climate. Once again, the leadership key is to ensure reasonable participation by those affected personnel

who have applicable expertise, followed by appropriate illumination of results.

#### Summary

Effective management of the institution requires careful attention to the efficient application of fiscal, material and human resources. In order to enhance understanding of the relationship between the institutional mission and resource utilization, and in order to promote confidence in the allocation process, administrative leaders should involve faculty and staff in the development of priorities and decisions which relate resources to college goals.

Expenditures for human resources will consume the majority of the budget, and development of flexibility in staffing is an important factor in preparing the organization to meet needs for change. Decisions to alter staffing patterns and assignments are subject to stress and resistance, and positive effects are most likely to result when human resource decisions are clearly tied to recognized goals and priorities.

Similar participative approaches to decisions regarding facilities design, major instructional support services and equipment purchases promise positive effects upon organizational climate. Personnel are ordinarily concerned with, and sensitive to, matters of resource allocation. It is possible for administrative leaders to capitalize on this sensitivity and channel it in a supportive vein if faculty and staff can be encouraged to share in understanding and

activating the relationship between established goals, program priorities and the application of resources.

### Organizational Development

This third area of administrative influence provides perhaps the most dramatic opportunities for impact upon the climate. It is in seeking, designing and supporting developmental opportunities and activities for personnel and the organization as a whole that academic administrators are most likely to be able to improve the change environment. Whether the thrust be for instructional improvement activities, faculty and staff development or broad organizational improvement, the administrative leadership role is pivotal to the process. Such development has become increasingly important as the turnover rate for personnel has declined, since the influence of new actors and ideas is diminished while, at the same time, rigidity and resistance to change are increased.

### Evaluation

A logical first step in these development processes is to gain awareness of need. Many needs for development can be determined through exercise of pointed evaluative measures. Evaluation of the instructional program, assessment of needs for faculty and staff development, and evaluation of organizational effectiveness will all depend primarily upon impetus provided by administrative leaders.

### Program Evaluation

Some instructional evaluation programs focus primarily upon program factors rather than individual teacher performance. These factors include course and curricular designs, instructional methods, quantitative and qualitative student success data as well as peer and administrative review of instructional quality at varying levels of formality. These assessments and comparisons are useful in identifying needed changes in the broader aspects of the instructional program and will provide impetus for considerable involvement of faculty and staff. The process of study and reorganization of curricula, instructional approaches, and integrated factors such as advising, testing, developmental studies and media services will allow the administrator to enhance understanding and cooperation while updating important college functions. The wise administrator will invest in effective evaluation and utilize evaluative outputs to trigger movement for program change and to sensitize personnel to the change process.

### Faculty and Staff Evaluation

More pointed and acute indicators can be gained when instructional assessment focuses upon individual and group performance factors, providing discrete data regarding the human functions in teaching and support services. These indicators, when generated in a manner which is as non-threatening and positively oriented as possible, will provide for study, discussion and design of effective approaches to personnel development needs.

The administrative leader must recognize and deal with the potential for threat which is inherent in any personnel evaluation system. The aim of evaluation is accurate and useful assessment, and maximal accuracy and usefulness will be derived through full and free investment by those being evaluated. To this end, personnel must be fully involved in the planning and implementation of evaluation systems. Questions and concerns regarding purpose, method and use of results can be addressed at all points in this process, and the administrative leader must accept primary responsibility for the generation and nurture of these elements.

The goal of improvement, and assurance that results of broad evaluative efforts are not to be used for discriminatory rewards or punitive measures, are important points for emphasis. Evaluation for merit pay or in cases where termination or need for disciplinary action is in question should occur separately from those evaluative efforts aimed at improvement. Participative planning in faculty and staff evaluation is essential, and the design must yield results which are useful to individual actors and groups for their own improvement efforts. These evaluative results can impact on personnel, both individually and collectively, to increase awareness of need for change and stimulate personal and group efforts for development. Instructional effectiveness, interpersonal skills, organizational perspective and cooperation among units are some of the direct results to be gained from these evaluative and developmental efforts. The entire

area of program and personnel evaluation and improvement provides a rich opportunity for administrative influence on the climate for change.

Instructional development opportunities occur in both the programmatic and personal areas, and are most appropriately initiated as a result of effective evaluation systems. It is also evident that, in addition to a thrust for development of educational designs or systems, any efforts toward educational improvement will involve work with instructional performance. Some important aspects of personnel performance would be addressed as part of organizational efforts for professional development of faculty and staff.

#### Professional Development

What is professional development? In this study, administrative and instructional responsibilities in community colleges are considered professional endeavors. Efforts which lead to improved effectiveness of performance in these functions are professional development activities.

Some academicians view professional preparation as those learning experiences which prepare one to dispense information and discuss issues relative to a particular body of knowledge. Other educators would extend the definition of such preparation to include knowledge and skill in the means and methods of instruction. Ideally, we would see a professionally developed educator as one who can not only deal effectively with instruction through exercise of well-cultivated teaching skills and command of content, but who also

understands, considers and acts on the basis of broader issues which have impact upon the education of students and the function of educational organizations. Others may choose to extend the description even further.

The net effect of these differing views among educators is of consequential importance to an administrative leader who is committed to the development of professional staff. The goal should be for the maximum possible improvement of organizational functions. Investment in the cultivation of enlightened concepts among personnel would seem to be of fundamental value in the provision of a sound professional development program. Developmental activities require application of resources, and differing opinions about the appropriateness of various activities can be expected to lead to disagreement regarding resource allocation decisions.

The role of the administrative leader in this area is significant, and opportunity is ripe for influence on the climate for change. These are important educational matters related to the opening of minds and the formulation of perceptions. Specific approaches should be prescriptive, in response to the prevailing situation in a given organization. Careful study of existing attitudes and aspirations, using information potentially gained through discussion, survey and informal means should lead to considered decisions regarding the balance of developmental thrusts.

A portion of the faculty will feel the need for support and investment in particular disciplinary or subject-oriented professional

endeavors. Individuals and departments can draw substantial benefit from participation in academic conclaves, presentation of papers or attendance at sessions of special interest groups. In the most rewarding cases, these activities will be selected on the basis of high potential benefit to the instructional program, and faculty will conscientiously share the results with their peers and invest newly gained expertise in the educational thrust of the department and the college. An adept administrator will work with faculty to devise means for ranking these more narrow requests so that those selected for support are most likely to positively affect fellow faculty and maximize productive results for students. In this way, the administrative leader will be able to show support for those more academically oriented interests while emphasizing a thrust for the pervasive issues of importance to the college--namely, effectiveness of the overall educational result for students and the organization as a whole. In addition, the visible support of this type of activity will help dispel the concerns of some more strict academicians who would fear de-emphasis of "academic quality" and disciplinary currency, and who would be threatened by dedication of resources for broadened approaches to professional development.

A more promising level of professional involvement can be reached if faculty are motivated to consider new forces, alternative means and expanded opportunities in the educational process. The step beyond subject matter and into the consideration of instructional design, synthetic and cumulative learning, response to varied learning

needs and styles and many other aspects of teaching is a step not easily taken by many faculty. Ironically, key personnel in an institution devoted to learning will sometimes be closed to, or little interested in, personal skill development and improvement in important aspects of instructional and organizational process. Concepts of learning to learn, and the endlessness of learning potential--the open-ended quest for learning--can be obscured due to tight focus upon content, undue homage to existing means or resignation to routine processes repeated at semesterly intervals. An administrative leader committed to development of a productive climate for change must encourage and stimulate this aspect of faculty growth and must insure that psychological, physical and fiscal resources are provided in support of those viable attempts which do occur. This issue of visible support is important to the encouragement of creative experiment and risk-taking.

The literature reviewed earlier has shown the potentially stultifying effect of long term teaching situations and the binding nature of provincialism in educational organizations. As turnover rates of faculty have dropped, as faculty mobility has decreased, as infusion of young, new talent has diminished in recent years, the possibilities for stagnation and ossification are amplified. On the other hand, cosmopolitization of faculty through exposure to attitudes, approaches, systems and results in varied external situations has been shown as increasing the potential for responsiveness and innovation in an educational organization. The challenge

here is to cause faculty to stretch out and explore approaches, designs and experiments used elsewhere, to bring ideas and experiences to the campus for study, and to foment interaction among educators for stimulating consideration of cogent issues in the field. Presentations by guest experts, workshops on special topics, exchange of faculty with other institutions, travel to experience other college programs and acquisition of external discretionary funding for experiment or implementation of approaches can all be beneficial in this regard. However, considerable energy is required in order to bring about these and other broadening activities for faculty.

Before investing in particular approaches, the administrative leader must be certain that the educational and developmental needs of faculty are adequately assessed and that the organization is able to support such activity at an effective level. The leader is responsible not only for the positioning of resources, but more importantly, for the stage-setting process. Complete and consistent involvement by faculty is essential as developmental needs are assessed and as progressive steps are planned. One may find it necessary to begin building awareness at an elementary level and to develop a broadening spiral of awareness activities, and, in preparation, the psychological and sociological state of the organization must be considered. The forces exerted by political, motivational and fiscal factors should be brought to a state of acceptable balance before a major commitment is formed. Many small-scale developmental activities may be needed in

the process of shaping a state of productive equilibrium for greater efforts.

After concise assessment of need through vigorous and visible participation by those to be affected, and in accordance with the resource potential and state of readiness in the institution, shared decisions about broad professional development for faculty can be made in a manner which promises acceptance and commitment. In almost any community college some members of the faculty and administration will be highly interested and capable in such areas, and the administrative leader will be wise to draw upon their interest and expertise--being careful to not form "in groups" which promote suspicion or threat, but openly soliciting ideas, advice and leadership assistance from these valuable resource persons.

The role of the administrative leader as a change-agent has come under careful study, and an indirect approach is indicated here. In order to avoid identification with specific thrusts and the resultant potential for inherent resistance, to maintain a balanced perspective and equanimity in decisions, to draw upon the vast potential for leadership among faculty and other administrators who can be effective change-agents, the leader need not become heavily involved as a direct agent of change but should concentrate primary efforts upon development of a positive climate, maneuvering the overall process to attain increased readiness and capability for response to the more pointed efforts of others. The coveted ideas, acceptance and movement will come from within people.

Whether impetus is derived from designated change-agents or from faculty at large is a matter of lesser importance if the response is germinal and vigorous. Identification of means for stimulating change by faculty is important, but not nearly as important to the administrative leader as the development of a healthy environment for movement and acceptance. The preparation of people and systems to accept, support and build upon innovation is of high importance to the leader.

#### Organizational Improvement

As a matter of course, the foregoing activities in instructional improvement and professional development are seen as contributing to the improvement of the organization. However, it would seem that particular attention to the strengthening of some important organizational functions will greatly enhance the capability of the college to undertake instructional improvement, professional development and other productive changes. In a broad sense, the administrative leader will be able to increase general organizational competence through attention to communication, focus of purpose and direction, trustful sharing of commitments and, most important, promotion of identification with and investment in the overall mission of the college. How does a leader manage to stimulate a diverse group of individuals in a broad range of important activities? Some of these matters are approached through the participative processes of goal-setting and resource decisions as described earlier, especially with relation to development of trust, focus upon goals and investment in

purposeful efforts toward the mission of the institution. The need for continual and regenerative involvement in those participative activities cannot be emphasized too heavily. Attention to changing forces and reactions from the infra-structure, and constant effort in relating these internal factors to the educational needs of the community is a prime requisite for organizational vitality and direction.

Ideally, educators attempt to respond to the more broad aspects of student development, addressing a variety of factors, forces and needs as they create opportunities for students to explore, attempt, succeed, fail, and try again. Community colleges have proven to be especially responsive in this regard, offering a wide range of educational means and support services, positive settings which emphasize success, and flexible structures which encourage continued involvement. A similar approach to organizational needs would seem to promise rewards in organizational development. In some way the faculty should be led to consider the whole organization, or at least the entire educational program, as an organism which needs and deserves attention and development by the professionals within. If one can generate empathy with broad institutional concerns and interest in improving larger scale organizational processes and functions, steps can then be taken to involve faculty and administrators in strengthened communication, in improvement of interlocking educational and service systems, and in increasing the viable responses to changing needs both within and outside the college.

It has been noted earlier that faculty tend to concentrate upon issues primarily related to discipline areas and do not usually expend energy and time in broad organizational matters. However, if over a reasonable period of time, faculty are given such opportunities to visibly shape the organization through participative means, the results should provide a growing base for organizational development activities. This should not be looked upon as a quick and easy task. Success in this area will require patient and persistent leadership, willingness to overlook negativism and cynicism, and the ability to capitalize and build upon each meager gain.

One potentially helpful strategy would provide for periodic assessment of organizational health. The administrative leader can develop a participative process whereby important indicators of organizational health are monitored on a regular basis through pointed examination of processes, behaviors and perceptions with respect to established criteria. Miles (1965, p. 18) suggests several factors which serve as indicators of organizational health, as abbreviated below:

- . goals are clearly understood and reasonably well accepted by members of the system
- . communication vertically, horizontally and across the boundaries to and from the surrounding environment is relatively distortion-free
- . power is equalized optimally in that collaboration and unit interdependence characterize interactions, and exercise of

influence rests upon the competence of the influencer, his/her stake in the outcome and the amount of knowledge and sound data at his/her command

- . resources are utilized effectively, especially personnel, and people are neither overloaded nor idling but feel positive about their personal growth and contribution to the organization
- . cohesiveness is evidenced in that the organization knows its identity and members are attracted by the institution, want to be influenced by it, and want to exert influence in a collaborative style
- . morale, a summative set of individual sentiments, is centered upon feelings of satisfaction, pleasure and well-being as opposed to discomfort, unwanted strain and dissatisfaction
- . innovativeness is characterized by new procedures, movement toward new goals, new outputs and self-differentiation; the orientation is for "activity" rather than "embeddedness"
- . autonomy is evidenced by action from the center outward, with an absence of dependent submission or need to rebel
- . realistic and effective adaptation occurs as normal self-correction in a timely manner when environmental demands are not met by existing systems and resources
- . problem-solving occurs with minimal energy, problems stay solved, and problem-solving mechanisms are maintained or even strengthened by the process; the organization senses problems,

invents solutions, implements the best solutions and evaluates effectiveness.

By giving attention to these factors, providing high visibility for the assessment process and insuring appropriate response to findings, an administrator can enhance awareness of organizational needs and key individuals can be drawn into responsive action.

#### Administrative Style

The personal approach taken by the administrative leader is also a major influence upon overall organizational improvement, especially with respect to communication, understanding and trust. While it is not feasible to explore a variety of personality types or idiosyncracies in this study, it should be noted that practically everyone in the college will at times carefully observe leader behavior in attempts to determine directions and motives of the leadership through an array of real or imagined clues. The style of the leader will have effects, and the organization will benefit from open and down-to-earth communication behavior by the administrative leader.

Written and verbal communication should be on a plane befitting the high purposes of the organization, but should be free from wordiness, redundance, indifference, obfuscation or unduly elevated vocabulary. Memoranda, presentations and conversations which confuse, skirt issues, create distance or add to communicative problems are counterproductive to a healthy climate. Extremes should be avoided. Voluminous information, use of jargon or over-emphasis on particulars

can diminish the effect of almost any communication. Other people in the organization will tend to mimic the style of the administrative leader in formal or official correspondence, and the effect can therefore be pervasive.

Successful organizational communication depends upon understanding, acceptance, consideration and response. These factors are achieved primarily through timeliness, openness and sincerity, hopefully by all involved, and the administrative leader can exercise considerable influence in this area. The leader must be visible, open to formal and informal discussion of even controversial topics (using good judgment in cases where legal, fiscal, personnel or political factors dictate prudence), and always prepared and willing to rationally explain and support stances and decisions. Avoidance of discussion, vague response or low accessibility by leadership can lead to suspicion, distance and negative effect upon the environment. On the other hand, an honest, open, accessible, and non-threatening communicative approach will heighten identification, avoid defensiveness and set an example for positive and helpful behavior by others.

#### Summary

Research and literature in the industrial and educational sectors point to a significant relationship between administrative leadership behavior and the generation of an organizational environment which supports productive change. Human factors in the organization are increasingly critical areas for administrative attention in developing a healthy climate.

Innovation in itself is hardly an appropriate end for a community college, but the capacity for responsive and productive change is a necessity for the community college which strives to effectively serve its clientele. The systemic ability to identify, support, produce and implement needed innovations must be a fundamental goal of the administrative leader. No easy gimmicks for climate development have surfaced. It is by working within the most basic and essential organizational functions that one will find the best opportunities to influence the climate for change.

In addition to insuring that ongoing support systems and routine activities are conducted in an efficient and humanly responsive manner, the administrative leader will be able to exert a positive influence upon the environmental health of the organization through stimulation of involvement in important decision and development processes. By working as an educational leader, and by placing emphasis upon openness, consistency, trust, broad participation and visibility of results, the administrative leader can encourage the investment of important human resources in the process of goal-setting and internal governance, in the application of resources and in organizational development activities.

#### Checklist of Administrative Elements

In order to provide a concise representation of the basic elements of the proposed administrative approach to improved climate for change, the strategic factors are outlined in the checklist which

follows. These elements are organized into the three primary areas of climate development and, in combination with the organizational maintenance approach and supporting factors developed in this chapter, comprise the overall behavior strategies proposed in this work.

#### Goal-setting and Internal Governance

- . Generate broad involvement in shaping of a hierarchy of goals and objectives derived from the college mission.
- . Develop priorities of need and emphasis based upon mission-derived goals and objectives.
- . Promote involvement in various participatory processes by faculty and staff whose interests and expertise promise effective contributions.
- . Insure clear understanding of parameters in the participatory governance process.
- . Openly share relevant information with governance groups to the extent possible within propriety and based on the functional needs of the groups.
- . Create a mix of participants appropriate to effective function and result in each governance or goal-setting situation.
- . Involve members of the community in development of mission statements and broad organizational goals, as well as in certain planning activities which indicate such involvement to be helpful.

- . Employ the participative approach for actions in curriculum, budgeting, personnel selection and developmental areas.
- . Give high visibility to goal-setting and governance activities and, to the greatest extent possible, support the outcomes of these processes in order to improve the climate.

#### Application of Resources

- . Relate budget planning to priorities in goals and objectives.
- . Insure that fiscal constraints are made clear to a broad range of participants in the process.
- . Avoid staffing allocations by drift and resulting rigidity in staffing patterns, emphasizing need for flexibility in staffing and placement of resources at points of determined need.
- . Insure productive involvement of users in the planning for facilities, furnishings, equipment and major services.

#### Organizational Development

- . Carefully assess needs for development and growth in a broad range of functions and positions.
- . Bring the organization, or particular units, to a reasonable state of readiness before initiation of change efforts.
- . Encourage personnel to view the entire organization as an organism which requires attention and development, a dynamic organism which creates opportunities, encourages experimentation, allows and tolerates failures, rewards successes and depends upon self-renewal.

- . Utilize systematic program, curricular and course evaluation to assess needs for revision, sensitize personnel to change processes and eventually trigger change.
- . Focus personnel evaluation upon professional development and improvement of performance.
- . Utilize prescriptive measures in meeting development needs, recognizing traditional expectations but incorporating activities which respond to broader organizational issues.
- . Design and implement professional development activities which emphasize growth in a range of areas, from subject and instructional orientation to more pervasive organizational needs.
- . Illuminate new forces, alternative means, expanded opportunities and potential rewards in stimulating personal and organizational development.
- . Provide visible support and reward for positive developmental efforts.
- . Periodically assess various aspects of organizational health and prescribe developmental activities in response to findings.
- . Employ an administrative style which responds to the needs of the organizational situation and which enhances the values and strategies proposed here.

## CHAPTER 4

### REPORT OF PANEL RESPONSES

The design of this study included a phase wherein a panel of eight individuals whose research and/or experience have significant relation to the topic assessed the potential effectiveness of the strategies presented in the third chapter. Members of the panel are listed in Appendix I.

The panel analyzed a condensed version of the third chapter (Appendix II) and responded to a series of questions designed to elicit a useful assessment. The questions are listed here according to strategic areas and analysis of the panel responses is reported for each group of questions.

#### Organizational Maintenance and Health

1. What is your reaction to the idea that attention to such maintenance factors will have a significant and continuing effect upon the climate for change?
2. In your experience, are innovative and change-oriented personnel less concerned with and affected by these more routine matters? Do negative reactions in this area tend to come from those who are less interested in growth and development?
3. How do you react to the statement regarding the degree of leader investment in this area?

In response to the first question, the respondents agreed that attention to these factors is important, and six panelists placed these conditions as fundamental to change efforts. One member found the

approach "helpful, but not central," and another agreed that, while these factors may not have direct effect, attention here will avoid detracting from change efforts.

Responses to the second question showed the panelists to be in general agreement that change-oriented personnel are less concerned with routine factors, and that faculty who have little interest in development will be more prone to reaction. One panelist pointed out that "unions concentrate in this area," making an objective response difficult. Another member could not generalize on this issue, even though stating that "innovators are often less attuned to detail," and pointed to the need for balancing creative persons with those oriented toward detail. One respondent cautioned that, while "idea people" might not be as concerned with these matters, reinforcement through reward structures and compensation are essential if such contributors are to remain active in the organization.

The third question addressed the amount of leader investment to be made in organizational maintenance. Panelists reacted favorably to the degree of emphasis placed upon these factors in the analysis. One response noted that these matters are of concern, and worthy of investment to a minor extent. Two of the panelists noted that flexibility is essential and that the degree of emphasis should be decided on the basis of changing needs in the organization.

In summary, panel responses supported the concern for and emphasis upon these maintenance factors with recognition of the need for flexibility in administrative investment.

### Goal-Setting and Internal Governance

1. How would you rate this emphasis upon goal-setting and governance as an avenue for positive impact on the organizational environment?
2. What is your reaction to the strategies proposed for involvement, viable participation, and development of commitment?

Responses showed a high degree of agreement regarding the importance of goal-setting and governance activities in organizational climate. The panelists added comments recognizing:

- . the importance of goals being derived from the college mission statement, with participation by members of the community
- . situations wherein drastic conditions may obviate possibilities for a desirable level of participation.

In question two, reaction to the proposed strategies was very supportive, including comments about the strength and viability of the strategies. One panelist noted the need for clarity in delineation of mission, goals and objectives and another favored added participative procedures to insure "unbiased input and data gathering" (such as the Nominal Group Technique or the Delphi Technique). One respondent emphasized the importance of clear initial understanding, by all involved, of the parameters, constraints and responsibilities for the participant group.

### Application of Resources

1. To what extent do you view participation in resource distribution as having potential for influence on organizational environment?
2. What is your reaction to the leadership approach proposed in this area?

Panelists saw participation in resource distribution as an area of high potential impact on organizational environment, especially in that the prescribed approach relates these decisions directly to mission, goals and objectives. Two respondents noted the proclivity of committees to divide available resources evenly, and another mentioned that "once taken care of", some individuals are little interested in sharing and helping others. One panelist cautioned that limitations and constraints must be understood beforehand, and that occasional conditions will warrant quick and direct administrative action which could appear to be arbitrary.

In reaction to question two related to the proposed leadership approach, seven of the panelists were favorably impressed with the strategies presented. The emphasis upon resource allocation tied to organizational goals and needs, and the approach to judicious selection of participants, were supported in the responses. However, one member felt that the strategy is somewhat unrealistic because resource considerations made in a program frame, with concern for long-term finances, are not easily accomplished by committees which find it difficult to go very far beyond the immediate time period.

### Organizational Development

1. Would you agree that such developmental activities exhibit high potential for improvement of organizational climate?
2. What are your reactions to the factors and strategies proposed in this area?

The panel expressed unanimous agreement regarding the high potential for improvement of organizational climate through the proposed developmental activities. They agreed with the factors and strategies presented and, in general, found the strategies to be viable, sound and promising.

One member suggested more emphasis on overcoming resistance to change. Another stressed the importance of sharing positive results with board members as well as colleagues in other institutions.

Two respondents spoke to the challenge of evaluation, mentioning the difficulty involved in separating evaluation for improvement from evaluation for salary, retention or rank, and noting that ratings tend to reduce performance expectations to the level of the stated evaluative criteria. The self-study approach to evaluation is suggested for self-improvement in complex situations. One of these two panelists felt that the role of evaluation is overstated in this case.

### Overview Questions

1. Do you see these identified primary areas of influence as those which seem to provide the most significant opportunities for influence upon organizational climate in the community college? Are some avenues more promising than others, and how so? Would you suggest additional areas?

2. Does the concept of administrative leader as "teacher" seem to have merit as an approach to climate development?
3. Have you any other assessments, comments or suggestions?

In speaking to the significance of the areas chosen for emphasis, the panel regarded all the proposed areas as important but tended to rate the avenues of staff and organizational development slightly above the others. One response encouraged more emphasis on personalized development and another suggested additional areas which are variants of those proposed. In another case, a panelist observed that while all of these avenues are viable for the capable administrator, not all administrators will be capable of using them.

The second question probed the concept of administrative leader as "teacher", to which the reaction of the panel was mixed. Five members viewed this concept very positively, especially given the behavioral cautions explained in the presentation. One panelist saw this approach as more helpful than other types, another was not sure that the analogy is sound, and one felt that the concept does not seem to have merit.

The final question asked for additional assessments, comments or suggestions, and responses are summarized below:

- . excellent work, but possibly too abstract in that administrative work is more complex than indicated
- . more focus is needed on "conflict management"

- . emphasize systematic data collection, attend to "fidelity of communication" and give more importance to rewards and recognition of accomplishments
- . good ideas are presented, and direction, consistency, honesty and communication head the list.

### Summary

The overall assessment of the work, as evidenced in the responses to the questions presented to the panelists, shows the respondents to be favorable to the strategies proposed in Chapter 3. The identified areas of administrative/faculty interaction were endorsed as important, and the avenues for influence were viewed positively by the panel. Some concerns were voiced regarding the practicality of participatory efforts in governance and resource allocation, and the value of evaluation as a stimulus and indicator for development was questioned to a mild degree. The full version of Chapter 3 speaks much more definitively than the condensed version in these two areas, and it seems reasonable to assume that these concerns might not have been expressed if the panelists had reviewed the complete text.

The third chapter was condensed in order to lighten the reading task for the volunteer panel and to increase the assurance of a timely response. In retrospect, it might have been better to have asked the panel to read the complete material and, consequently, to have known that details and nuances of the work were considered in the review.

However, given the general consistency of the panel responses, the assessment seems to have been effective in the manner performed.

## CHAPTER 5

### SUMMARY AND CONCLUSIONS

The purpose of this study has been to develop a conceptual approach and behavior strategies which would enable an administrative leader to engender a supportive climate for productive change in a community college.

#### Form of the Study

Information which provides a basis for the conceptual design was drawn from literature dealing with organizational climate and leadership for change in the industrial and educational sectors. The following questions were addressed in the main thrust of the research:

- . In what areas of faculty/administrative interaction exists the greatest potential for influence on the environment?
- . What are the potential avenues for effective administrative influence upon the environment?
- . Which administrative behaviors promise to be especially helpful in developing a positive climate for change?

Information gathered in response to the research questions was assembled to create the four main areas of focus and the behavioral approach was developed through strategies proposed in each of those sections.

A condensed version of the third chapter was reviewed and assessed by a panel of eight practitioners in higher education.

### The Findings

Investigation of the research questions led to the following findings:

- . The interactive areas of goal-setting and governance, resource allocation, personnel and organizational development and organizational maintenance hold substantial potential for influence on the environment.
- . The avenues of educational leadership, focus upon college mission and goals, provision of clear direction for the college and its participative processes, and support for positive change efforts by college personnel afford the administrator the strongest influence toward a supportive climate for change.
- . In working through the above-mentioned avenues, administrators should demonstrate commitment to the organizational mission and goals; exhibit concern for maintaining organizational status and reputation while encouraging and supporting innovative efforts; exercise a realistic but active thrust for participative decision-making; exemplify the values of openness, trust, honesty and flexibility; and promote clear and effective communication.

### Implications for the Administrator

The administrative leader in a community college should devote attention to the basic systems which deal with maintenance factors in the organization, and should exemplify the importance of helpful and supportive behavior at all levels in the institution. Attention to these maintenance factors is fundamental to a positive climate.

Effective participation in goal-setting and governance is important to the generation of consensus and commitment to the overall mission and basic goals of the college, as well as to the consequent activities directed toward meeting those goals. The positive effect resulting from this broad involvement is essential for subsequent regenerative success.

Decisions regarding application of resources are among the most difficult in the college, but the decision process can be used effectively to bring focus upon goals, develop flexibility in staffing and promote acceptance of change and redirection of resources as a natural response to organizational goals.

The greatest potential for climate improvement seems to lie in the development of the organization itself, by means of several possible thrusts. Program and system development through improved design, and improvement of personal performance through professional development efforts can both be effectively spurred by systematic and non-threatening evaluation. A broad array of tools and resources can be applied to organizational development activities. These activities

must be carefully planned and integrated in order to raise consciousness, create impetus and provide means for rewarding involvement by individuals having a variety of interests and needs.

The constant administrative attention necessary to nurture and assist the flow of these interactive systems will create significant demands for time and energy, but will also promise positive reward in the form of a growing spiral of climate improvement. Although institutional conditions will vary, administrative attention to predictable human behaviors and commitment to strategies aimed at satisfaction of self-actualization and growth needs in a majority of faculty should bring an improved climate and increased openness to change in most community colleges. Careful assessment of organizational conditions, planning of activities which respond to these conditions and build upon existing capacities and potentials, and positively oriented leadership behavior are key factors requiring careful administrative attention.

Administrative leadership for productive change can be considered similar to the activities of an effective teacher who invests in assessment, prescriptive design, encouragement of self-motivation and response to varied learning opportunities through careful implementation and adjustment of a learning system. A provocative and supportive learning environment is comparable to a positive climate for change in a community college, and the administrative leader is the most important actor in the generation of a healthy environment.

### Suggestions for Further Study

The issues considered here would seem to be of continuing importance in the community college field. The work presented herein is, by design, not experimental in nature. There would seem to be potential benefit in the results of more intricate assessment of these strategies through empirical research under actual working conditions in the community college field.

APPENDIX I

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APPENDIX II

CONDENSED VERSION OF CHAPTER 3

The material in this section comprised the condensed version of Chapter 3 which was reviewed by members of the assessment panel.

## Introduction

The literature studied here has illuminated a significant relationship between organizational climate and the capacity of an organization such as the community college to undergo productive change. Attention to the human dimensions of an organization emerges as the key to understanding and influencing its capacity for change and growth, and the behavior of persons in leadership roles is central to these human considerations.

Certain characteristics of educational organizations sometimes combine to create circumstances inhibitive to change--an ironical situation in view of their fundamental mission. Studies in education illuminate the potential for generation of change in almost any part of an organization and show the influence of leadership style for systemic involvement in an innovation-supporting climate. Openness and flexibility in organizations emerge as basic factors in this environment, and the academic administrator appears in the foreground as a key figure in the ebb and flow of human interaction which is the essence of a community college organization.

Because of the variety of organizational circumstances to be found in the community college field, the presence of extreme variables may limit the potential effectiveness of a particular strategic approach to climate development in a given organization. While such

extreme cases seem to be exceptional, they do point to the potential need for different types of leadership at various points in the life of a college.

On the basis of research and experience, it would seem reasonable to propose that leadership in certain discretionary and development activities, combined with sound management of organizational support systems, will enhance the climate for productive change in the normative community college of the early 1980's.

#### Educational Approach in Administrative Leadership

An effective administrative leader will develop an organizational climate supportive of productive change through behaviors much like those used in effective teaching. Attitudinal and behavioral changes by faculty and staff, which lead to improved organizational climate, will come about as personnel consider values, develop understandings, acquire skills and personally invest in development processes. The administrator who recognizes these learning needs, orchestrates organizational growth experiences, serves as a catalyst for positive involvement, develops confidence and realization of results among participants, and continues to evaluate and redesign the overall development system will certainly be operating as an instructional leader.

Certain institutional goals transcend the various individual goals represented by faculty, and these institutional goals will be met only through planned programs of change--processes which encompass

elements of both organizational and individual behavior. In organizing for this change, and in bringing resources to bear in altering the educational thrust of the college, central and important tasks must be performed by leaders who combine effective managerial skills with a sound educational orientation.

This instructional facet of administrative behavior should be unobtrusive and non-threatening, a persistent and pervasive force integrated with all aspects of the leadership role.

#### Primary Tasks in Climate Development

The literature has revealed several aforementioned attitudinal and behavioral characteristics which can be anticipated as barriers to change. In dealing with these characteristics, the administrative leadership task will be directed toward:

- . removal of arbitrary or artificial barriers between organizational units and systems, reduction of isolation, promotion of cooperative relationships and sharing of resources
- . promotion of consideration and understanding with relation to broad organizational matters, de-emphasis of rigid departmental constraints and promotion of cross-disciplinary communication and linkage
- . stimulation of creative efforts, removal of threat, promotion of positive attitudes toward change and willingness on the part of faculty and staff to step out of protective disciplinary shells and swim in an invigorating current of development.

The challenge here is to move the college into a dynamic relationship with change--to have change become a normal operational process. Through emphasis on such practices as speculation upon research, experimentation, goal consideration, evaluation, examination of foreign systems and participative problem-solving, the administrative leader should be able to move the organization into a posture more conducive to positive change. The wise administrator will carefully assess the existing milieu, inventory the assets and liabilities of the college organization in light of its mission and its resources, and carefully determine the attitudinal set of faculty and staff before attempting to design a course of action for improvement of the climate.

A leader should direct strategies toward development of a climate wherein the most positive and productive members--the "idea people" who derive satisfaction from self-actualization--will be motivated to action and acceptance of change. The environment must support these positive types while continuing to encourage the larger group of less active types who can be gently drawn into the stream of change as understanding is developed, fear is reduced, incentives are realized and successes are rewarded. Administrative leadership should strive to influence and encourage faculty in this manner, and those few who may never be reached should not have any significant effect upon the strategy planning process.

### Avenues for Influence

The administrator will play a key role as catalyst for the integration of forces which bring about a healthy environment for change by working through the avenues of goal-setting and governance, resource application, and organizational development while, at the same time providing for routine needs through attention to important maintenance factors.

### Organizational Maintenance and Health

While the routine systems in a community college organization may seem to be a rather insignificant portion of the administrator's responsibility, one can hardly afford to ignore them or allow them to function at a less than optimum level. It may seem that routine support systems such as purchasing, payroll, personnel and maintenance services do not have any immediate impact on the organizational climate. Climatic effect is noticeable not so much when basic support systems function well but rather when they function problematically and provide impetus for dissatisfaction. While these factors may not promote any positive effect when properly managed, they can serve as irritants to individuals in the organization when not functioning properly.

Administrative and staff behavior in certain key functions can be critical in this respect. Individuals who choose to function obstinately as functionaries in the path of organizational processes can have a deadly effect in raising the level of frustration and consternation in an institution. The administrative leader should

exhibit a positive and helpful approach to all, and should make it clear that the same behavior is expected from others in the organization. Cooperative assistance over systemic hurdles, as opposed to uncooperative guarding of prerogatives at certain points in a process, can have a significant effect upon the attitude of actors in the situation.

Consequently, in developing a supportive organizational atmosphere, the administrator should devote an appropriate measure of effort to management of routine and sometimes mundane institutional functions. Some actors in the system will hold salaries, fringe benefits and working conditions as primary factors in their attitude about the organization. While these persons may not be motivated toward available opportunities for self-actualization, they may react negatively when dissatisfied with those hygiene factors and the systems which supply or affect them. The challenge to free the natural creative impulses for improvement on the part of many will be more easily met if negative reactionaries are not stimulated to movement or complaint.

While the administrator is applying a due measure of effort to the managerial maintenance functions, the majority of investment should be placed in leadership for the development of a liberating environment.

### Goal-Setting and Governance

The idea of governance, as used here, means those internal functions which bring agreement upon goals, insure considered participative decisions regarding approaches to those goals, and develop understanding and commitment by those in the organization. Governance focuses upon the role of the organization, the methods to be utilized in fulfilling that role and the means by which members reach understanding and agreement regarding those methods. It must be noted here that this analysis of steps in the goal-setting process is not intended to provide a detailed method for construction of effective goals, but rather, is intended to emphasize the importance of leadership for openness, investment and consensus in the process.

The administrative leader is important to the goal-setting process and must continually work for unquestioned openness in this process and full participation by those organizational members whose expertise, interest and potential involvement show them to be the most appropriate participants. Within this overall approach, the leader must concentrate upon: provision of accurate and concise information; initiative for participation in identification of cogent issues through deliberation by those most actively involved with the results; and, most important, consensus on the setting of goals and a clear commitment to pursuit of those goals.

First, constituents must not feel that any important information is being withheld or that any power games are being played by administrators or particular groups. From the onset, the initiative

for change through goal-setting must be free from the taint of manipulation, because normal resistance to any move which threatens stability and security will be reinforced and intensified by any perceived administrative manipulation.

Secondly, the administrative leader should act to clarify important issues and facilitate study and consideration of the variables and relationships involved. Those individuals most able to relate effectively to the issues must be brought into the consideration process. The leader must ensure that issues are identified and described directly through group activity, and that the participative process is continuously felt and recognized by the group. The experience of involvement and the feeling of self-direction on the part of participants is important to the cultivation of a supportive climate and the eventual commitment to established goals.

Once the most cogent issues have been identified and described, emphasis can be placed upon the actual setting of goals. A first step will deal with the need for agreement on priority of needs. This will allow for construction of goal statements which accurately reflect the shape of the thrust to be taken. Joint participation by administrators, faculty, staff and students is important to this process. The balance of representation from these constituencies will vary according to the goal situation involved, and in some cases one or more of these groups may require little or no representation. Sound judgment on the part of the administrative leader regarding the functional, procedural

and political implications of a given situation is critical to effective decisions regarding balance of representation by various constituencies.

Understanding of, and commitment toward, the organizational mission is essential for optimal success. The necessary investment of human expertise and energy will be best realized when participants feel a common commitment to the goals of the organization. Open and positive contribution to consensus on goals, actually felt and recognized by members, will provide considerable impetus for such commitment. These participative processes have a continuing and cumulative effect upon the organizational environment. The administrator who consistently provides leadership toward consideration and consensus in the goal process will build trust and confidence, reduce fear and communication blocks, and apply expertise to solutions in a manner which will have a positive effect on the climate for change.

This section has dealt with governance and goal-setting as matters of participative direction-setting for the community college by those who work within. Such an approach is not meant to minimize the importance of external governing, legislative or power groups, nor is it meant to ignore other decision-making activities which are affected by advisory groups inside the college. Important internal matters related to curricular decisions, budgeting, personnel considerations and others are subject to the same participative approach as outlined in the goal-setting area. While there is rarely any question regarding the responsibility and authority of administrators to make final

decisions in these areas, there is often doubt about administrative efforts to provide opportunity for effective application of faculty, staff and student expertise. What is important here is not the use of administrative authority, but rather the exercise of leadership. How often does one hear expressions of futility among faculty and staff who feel that they are not being heard, consulted, or allowed to apply their knowledge and ability to the decision-making process? These expressions are strong climatic indicators. The administrative leader will influence the quality of involvement and the commitment of those involved through attention to participative aspects of governance and goal-setting.

#### Application of Resources

In contrast to goal-setting and governance activities which deal with broad organizational issues often influenced by external forces, planning and resource application for the various functional systems within the organization tend to be influenced more by factors particular to those internal systems and by short-term needs related to their discrete activities. Resource application for various internal systems is an ongoing process which will constantly influence the organizational climate.

Administrative leadership in these activities is critical because faculty and staff are highly sensitive to decisions which direct the use of fiscal, material and human resources, and a

realization of consistency with the established goals of the college is important to success in this area.

Those individuals who are most interested in higher-order investment, and who will serve as the core of influence for productive change, will also be greatly concerned with the process and result of resource decisions. The confidence and support of this unique group can be developed through their involvement with, and influence upon, decisions regarding application of resources.

#### Human Resources

An important initial step in resource planning and decision-making is one wherein budgetary matters are related to organizational goals.

At first, it may seem that the college has little latitude in this area. One need not look for long at a community college budget to recognize that the majority of operational expense is for personnel, since personnel expenses consume approximately eighty percent of the operating budget in most community colleges. In an established and mature community college, this preponderance of expense might be seen as restrictive to creative budget planning and inhibitive to any major effort for reshaping the budget through the planning process. However, the administrative leader has here an opportunity to illuminate the importance of human resources and their application within the college. The difficulty of this task can be estimated as high, for mere discussion of role changes or reassignment of personnel or

positions can bring trauma to an otherwise stable system. If the original goal-setting and prioritization processes are conducted positively and with consensus, the stage will be set for these more sensitive resource decisions.

Since community colleges are personnel intensive and concentrate upon human services, flexibility in utilization of human resources will be a salient feature of a productive change environment. Institutions which fail to maintain flexibility through consistent review of personnel utilization will tend to drift toward rigid staffing patterns which only intensify any problems of resource shortages. Continued drift is likely to bring less efficient application of these resources, yielding resistance in lieu of sensible reallocation. Consequently, it would seem that a two-fold benefit will accrue from consistent address of staffing reallocation issues in the budgeting process:

- . the college will directly improve its response to the changing needs reflected in its goals, an overall change strategy of high value
- . the climate for change will be improved as actors learn the importance of flexibility in human resource application within the participative approach to goal-setting and prioritization.

In order to minimize threat, the administrator must ensure openness of information, clarity and completeness of deliberation and all reasonable participation in the study and recommendation process.

The effective administrator will also promote recognition and reinforcement of the benefits of the participative process. Climate will be enhanced as people are helped to see and feel the results of their contribution.

#### Physical Resources

In addition to consideration of human resources, decisions regarding physical facilities, equipment, and materials provide meaningful opportunities for faculty and staff involvement. The most pressing service needs of the college should define any decision to construct or remodel facilities and, once decided, the expertise and knowledge of those who would utilize the facility must be fully integrated with the actual design process. The opportunity for basic influence upon the creation of one's working environment can be meaningful, and if realistically managed from the outset, can bring impact upon the organizational climate during the design stage and for years thereafter as faculty continue to appreciate the results of their creative work.

Decisions regarding allocation of funds for equipment purchase can be handled in a similar manner. The process of recommending where significant portions of the equipment budget should be expended will give pointed opportunity for development of awareness and sensitivity to various program needs across the college. Conflicting points of view may be expressed, and difficult philosophical considerations may come into play, but these struggles can be productive if the

administrative leader maintains movement in the process and group direction toward closure. There will be times when the leader will necessarily provide added information or weight in a particular area. This is a fundamental part of the leadership role and must be approached in a helping and guiding manner. The administrator is faced with approval of the final decision anyway, so the consideration and recommendation process is best conducted with clear information and appropriate weight on various factors.

Mass participation in organizational matters is rarely possible except in open forum or elective situations, and these events tend to promote ambiguous "democratic" concepts rather than reasoned and judicious participative decisions. A series of responsive resource decisions of a participative nature, spotlighted and carefully promoted by administrative leaders, will be likely to provide considerable lasting effect upon the climate.

#### Organizational Development

This fourth area of administrative influence provides perhaps the most dramatic opportunities for impact upon the climate. It is in seeking, designing and supporting developmental opportunities and activities for personnel and the organization as a whole that academic administrators are most likely to be able to improve the change environment. Whether the thrust be for instructional improvement activities, faculty and staff development or broad organizational improvement, the administrative leadership role is pivotal to the

process. Such development has become increasingly important as the turnover rate for personnel has declined, since the influence of new actors and ideas is diminished while, at the same time, rigidity and resistance to change are potentially increased.

### Evaluation

A logical first step is to gain awareness of needs for development through the exercise of pointed evaluative measures. Evaluation of the instructional program, assessment of needs for faculty and staff development, and evaluation of organizational effectiveness will all depend primarily upon impetus provided by administrative leaders.

### Program Evaluation

Some instructional evaluation programs focus primarily upon program factors rather than individual teacher performance. These factors include: course and program designs, instructional methods, quantitative and qualitative student success data as well as peer and administrative review of instructional quality. These assessments and comparisons are useful in identifying needed improvements in the broader aspects of the instructional program and will provide impetus for considerable involvement of faculty and staff. The process of study and reorganization of curricula, instructional approaches, and integrated factors such as advising, testing, developmental studies and media services will allow the administrators to enhance understanding and cooperation while updating important college functions.

## Faculty and Staff Evaluation

More pointed and acute indicators can be gained when instructional assessment focuses upon individual and group performance factors, providing discrete data regarding the human functions in teaching and support services.

The administrative leader must recognize and deal with the potential for threat which is inherent in any personnel evaluation system. The aim of evaluation is accurate and useful assessment, and maximal accuracy and usefulness will be derived through full and free investment by those being evaluated. The goal of improvement, and assurance that evaluative results are not to be used for discriminatory rewards or punitive measures, are important points for emphasis. Participative planning of faculty and staff evaluation is essential, and the design must yield results which are useful to individual actors and groups for their own improvement efforts. Instructional effectiveness, interpersonal skills, organizational perspective and cooperation among units are some of the direct results to be gained from these evaluative and developmental efforts.

In addition to a thrust for development of educational designs or systems, any efforts toward educational improvement will involve work with instructional performance through professional development activities.

## Professional Development

What is professional development? If administrative and instructional responsibilities in community colleges are considered professional endeavors, then efforts which lead to improve effectiveness of performance in these functions are professional development activities.

Some academicians view professional preparation as those learning experiences which prepare one to dispense information and discuss issues relative to a particular body of knowledge. Other educators would extend the definition of such preparation to include knowledge and skill in the means and methods of instruction. Still others would see a professionally developed educator as one who can not only deal effectively with instruction through exercise of well cultivated teaching skills and command of content, but who also understands, considers and acts on the basis of broader issues which impact upon the education of students and the function of educational organizations. Others may choose to extend the description even further. The goal here should be for the maximum possible improvement of organizational functions.

The role of the administrative leader in this area is significant, and opportunity is ripe for influence on the climate for change. These are important educational matters related to the opening of minds and the formulation of perceptions. Careful study of existing attitudes and aspirations, using information potentially gained through

discussion, survey and informal means should lead to considered decisions regarding the balance of developmental thrusts.

A portion of the faculty will feel the need for support and investment in particular disciplinary or subject-oriented professional endeavors. Individuals and departments can draw substantial benefit from participation in academic conclaves, presentation of papers or attendance at sessions of special interest groups. In the most rewarding cases, these activities will be selected on the basis of high potential benefit to the instructional program, and faculty will conscientiously share the results with their peers and invest newly gained expertise in the educational thrust of the department and the college. An adept administrator will work with faculty to devise means for prioritization of these more narrow requests so that those selected for support are most likely to positively affect fellow faculty and maximize productive results for students. The visible support of this type of activity will help dispel the concerns of some more strict academicians who would fear de-emphasis of "academic quality" and disciplinary currency, and who would be threatened by dedication of resources for broadened approaches to professional development.

A more promising level of professional involvement can be reached if faculty are motivated to consider new forces, alternative means and expanded opportunities in the educational process. Ironically, key personnel in an institution devoted to learning will sometimes be closed to, or little interested in, personal skill

development and improvement in important aspects of instructional and organizational process. Concepts of learning to learn, and the endlessness of learning potential--the open-ended quest for learning--can be obscured due to tight focus upon content, undue homage to existing means or resignation to routine processes repeated at semesterly intervals.

The literature reviewed earlier has shown the potentially stultifying effect of long term teaching situations and the binding nature of provincialism in educational organizations. As turnover rates of faculty have dropped, as faculty mobility has decreased, as infusion of young, new talent has diminished in recent years, the possibilities for stagnation and ossification are amplified. On the other hand, cosmopolitanization of faculty through exposure to attitudes, approaches, systems and results in varied external situations has been shown as increasing the potential for responsiveness and innovation in an educational organization.

The challenge here is to cause faculty to stretch out and explore approaches, designs and experiments used elsewhere, to bring ideas and experiences to the campus for study, and to foment interaction among educators for stimulating consideration of cogent issues in the field. Presentations by guest experts, workshops on special topics, exchange of faculty with other institutions, travel to experience other college programs and acquisition of external discretionary funding for experiment or implementation of approaches can all be beneficial in this regard. The leader is responsible not

only for the positioning of developmental resources, but more importantly, for the stage-setting process. Complete and consistent involvement by faculty is essential as developmental needs are assessed and as progressive steps are planned.

One may find it necessary to begin building awareness at an elementary level and to develop a broadening spiral of awareness activities, and in preparation, the psychological and sociological state of the organization must be considered. Many small-scale developmental activities may be needed in the process of shaping and determining a state of productive equilibrium for large-scale efforts. In almost any community college some members of the faculty and administration will be highly interested and capable in such areas, and the administrative leader will be wise to draw upon their interest and expertise--being careful to not form "in groups" which promote suspicion or threat--but openly soliciting ideas, advice and leadership assistance from these valuable resource persons.

In order to avoid identification with particular thrusts and the resultant potential for inherent resistance, to maintain a balanced perspective and equanimity in decisions, to draw upon the vast potential for leadership among faculty and other administrators who can be effective change-agents, the leader should not become heavily involved as a direct agent of change but should concentrate primary efforts upon development of a positive climate, maneuvering the overall process to attain increased readiness and capability for response to the more pointed efforts of others. Whether impetus is derived from

designated change-agents or from faculty at large is a matter of little importance if the response is germinal and vigorous. The preparation of people and systems to accept, support and build upon innovation should be of primary importance to the leader.

#### Organizational Improvement

As a matter of course, the foregoing activities in instructional and professional development should contribute to the improvement of the organization. However, it would seem that particular attention to the strengthening of some important organizational functions will greatly enhance the capability of the college to undertake instructional improvement, professional development and other productive changes. In a broad sense, the administrative leader will be able to increase general organizational competence through attention to communication, focus of purpose and direction, trustful sharing of commitments and, most important, promotion of identification with and investment in the overall mission of the college. Some of these matters are approached through the participative processes of goal-setting and resource decisions as described earlier, especially with relation to development of trust, focus upon goals and investment in purposeful efforts toward the mission of the institution. Attention to changing forces and reactions from the infra-structure, and constant effort in relating these internal factors to the educational needs of the community is a prime requisite for organizational vitality and direction.

Ideally, educators attempt to respond to and develop the whole student--addressing a variety of factors, forces and needs as they create opportunities for students to explore, attempt, succeed, fail, and try again. A similar approach to organizational needs would seem to promise rewards in organizational development. The faculty should be led to consider the whole organization, or at least the entire educational program, as an organism which needs and deserves attention and development by the professionals within. If one can generate empathy with broad institutional concerns and interest in improving larger scale organizational processes and functions, steps can then be taken to involve faculty and administrators in strengthened communication, in improvement of interlocking educational and service systems, and in increasing the viable responses to changing needs both within and outside the college.

It has been noted earlier that faculty tend to concentrate upon issues primarily related to the discipline and do not usually expend energy and time in broad organizational matters. However, if over a reasonable period of time faculty are given such opportunities to visibly shape the organization through participative means, the results should provide a growing base for organizational development activities. Success in this area will require patient and persistent leadership, willingness to overlook negativism and cynicism, and the ability to capitalize and build upon each meager gain.

One potentially helpful strategy will deal with periodic assessment of organizational health. The administrative leader can develop a participative process whereby important indicators of organizational health (Miles, 1965) are monitored on a regular basis through pointed examination of processes, behaviors and perceptions with respect to established criteria. Through high visibility of the assessment process and appropriate response to findings, faculty awareness of organizational needs can be intensified and key individuals can be drawn into responsive action.

#### Leadership Style

The personal approach taken by the administrative leader can also be a major influence upon overall organizational improvement, especially with respect to communication, understanding and trust. Practically everyone in the college will at times carefully observe leader behavior in attempts to determine directions and motives of the leadership through an array of real or imagined clues. The organization will benefit from open and down-to-earth communication behavior by the administrative leader. Written and verbal communication should be on a plane befitting the purposes of the organization, but should be free from wordiness, redundancy, indifference, obfuscation or unduly elevated vocabulary. Memoranda, presentations and conversations which confuse, skirt issues, create distance or add to communicative problems are counterproductive to a healthy climate. Extremes should be avoided. Other people in the organization will

tend to mimic the style of the administrative leader in formal or official correspondence, and the effect can therefore be pervasive.

Successful organizational communication depends upon understanding, acceptance, consideration and response. These factors are achieved primarily through timeliness, openness and sincerity, hopefully by all involved, and the administrative leader will exercise considerable influence in this area. The leader must be visible, open to formal and informal discussion of even controversial topics (using good judgment in cases where legal, fiscal personnel or political factors dictate prudence) and always prepared and willing to rationally explain and support stances and decisions. An accessible, open and non-threatening communicative style will heighten identification, avoid defensiveness and set an example for positive and helpful behavior by others.

#### Summary

Research and literature in the industrial and educational sectors point to a significant relationship between administrative leadership behavior and the generation of an organizational environment which supports productive change. Human factors in the organization are increasingly critical areas for administrative attention in developing a healthy climate.

In addition to insuring that ongoing support systems and routine activities are conducted in an efficient and humanly responsive manner, the administrative leader will be able to exert a positive

influence upon the environmental health of the organization by engaging appropriate personnel in rewarding decision-making and development processes. By working as an educational leader, and by placing emphasis upon openness, high trust, broad participation and visibility of results, the administrative leader can promote the investment of important human resources in the process of goal-setting and governance, application of resources and organizational development activities.

Effective participation in goal-setting and governance is important to the generation of trust and commitment to the overall mission of the college as well as the consequent activities designed to meet major goals. The positive aura resulting from this broad involvement is essential for subsequent regenerative success.

Decisions regarding application of resources are among the most difficult in the college, but the decision process can be used effectively to bring focus upon goals, develop flexibility in staffing and promote acceptance of change and redirection of resources as a natural response to organizational goals.

The strongest potential for climate improvement lies in the development of the organization itself by means of several possible thrusts. Program and system development through improved design, and improvement of personnel through professional development efforts can both be effectively spurred by systematic and non-threatening evaluation. A broad array of tools and resources can be applied to organizational development activities which must be carefully planned

and integrated in order to raise consciousness, create readiness and provide means for rewarding involvement by individuals having a variety of interests and needs. The constant administrative attention necessary to nurture and assist the flow of these interactive systems will create significant demands in time and energy, but will also promise positive reward in the form of a growing spiral of climate improvement.

Although conditions in community colleges will vary, administrative attention to predictable human behaviors and commitment to strategies aimed at satisfaction of self-actualization and growth needs of faculty should bring an improved climate and increased openness to change. Careful assessment of organizational conditions, planning of activities which respond to these conditions and build upon existing capacities and potentials, and positively oriented leadership behavior are key factors requiring careful administrative attention.

The administrative leadership role is comparable to that of an effective teacher who invests in assessment, prescriptive design, encouragement of self-motivation and response to varied learning opportunities through careful monitoring and adjustment of a learning system. A provocative and supportive learning environment is comparable to a positive climate for educational change in a community college, and the administrative leader is the most important actor in the generation of a healthy environment.

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