

參與式決策在圖書館之應用： 自動化委員會成員對參與選購自動化系 統代理商過程之認知

Participative Decision Making As Symbolic Action: Perceptions of Automation Committee Members in Selecting the Major Library Automation Vendor

蘇小鳳

Shiao-Feng Su

【摘要】

迫於時尚及圖書館員意識抬頭下，美國圖書館領導階層紛紛探試參與式決策在根生蒂固的階層式管理行政系統下的可行性，邀請館員一同參與決策，其中尤以與科技相關之事宜為盛。鼓吹此法者雖眾，極力反對之士亦不乏，有趣的是介於兩極聲浪之間，有一派人士強調引用參與式決策的象徵性意義遠大於其實質作用。本研究旨在了解參與決策的館員對整個參與過程的認知，是否覺得整體委員會為真正的決策者，亦或被管理階層拿來作幌子，並試圖發現有那些組織結構和個人特質會加強參與者的參與感

問卷調查二十一個美國大學及公共圖書館在選購自動化系統代理商期間所組成的自動化小組委員會的委員們在達成最終決定前六個月開會的情況。問卷並要求受調者評斷所做決策是否合宜。為委員會之共識亦或主管之片面決定。

【Abstract】

Twenty-one academic and public libraries in the United States participated in this survey study. The study focuses on the perceptions of automation committee members in the decision-making process of selecting a major automation vendor. The data suggest that the more participation perceived in the selection process, the stronger the committee members perceived themselves, as a group, to be the decision-makers; and the stronger the perception the decision was group-made, the more positive the attitude toward the

appropriateness of the decision. Those respondents who perceived that committee members as a whole made the final decision also perceived that more communication with supervisors occurred, the library director displayed greater trust in them, and information about all available vendors was gathered before the final decision was made.

No direct evidence was found that library management used participative decision making as a “play thing.” Usually either the library director or the systems librarian chaired the committee. Library directors appointed most committee members. Chairpersons are significantly more positive. The ratio of professionals to non-professionals serving in the committee exceeded three to one. A few variables were statistically found to be good predictors of who was perceived to be the decision-maker.

【關鍵詞 Keywords】：

參與式決策；圖書館自動化；圖書館行政；圖書館員態度；問券調查；委員會

Participative decision-making; library administration; library automation; librarian attitude; survey; committee

I. Introduction

The increasing complexity of the modern library has forced librarians and others to seek effective approaches to the decision-making process in an environment of rapid technological and social change. One obvious possibility is to involve more people in the decision-making process - to adopt participative management.¹ Much library research has been done on the effects of applying participative management, which involves group decision making.² Although support for participative management is overwhelming, criticism has also been remarkably strong. Some librarians have reported their success with participative management in library practice; a few others have abandoned it and considered their experience as a big failure.³ With strong belief that management decisions “are largely the result of external constraint and power-dependence relations,” Pfeffer and a few others maintain that participative management is the effect of symbolic actions - serving to legitimize the organization’s decisions.⁴

It is said that the decision-making process directly affects the quality of the final decision and its overall acceptability.⁵ The objective of this pilot study is to determine to what extent an individual's view of the appropriateness of a decision is influenced by his/her perception of how much influence he/she had on the decision made and who actually made the decision. The study focuses on the perceptions of automation committee members, within academic or public libraries, in the decision-making process of selecting a major automation vendor, which in most cases means a change to a different technology. This area of study was selected because employee control over decisions related to technological change probably represents the largest degree of participative management.⁶

The study is to better understand whether any structural or symbolic characteristics of the decision making process, such as, frequency of meeting and the extent to which the library director displays trusts in the staff, are good predictors of a committee member's perception of who made the decision and the appropriateness of the decision. The results of such a study might be of value to library administrators in the effective use of library committees and in making the decision-making process go more smoothly.

II. PARTICIPATIVE MANAGEMENT: A LITERATURE REVIEW

The 1960s and early 1970s witnessed a dramatic growth in libraries in North America: the size of library staffs more than doubled; and expenditures for library materials increased 370 percent.⁷ This period, however, was also characterized by a series of incidents suggesting that all were not well in the library director's world. For instance, in 1971-72, seven of the Big Ten university library directors left their posts, only one a normal retirement for age.⁸ Changing attitudes within the university library staff was the direct cause of this situation.⁹ Librarians became less content to be managed as though they were merely material resources. The profession began to recognize that the increasing size and technological complexity of the library made it essential that effective, group decision-making processes be adopted.¹⁰ Strong pressures for participation in decision-making forced the retirement or dismissal of a few "old-style" chief librarians, in hopes of replacing them with "MacGregor-oriented" bosses.¹¹ Concerned library administrators started to attempt the idea of getting off the comfortable saddle of the hierarchy and riding bareback the wild horse of team-based management.¹²

A conscious effort was first made in the 1970s to include as many interested staff members as possible in the decision-making process.¹³ An extreme case of participation exists in a public library in Denmark: a form of staff participation in decision making has been practiced in which the chief librarian has no right of veto, and cannot deal directly with the politicians without consulting the coordinating committee.¹⁴ Denmark, however, is a largely socialist society in which communism is still strong.

1. PROS

The most often cited advantages of participative management in libraries include promoting staff motivation, increasing job satisfaction, improving performance and production, and offering opportunities for staff development.¹⁵ Marchant, a consistent advocate of participative decision making in libraries, proclaimed that "Today's technology is rendering traditional organizational structures obsolete, and the technologies of the future will encourage the use of participatory models."¹⁶ Weiss argues that participative management, defined as a power-sharing activity, is workable and is in fact the only practical and satisfactory method of getting things done.¹⁷ She stresses that participative management is especially beneficial when the library is trying to cope with major changes such as the introduction of automation. Brown, in constructing an operational model for participation, suggests that almost all library issues be subject to the control of the staff. It is worth noting that major technological change is considered the top priority for participative decision making.¹⁸

In examining various approaches by which participative management can be applied to libraries, Nzotta advocates the use of committees.¹⁹ Tarr maintains that committee structures put participation into actual practice.²⁰ In the early 1980s, seventy

percent of academic libraries in California use committees in personnel selection.²¹ A survey in the 1990s indicates that smaller libraries use committees more often than did larger ones.²² Despite of obvious efforts and investment in time and resources, the library staff seems to have a mixed feeling toward the effectiveness of participative decision-making. Results of a 1988 survey of the staff of university libraries indicate that “fifty eight percent described staff participation [in decision making] as effective, while forty percent described it as ineffective.”²³

2. CONS

To the contrary of many enthusiasts, critics frown with concerns about effectively applying participative decision-making in library practice. The most evident difficulties include incompatibility with existing administrative hierarchy, accountability of library administrators, increasing cost of staff attending meeting, and decisions being compromised. Incompatibility with existing administrative hierarchy has been one of the most serious concerns expressed by library leaders. One severe critic of participative management in libraries, Louis Kaplan, claims that it causes conflicts within the library's external hierarchical relationship.²⁴ Quite a few others agree with Kaplan.²⁵ Fisher's survey results show that about fifty five percent of the decisions made by selections committees in academic libraries are subject to the approval of higher authority (library or university administrators). “Without the ultimate decision-making authority, many committees function in name only and loses its effectiveness.”²⁶

Gaines, acknowledged to be one of the most successful public library administrators, argues that “operational decisions must be made by managers who can be held accountable ... Participatory management will thrive -- but only as advisory

techniques.”²⁷ White points out that the key to employee satisfaction is more consultative structures, than participative.²⁸ After all, it is staff’s consensus that the final decision-making authority should rest with the person responsible if the decision turns out to be wrong.²⁹

The library administrator's lack of trust in staff also contributes to the opposition to participative decision-making. De Gennaro candidly states such lack of trust: “Staff ... simply do not have the information, the knowledge, or the perspective required to make those decisions -- they cannot take responsibility for the results.”³⁰ This argument is supported by Mozes, who also stresses the danger of decisions being made at meetings with insufficient background information.³¹ He further warns that “The staff council, prerequisite of participatory decision making, may encourage librarians to avoid responsibility for their own decisions by bringing all their problems to members of the council for discussion.”³²

Both management and staff acknowledge that the costs of organizing and attending meetings are increasing.³³ Library professionals attend meetings of dubious value or meetings duplicating other meetings. People do realize that the use of committees is a more expensive and time-consuming process, which often results in belated or compromised decisions.³⁴ Furthermore, group decisions can often be frustrating. Decision making in committee must often be based on many interlocking recommendations and approvals. The final decision “is often a potpourri that no group member really believes in.”³⁵

3. PARTICIPATIVE DECISION-MAKING AS A SYMBOLIC ACTION

One group of management experts sees participative management, from a quite different perspective, as a symbolic action of management. Pfeffer explains the role of management and the symbolic nature of administrative action in this way:

“The analysis of management or leadership in organizations must proceed on two levels.

On the level of substantive actions and results, decisions are largely the result of external constraint and power-dependence relations. On the expressive or symbolic level, the use of political language and symbolic action serves to legitimize and rationalize organizational decisions and policies. ... Participatory decision-making ... also provides examples of the effects of symbolic actions. One of the consequences of the placing of a representative from a group or organization on the focal organization's board is that this signifies the affiliation symbolically to the world and thus presumed support of the generations for each other.”³⁶

Kaplan, once a severe critic of participative decision-making, seems to have modified his position since the late 70s by concluding that a clash between decision sharing and hierarchical structure is not necessarily irritable.³⁷ In the 90s, he maintains that “pseudo” participation practiced in some libraries today is a step in the [right] direction of a more democratic administration.”³⁸

De Gennaro states that “[participatory management] can be useful sometimes to implement a program or a project in the most effective manner *after* the political decision to proceed has been made. They can also be useful in providing a rationale to support some essentially political decision that is being proposed or advocated.”³⁹ Luquire discovers that “perceived” input from the staff may have a powerful psychological impact even if it has little real influence on decision or later largely being ignored.⁴⁰ Sashkin considers participative decision-making to be an ethical imperative.⁴¹ Of course, offering

participative decision-making as just a meaningless facade may be quickly seen through by employees, which will result in bitterness and distrust.⁴²

Few literatures discuss staff perceptions of participative decision making process. Making quality decisions is more than a function of the factual data sources consulted; also important is the behavior of the participants in the process.⁴³ Therefore, the objectives of the present research - to look at relationships between the perceptions of librarians concerning their degree of involvement in decision making and their assessment of the quality of the decisions - seem fully justified.

III. METHODOLOGY

The study surveyed the library automation committee members who recently selected a major automation vendor. Three hypotheses guide the study. Hypothesis one: an automation committee member's perception of his/her degree of participation in the selection process and that of who was responsible for the final decision will influence his/her perception of the appropriateness of the final decision. Hypothesis two: symbolic and structural variables, such as frequency of meeting, length of meeting, size of the committee, who was invited (rank), and who the leader of the committee is will affect an automation committee member's perception of who made the final decision and of the appropriateness of the decision. Hypothesis three: personal characteristics, such as, age, gender, and seniority, also affect an individual's perception of the extent of his/her decision making.

To ensure the reliability of the survey questionnaire, two pre-tests of the survey were conducted. The first pre-test was conducted at a public library. For the second pre-

test, the revised questionnaires were distributed to another two libraries whose directors had agreed to participate (one academic library and the other a public library).

Sixty libraries in the United States were identified from recent customer lists of such major vendors as Innovative, epixtech, and DRA.⁴⁴ Telephone calls were made to the chief or systems librarian of each candidate library to determine the eligibility and willingness in participating in the study. Three criteria were applied to the screening process. First, the library used an automation committee in the decision-making process. Secondly, the library had recently installed at least medium-sized automation systems.⁴⁵ Thirdly, since the study requires people to recall their perceived experience in the participation process, only libraries that automated within one year of the survey would qualify.

Almost all the academic libraries being contacted had committees in charge of automation-related issues and, in particular, the selection of automated systems. To the contrast, about one third of the public libraries contacted hired outside consultants to make automation decisions for them. Twenty-one libraries met all requirements and agreed to participate in the survey. The minimum membership was two and the maximum seventeen. Either the chief or system librarian in the participating library served as the contact to distribute the questionnaires to the automation committee members.

The questionnaire has four component sections. Section one consists of questions concerning the automation committee. It collects information on, such things as, frequency and duration of committee meeting, size of committee, number and rank of library employees involved, and the approach to recruit committee chairperson and

member. Data collected in the section will be analyzed to determine their relationship with perceptions of participation and of who made the final decision.

Section two of the questionnaire seeks to determine the extent of perceived participation, perceptions of who made the final decision, and of the appropriateness of the decision. Each “perception” is addressed by three questions that ask in different ways yet convey the same idea.⁴⁶ While most question statements are positive-oriented, some are negative-oriented. Negatively oriented questions are employed to make sure that the respondents would pay full attention to what is asked instead of simply marking through the whole questionnaire.

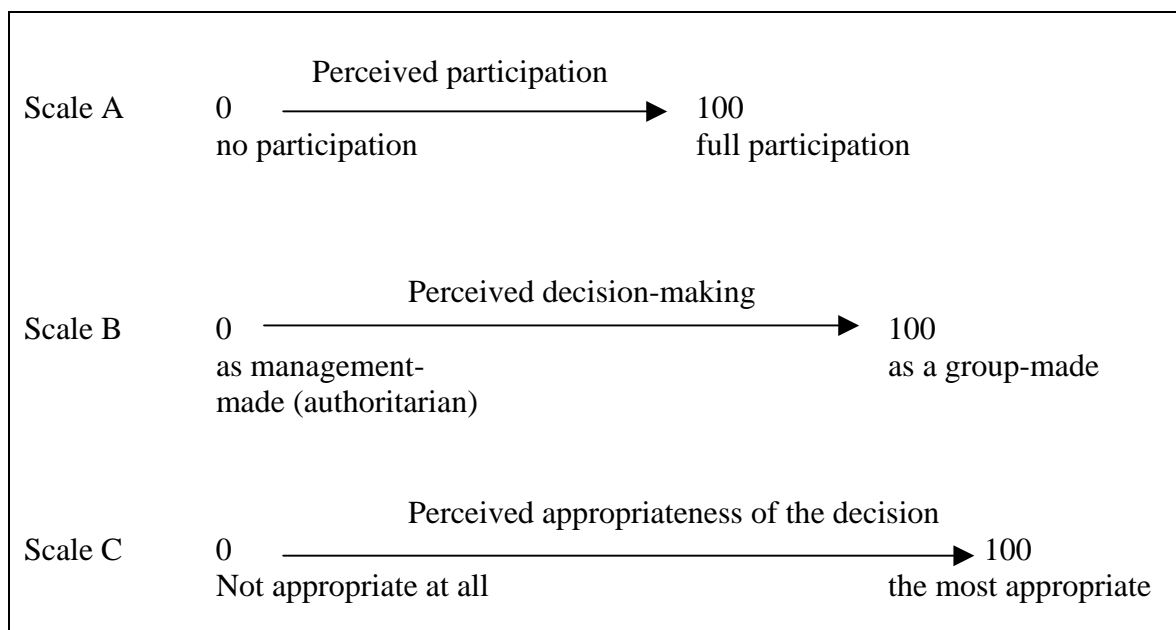
Sections one and two of the instrument utilize a scale marked from zero to one hundred. The zero-to-one-hundred scale can be likened to the seven-point Likert scale. It helps people visualize their agreement with the question statements (since people are more comfortable with percentages than with 7-point scales). The zero-to-one-hundred scale is also easier in dealing with data reduction and manipulation at the data analysis stage.

Section three tries to find out why people like to participate in the group decision-making. Each question statement provides multiple selections. The respondent’s free input is strongly encouraged. Section four consists of questions concerning the respondent’s work and personal background. It collects information on their computer knowledge, educational background, employment rank and history, and demographic factors such as sex and age.

A three-tier scale, each numbered from zero to one hundred, is developed to illuminate the model for hypothesis one (Figure 1). Scale A represents perceived

participation (from none to fully). Scale B represents perception of the degree to which the final decision was arrived at democratically (from authoritarian management level to committee-made level). Scale C represents perceived appropriateness of the decision made (from the least to the most). The model hypothesized suggests that as the level of perceived participation within the automation committee of the library increases, so will the member's perceptions of whether the decision made was authoritarian or democratically arrived at, and so will the level of the perceived appropriateness of the decision. That is, the higher score on scale A the higher will be the score on scale B, and the higher score on B, the higher will be the score on scale C.

Figure 1. Three-tier scale of the model hypothesized.



IV. RESULTS

1. THE PERCEPTION MODEL

The model hypothesized is supported by Pearson correlation coefficient test ($p < .05$). The extent to which individuals perceive that they have participated in the automation committee correlates with their perception of who made the final decision on

the selection of the automation vendor. The perception of who made the decision correlates with the perceived quality of the decision as judged by the participating committee members. The data suggest that the more participation perceived in the selection process, the stronger the committee members perceived themselves, as a group, to be the decision-makers; and the stronger the perception the decision was group-made, the more positive the attitude toward the appropriateness of the decision.

Unfortunately, the test result does not show correlation between perceived participation and satisfaction toward the decision made. The inability of establishing such a connection was largely due to many respondents' having trouble assigning values to negative-oriented questions.

2. COMMITTEE CHARACTERISTICS AND PERCEIVED DECISION MAKER

A few variables act as good predictors of who was perceived to be the decision-maker (as tested by stepwise regression, the R square is 0.9457). The data suggest that those respondents who perceived that committee members as a whole made the final decision also perceived that more communication with supervisors occurred, the library director displayed greater trust in them, and information about all available vendors was gathered before the final decision was made. They typically reported spending longer hours on committee meetings and larger number of people involved in the organization.

The word "perceived" played a profoundly important role in the whole study. For instance, the data reveal that individual members serving on the same automation committee had different perceptions of the frequency of the meeting. In one library, three committee members recalled, respectively, 12, 25, and 45 meetings having taken place. Interestingly, it was the library director who reported 45. In average, respondents

recalled fourteen committee meetings during the six months prior to the final decision being made. On the average, each meeting went on for three hours (minimum = 1, maximum = 5.5, mean = 3).⁴⁷

As answering the question “how many library employees participated in the automation committee,” quite a few respondents complained bitterly about the huge difference between the number of people invited and the actual number of people who actively contributed in the committee (the study used the latter number). In some libraries, all staff members were invited but only three or four members persistently participated. It seems highly unlikely that everyone is interested in participating in a certain committee.⁴⁸ As the majority of the respondents (71 percent) served in committees were appointed by library directors, some may not be genuinely interested in participation.⁴⁹ One respondent wrote “nerve wracking” in describing her experience.

Usually either the library director or the systems librarian chaired the committee (nearly 70 percent). Chairpersons significantly more likely to perceive that information about all available vendors was gathered before the final selection decision was made ($p < .05$). Most frequently mentioned assignments to the committee members include responsibilities for specifications (RFP), visiting other existing systems, and evaluating vendor responses. Quite commonly, respondents eagerly reported that they had done more than other committee members did (as perceived by respondents).

Only half of the respondents perceived an increase in communication with their supervisor while serving on the automation committee. This group of respondents is significantly correlated with those who perceived that they received equal information on all available vendors ($p < .01$). On the average, communication was said to increase by

23 percent. All respondents agreed that their library directors or acting directors had a lot of confidence and trust in them (probably because most of them were appointed by directors). More than half of the respondents had supervisory responsibility while serving in the automation committee.⁵⁰ The ratio of department/division heads and other professionals to non-professional staff and others (such as outside consultants and/or computer center staff) participating in a committee usually exceeds three to one.

Most committee members do not perceive receiving significantly more information on the chosen vendor. One respondent said that the committee did not shop around at all but focused on a particular vendor who claimed to support the previous systems used in the library. The most interesting response was a confession about the decision being actually made by two or three committee members tossing a coin between the final two systems that were being considered.

3. PROFESSIONAL CHARACTERISTICS AND THE PERCEIVED PARTICIPATION

Respondents who hold degrees in library science ($p < .05$) and those who work longer in professional positions ($p < .01$) are significantly correlated with the perception that the final decision was a committee-made, instead of management-made. Respondents who felt that the final decision was fair to all departments also perceived higher level of library director's confidence and trust toward them ($p < .01$). They also perceived receiving equal information on all available vendors ($p < .05$). Those who worked longer in professional positions also felt that the committee listened to their opinions and valued such ($p < .01$). Interestingly, while the decision perceived "virtually made by *some higher level*," one respondent reported feeling content and happy after a year of running the chosen vendor's system without major troubles.

4. PERSONAL CHARACTERISTICS AND OTHERS

Eighty percent of the respondents were female, probably due to the population of the library professionals. Male and older respondents were significantly more likely to perceive that the final decision was made by the committee ($p < .05$). Respondents' ages fall into the bucket of 35 to 66. About eighty percent of the respondents hold a master's degree in library and information science.

Among the provided choices of values to the respondent in participating in the committee, to share responsibility, to know why the decision was made, to have some control over the decision, and to be involved in a small group were the most frequently checked. Oddly, those respondents who valued "being involved in a small group" perceived less participation in the committee ($p < .05$). Respondent-written values include "an opportunity to lead in campus automation," "to avoid an unfavored or wrong decision resulting in some mistakes which would increase the difficulties of future daily work (e.g., maintenance of the system and database in individual department or as a whole)," "it was fun," and one simply put, "to feel I had input in the decision-making process".

V. CONCLUSION

No direct evidence is found in this study that library management uses participative decision making as a "play thing." The results show that the more participation perceived in the selection process, the stronger the committee members perceived themselves, as a group, to be the decision-makers; and the stronger the perception the decision was group-made, the more positive the attitude toward the appropriateness of the decision. Library directors or committee chairpersons are often

more positive. They recall higher frequency of meeting than did other members and significantly more strongly perceive that information about all available vendors was gathered before the final selection decision was made.

Committee members with the following perceptions and characteristics tend to perceive the final decision being group-made: perceived greater extent of participation in the committee, holding degree in library and information science, working longer in professional positions, male, and older in age. The data suggest that those respondents who perceived that committee members as a whole made the final decision also perceived that more communication with supervisors occurred, the library director displayed greater trust in them, and information about all available vendors was gathered before the final decision was made.

A few warnings about the results are in order. Some bias could possibly have been introduced by the fact that the questionnaires were distributed through a contact in the library, the library director or the automation librarian. It is also likely that the addition of case studies to the quantitative questionnaire study would help in revealing more variables that would affect committee members' perceptions concerning their participation in the committee, who made the final decision, and the appropriateness of the final decision.

NOTES

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- ⁴³ Runyon, op. cit., p. 149.
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- ⁴⁵ Medium size is measured as systems having between 17 and 64 terminals.
- ⁴⁶ For instance, perception of participation is addressed by questions 201, 204, and 207. Question 201 states “I participated a lot in the decision-making process.” Question 204 states “The automation committee meetings were not interesting to me.” Question 207 states “I felt that the committee listened to my opinions and valued them.”
- ⁴⁷ Note that time spent attending vendor demonstration was not included.
- ⁴⁸ Report on staff’s willingness and refusal to participate in decision making has been done by Jane G. Flenner, “Staff Participation in Management in Large University Libraries,” College & Research Libraries 34 (July 1973): 275-9.
- ⁴⁹ None of the respondents was elected by colleagues. Three respondents said they were required to participate.
- ⁵⁰ In Chu’s case study of faculty-librarian system committee, one of the interviewees, a department chair, said that she volunteered herself because participating in a committee is a time-consuming task that no one in her department wanted. Felix T. Chu, “Librarian-faculty Relations in Collection Development,” Journal of Academic Librarianship (January 1997): 15-20.