

ABSTRACT

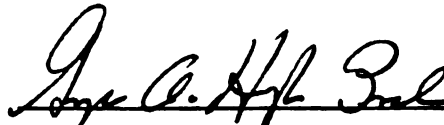
THE NATURE AND EFFECTIVENESS OF A DUAL HIERARCHY SYSTEM OF NEWSPAPER ADMINISTRATION

By

John Alfred Kaufman, III

The study examines the system of newspaper administration used by Booth Newspapers, Inc. whereby each of the company's eight daily newspapers is run by an editor and a manager, the two positions coequal in authority and separate in responsibility. Historical evolution of the Booth concept of newspaper administration is traced and an account of the manner in which the concept was applied from newspaper to newspaper at the time research was conducted is included. Personal interviewing and survey research techniques were employed to compare management processes at a Booth newspaper with management processes at a newspaper administered along traditional lines with a single executive in overall charge. The findings indicate that the conventional form of newspaper administration promotes a healthier internal climate in the organization regarding interdepartmental relations than does the dual hierarchy system of administration used by Booth Newspapers, Inc.

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CHAPTER I

INTRODUCTION TO THE STUDY

Origins of the Study

The impetus for this study came from two origins: one is personal, the other historical. The study deals with organizational effectiveness of newspapers; in that regard it furthers a personal research interest. Systematic study of newspaper management processes has been neglected, by and large, by mass media researchers. There are several omnibus texts on newspaper publishing, texts that describe various departmental tasks, division of labor, work flow and other mechanics of newspaper publishing, but there is little written that examines newspaper management within a theoretical framework vis-a-vis contemporary organizational psychology and management principles. That there is need for such study, there can be little doubt.

In recent years critics of the mass media have asked an embarrassing question: Why don't those who believe it their professional obligation to criticize bureaucratic bungling and mismanagement in the governmental and private sectors cast an examining eye on their

own organizations to determine where improvements are in order?

A study group reporting to the National Commission on the Causes and Prevention of Violence noted:

Few American institutions are as free from responsible and systematic analysis as the American Press. The press which performs the role of reporter and critic for other institutions, has been reluctant to undertake self-analysis.¹

Herbert Brucker called that comment the understatement of the year.² Brucker admonishes that because newspapers are manned by human beings they are no more perfect than any other institution, an observation that Chris Argyris has called the nub of the problem. He said:

Newspapers are crucial for a healthy democracy; they are protected by the Constitution of the United States and they are manned by human beings whose behavior is rarely examined from within or without. This implies that newspaper people are human, and are expected to be superhuman.³

If one can make an assumption--and personal experience plus observations of disinterested parties seem to indicate it is a safe one--that newspaper people, to a noticeable extent, believe they are working in a unique business where conventional management techniques and

¹Mass Media and Violence, Vol. XI, U.S. Government Printing Office, 1969, p. 151.

²Herbert Brucker, Communication is Power (New York: Oxford University Press, 1973), p. 197.

³Chris Argyris, Behind the Front Page (Washington: Jossey-Bass Publishers, 1974), pp. 253-54.

methods are often inapplicable to their special circumstance, then perhaps there is a serious need to investigate such a proposition. It is important to ascertain to what extent newspapers are similar to or unlike other businesses and, subsequently, to suggest what conventional management techniques are appropriate for them as well as to indicate where innovative techniques might be tailored to fit special needs.

Perhaps if those in the newspaper industry can be shown that their organizations are not so different from most others in the private sector, they will be more willing to avail themselves of the substantial amount of knowledge that has been accumulated over the past forty years regarding organizational effectiveness. Application of proven management techniques can do wonders for an organization, as was emphasized by a top executive at a newspaper who commented that things had been running a lot smoother the past four years--ever since they started using an annual operating budget!

Dynamic management is vital to both the newspaper and to the public which it serves. It is vital to the newspaper because it is one of the major factors related to high productivity. It is vital to the public because without high productivity a newspaper becomes less profitable and, subsequently, more susceptible to special interest pressures that could work to suppress or distort news content and editorial comment.

As a case in point, Brucker noted that when a special task force of reporters from the financially troubled Boston Herald began investigating the relations between a prominent Boston businessman and members of organized crime, the paper's publisher got cold feet and ordered reporters to cease their investigative activities. They did, and then resigned.

The merger of the morning Herald with its evening Traveler and its subsequent death from failing income is in itself a sign of the pressures that work against journalistic integrity. And it is the weakling, not the paper with healthy circulation and advertising income, that is pressed toward compromising the truth.⁴

Although it is unwarranted to assume that all newspapers which operate from a position of financial strength necessarily strive to bring the fullest truth to the reader, it is not an unwarranted assumption to contend that newspapers operating from a weak financial base are less likely to bring the fullest truth to the reader. And the nature of the management system is a major determining factor in the financial health of a newspaper. The study, then, seeks to contribute knowledge to the newspaper publishing industry concerning organizational effectiveness, knowledge that will make newspapers healthier and better fit to fulfill their First Amendment obligations.

From an historical perspective, this study has origins in the work of Chris Argyris, who observed over a three-year

⁴Brucker, Communication Is Power, p. 49.

period management processes at the New York Times. During the diagnostic phase of his research Argyris found substantial weaknesses in management processes evidenced by the strong presence of dysfunctional interpersonal behavior in what he calls the "living system" of the newspaper--the human environment in an organization within which its members live and work. Prominent among dysfunctional behavior observed was the presence of win-lose dynamics among managers. Problems of an interdepartmental nature were generally perceived by administrators at the Times as resolvable only at the expense of someone with a vested interest in the solution; someone had to lose in order for someone else to win. As a result, strong barriers had been created between departments. Such win-lose dynamics promoted evaluation and control rather than diagnosis and innovation by managers; fostered resistance to exploring what were perceived politically as risky issues and new ideas; permitted little coherence, or additiveness, to group discussions and fostered strong pessimism about the likelihood of increasing organizational effectiveness. The existence of such a living system resulted in the organization's inability to review its own operational effectiveness and chart a course for improvement.

An example of organizational procrastination at the New York Times involved the creation of an "op ed page." For some time the newspaper had been criticized from within

and without for the one-sidedness of its editorial page. To answer critics' charges that readers were not provided an opportunity to read contrasting viewpoints, the publisher had made tentative plans for a new feature page that would present contrasting views and be located adjacent to the editorial page. Predictably, it took almost four years for the op ed page to become reality. Executives told Argyris that implementation had been held up over issues regarding both purpose and format. But Argyris found the real reason was political in nature and centered around a controversy regarding who would control the new page--the editorial department or the news department--and what departments would have to relinquish space to make room for the new feature page.⁵ The implication is clear. For over three years the thousands of readers of the New York Times were deprived of an opportunity to read diverse views on contemporary social issues as a result of feudalistic warring among newspaper managers who had fashioned their own personal fiefdoms and refused to give ground.

The second part of Argyris's study involved a series of interventions by the researcher through which he attempted to coach newspaper executives in the development of supportive interpersonal behavior that would serve to dissolve the win-lose dynamics which had so adversely

⁵Argyris, Behind the Front Page, p. 153.

affected the newspaper. The intervention phase culminated with a three-and-a-half day "learning seminar," similar to sensitivity training, in which participants attempted to come to grips with their dysfunctional interpersonal relationships.

Argyris reported that his attempt to help Times executives was, by and large, unsuccessful. Some success seemed apparent at the very top level in the organizational hierarchy, but many participants of the training sessions thought too many of their long-established, standard interpersonal skills and language habits would have to be modified to effect a meaningful change in their interpersonal relationships, a modification they were not prepared to undertake.

The men and women who were involved in this intervention caught a glimpse of the living system that would be necessary for effective self-scrutiny and self-renewal. Some were attracted by it; a few were repelled. All were ambivalent, and all, for varied reasons, withdrew from it.⁶

This study is, to a great extent, concerned with the same dimension of organization with which Argyris was concerned in his study--the status of the living system, the human environment of a newspaper. Whereas Argyris attempted to improve the living system by behavior modification, this study seeks to explore the possibility

⁶Ibid., p. 231.

that promotion of a healthy living system can be effected to some degree by a much simpler and more easily manipulated variable--administrative structure. Argyris is not deaf to the potential of using structure to improve the living system, but he warns that certain conditions are necessary before structural changes can be implemented successfully. That proposition will be dealt with more fully later. This study will examine structure as it relates to the living systems of newspapers. In this regard it is research of a highly exploratory nature, since past researchers have focused mainly on sociopolitical aspects of editorial operation and neglected to deal with the newspaper as a total entity, examining the organizational dynamics within.

Purpose of the Study

This study examines two forms of administrative structure used by newspapers. It attempts to ascertain if one type of structure promotes a healthier human environment, or living system, than the other. The two administrative forms are unilateral and bilateral structure. Figures 1 and 2 are abbreviated models of the two types of administrative structure. Unilateral structure is based on traditional administrative theory whereby a single authoritative head is in charge of operations at the top of the organizational hierarchy. It is the structure that has been used historically in the United

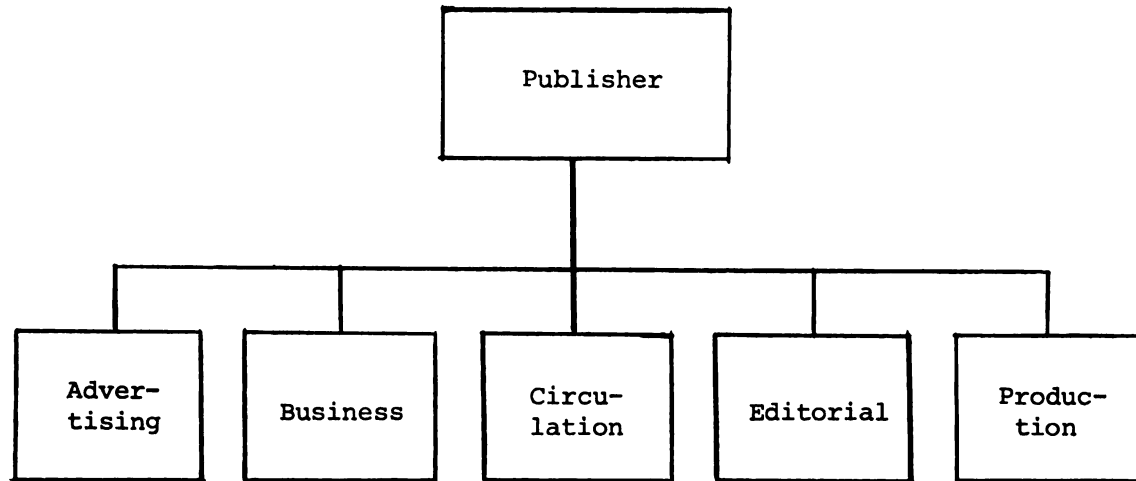


Figure 1. Unilateral Administration Model

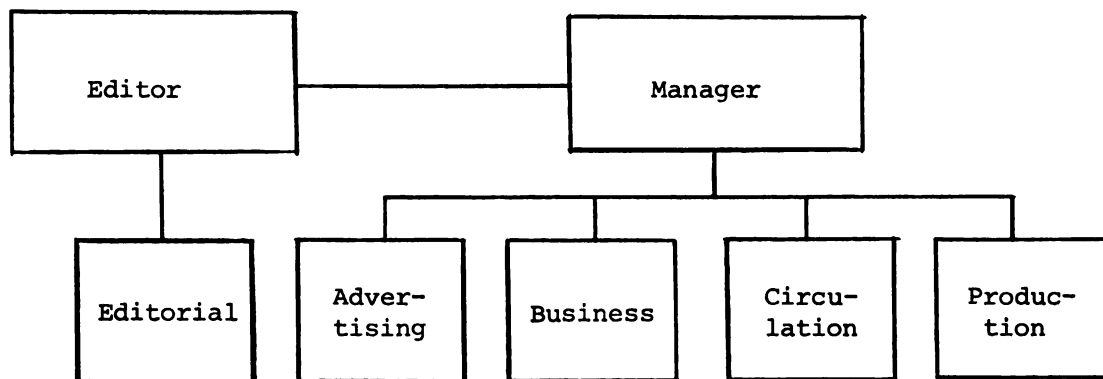


Figure 2. Bilateral Administration Model

States to administer newspapers; the position at the top occupied by a publisher or, more recently, a general manager.

By contrast, bilateral structure operates with two persons in charge of operations at the top of the organizational hierarchy, a manager and an editor. Whereas unilateral structure is widespread among newspapers and represents the mode, bilateral structure as defined in this study is an unusual concept employed by Booth Newspapers, Inc. in Michigan. At each of the corporation's eight newspapers no single authoritative head is in charge. The manager and editor at each newspaper are coequals and must, to a substantial extent, govern through consensus.

These two structures henceforth will be referred to as simply unilateral administration and bilateral administration. It should be noted here that while other references to the Booth organization, as well as the corporate employes, refer to the system as "dual management," that term will not be used here because it is used in management literature to denote a quite different administrative relationship, as defined by Schonberger.

Dual management is a form of team management that involves two managers whose collective line authority

is over a single common set of subordinates. The most common example of this is the manager-assistant manager (or chief deputy) relationship.⁷

"Bilateral administration" seems a more congruous term, since by common definition "bilateral" pertains to that which is "located on opposite sides of an axis; two-sided, esp. when of equal size, value, etc."⁸

The study has two principal aims: First, it describes the bilateral system, specifying lines of authority, span of control of editor and manager, jurisdictional areas where the authority of editor and manager overlap, as well as idiosyncratic application of bilateral administration from newspaper to newspaper within the Booth organization. Special problems and considerations that such an administrative structure creates are also reviewed.

The first research problem, then, is: What is bilateral administration in terms of structure and function as it exists within Booth Newspapers, Inc?

The study's second aim is to compare the bilateral structure with traditional, or unilateral, newspaper administrative structure to determine if there are significant differences in certain internal processes that serve

⁷Richard J. Schonberger, "The Dual Management Phenomenon," Public Personnel Management, November-December 1974, p. 500.

⁸The Random House Dictionary of the English Language, 1966.

as predictors of the character of the organization's living system, such as level of acceptance by subordinates toward decisions, perceived need for organizational integrativeness, nature of decision-making processes, degree of interdepartmental cooperation and other organizational variables.

The second research problem, then, is: Is there a significant relationship between type of newspaper administration--unilateral or bilateral--and the nature of the organization's human environment, or living system?

Organization of the Study

The study is organized into seven chapters, of which this is the first. The second chapter explains the theoretical framework within which the study was conceived. The third chapter describes the Booth concept of bilateral newspaper administration in terms of organizational philosophy, history and application. The fourth chapter contains descriptive case studies of bilateral administration as it was employed at the Grand Rapids Press and of unilateral administration as it existed at the Dayton Daily News, Dayton, Ohio, at the time of the study. The fifth chapter outlines a survey design which was used to collect data for an empirical analysis of the living systems of the two newspapers. The sixth chapter reports the findings of the survey. The seventh chapter reports the conclusions

reached regarding the two research problems and offers recommendations for strategies that, in light of the findings, should lead to healthier living systems for newspapers.

Research Methods Employed

Data for the study were collected from June 1975 through April 1976. Three fundamental research techniques were employed: documentary and historical, personal interviewing, and survey. Documentary research was used extensively for the chapter that gives the study a theoretical perspective. Data for the chapter on the Booth concept of bilateral administration and the chapter describing the operation of the newspapers at Grand Rapids and Dayton were collected through use of documents and by extensive personnel interviewing. Survey research methods were employed in gathering empirical data from personnel at the two newspapers.

CHAPTER II

THEORETICAL PERSPECTIVES OF THE STUDY

The Nature of Comparative Research

This study attempts to relate the behavior of individuals to organizational structure as well as explain the organization's structural character. In doing so, it follows the first and second approaches used in traditional organizational research.¹ The study describes the Booth system of bilateral newspaper administration and shows how managers and editors operate within it. Such an approach seeks a solution to the first problem--determining what bilateral administration is in terms of structure and function.

The study has another dimension in that it is comparative. Comparative research seeks to determine if organizations structured along classical lines perform better than those structured differently. Classical organizations are generally thought of as those with precisely defined hierarchies of authority and strong

¹W. Richard Scott, "Field Methods in the Study of Organizations," in Handbook of Organizations, ed. by James G. March (Chicago: Rand-McNally, 1965), p. 267.

bureaucratic development, vis-a-vis Max Weber's bureaucratic model.² The comparative dimension seeks to solve the second research problem, which is to determine if there is a significant relationship between type of newspaper administration, bilateral and unilateral, and the nature of the organization's human environment, or living system.

The comparative dimension of this study should be of particular value in aiding development of what Etzioni calls middle-range organizational theory. Organizational research has traditionally been based in case studies which either made statements about a single organization or statements concerning characteristics that could be generalized to apply to all organizations. Such statements, according to Etzioni, constitute the "upper level" of organizational theory but need to be supplemented by middle-range statements of a more precise nature, specifying the categories of organizations for which they hold.³

The Weberian model, for example, applies particularly to business and government bureaucracies, and in part to hierarchical churches and some

²Alan C. Filley and Robert J. House, Managerial Process and Organizational Behavior (Scott Foresman and Company, 1969), p. 77.

³Amitai Etzioni, A Comparative Analysis of Complex Organizations (New York: The Free Press, 1961), p. xii.

military organizations as well. But when we consider prisons, universities, hospitals, research organizations, egalitarian churches, schools, political parties, and labor unions, many propositions must be modified or specified considerably before they hold true.⁴

It would seem logical that, because of several attributes which will be discussed later in the chapter, newspapers can be included among the list of organizations for which traditional propositions of organizational theory might require some adjustment.

It is one of the goals of this study to provide some theoretical insight into newspaper administration to determine, ultimately, how congruent newspapers as organizations are with universal models of organization. If middle-range statements about newspaper organization and administration are appropriate, perhaps future policy recommendations by practitioners and consultants will not be founded on stubborn application of universal models, whether they be of the Weberian or human relations school, to the newspaper's organizational circumstance regardless of their applicability, but will be based instead on specific theoretical propositions regarding the newspaper as a member of a certain class of organization. Specifically, within the context of the study, the chief aim will be to determine if the Booth concept of bilateral

⁴Ibid., p. xiii.

administration is an appropriate departure from traditional organizational theory as it relates to newspapers. And, as Etzioni warns us, it is through comparative analysis of organizations that a precise theory patterned to fit the circumstances of subcategories of organizations will be achieved.

A Pattern for Behavioral Investigation

Filley and House note that although there has been a great deal of activity during the past twenty-five years in behavioral science and operations research in management literature, theories from both sorts of research have been developed with consequent effect on managerial practice without a single, unified theory emerging. ". . . [M]odern management theory has taken so many different directions that the conflict among approaches makes common understanding difficult."⁵

Such research follows a behavioral approach in that it is problem-centered and inductive. It is interested primarily in determining what patterns of cooperation occur within a newspaper operated bilaterally and how those patterns compare with ones of a newspaper operated unilaterally. In such a regard the study closely approximates the behavioral perspective in organizational research:

⁵Filley and House, Managerial Process, p. 7.

According to the behavioral view, the task of administration is to choose those arrangements, broadly speaking, that are most likely to evoke a system of cooperative relationships among the people who are to achieve the mission of the organization. In contrast to other approaches, the behavioral view centers more on the people, their interactions and their cooperation. It emphasizes, more than the traditional approach, the development of insight and understanding based on empirical investigation.⁶

Behavioral research has taken many tacks since Chester Barnard departed from classical organizational theory in the 1930's by emphasizing the importance of cooperation as a means by which the limitations of individual performance and capacity can be transcended to more effectively meet goals. Since 1950 much has been done to promote what Etzioni calls middle-range theory. Taking a problem-centered approach, behavioral researchers have attempted to dissolve parachial boundaries that traditionally separated bodies of literature devoted to business administration, public administration, hospital administration and other distinct administrative areas.

Behavioral research and the human relations movement in organizational administration have to a great extent evolved mutually. The human relations movement has had as its central concern "power-equalization," reducing the degree of power and status between supervisors and

⁶P. J. Gordon, "Transcend the Current Debate on Administrative Theory," Academy of Management Journal, Vol. 6, No. 4 (December 1963), p. 295.

subordinates. Generally, four methods have been employed to effect power-equalization: hygienic supervision; delegation; participation; inducing behavior and attitude changes.⁷

The theoretical premise of this study closely approximates that of Rensis Likert's. Likert has been active in the behavioral movement in management studies since its beginnings and has developed one of the most comprehensive organizational models, one that focuses on participation as well as effecting behavior and attitude change through structural design. Likert attacks the classical organizational model as being nothing more than a job-organization plan. Such a structure allows for interaction between superior and subordinate but fails to provide for interaction between the group and the superior as well as between different groups. Filley and House offer a concise abstraction of Likert's model of organization. It is included here in its entirety.

Likert would substitute for this classical theory a "cooperative motivation system" of group-oriented management. He would encourage group problem solving and would design the organizational structure so that an individual is in constant interaction with several different interest groups within the organization. By this means, the organization is run on the basis of

⁷George Strauss, "Some Notes on Power-Equalization," in The Social Science of Organizations, ed. by Harold J. Leavitt (Englewood Cliffs, N.J.: Prentice Hall, Inc., 1963), pp. 41-42.

the mutual influence of its members--a concept similar to pluralism in government. Under the group plan there is greater motivation to communicate accurately all relevant and important information, because if one person holds back important facts, his omission will be more easily detected by others who have equal access to the same information and he will be subject to the influence of the group. According to Likert, the group can get across to the superior ideas that no single subordinate dares tell him. As a consequence, there is better communication, which results in heightened awareness of problems and better decision making than in the man-to-man system. Effective group action also stimulates individual motivation, providing each member an opportunity for a high level of identification with goals because of his personal involvement in decisions.⁸

This, then, is the essence of the theoretical orientation within which the study is conducted. The following section is an applification of the theoretical premise.

The Human Organization: Likert's System 4

Likert's central thesis is that all dimensions of organizational activity are determined by the competence, motivation and general effectiveness of its human organization. "Of all the tasks of management, managing the human component is the central and most important task, because all else depends on how it is done."⁹ And it is through a system of organization with distinct structural definition that management of the human organization is accomplished--to varied degrees of success depending on

⁸Filley and House, Managerial Process, pp. 76-77.

⁹Rensis Likert, The Human Organization (New York: McGraw-Hill Book Company, 1967), p. 1.

the type of managerial philosophy and administrative structure utilized. Likert asserts that empirical findings indicate that the management system of a firm is also a major determining factor in regard to productivity.

Highly productive organizations are characterized by Likert as having "tightly knit social systems" and being highly complex and interdependent. Highly productive organizations are run by people who understand one another's roles and their relation to the overall mission of the organization.

Their members possess favorable attitudes and appropriate motivations and have reciprocal understanding and acceptance of their respective roles, functions and responsibilities.¹⁰

It is this dimension of an organization's character--the appropriateness of attitudes, the reciprocity between members in understanding and accepting one another's roles--that is at the crux of the comparative phase of research in this study. The comparative research here attempts to determine if either the bilateral or unilateral system of newspaper administration promotes a healthier living system as evidenced by a greater amount of reciprocal understanding among members in the organization than does the other.

Likert describes management systems as lying somewhere on a continuum; the left polarity is strongly

¹⁰Ibid., p. 106.

authoritative in character, the right polarity is strongly participative in character. Such a conceptualization is compatible with Douglas McGregor's well known Theory X and Theory Y. Theory X, the traditional philosophical orientation, holds that the average person dislikes work, must be controlled and directed, wants to avoid responsibility, has little ambition and desires only security. Theory Y, the philosophical orientation of behavioral scientists, perceives the average person as one who has no inherent dislike of work and derives satisfaction from it, will exert self-direction toward the goals of the organization if he is committed to its objectives, will be committed to the firms objectives if his ego and self-actualization needs are fulfilled, seeks responsibility under proper conditions, and has a capacity to exercise substantial ingenuity and creativity in solution of the organization's problems.¹¹

Likert divides his continuum into four systems and calls the one to the extreme left System 1, the one to the extreme right System 4. He uses the following typology to categorize the four management systems: System 1, exploitive authoritative; System 2, benevolent authoritative; System 3, consultative; System 4,

¹¹Douglas McGregor, The Human Side of Enterprise (New York: McGraw-Hill Book Company, Inc., 1960), passim.

participative group. Data collected from hundreds of managers by the Survey Research Center at the University of Michigan has shown that high producing departments are perceived by managers in the organization as using systems more to the right and low producing departments are perceived as managed more to the left side of the continuum.

Conventional organizational structure, System 1 and 2, rely on a man-to-man model of interaction with no regard for group processes within the organization. The organization has at its head a president with full and ultimate responsibility for the firm. Responsibility is delegated to those in his span of control who in turn delegate to subordinates in their span of control, and so on. No provision is made for interaction between groups. System 2, benevolent authoritative, adheres to a philosophy which dictates that management's mission is to secure high earnings through high production and reduced costs. Employee satisfaction and happiness are given nominal consideration but are perceived as wholly unrelated to the primary task of securing high earnings. Likert admonishes that such an approach to management does little more than apply salve to internal problems.

System 4, by contrast, departs from the traditional organizational model through creation of overlapping group forms where certain persons called "linking pins"

belong to more than a single work group. In System 4, interaction is both vertical and horizontal, that is, between superior and subordinate as well as between peers. The linking pins in a System 4 organization are not identified through some process of sociological selection, as with Katz and Lazarsfeld's opinion leaders in the two-step flow theory of mass communication. Instead, their dual membership role is specifically designated in the organization's structure. It is through such a provision that group processes in decision-making are promoted.

Whereas System 2 organizations are primarily concerned with procedures and outcome, fundamental to the philosophy of System 4 management is the premise that organizational results are direct manifestations of the effectiveness of its internal interaction-influence processes and of the intensity of supportive relationships, key terms in understanding the dynamics of System 4.

System 4 requires a strong interaction-influence faculty to facilitate exchange of information and foster generation of ideas that will lead to improved organizational effectiveness through such strategies as lowering costs, improving the product, improving logistics and other actions that add value to the firm. It is the existence of a strong interaction-influence faculty that permits an organization to continually update itself, to

create what Argyris calls a capacity for self-renewal.

Likert provides the following definition.

. . . interdependent motivations and processes constitute an over-all system which coordinates, integrates, and guides the activities of the organization and all its members. Its quality determines the organization's capacity to achieve effective communication, to make sound decisions, and to motivate, influence, and coordinate the activities of its members. The better the over-all system is and the better it functions, the greater will be the power of the organization to use fully and in a coordinated manner the skills, abilities, and resources of the persons in the organization. For easy reference, this system will be referred to as the interaction-influence system.¹²

"Supportive relationships" is a general principle that can be used to improve interpersonal relationships in an organization by serving as a guide for personnel in their relationships with one another. A high incidence of supportiveness will result in members being motivated to fill higher, noneconomic needs--ego satisfaction, self-actualization--so that both economic and noneconomic needs become compatible, resulting in a fusion of the individual's goals and the goal's of the organization. The principle is stated succinctly in New Patterns of Management.

The leadership and other processes of the organization must be such as to ensure a maximum probability that in all interactions and in all relationships within the organization, each member, in the light of his background, values, desires, and expectations, will view the experience as supportive and one which builds

¹²Rensis Likert, New Patterns of Management (New York: McGraw-Hill Book Company, 1961), p. 179.

and maintains his sense of personal worth and importance.¹³

Likert states that small group experiments, organizational change experiments and longitudinal studies demonstrate that the condition of the variables contributing to coordination in the organization is dependent on the nature of the organizational structure and the character of interaction-influence processes, "i.e., by the extent to which (1) the structure consists of multiple overlapping groups, (2) work problems are handled by group decision making, and (3) the principle of supportive relationships is being applied."¹⁴ He designates those three variables as causal in relation to intervening variables which indicate the presence of effective coordination. Intervening variables include different dimensions of internal communication, the capacity of components in the organization to influence and motivate each other, and other indicators of the organization's internal state and health--barometric indicators of Argyris's living system.

In The Human Organization, Likert states that research findings confirmed earlier findings that supportive relationships and group patterns of decision-making correlate positively and strongly with the

¹³Ibid., p. 103.

¹⁴Likert, The Human Organization, p. 142.

organization's capacity to achieve highly coordinated efforts and successfully reach organizational objectives.

The end-result variables [those that reflect the achievements of the organization] are important, of course, and must be watched carefully, but satisfactory costs and earnings will be assured to a much greater extent when the central task of management is perceived as building and maintaining a highly effective interaction-influence system.¹⁵

Impairments Against Cooperation In Organizations

It is paradoxical that the very principles on which formal organizations are founded have dysfunctional ramifications that serve to confound their purpose. Formal organizations provide a structure by which diverse tasks can be systematically allocated and a multiplicity of efforts coordinated toward a common goal. "Since no real coordination is possible without cooperation, organizational arrangements must be designed to foster rather than hinder cooperation."¹⁶

Max Weber recognized the crucial principle of subdivision of responsibility and its entailment of a division of labor, specialized competencies and formal hierarchy of authority, and he placed it at the head of his list of

¹⁵Ibid., p. 100.

¹⁶Filley and House, Managerial Process, p. 71.

distinguishing traits of modern bureaucracies.¹⁷ But while the subdivision of responsibility enables the achievement of a single goal through coordination of a complex set of subtasks, it also creates barriers to internal cooperation by the very essence of its nature-- differentiation. Differentiation in a functional dimension can impede organizational cooperation when personnel in one subdivision become so mesmerized with their particular subtask that they are recalcitrant toward coordinating the work routine with another subdivision to ensure greater overall operating effectiveness regarding the organization's goal, whether it be profitable manufacture of tires or publication of newspapers.

In his study of differentiation among employment security agencies in the United States, Blau notes that the stress on functional differentiation in the formal structure has been so pervasive that it accounts for the core of systematic study of organizations.¹⁸

Attempting to advance a general theory of differentiation in organizations, Blau chose to ignore possible psychological forces that might account for

¹⁷Max Weber, The Theory of Social and Economic Organization (New York: Oxford University Press, 1947).

¹⁸Peter M. Blau, "A Formal Theory of Differentiation in Organizations," American Sociological Review Vol. 35, No. 2 (April 1970), p. 203.

individual behavior and instead concentrated on the social forces that govern interrelations among elements in a formal structure. Blau used the following operational definition of differentiation in his study:

A dimension of differentiation is any criterion on the basis of which the members of an organization are formally divided into positions, as illustrated by the division of labor; or into ranks, notably managerial levels; or into subunits, such as local branches, headquarters divisions, or sections with branches or divisions.¹⁹

After studying the fifty-three employment security agencies in the country, Blau deduced two basic generalizations about differentiation. First, increasing size of organizations generated structural differentiation along various dimensions at decelerating rates. Second, structural differentiation enlarges the administrative component in organizations.²⁰

Blau determined that differentiation can promote intra-unit homogeneity while simultaneously serving to promote inter-unit heterogeneity. Because task specialties in large organizations are more differentiated than in small ones and the amounts of work required in each task greater, there are more employees performing homogeneous tasks in large organizations than in small. Such

¹⁹Ibid., p. 203.

²⁰Ibid., p. 216.

a situation for large organizations simplifies supervision and administration by permitting a large span of control and a lower administration ratio. "At the same time, however, the heterogeneity among organizational components produced by differentiation creates problems of coordination and pressures to expand the administrative personnel to meet these problems."²¹

In a study designed to examine characteristics of organizations which allow firms to adjust to changes in the external environment plus marketing characteristics and conditions, Lawrence and Lorsch used a broad definition of differentiation, incorporating both psychological and functional attributes asserting that differentiation ". . . is the difference in cognitive and emotional orientation among managers in different departments."²² They list four dimensions of differentiation: (1) orientation toward particular goals; (2) time orientation; (3) interpersonal orientation; and (4) variation in formality of structure.

Lawrence and Lorsch note that there is a definite and obvious need for differentiation in formal organizations, but that the central issue is how to promote integration, i.e., "the quality of the state of collaboration that exists among departments that are required to

²¹Ibid., p. 217.

²²Paul R. Lawrence and Jay W. Lorsch, Organization and Environment (Harvard University, 1967), p. 11.

achieve unity of effort . . ." without destroying the necessary and functional attributes of differentiation. The authors assert that while the classicists argued for the benefits of differentiation, they failed to take into account the dysfunctional aspect.

. . . they failed to see that the act of segmenting the organization into departments would influence the behavior of organizational members in several ways. The members of each unit would become specialists in dealing with their particular tasks. But because of their prior education and experience and because of the nature of their task, they would develop specialized working styles and mental processes.²³

Members of different departments and divisions in the organization develop different points of view, and, as a result, often find it difficult to agree to their mutual satisfaction on integrated programs of action.

In a study that examined ten organizations for intraorganizational structural variation, Hall found significant differences in regard to degree of bureaucratization among internal structural elements of the organizations.²⁴ Taking his cue from Litwak's assertion that different divisions in an organization may perform tasks of differing nature that call for different forms of behavior for participants, Hall wished to determine if

²³Ibid., p. 9.

²⁴Richard H. Hall, "Intraorganizational Structural Variation: Application of the Bureaucratic Model," Administrative Science Quarterly, December 1962, pp. 295-308.

variations in bureaucratization occurred among organizational divisions or subdivisions working at diversified tasks, as well as between hierarchical levels. Litwak suggested that departments and divisions in an organization can be divided into at least two categories in regard to degree of bureaucratization; Hall calls those divisions Type I and Type II.

Type I components are involved in highly routine jobs that require traditional skills and deal with uniform events, such as assembly-line work. Type II components are characterized by Litwak as beset with nonuniform tasks that do not lend themselves to routine schedules.²⁵ Such components might include those that require social or creative skills, including research, sales, design and advertising.

Hall found substantial evidence to support his hypothesis that organizational components classified as Type II were less bureaucratic than components classified as Type I. He also found evidence to support his second hypothesis that hierarchical levels where tasks are less uniform and routine prove to be less bureaucratic than hierarchical levels where tasks are uniform and easily routinized.

²⁵Eugene Litwak, "Models of Organization Which Permit Conflict," American Journal of Sociology Vol. 67 (1961), p. 181.

Hall's findings demonstrate that there is substantial differentiation within organizations in regard to the amount of bureaucratization among functional components as well as among various heirarchical levels.

The studies cited in this section provide understanding into the nature of differentiation as an organizational phenomenon, particularly of its dysfunctional role. Although none of the studies examined differentiation within newspapers, Argyris's study of the New York Times is convincing proof that newspaper managers can be hamstrung by the dysfunctional aspect of differentiation, and the organization suffer as a consequence. The next section examines some of the distinguishing organizational traits of newspapers and special problems regarding promotion of supportive relationships and creation of a dynamic interaction-influence system.

The Daily Newspaper As Organization

There is no single model of newspaper organization with universal applicability. The size of the newspaper has much to do with its structural character and division of responsibility. Metropolitan newspapers have greater divisions of labor and correspondingly more complex administrative structures than "small town" newspapers. Generally, newspapers follow what management

literature calls a line and staff pattern of organization.²⁶

The traditional means for coping with the need for an unambiguous hierarchy of supervision combined with specialized technical support is the line and staff organization. So far as the individual employee in the line and staff organization is concerned, direct day-to-day supervision comes from one formal superior, although advice and specialized direction may come from staff people. This form of structure handles the matter of formal versus technical authority rather well, but . . . it creates added problems with respect to power and influence.²⁷

Filley and House point out that the concept is ambiguous at best, different writers using the terms "line" and "staff" to variously designate functions, organizational units or patterns of authority.

Applying the line and staff pattern of organization to a newspaper is no simple task; there are obstacles to be dealt with. It is proposed here that newspapers as organizations can be more meaningfully analyzed if they are thought of as firms which make a profit by selling a service rather than a product. Broadly put, a newspaper is an organization that enters a contract with two types of customers, readers and advertisers. The newspaper enters into a contract with the reader to routinely provide a variety of information services which

²⁶Frank W. Rucker and Herbert Lee Williams, Newspaper Organization and Management (4th ed.; Iowa State University Press, 1974), p. 8.

²⁷Filley and House, Managerial Process, p. 259.

report changes in the status of the external environment, that is, the community, whether it be local or global. Topically, information can be dichotomized as that which deals with the sociopolitical dimension of the external environment, news and editorial comment, and that which deals with the distribution of goods and services in the environment, advertising. The latter category of information entails a second contractual arrangement, one between newspaper and advertiser. Advertising revenues generally account for 80 percent of a newspaper's income with subscriptions accounting for the remaining 20 percent.

In terms of utility theory, a newspaper in hand is not a product because a consumer will realize no increase in utility by buying two copies of the same edition, just as he will gain no additional utility by paying to have the same pair of trousers pressed twice. Continuous change in the external environment renders any edition of a newspaper obsolete only hours after it has been published. Newspapers as organizations in this study, then, are considered as service-oriented rather than product-oriented.

Lines of authority and areas of responsibility differ substantially from newspaper to newspaper, and for that reason no exact organizational diagram is included here. Instead, newspapers as organizations are described along five common functional lines of departmentalization:

business, advertising, circulation, editorial and production.

The business department has as its task activity responsibility for billings and collections, accounting, payroll, employe benefit plans, purchasing, personnel administration and other fiscal matters of a routine-operational nature. It can be considered a staff agency in the organization.

The advertising department is charged with soliciting advertising, assisting in the creation of advertisements as well as coordinating logistics between the advertiser and the newspaper. The advertising department is usually subdivided into three divisions: national, which handles "brand" advertisements of manufacturers; retail, sometimes called "display," which handles advertisements from local merchants; and classified, which handles advertisements from individuals who are occasional sellers.

The circulation department is concerned with logistics. It is charged with efficiently distributing the newspaper to readers. Often it is also given promotional duties aimed at increasing size of circulation.

To the editorial department, more appropriately called news-editorial, is delegated the task of acquiring through staff production or purchase all the textual and photographic material used in the newspaper of a non-commercial nature, that is, all the information dealing

with the sociopolitical dimension of the external environment. Editorial departments are subdivided along several lines, including functional and topical.

The production department is charged with the task of receiving news copy and advertising copy from the editorial and advertising departments, setting the information in type and reproducing the information on a press. Production departments of newspapers using hot metal processes are subdivided into composing room, stereotyping room, engraving room and press room.

Four departments--advertising, circulation, editorial and production--can be considered line agencies in the organization, with certain exceptions. They are line agencies because they all contribute directly to the service offered by the newspaper; if one department failed to function it is doubtful an edition could be published: certainly it would severely reduce services. By contrast, the business department could cease to function for several days and the organization could continue to offer its full services to the consumer.

The exceptions regarding classification of those four departments as line agencies is directed at the circulation and production departments. They often include staff components which make them hybrid departments. The circulation department is frequently charged with a promotional task. It maps strategies aimed at increasing

street and home delivery sales of the newspaper. The production department serves a staff function if included within its area of responsibility is responsibility for machine and plant maintenance. In fact, the production department may well be called the "mechanical" department by some newspapers, a general designation that seems intended to denote both the line and staff functions with which the department is concerned.

The five department heads of a newspaper are normally responsible directly to the chief operating officer of a newspaper, a publisher or general manager, who sits at the top of the organizational hierarchy. The newspaper organization also includes an administrative element composed of high-level executives directly responsible to the chief operating officer. The administrative element is a staff unit and might include, where circulation is not directly charged with that area of responsibility, a promotion director, a controller, a research director and other specialists.

Differentiation in Newspapers: Theoretical Implications

No attempt is made in this study to delineate a comprehensive and exhaustive list of potentially dysfunctional activity in newspapers associated with the many dimensions of differentiation. No attempt is made

to empirically determine what specific lines of differentiation exist horizontally and vertically throughout a newspaper. While such a determination would be extremely beneficial in helping to explain why breakdowns in the interaction-influence system occur in newspapers and no doubt could provide insight on preventive measures to be taken, it is a research problem unto itself and far too major an undertaking to be included within the parameters of this study.

However, in order to explain obvious and common instances of dysfunctional behavior in newspapers, a brief discussion of some manifest aspects of differentiation is in order. The following statements about differentiation are theoretically derived through the researcher's previous experience and observations as a newspaper employe, from observations made during the course of this research and from previous research findings.²⁸ In that regard, they are admittedly subjective.

When the criterion for differentiation is division of responsibility by task function it is important to compare the particular goals, time orientation,

²⁸See John A. Kaufman, "The (Lansing) State Journal as a Gannett Property: An Inquiry into and Evaluation of Editorial Performance Under Gannett Co. Ownership" (Unpublished M.A. thesis, Michigan State University, 1973).

interpersonal orientation and formality of structure of the five major departments within the organization. It would seem that along departmental lines differentiation is most prominent and the potential for resultant dysfunctional behavior most acute between the editorial department and the other four departments. This is so because the many activities that comprise newspaper publishing can be quite cleanly dichotomized. The following statement addresses itself to that division.

. . . these many activities tend to be justified, by persons working within newspapers, in terms of two dominant values or symbols: "money" and "service." And frequently these are expressed as considerations of money versus service (or vice versa). This means, in brief, that a newspaper is not quite sure of the kind of organization that it is, or should be. Is it a service institution or a business institution? Or something of each? Newspapers are faced with the need to come as close to balancing their budgets as possible while being sensitively aware of their task of serving the information needs of [the] public. . . .

That statement gets at the crux of the issue. In reference to departmental goals, editorial employees perceive the newspaper as a service organization whose primary mission is to continually brief the reader on changes in the external environment. Employees in the other four departments do not assume such an intense service orientation and instead are more concerned with costs and profits, the business aspect of newspaper publishing. This is not an unusual organizational dilemma, as can be judged from the quoted passage. That statement

is from a discussion of internal conflict in hospitals. Liberty was taken in substituting "newspaper" for "hospital" and "information" for "health."²⁹

If editorial employees are thought of as professionals working in an organization--even though journalism does not meet all necessary criteria to be classified as a profession--then the newspaper can be considered one of those formal organizations that faces the problem of having to operate effectively with members of a particular functional component who have a sense of dual loyalty; loyalty to the organization they work for and loyalty to the standards of their profession. Such a circumstance can easily create situations where the goals of the professional and the goals of the organization come into conflict. Hospitals face a similar dilemma with a professional medical staff and an administrative staff. Other organizations composed of professional and lay members include research and development organizations, and universities.

In his organizational analysis of news reporting, Sigelman saw the professional status of editorial employees as crucial to organizational control in newspapers.

²⁹Harvey L. Smith, "Two Lines of Authority Are One Too Many," Modern Hospital, Vol. 84, No. 3 (March 1955), p. 60.

In the person of the professional participant, organization leaders are presented with a special, sometimes problematic case. The professional holds dual citizenship. He is, to a greater or lesser extent, committed to the methods and goals of both his organization and his profession. This duality presents a potential for conflict which will be actualized when there is tension between organizational and professional standards. Whichever way the professional resolves a conflict between competing standards, his psychic costs are apt to be great. . . .³⁰

It is logical to set editorial employees apart from the members of a newspaper's other four departments because of the professional training and orientation that is part of their background. By and large, for the type of newspaper considered in this study, "medium size" papers with a circulation of 50,000 to 150,000, most editorial employees have received formal training in journalism. Most news people hold a bachelor's degree, many hold a master's degree. They consider themselves members, if not of a bonafide profession, certainly of a quasi-profession, which takes as its mandate the First Amendment to the United States Constitution. Through their college experience they have studied a common body of literature and a reasonably well defined system of ethics.

While they are an intricate component in the technical core of the newspaper, it is, perhaps, the

³⁰Lee Sigelman, "Reporting the News: An Organizational Analysis," American Journal of Sociology, Vol. 79, No. 1 (July 1973), p. 141.

latter two attributes that set editorial employes apart, to one degree or another, from personnel who make up the remainder of the technical core--pressmen, printers, advertising salesmen and others. The professional orientation of editorial employes promotes relatively intense psychological closeness among them while simultaneously increasing their psychological distance from personnel in other departments.

When juxtaposed against Hall's model of bureaucratization in organizations, the editorial department of a newspaper would seem to be the organizational component that must closely approximate the Type II component, although the advertising department might well also be so considered. Within the editorial department virtually all managers and workers enjoy a relatively high degree of autonomy. Task activity requires special skills and a nonroutine work schedule for many personnel, especially reporters. It seems a valid assumption that, generally, editorial employes are motivated by needs at the top of Maslow's need theory, self-esteem and self-actualization, and when the organization thwarts their attempts to satisfy those psychological needs they often turn to creative endeavor outside the organization or rationalize their way around the predicament.³¹

³¹Rodney W. Stark, "Policy and the Pros: An Organizational Analysis of a Metropolitan Newspaper," Berkeley Journal of Sociology, Vol. 7 (1962), pp. 28-29.

It is a prime assumption of this study that the difference between the cognitive-emotional character of editorial employes and the other members of the organization represents the most prominent instance of differentiation across functional lines. Symptomatic of this differentiation is the potential for editorial employes to be more concerned with what they perceive as the primary service mission of the organization than are other departments. Dysfunctional behavior and attitudes consequently result when editorial employes' goals come into conflict with profit-oriented goals of other departments. This situation might be conceptualized as one where editorial employes are strongly committed toward improvement in the external environment, in a sociological-political sense, while members of the other departments are more strongly committed toward improvement, or at least maintenance of the status quo, in the internal environment, i.e., effective and profitable operation of the newspaper.

Such cognitive-emotional differentiation precipitates conflict between the editorial department and the production department, for instance, over efficient work schedules. The composing room superintendent wants copy from the editorial department to flow at a relatively even rate. Editors, strongly service oriented, want to leave substantial amounts of the daily news hole open for

timely, late-breaking stories, which creates periods of peak work load followed by slack periods for production.

Conflict between editorial and circulation personnel surfaces when the circulation department, determined to increase its penetration in a particular locale, asks editors to provide stronger coverage in the area for a while to convince perspective readers that they can learn much about their area by reading the newspaper. Editors balk at the request because they feel it would be misleading to potential readers if they increased local coverage in the area and then methodically reduced it after new subscriptions had been solicited.

Conflict develops between the editorial department and the business and administrative components over budgetary issues. Editors request larger operating budgets to hire additional reporters in order to improve the information services offered to their readership, but business-oriented personnel veto such budget increases, citing unfavorable economic conditions. At the same time, personnel in other departments regard editors as fiscally irresponsible because they send sports reporters and feature writers on costly out of town assignments to cover major stories, when coverage of the same events is available via wire services or through syndicates.

Editorial and advertising personnel disagree when news stories depicting particular industries or

businesses in a negative light are run adjacent to advertisements by local sellers who are part of the particular industry. Editorial personnel are chagrined when advertising personnel request that they assign a reporter to write a "trade off" for a local advertiser, frequently a historical piece about the particular advertiser presented as a legitimate news story.

All these are examples of potentially dysfunctional attitudes and behavior that can be fostered by differences in cognitive-emotional orientation across functional lines in the organization. Such conditions, subsequently, result in a flawed interaction-influence system and serve to corrode supportive relations within the newspaper.

Theoretical Implications of Bilateral
and Unilateral Administration:
Hypothesis and Rationale

The comparative dimension of this study is concerned with determining significant differences in the interaction-influence systems of the two administrative forms, bilateral and unilateral, to ascertain if one form promotes a healthier living system in newspapers than the other. Interdepartmental cooperation and evidence of strong supportive relations should correlate positively with the organization that shows evidence of operating

with a strong, effective interaction-influence system.

In that regard, the following hypotheses can be considered.

- H₀ There will be no significant differences between the living systems of a bilaterally and unilaterally managed newspaper as evidenced by the character of their interaction-influence systems.
- H₁ Bilateral newspaper administration will promote a healthier living system evidenced by a more effective interaction-influence system than will unilateral administration.
- H₂ Unilateral newspaper administration will promote a healthier living system evidenced by a more effective interaction-influence system than will bilateral administration.

This study seeks evidence that will support H₁, that bilateral administration will foster a healthier living system than will unilateral administration. Subsumed under the proposition are two models of newspaper administration. The bilateral model is characterized as one in which interdepartmental communication is vigorous and interdepartmental cooperation high, especially between the editorial department and the other four departments. Decisions affecting two or more departments are perceived as fair by all those affected and a high degree of teamwork is evident in the decision-making process. The bilateral system permits all departments to exert substantial influence in the organization, lowering the dysfunctional aspects of differentiation.

By relative comparison, the unilateral model is conceptualized as one in which interdepartmental communication is more formalized and less intense. The dysfunctional aspects of differentiation along lines of task activity are more prominent and interdepartmental cooperation significantly less intense. Cooperation between the editorial department and the four other departments is significantly lower. A lower degree of teamwork in decision-making is evidenced in the organization and decisions affecting more than one department are often perceived as inferior by one of the departments affected by the decision. Individual departments exert weaker influence in the organization.

The rationale to support H_1 is developed both a priori and theoretically. As was noted before, the only systematic structural difference in the two models occurs at the very top of the organizational hierarchy. Whereas the unilateral model follows classical lines of organization, with ultimate operational control and authority vested in a chief operating officer (a publisher or general manager), the bilateral model, the Booth system, divides ultimate responsibility for administration of the organization between two persons, a manager and an editor, leaving no single officer with ultimate authority and responsibility for the operation of the organization, a violation of the classical concept of unity of command.

Classical theory specifies that there should be a grouping together of related functions under a single superior, with various groups of functions combined at the next hierarchical level under one superior, and so on in a pyramidal configuration, up to the chief operating officer of the organization. "The classical theory of organization advocates that structure be kept simple, with as few levels as possible, and with clear-cut authority and responsibility for every position."³²

If the bilateral system is thought of as one where the uppermost decision-making level in the organization has been lowered closer toward the bottom of the hierarchy, i.e., closer to line activity, then the bilateral concept is congruent with Galbraith's assertion that lowering the point of decision-making closer to the point in the organization affected by the decision will result in higher quality decisions for the firm, particularly when the information relevant to the decision is qualitative rather than quantitative.³³ While lowering the uppermost decision-making level closer to the line operations of the newspaper, the bilateral system simultaneously provides for one of Galbraith's strategies for increasing an organization's

³²Filley and House, Managerial Process, p. 71.

³³Jay Galbraith, Designing Complex Organizations (Reading, Mass.: Addison-Wesley Publishing Company, 1973), p. 47.

capacity to successfully coordinate its activities as task uncertainty increases in light of changes in the external environment--creation of lateral relations.

The final organization design strategy is to employ lateral forms of communication and joint decision making processes. That is, instead of referring a problem upward in the hierarchy, the managers solve the problem at their own level, contacting and cooperating with peers in those departments affected by the new information.³⁴

Lateral relations result in creation of integrating roles in the organization that serve to restrain dysfunctional behavior resulting from differentiation. Galbraith lists seven methods for implementing lateral relations in organizations, which vary in the amount of formality and cost to the organization for implementation. One method suggested by Galbraith is precisely the embodiment of the Booth bilateral system: establishment of dual authority relations at critical points in the organization. The most substantial difference between Galbraith's model and the Booth model of bilateral administration is the fact that while Galbraith calls for creation of dual authority relations at different points throughout the organization, the Booth system provides for such a relationship only at the very top of the hierarchy.

The a priori assumption which provides supporting rationale for H_1 holds that because the creation of a dual

³⁴Ibid., p. 46.

authority relationship in the bilateral model occurs at the very top of the hierarchy, subordinates of manager and editor will naturally tend to enter into the sort of mutually influential relationship enjoyed by their superiors. This assumption is predicated, of course, on the existence of a cooperative and not antagonistic relationship between the manager and editor. It might be thought of as an informal filtration of the lateral relation concept to lower levels of the organization, effected through informal rather than formal means.

It is theorized here that through such lateral processes a stronger, more effective interaction-influence system will develop in a bilaterally administered newspaper because the formal dual authority relationship at the top of the hierarchy between manager and editor serves to lessen the ill effects of differentiation where they are most apt to occur within a newspaper, between the editorial department and the other four departments. Existence of a strong interaction-influence system will in turn promote greater interdepartmental cooperation within the organization.

CHAPTER III

THE BOOTH CONCEPT OF BILATERAL NEWSPAPER ADMINISTRATION: ORIGINS AND APPLICATION

A Brief History of Booth Newspapers, Inc.

The founders of Booth Newspapers, Inc. were George G. Booth and his brother Ralph H. Booth. George was the original entrepreneur in the business and the larger shareholder. They were the sons of Henry Wood Booth of Cranbrook, England, who immigrated to the United States with his family in 1844. Henry's father, a coppersmith, worked for short periods in Ohio, Ontario and New York, finally returning to Ontario, where the family eventually made a relatively permanent home in Toronto. Henry Booth married a Canadian girl, Clara Gagnier, in 1858. George Booth, the couple's second son, was born September 24, 1864. Ralph Booth, the eighth of ten children, was born in Toronto September 29, 1873.¹

In 1881, after Henry's store was destroyed when a stock of fireworks was accidentally ignited on Dominion Day,

¹Arthur Pound, The Only Thing Worth Finding (Detroit: Wayne State University Press, 1964), pp. 25, 225.

he took his son George with him to Detroit, there to investigate business opportunities. In Detroit, Booth and his son made the acquaintance of James E. Scripps, founder and publisher of the Detroit Evening News. The Booth family subsequently moved to Detroit, where Henry secured a job with the Barnum Wire and Iron Company. He was soon promoted to head of the firm's branch facility in nearby Windsor. George worked at various jobs in Detroit before settling down as office clerk to his father. When the Detroit company decided to close down its Windsor branch, George saw an opportunity and bought the Canadian facility from the parent company. He was twenty years old at the time. He built the Canadian property into a prosperous business and quite possibly would have made his name in the iron and metal business had it not been for his romantic circumstance.

After arriving in Detroit from Canada, the Booth family had become close friends with the family of James E. Scripps. George fell in love with the publisher's daughter, Harriet Josephine Messenger Scripps, and the two were married June 1, 1887. Not long after, George's father-in-law convinced him that a more promising future could be found in the newspaper publishing business and that his talents for business organization were badly needed at the Evening News.

Several factors motivated Scripps to take his son-in-law into the business. Scripps was not in good health and needed more free time to travel and relax. He realized that

the Evening News was quickly growing into a much larger organization than the original daily four-page publication that was his idea of an ideal newspaper. He needed someone with a good business sense to give the enterprise the needed attention and direction. Most important, he needed someone in charge of the business side of the newspaper whom he could trust. Scripps had years before entered into a legal pact with three other members of the family who jointly owned newspaper properties. The agreement enabled the others to obtain the shares of any member upon his death, thereby assuring that the properties would remain in control of family members. However, the pact created a great amount of family in-fighting over control of the newspapers, especially the Evening News in Detroit. It was for those reasons, then, that in June 1888 George Booth was appointed business manager of the Evening News by his father-in-law.²

When he arrived, George Booth was able to size up the state of affairs at the Evening News with the objective eye of an outside observer. He spent time in each of the newspaper's departments and was able to recognize strong points and weaknesses in the organization. Early in his tenure as business manager he perceived a vital need for close departmental cooperation within the organization. In his later years he noted that the first words of encouragement he

²Ibid., p. 123.

received from any of the veteran staff members of the Evening News came from John McVicar, managing editor.

I seemed to have stumbled on the idea of real co-operation between the business and editorial departments to his evident appreciation, and in time this thought was to expand in many ways, contributing to the progress and development of the property.³

As Booth worked to expand the circulation of the Evening News and traveled in the outstate areas to secure new advertisers, he saw a way by which he could supplement the salary--what he thought of as a meager income--his father-in-law paid. Booth had expected to receive \$10,00 a year from the Scripps newspaper when he joined in 1888, but soon discovered his weekly pay amounted to only \$40. As he traveled through Michigan promoting the Evening News, he observed many small newspapers that were financially weak. He carefully selected papers he thought looked like good investment opportunities, bought them and later sold them at a profit.

His travels in the countryside on behalf of the Evening News also taught him that small-town journalism cannot be overcome on its own ground. Interested in starting his own daily publishing business, Booth analyzed the growth patterns of the state and decided that Grand Rapids would provide the best opportunity. It was outside the marketing area of both Detroit and Chicago, and growing rapidly. In November 1893,

³Ibid., p. 128.

he purchased an interest in the Morning Press, the newest newspaper in Grand Rapids. Next he bought out a competitor, the Evening Leader, which held an Associated Press membership. He promptly consolidated the two papers and on November 11, 1893, published the Grand Rapids Press, a four-page afternoon publication of 15,000 circulation. It was the first newspaper property of what later became Booth Newspapers, Inc.⁴

By that time, Ralph Booth, George's younger brother, had also become involved in newspaper publishing, as had Edmund, another brother. From 1903 to 1914 the Booth brothers purchased two newspapers in Jackson and consolidated them into the Jackson Citizen-Press; acquired the Bay City Times, the Muskegon Chronicle, the Saginaw News, the Flint Journal, and established a publishing corporation, the Booth Publishing Company. From 1914 to 1929, the brothers added daily newspapers in the cities of Ann Arbor and Kalamazoo, and bought out and dissolved several papers competing with Booth newspapers.

In 1929, the company name was changed to Booth Newspapers, Inc. In 1959, the Grand Rapids Herald, a morning competitor to the Grand Rapids Press, was bought. It was suspended as a newspaper, with the exception of its Sunday edition. The Sunday paper was taken over by the Press, which previously had not published on Sundays. In 1962, the

⁴Ibid., p. 213.

Ypsilanti Press was purchased by the corporation, but was sold in 1968 because of a ruling by the Anti-Trust Division of the U. S. Government prohibiting single ownership of two daily newspapers in a single county. WTWO-TV in Terre Haute, Indiana, an NBC affiliate, was purchased in 1971. It marked the corporation's first step outside of the state, and the newspaper industry. Apparently, it was not a great leap forward. Early in 1975, the corporation sold the television station at a substantial loss to the Fabri Development Corporation of Rochester, New York.

In March 1973, the corporation took a major step toward diversification and purchased Parade Publications, Inc., publisher of Parade, the largest nationally syndicated Sunday newspaper supplement and owner of Diversified Printing Corporation, a commercial printer of supplements with printing plants in Philadelphia and Atglen, Pennsylvania. After the acquisition, one-third of Booth's annual revenue, \$120 million, came from sources outside the state of Michigan.

Through the 1960s, Booth Newspapers, Inc. was primarily a family owned company; however, several corporate officers saw a need for a stronger public base in ownership. In February 1968, Gordon Craig was elected chairman of the board of directors and president. James E. Sauter, a lawyer who joined the corporation in 1956 as a labor relations specialist, was elected vice president for operations. Together, they initiated a formal development program to insure the

continued health and competitiveness of the corporation. Their plan was to upgrade the quality of management in the corporation and transform the organization from a family corporation to more of a public corporation.

The descendants of the Booth brothers who held large blocks of stock in the company had, by and large, lost interest in the actual operation of the eight newspapers. Craig and other corporate officers were afraid that sooner or later a large media firm would come along with an attractive offer to buy large blocks of stock from Booth family members and the corporation would be absorbed by the larger entity. To ward off such a threat, the top management team at corporate headquarters implemented a strategy designed to revitalize the organization. They planned to make Booth stock more attractive to public investors by lowering the price per share through stock splits, increasing earnings, and, eventually, acquiring new properties.

In April 1969, the corporation declared a four for one stock split, followed by a two for one split in July 1971. In September 1971, a secondary offering of 570,800 shares, or 14 percent of the outstanding shares of common stock, held by the Cranbrook Foundation, a charitable trust established by George Booth and his wife, was successfully negotiated through a national syndicate of seventy-six underwriters. The stock offering, combined with the two stock splits, gave Booth shares a substantial increase in

marketability and greater public ownership. The number of stockholders was increased from approximately 900 to 2,000.

In 1976, another dramatic shift came in the corporation's posture. Because those developments could have possible ramifications regarding the empirical findings of this study, they are considered later in the paper.

Evolution of the Bilateral Concept

Bilateral administration of Booth newspapers was not implemented until the late 1920s. In 1927, three senior corporate officers were charged with supervising operations of all Booth employees in their respective areas, Grand Rapids, Saginaw and Jackson. That system of regional supervision was abandoned after bilateral administration was used at the newspapers and each paper's manager and editor reported directly to the corporation.

Systems of bilateral, or dual, administration, as was previously noted, are not unique to the newspaper business. Numerous other enterprises are operated with two lines of authority; hospitals are probably one of the purest forms of dual authority. Filley and House note that such organizational forms have been used in research and development divisions and are used in European countries in a more general way. The authors suggest that dual hierarchies will continue to be used in organizations of the future.⁴

⁴Filley and House, *Managerial Process*, p. 487.

Bilateral administration as it applies to newspapers was first used by the Times of London. In the United States, the system has been commonly used when the newspaper is owned by two partners. One partner heads the business side of the operation, i.e., advertising, business, circulation and mechanical, and the other partner heads the editorial side of the operation.⁵ Many newspaper executives, including some who work for group operated newspapers, claim they operate under a dual system because they have a business manager and an executive editor who are "autonomous." However, those organizations also have a publisher or general manager sitting at the top of the hierarchy with ultimate authority, a condition which nullifies the bilateral concept. The Booth corporation administers its newspapers through a genuine dual hierarchy system, what in this study is referred to as bilateral administration.

"Administration" and "management" are sometimes used almost interchangeably in management literature. In this study, "administration" is used to denote an organizational concept or system employed to direct and coordinate the activities of the firm toward its goal. "Management" is used to denote the nature of the processes of direction and coordination that result under a particular administrative form or concept.

⁵Frank W. Rucker and Herbert Lee Williams, Newspaper Organization and Management, 4th edition (Iowa State University Press, 1974), p. 30.

According to Gordon Craig, president and chief executive officer of Booth Newspapers, Inc. (when interviewed), at the time the bilateral concept was put into effect, George and Ralph Booth subscribed to a philosophy which dictated that a newspaper editor should have no financial restraints upon him that might result in his being remiss in his professional duties. Editors were to be concerned with providing the best possible news coverage to the reader and were not to let financial considerations restrain them from doing so. Up until the mid 1950s, editors were never informed of the financial status of the newspaper for which they worked or of the parent corporation, nor, apparently, did they have any inclination to be so informed.⁶ Craig's remarks can be considered reliable. He married Barbara Alice Booth, granddaughter of George G. Booth, and has been privy to much of the family deliberations over operation of the Booth newspapers. He has been an employe since 1949.

Under the original bilateral concept, managers and editors working for the same newspaper seldom had any interpersonal contact. In some instances, weeks or months would go by without the two principals conferring with one another. Following a corporate meeting in October 1954, that situation changed. John A. McDonald, then the general manager and

⁶Gordon Craig, private interview, Booth Newspapers, Inc. corporate office, Ann Arbor, Michigan, December 1975.

chief executive for the corporation, decided that a revision of the bilateral concept was in order. He "opened the books" to editors, keeping them abreast of financial developments at their respective newspapers as well as at corporate headquarters.

Craig said that McDonald became convinced that the newspapers would be operated more effectively if editors had a more universal perspective of their organization. McDonald believed that in the past editors had sometimes been at a disadvantage with their manager because they had been kept in the dark about financial matters in the organization and often had no other course but to agree with the manager concerning monetary issues directly related to the editorial operation. McDonald believed that a closer association between editor and manager would result in the editor's gaining a greater appreciation for business problems, a concern for controlling costs, and better budgetary coordination at the newspaper.

As a result of McDonald's revision of the bilateral concept, managers and editors began to interact more frequently with one another. Corporate meetings that previously had been separately convened for managers and editors were discontinued in favor of joint sessions. The emphasis on closer association and cooperation between editors and managers was reaffirmed and increased by successive chief executive officers of the corporation.

The revision of the bilateral concept became most pronounced under the influence of James Sauter, who succeeded Gordon Craig in 1976 as chief executive officer. (Craig remained in the organization as chairman of the board of directors until May 1, 1976, when he resigned.) Sauter, characterized by many of the editors and managers during the course of research as "the man who brought us into the twentieth century," initiated a formal management development program for both editors and managers in an attempt to intensify organizational development in the corporation.

Sauter said editors at first were reluctant to meet jointly with managers to discuss newspaper problems and explore possible solutions. But he was convinced, as had been McDonald in the 1950s, that a changing economic climate characterized by increased competition for advertising revenues plus substantial increases in labor and material costs, necessitated greater cooperation and understanding on the part of editors and managers to ensure efficient operation of the corporation's newspapers.⁷ As Craig noted, it became painfully apparent in the 1950s and even more so in the following decade that the bountiful years of the prewar era, when the Booth papers had no problem realizing a 25 per cent net profit on revenues, were never going to return.

⁷James E. Sauter, private interview, Booth Newspapers, Inc. corporate office, Ann Arbor, Michigan, December 1975.

One editor suggested that the economic recession of the early 1970s plus increased costs combined to effect some changes in the bilateral concept. Editor and manager had to develop a closer working relationship in order that the total job of managing a newspaper be done more effectively. Editors in particular had to understand the necessity of holding down expenses.

What you're seeing is a real coming of age in the dual system. We are both much more appreciative of one another's responsibility, and that helps a lot. Then we have a much better sounding board for our own ideas and problems.⁸

Sauter believes that the degree of understanding that has been developed recently between editors and managers is the greatest it has ever been in the corporation. An example of horizontal mobility that can develop when editor and manager become involved in a close working relationship is epitomized in the career of James Brown. Brown began working as an editorial employe for Booth. After serving several years as editor of the Saginaw News, Brown applied for the manager position when it was about to become vacant. His understanding of the business operation of the newspaper was sufficient to convince corporate officers that he was the right person for the position and Brown served the second portion of his tenure on the Saginaw paper as its manager, eventually moving

⁸Thomas Fallon, private interview at Bay City Times, July 1975.

up to a position at the corporate office.

Idiosyncratic Application of the
Bilateral Concept by Newspaper

In fulfilling their function as a management team, editors and managers in the Booth organization are required to coordinate the exercise of their individual and joint responsibility as set down by the corporation to maximize the newspaper's service to the community it serves and its contribution to corporate profits. The corporation defines the areas of responsibility for editor and manager as follows.

Editorial--Editors are responsible for establishment and implementation of news coverage and editorial policies. Such policies must promote economic and social development of the community and provide maximum communication of local and other appropriate news to the newspaper readers.

Business--Managers are responsible for the establishment and implementation of advertising, circulation, credit and related policies which will assure economical and efficient service to advertisers and readers. Such policies must be attuned to the long range growth and health of the community.

Operations--The Editor has responsibility for operation of the editorial department, the Manager the responsibility for the operation of all other departments. In the many areas in which the operational responsibilities overlap, such as personnel, copy deadlines, etc., the responsibility shall be joint.

Because the descriptions of responsibility for a Booth editor and manager are so general in nature, one might expect a substantial amount of variation from newspaper to

newspaper regarding application of the concept, and indeed, that is the case. Differences in allocation of responsibilities are found in areas of operations where both editor and manager have a vested interest, the overlapping areas. In some instances, it is apparent that editors with an above average interest in the business side of the operation have become involved in operational aspects that once were the exclusive domain of the manager. Such a situation exists at the Kalamazoo Gazette where the editor plays an unusually active role in labor relations for the entire organization. That particular newspaper is frequently cited by corporate officials and other editors and managers in the Booth organization as one that is extremely well managed, the editor and manager having developed a mutually supportive relationship. In a similar vein, the editor at the Grand Rapids Press takes a strong interest in the work of the circulation department and, as an editor, feels a sense of responsibility for its effective operation. At both Kalamazoo and Grand Rapids the editor has not usurped any power from the manager, but rather has developed a strong interest in a particular area of the manager's domain which the manager understands and approves.

Robert Swartz, manager of the Grand Rapids Press, said it is difficult to precisely define the division of responsibility between editor and manager because of the overlapping areas. Even though editorial content and policy falls within the sole province of Werner Veit, the editor,

Veit often discusses editorial issues with Swartz simply because he likes to use Swartz as a "sounding board." In a reciprocal situation, the acceptance policy for advertising is solely the responsibility of Swartz, yet he likes to use Veit as a sounding board for his ideas on acceptance criteria. Frequently, they decide on a solution they both believe has merit.⁹

Most editors and managers interviewed during the course of research noted that production is the one area of operations where it is most difficult to achieve consensus. The manager tends to be more cost-oriented in regard to composing room operation while the editor is more service oriented. Such psychological differentiation results in conflict, for example, when an editor wants to tear down and remake a page to include a late-breaking news story, but the manager prefers to use what has already been set in type rather than increase costs by setting the page over again. Or, an editor might want to establish a later deadline to facilitate inclusion of the latest possible news in the day's edition, but the manager opposes such action, arguing that more efficient use of composing facilities and personnel will result if copy from the editorial department flows in a relatively regular rate, rather than arriving in large quantities just before deadline.

⁹Robert Swartz, private interview at the Grand Rapids Press, July 1975.

In recent years, technological changes have had an effect on the mix of organizational responsibilities that editor and manager divide between them. In the early 1970s, all Booth newspapers changed from the conventional hot metal system of newspaper production to the new photocomposition, or cold type, method. In conjunction with that changeover, the newspapers also installed either video display terminal (VDT) systems or optical character reader (OCR) systems in their editorial and advertising departments, to more economically handle news and advertising copy. As a consequence of that technological innovation, two changes occurred within the organization. First, production departments were able to cut their manning level in half; second, editorial and advertising personnel began performing some of the tasks that printers had performed when the old hot metal systems were used. The VDT and OCR systems eliminated one step in the production sequence, a function that had been performed either by printers at the manual keyboard of a line-casting machine or by operators who punched a paper tape which was then fed into an automatic line-casting machine. The VDT and OCR systems now permit a reporter or a classified ad employee to type copy on either an electronic terminal or an IBM Selectric typewriter and, in the case of the VDT, send it directly to a computerized photocomposition machine, or, as with the OCR, feed the typewritten copy into an optical scanner which reads the copy and transmits it to the

photocomposition machine.

Subsequently, a shift, or reapportionment, of budgetary responsibility has occurred. Before the changeover in technology, the production department had more personnel than any other department. The manager was responsible for the entire production function. When photocomposition systems were installed, the number of jobs in the production department was reduced by as much as two-thirds. As a consequence, the editorial department became the largest single department in a newspaper and the editor's responsibility, proportionately, increased and became more visible. The editor, in short, became responsible for a larger proportion of wages and salaries and, simultaneously, became more involved in the functional aspects of the production task.

There is also variation from newspaper to newspaper in the amount of interaction between editor and manager as well as in methods used to achieve integration between editorial and business departments at lower levels in the organization. Findings from an earlier study by the author, which focused on communication traits of editors and managers in the Booth organization, showed that the two principal executives at each newspaper communicated with one another at least on a weekly basis, and more often on a day-to-day basis.¹⁰

¹⁰John A. Kaufman, "Organizational Communication Traits among Booth Newspaper Executives," unpublished paper, Michigan State University, October 1975.

Thomas Fallon and Rex Thatcher, editor and manager of the Bay City Times, have devised what, when compared with other Booth papers, seems a relatively formalized strategy for promoting greater integration between editorial and the other departments. Fallon and Thatcher initiated a program within their plant whereby the editor with his subordinates meets monthly with the manager and his subordinates to review the status of the organization and discuss mutual problems. As a result, Thatcher said, department managers became more genuinely interested in one another's problems. "The result has been a move toward much stronger integration between departments."¹¹

Unlike other management teams interviewed, Fallon and Thatcher meet jointly with a regional director of operations--their superior at corporate headquarters--to discuss performance figures, revenue projections and other matters. They believe that these joint meetings are beneficial because manager and editor are able to reinforce one another against possible pressure from the regional director to modify operating procedures or revise goals.¹²

Such a formalized plan for interaction between managers from different departments of a newspaper is unusual among the eight newspapers. Most often a contingency approach

¹¹Rex Thatcher, private interview at Bay City Times, July 1975.

¹²Thomas Fallon, private interview at Bay City Times, July 1975.

is followed regarding consultation over mutual problems within a newspaper. A contingency approach might be effective in helping resolve problems and conflicts as they occur, but it does not necessarily contribute to the sort of interaction-influence system that, through formal mechanisms, lessens the probability that problems and conflicts will arise.

There have been instances in the corporation's history when the bilateral system was ostensibly in effect at a newspaper, but in fact the administration more closely approximated the unilateral form. Such departures from established procedure were never common, but they occurred at more than one Booth newspaper. Breakdowns in the bilateral concept occurred when one of the two principals at a newspaper dominated the other and a superior-subordinate relationship resulted. Those aberrations were generally thought by personnel interviewed to have been caused by personality and competence factors. In some instances, one partner attempted to dominate the other and succeeded; in other instances, one of the two principals lacked strong professional competence and willingly assumed a subordinate role.

Booth Executives' Evaluation of the
Bilateral System: Positive and
Negative Attributes

Few Booth personnel interviewed during the course of this study would deny the assertion that the bilateral system

contains a potential for dysfunctional behavior within the newspaper. Because it violates the classical concept of unity of command, a logical assumption seems to persist that such an administrative system might result in the same sort of situation George Washington saw in hospitals: "No principal director and no subordination among surgeons."¹³ Booth president James Sauter is aware of the contradiction to conventional organizational theory that the bilateral system poses:

The dual system is different from that which is so strong in our culture; there's almost a kind of built-in questionmark going in--the feeling that some one person has got to be steering the ship.¹⁴

He realizes that the system has the potential to split the newspaper in two organizationally, but emphasizes that on any newspaper there is a natural schism between the editorial department and other departments. Sauter's rationale to support that proposition is identical with the theoretical proposition put forth in Chapter II to explain why differentiation exists in a cognitive-emotional sense between editorial employees and the other personnel of a newspaper. First, editorial employees believe it is part of their professional ethic to be aloof from the business sphere of the organization so as not to become tainted by business considerations.

¹³Smith, "Two Lines of Authority Are One Too Many," p. 59.

¹⁴James E. Sauter, private interview, December 1975.

Second, for a variety of reasons, persons in the editorial department feel they are a cut above people in other departments. And in many instances, those in other departments share that viewpoint. Sauter noted that such a superior self-image of one department in an organization is not an unusual circumstance or one that is unique to newspapers, citing engineering departments in manufacturing firms as an example. Sauter's observations are particularly noteworthy because they are the deductions of a relatively indifferent observer, since he has never actually worked as a newspaper employe.

When you recognize that you have this built-in difference, then having two guys at the head of these two points of differences, there is the real potential that you're going to run into a hell of a lot of trouble. And we have in many cases.¹⁵

The most serious such incident in recent years involved a manager and editor who were unable to work cooperatively. Relations between them deteriorated to the point where they were not on speaking terms. After attempts failed to prompt some sort of acceptable reconciliation between them, Sauter fired the manager. Another incident of a less serious and more notorious nature involved what one editor whimsically called the "coffee caper." A quarrel developed between a manager and editor over the issue of

¹⁵James Sauter, private interview, December 1975.

which employees were allowed to drink coffee at their desks. The newsroom had recently been carpeted and the manager insisted that reporters and editors should no longer be allowed to drink coffee at their desks because accidental spillage would stain the carpet. The editor maintained that his people had been drinking coffee ever since he could remember and they would continue to do so. Relations between the two executives got so strained they requested that Sauter come to the newspaper and resolve the dispute, which he did, ruling in favor of the editor. By and large, occasions where the newspaper executives must ask for, or submit to, mediation by a corporate officer are rare. Both corporate personnel and newspaper executives asserted that the last thing they wanted was to see a local dispute mediated by a corporate official.

Sauter believes that the bilateral system does a better job of resolving conflict than a unilateral system because the latter system often promotes win-lose dynamics between top newspaper executives. He said that a unilateral system creates a living system in which "a lot of corner work is going on," i.e., feuding executives try to informally persuade the publisher that their proposal is the one that should be honored. This, in fact, is precisely what Argyris found occurring at the New York Times, a unilaterally administered paper. Most of the newspaper executives agree with Sauter's belief that Booth managers and editors work deliberately to

achieve consensus, whereas their counterparts on a unilateral newspaper are less likely to seek an agreeable solution themselves because they can always refer the problem upward in the organization for a decision by the publisher.

Additionally, because the bilateral system, by design, brings the point of decision-making closer to the organizational elements affected by decisions, Booth executives believe solutions are usually better than might be expected under unilateral administration. Werner Veit, editor at Grand Rapids, does not believe such is the case under a unilateral system. Before joining the Booth organization, Veit worked for the Baltimore Sun and the Grand Rapids Herald; both newspapers used unilateral administration. Citing personal experience and observations, Veit said it is unlikely that a publisher would be more concerned with editorial issues than with business issues or that a publisher would be likely to give equal consideration to the two areas. There might be situations where the publisher's primary concern is for editorial service, but such a situation is very much a rarity.

That's a very atypical situation. Almost without exception, publishers that I know will look at the bottom line first, and if that will work in the situation of a good newspaper, fine. But that is the ultimate consideration, where it is not the ultimate consideration here. It is a serious one, but it is not the ultimate one.¹⁶

¹⁶Werner Veit, private interview at the Grand Rapids Press, July 1975.

After having worked under both types of administration, Veit would not want to move to a position where he was editor of a unilateral newspaper. "I would find it extremely difficult now to operate happily--I'm not saying unsuccessfully--but happily under a publisher." From his perspective, the most significant advantage of the bilateral system lies in the fact that business decisions by design include an examination of editorial considerations. Conversely, editorial decisions receive business input because the editor has a direct interest in the success or failure of the organization as a business as well as as an institution. For Veit, the result is a situation in which the newspaper can be more successful both journalistically and financially.

Veit's admonition that unilateral systems are too often headed by publishers whose overriding interest is financial gain was articulated by many Booth executives. The belief that publishers with a strong business orientation will tend to make decisions that are not in the organization's best interest for overall operational effectiveness was heard again and again during the course of research. Robert Morse, manager at the Muskegon Chronicle, recounted that such was the case when he worked for the now defunct Grand Rapids Herald. He said the editorial department had very definitely taken a backseat in receiving due consideration in decisions affecting it.¹⁷

¹⁷Robert Morse, private interview at Muskegon Chronicle, July 1975.

Franklin Weaver, manager at the Jackson Citizen-Patriot, thought the bilateral system is able to overcome the shortcomings of the unilateral system caused by a short-sighted chief executive because of greater ease and practicality in selecting newspaper executives. In the bilateral system, one can be reasonably successful in selecting a person with proper background and qualifications for editor and, similarly, for manager. But under a unilateral concept, it is difficult to choose, in a corporate situation, a publisher or general manager who has the proper background and qualifications of both a manager and an editor.¹⁸

Weaver, a Booth manager whose major field of study in college was journalism, is certain that the bilateral system is superior to the unilateral system because it designates the manager and editor as coequals, precipitating formation of a peer relationship that permits them to "let their hair down" when one has a problem he wants to discuss, without getting involved in subordinate-superior dynamics. Additionally, Weaver said, the bilateral system, unlike the unilateral one, "tends to inhibit the god complex."

There was consensus among newspaper executives that the bilateral system definitely lessens the chance that dysfunctional aspects of differentiation between editorial

¹⁸Franklin Weaver, private interview at Jackson Citizen-Patriot, July 1975.

and business personnel will result in counterproductive behavior for the organization. Werner Veit stated that through his conversations with editors working for newspapers outside Booth Newspapers, Inc. he knows that they become embroiled with business managers over conflicts that would never arise between him and Robert Swartz because they meet problems head-on and do not allow them to escalate into unresolvable conflict.

The biggest question in the minds of Booth newspaper executives is how far the spirit of cooperation and understanding evidenced at the top filters down to subordinate managers and supervisors. All executives place a high premium on achieving complete integration throughout their newspapers, but their reactions were mixed when asked to what extent the bilateral system promotes such total integration. Some executives thought the system promotes integration between business personnel and editorial personnel from the top of the hierarchy down to the bottom, others believe it promotes integration only down to department managers. One executive, who was speaking from experience, said that if the two top executives were not careful, the bilateral system could serve to line up personnel behind editor and manager like embattled armies.

Regarding potentially negative bilateral attributes, several executives thought that perhaps the unilateral system might facilitate a faster decision-making process than does

the bilateral system, although opinions were mixed. Virtually all newspaper executives were in agreement on what might be classified as a qualifying rather than a negative attribute of the bilateral system. That aspect centers around the need to insure that an editor and manager of compatible personality and temperament are selected for service on a particular newspaper. Newspaper executives said that most breakdowns in the bilateral system were the result more of incompatibility between editor and manager than of the organizational problems over which they came into conflict.

The lessons of the past have not gone unheeded by Sauter and other corporate officers. The corporation in recent years established a sophisticated screening program to evaluate candidates who apply for a top position at one of the newspapers. The process includes psychological testing and evaluation by a consulting psychologist.

Descriptive Summary of Bilateral Administration

Toward answering the first research question, i.e., what is the nature of the Booth concept of bilateral management, the foregoing has shown that the bilateral concept has undergone evolutionary change in the history of the corporation. In that regard it can be perceived as dynamic rather than static. When the system was originally implemented by George and Ralph Booth, it was intended as an administrative

structure whereby the editor of a newspaper would be free to devote all his time to editorial considerations and would not be prone to compromise editorial initiative or policy on behalf of business considerations. That philosophy of separation of powers, editorial and business, underwent significant change, beginning in the mid 1950s. The bilateral concept was revised by corporate leaders who saw a need for greater understanding and cooperation between editor and manager and their respective subordinates. The efforts of the current corporation president, James Sauter, to involve editors and managers in a formal management development program and his insistence on development of mutual respect and understanding between editors and managers is generally accredited as bringing the bilateral concept to full bloom in regard to creating a strong and healthy interaction-influence system in the newspapers.

A brief and general description of responsibilities for editor and manager permits, and perhaps encourages, idiosyncratic application of the bilateral concept from newspaper to newspaper, no two being administered exactly alike. Differences in areas of responsibility for editor and manager from newspaper to newspaper usually center on overlapping areas of responsibility. However, in some instances editors seem to assume substantial responsibility for areas that traditionally were the domain of managers.

There have been instances in the history of the

corporation when the bilateral concept did not work at a newspaper and a sort of de facto unilateral administration was acutally employed. In such instances, a subordinate-superior relationship was evident between the two top newspaper executives.

By and large, Booth newspaper executives favor the bilateral form of administration and think it is superior in most regards to unilateral administration. They cite as major advantages the notion that the bilateral system results in greater understanding and cooperation between editorial and business departments. As a corollary, they believe their system of administration promotes higher quality solutions to problems than might be expected in a conventional unilateral system. Newspaper executives were uncertain just how far down the organizational hierarchy the bilateral concept effectively promotes interdepartmental understanding.

Most newspaper executives theorized that a unilateral system might promote faster decision-making, but did not perceive the bilateral system as one that necessarily encumbers the decision-making process. All Booth executives interviewed emphasized that the individual success or failure of the bilateral system from newspaper to newspaper is dependent primarily on the degree of compatibility between the two top executives. In an effort to identify personnel who are psychologically suited to the requirements the

bilateral system places on editors and managers, the corporate office has designed a comprehensive evaluation program to screen candidates.

CHAPTER IV

ORGANIZATION AND MANAGERIAL PROCESS OF REPRESENTATIVE BILATERAL AND UNILATERAL NEWSPAPERS

Selection of Newspapers

In order that the second research question might be answered, i.e., is there a significant relationship between the type of administrative structure--bilateral or unilateral--and the nature of the organization's living system, one of the eight Booth newspapers was selected for intensive examination of its management style. A newspaper using unilateral administration was then matched with the Booth newspaper for a similar examination. Methodological techniques used included personal interviewing and survey research. This chapter reports findings that were made largely through interviewing.

The Grand Rapids Press was selected as the representative Booth newspaper because it satisfied several criteria. First, it is the largest of the eight newspapers. The Press is published in the afternoon Monday through Saturday and in the morning on Sunday. Afternoon circulation is approximately 130,000. The largest newspaper in the group was preferred because it has a more complex organizational structure than

the smaller papers and, organizationally, represents the most sophisticated application of the bilateral concept.

The second criterion that the Grand Rapids Press met was one that required the particular newspaper be well managed. Corporate officers at Booth headquarters and newspaper executives in the field expressed a belief that the Press was one of the better managed newspapers in the group.

It was also crucial to the study that the editor and manager of the newspaper selected for intensive examination work with one another in a fashion that could be perceived as a true partnership arrangement, one that would be indicative of how the bilateral form of administration, when validly applied, operates. Such a criterion disallowed selection of a newspaper where one of the two principal executives dominated the other. James Sauter, Booth president, said he believed the Veit-Swartz association at Grand Rapids was one of the top management teams in the group. He said both men had an excellent understanding of what the bilateral system is about and consciously work to make their administration a true partnership. Additionally, Veit and Swartz had worked together as editor and manager for nine years, ample time to develop as a management team.

The Dayton Daily News was selected as the unilateral newspaper to be matched with the Grand Rapids Press. It was chosen because it closely resembles the Press in a number of important attributes. Like the Press, the Daily News is an

afternoon newspaper. Its afternoon circulation is approximately 155,000. Like the Grand Rapids paper, the Dayton News is under group ownership, Cox Enterprises, Inc. The stock in the Cox corporation is held by descendants of its founder, James M. Cox. In that regard, the corporation closely resembles the Booth Newspapers, Inc. when it was a family owned entity.

As did the Grand Rapids Press at the time of the research, the Dayton Daily News had a reputation among the newspaper publishing industry as being a newspaper that was effectively managed and profitable. Several newspapers in the Middle West that fell within certain descriptive parameters were considered as possible representatives of unilaterally administered newspapers. Professionals in Michigan who were consulted about their perception of the quality of management at each of the candidate newspapers held the Dayton paper in high regard. Evaluations of other newspapers were not as complimentary.

The Dayton Daily News was also considered an acceptable match for the Grand Rapids Press because there is a substantial degree of regional similarity in the socio-cultural backgrounds of employees of the two newspapers. The Dayton paper was also geographically convenient for research purposes and, more important, its top management expressed an interest in the study and a willingness to participate.

While the Dayton Daily News is well matched with the Grand Rapids Press in regard to the foregoing criteria, there is one dimension in which the closeness of fit is not as precise as would be ideally preferred. The Dayton Daily News is a larger entity than the Grand Rapids Press. The Daily News is published by Dayton Newspapers, Inc., a subsidiary of Cox Enterprises, which also publishes the morning Journal-Herald. The two newspapers each maintain separate editorial and circulation departments. Common advertising, business and mechanical departments serve the organization as a whole. The editorial and circulation departments of the Dayton Daily News and the Grand Rapids Press are similar in terms of number of personnel. As an example, the Press had about eighty-four editorial employees and the Daily News had about ninety-five. However, other departments at Dayton were larger than their counterparts in Grand Rapids. Those differences were duly considered before the Dayton Daily News was selected. Although the Dayton newspaper was larger than the Press, it is not a difference that confounds the findings of the study. The two newspapers were closely matched regarding departmentalization by function, degree of unionization and goal orientation.

The following sections in this chapter provide a general description of the Grand Rapids Press and the Dayton Daily News as organizations. No rigorous attempt is made here to precisely characterize in detail the nature of their

individual interaction-influence systems or the character of their living systems. That task was accomplished using survey research methods and is discussed in the following two chapters.

Organization and Managerial Process
at a Bilateral Newspaper:
The Grand Rapids Press

Organization of the Grand Rapids Press down to major departments is depicted in Figure 3. Robert Swartz, as manager, heads the advertising, business, circulation, and production departments. Werner Veit, as editor, is responsible for all editorial operations. The Press employs the equivalent of 420 employes when half time situations are equated in a full time schedule.

Every employe interviewed at the Press expressed a belief that the two top executives were well matched and cooperated to the fullest measure in the exercise of their separate responsibilities. Personnel who had worked for the newspaper for twenty years or more said the Veit-Swartz management team more closely approximated the bilateral concept of administration than had any other management team at the newspaper in its recent past. Several veterans went so far as to assert that previously the Grand Rapids Press was actually administered under a unilateral system because one of the two principal executives had always assumed a dominant role.

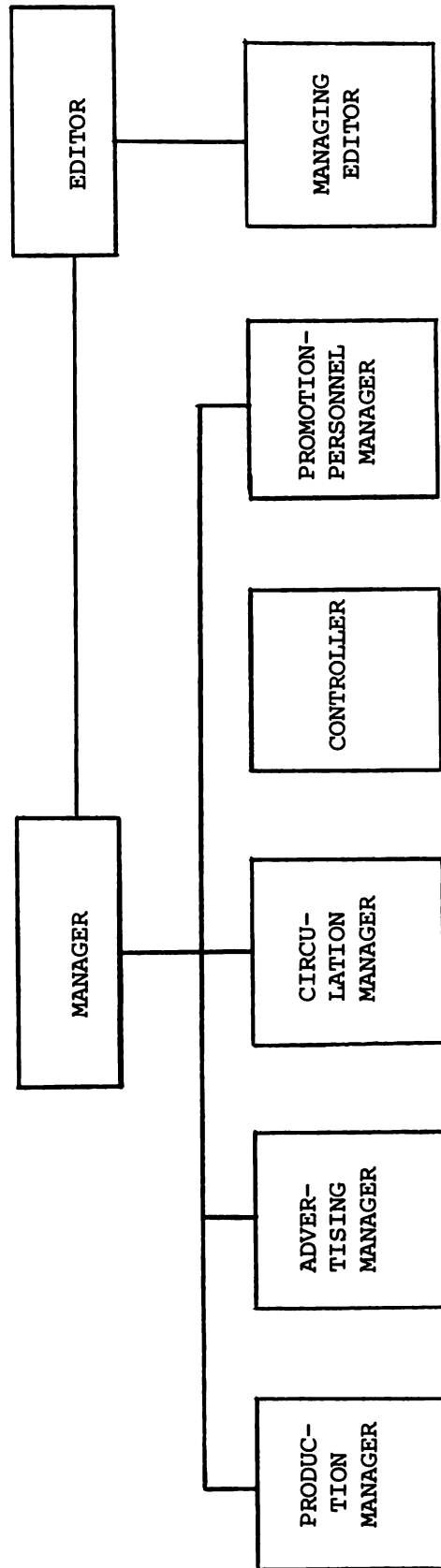


Figure 3. Grand Rapids Press Organization

Work Relations among Managers

On the whole, meetings between the manager and editor, as well as between their subordinates, are called more on a contingency basis than a scheduled basis. Sometimes Veit and Swartz meet several times a day to consult on an issue, and then go two or three days without seeing one another. A regular meeting attended by department heads is scheduled each month to review budgetary developments.

The editorial department is an exception to the rule regarding the contingency approach. The managing editor meets daily with various subeditors to discuss news content and other issues related to the day's edition.

Veit and Swartz do not stand on formality when one wishes to consult with a subordinate of the other. Veit takes a strong interest in production and circulation matters and frequently meets with circulation or production managers without feeling a need to first notify Swartz. Likewise, Swartz will meet with the news editor to discuss coordination of the work routine between the editorial and production departments.

The readiness of either editor or manager to confer directly with the subordinates of his partner is reflected in their philosophy of management, as articulated by Swartz: The editor and manager of a Booth newspaper realize how dependent they are on one another for the successful accomplishment of their individual tasks. It is important in the

prevailing economic and social climate that an editor be in tune to more than only editorial issues. His responsibilities cannot be successfully met unless the overall operation is healthy in a financial sense. It will not be financially healthy until it is healthy from a readership standpoint and can be properly circulated. It is the editor's job to select news and editorial material that will be of interest to the reader, just as it is his job to conform with the change of thinking of the reader so that the organization markets a product that is of value over and above the value of the advertising it contains. It must be useful enough that the reader is willing to pay for it. In such a way, the editor assists the business side because he is in large part responsible for a saleable product. Both Swartz and Veit emphasized that the manager and editor in the bilateral system are protecting one another through strong lateral relations and mutual concern for both editorial and business operation.

Swartz said he believed that the cooperative attitude and mutual understanding that he and Veit developed filtered down to lower echelons of the organization, especially the department head level. Most interaction between departments occurs between the editorial department and the composing room. According to Swartz, it is that juncture which serves as a barometer to measure how effectively the bilateral system works.

If they're just playing games at it, you're going to have a tremendous amount of friction. Whenever you get into a situation in which you have a time element, and where everyone is trying to do the best job they can possibly do, then there are going to be times when tempers will flare. There are going to be times when there is a certain amount of friction. But the true test is whether or not that friction is a momentary thing, whether two department heads can get together and solve that kind of problem without running to the manager or editor and saying, "Look, I can't do a thing with this guy, he's just destroying our operation." This is where you get the true test of whether you have problem-solving or whether you've got game-playing.¹

By Swartz's estimate, ninety-nine percent of the problems between editorial and composing are resolved at the department head level. Issues that arise between the two organizational components include those involving changes in policy; changes in operations, such as copy deadline changes and advertising deadline changes; plus changes in work schedules of composing room employees.

Although both Swartz and Veit believed that the cooperative relationship which they enjoyed had created a cooperative spirit that "rubbed off" on their subordinates, it is important to note that the Grand Rapids Press has no formal mechanisms lower in the organization to promote an effective interaction-influence system. The only such formal mechanism that existed in the newspaper was the integrating structure at the top of the hierarchy between manager and editor.

¹Robert Swartz, private interview, July 1975.

Points of Friction in the Organization

Although the manager and editor of the Grand Rapids Press were convinced that their spirit of cooperation had filtered down to lower levels of the organization, there were subordinates from both spheres of operations who were less positive about that proposition. Others refuted it. They believed the bilateral system includes in it an inherent potential to heighten the divisiveness between business and editorial personnel at lower levels in the organization.

One manager characterized relations between editorial and production as "a seething mass under what appears as a calm surface." He said strong resentment against the editorial department was evident from personnel in other departments who believed that editorial spent money wastefully. Personnel on the business side resented being told to pare their budgets to the bone, he said. Travel allowances for managers and supervisors permitting them to attend professional meetings had been sharply reduced, while the editorial department was able to send sports writers to the West Coast to cover Michigan teams. Business side personnel looked upon such action as wasteful because the wire services provided coverage of the same events. "There is a tremendous amount of animosity in this building between the editorial and the business side," he said, "a tremendous amount of animosity."

Another employe in a managerial position said sometimes operational issues between the editorial and advertising

departments caused conflict that often went unresolved. He gave as an example a case where a subeditor would insist that an advertisement be removed from one of his pages, much to the chagrin of the advertising salesman who had promised specific page placement to the advertiser. In such instances, he said, Swartz and Veit would often back off from the issue because, he rationalized, they didn't want to individually make a ruling and have the partner feel that his area of responsibility had been transgressed by the other. In that statement, of course, is the serious implication that the bilateral system serves to inhibit conflict resolution. The employe who made the foregoing statement hypothesized that under a unilateral system such conflicts low in the hierarchical pyramid would be more quickly resolved by a publisher simply making a ruling of his own volition.

It is important to note that all personnel who reported conflict and resultant hostility at lower levels in the organization were of the consensus that no such problems existed at the top of the hierarchy between Swartz and Veit. "The fight is not between the manager and the editor," one subordinate said, "the fight is between the people down below who are involved in the day to day operation of the newspaper." Subsequently, it would seem more and more that the primary issue regarding the appropriateness of the bilateral system centers on its effect on the interaction-influence system at lower levels in the organization, those levels

closely associated with line activity.

Organization and Managerial Process
at the Dayton Daily News

Corporate Organization

The Dayton Daily News is one of two newspapers published by Dayton Newspapers, Inc. That company is a subsidiary of Cox Enterprises, Inc. which publishes the Sun and News in Springfield, Ohio; the Constitution and Journal in Atlanta, Georgia; the News, Post and Times in Palm Beach, Florida; the News in Miami; and owns a large share of the Journal and News in Daytona Beach.

The newspaper corporation was founded by James M. Cox of Jacksonburg, Ohio, who was born March 31, 1870. After having worked as a reporter for the Cincinnati Enquirer and served as secretary to an Ohio congressman, Cox returned to Ohio from Washington, D.C., in 1898 and purchased the Dayton Evening News, one of five newspapers in the city, for \$26,000. The paper had four staff members and a circulation of 2,600.² In later years, Cox was busy as a publisher, expanding his properties, and as a politician. He was elected to Congress in 1908. Four years later, he successfully ran for governor of Ohio, and was twice reelected. The highlight of his

²James M. Cox, Journey Through My Years (New York: Simon and Schuster, 1946), p. 38.

political career came in 1920 when he received the Democratic nomination for president of the United States. He lost the election to Warren G. Harding, another Ohio newspaperman.

Cox Enterprises, Inc. is a private corporation; the descendants of James M. Cox are the principal shareholders. Unlike the Booth newspapers, the newspapers of Cox Enterprises, Inc. do not comprise a regional newspaper group. Executives at Dayton said that because the Cox newspapers are so widely separated geographically, there never has been much communication among managers from different papers. Only in the past few years has the corporation started sponsoring seminars and conferences for its newspaper executives to facilitate an exchange of information and ideas.

Dayton Newspapers, Inc., as was previously noted, is a larger entity than the Grand Rapids Press. In addition to the Daily News, it publishes the morning Journal-Herald. The company has approximately 800 full time employees. The Journal-Herald has separate editorial and circulation departments, totaling about 125 situations. They were excluded from the study, leaving about 675 employees.

Organizational Plan of the Dayton Daily News

Dayton Newspapers, Inc. is organized along traditional unilateral lines. Figure 4 is a diagram of the authority hierarchy from president down to department managers. The

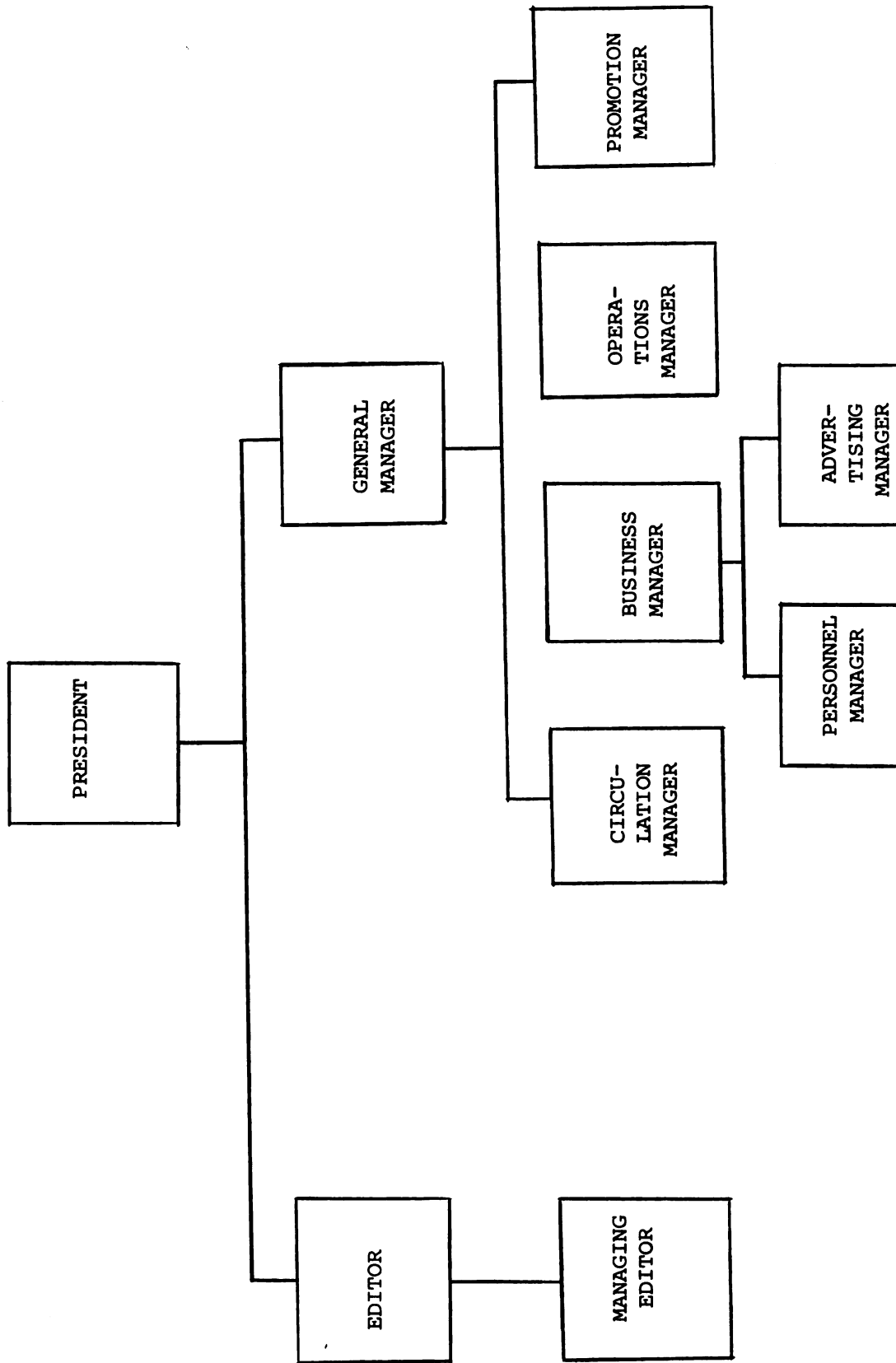


Figure 4. Dayton Daily News Organization

company does not have an actual "organizational chart" as depicted in Figure 4. The chart here was drawn from a description of responsibilities as outlined by David Easterly, business manager in September 1975 when interviews were conducted. He was later promoted to general manager. Easterly placed the editor of the Daily News on the same level as the general manager. However, subsequent interviews with editorial personnel indicate that the organizational chart would be more properly isomorphic if the editor is included as a subordinate of the general manager, with some qualification.

The editor of the Daily News is subordinate to the president in respect to editorial content and policy, but he is subordinate to the general manager regarding budgetary matters and, to an extent, editorial operations. This deduction was made following an interview with the Daily News managing editor, Arnold Rosenfeld. James Fain, the editor, was not available for an interview. Fain was also editor of the Miami News and a corporate officer with Cox Enterprises, responsible for operation of the corporation's news bureau in Washington, D.C. Consequently, Rosenfeld seemed to have greater responsibility for the editorial department than would most managing editors.

Rosenfeld said the editorial department must submit a budget to the general manager each year for approval. He and the editor meet jointly with the general manager several

times to consult about the budget proposal. "We are asked to explain any real growth programs that we have that cost money and are usually subjected to some pretty hard questioning about it."³ He said both Easterly and the general manager, Charles Glover, who was promoted to president when Easterly took over as general manager, sat in judgment of the editorial product to make certain they got what they paid for in respect to excellence of the editorial product. Both Easterly and Glover started professionally as reporters. Glover was at one time managing editor of the Daily News and Easterly was once city editor. Rosenfeld said:

They know how to judge a newspaper. And that's where the judgment comes in--whether they feel they are getting what they are paying for.⁴

Rosenfeld, who had worked at the Daily News for six years, said he could remember one occasion when the president and general manager had taken a direct hand in editorial operation. That was a situation in which expanded suburban coverage was ordered to aid in attaining higher circulation and advertising goals.

If the organization diagram for the Dayton Daily News is revised to accommodate the superior-subordinate relationship that exists between general manager and editor,

³Arnold Rosenfeld, private interview at Dayton Daily News, September 1975.

⁴Ibid.

then the configuration more closely approximates Schonberger's dual management concept where two persons, in this case the president and general manager, are in charge of the same set of subordinates, which at the Dayton newspaper are the department managers on the business side, plus the editor.

As would be expected with a larger organization, the division of responsibility at the Dayton Daily News is somewhat greater than at the Grand Rapids Press. As an example, the Daily News has separate promotion and personnel directors, whereas those areas of responsibility are assigned to a single manager at Grand Rapids. Additionally, it would seem that the organizational structure of the Daily News is not quite as well defined as that of the Grand Rapids Press. Easterly said he thought perhaps some changes would be in order eventually to make the organization conform more with a traditional business operation.

Work Relations among Managers

Like the managers at the Grand Rapids Press, the managers at the Dayton Daily News followed a contingency approach to problem-solving. No regular meetings are held among department managers or within departments, the editorial department, as at Grand Rapids, being an exception to the rule. Its various subeditors meet with the managing editor twice a day to discuss news content and operations.

And like the Grand Rapids Press, the Daily News has

no formal integrating mechanisms to specifically promote cooperation and understanding among personnel in different departments. Lateral communication occurs as a result of interaction between personnel from different departments over issues and problems by which they are mutually affected. As an example, Rosenfeld said, although the editorial department has no close operational ties with the circulation or promotion departments, he personally keeps in relatively close contact with personnel in those departments because he is interested in their work and wants to keep abreast of developments that might affect his job as an editor.

Points of Friction

There was substantial variance among personnel interviewed regarding their perception of the quality of lateral communication in the organization. Easterly said that the administrative structure of the organization was not necessarily "neat and tidy" but seemed to promote adequate communication among members of different functional components. He said he knew of no big problems between production and advertising or production and editorial, the most common points of friction.

Other managers at the department head level and below were less confident about the effectiveness of lateral communication between departments and said there was definite room for improvement. One manager in the production department

said coordination between production and the input departments, advertising and editorial, suffered because the input departments did not keep the production department, particularly the composing room, properly informed about changes in the work flow.

We maybe don't do enough on this newspaper, we don't have close enough contact with people. We're too busy with what we're doing in our own departments and not communicating rapidly enough with people.

That statement is an excellent description of loss of coordination toward accomplishment of the firm's goal as a result of parochial preoccupation with subtasks.

In a similar way, editorial personnel complained about a lack of cooperation and consideration from the production department. One editor said that because the production department complained it did not have adequate time to perform its tasks, the copy deadline for the first edition was moved up through several steps from 9:50 a.m. to 9:00 a.m. Because he believed such an early deadline for an afternoon newspaper did not allow time for inclusion of late breaking news, one editor said it could soon reach the point where the Daily News would be doing little more than publishing a "warmed-over" version of a morning newspaper.

Differences in the cognitive-emotional orientation of editorial and production personnel had also caused friction. Production personnel in the past had been reluctant to set

new type and remake news pages to permit a story update or inclusion of late breaking news. That behavior irked the editors, who were more service-oriented. One editor gave the following description of the situation.

The printers had a bad attitude, I felt. When we would try to makeover to update late stories, they were not particularly interested in making over stories, or getting in late stories. The standard comment was, "What are you doing all this for? People will see this on television tonight, anyway."

Perceptual Similarities at Dayton and Grand Rapids

In reviewing the general nature of managerial processes at the Grand Rapids Press and the Dayton Daily News, it would seem there is a common parallel between the two organizations regarding managers' perceptions of the quality of lateral communication and cooperation. Those who were closer to the line activities of various functional departments perceived greater problems than their superiors. In the case of the Daily News, David Easterly said he was aware that cooperation could have been better between some departments, and thought the organization should devise some plan aimed at improving cooperation.

This chapter was written to provide a general description of the two newspapers being compared in the study. It was not intended to be evaluative in a comparative sense, however. Such an evaluation would be too generalized to provide a comprehensive picture of how the newspapers

compare regarding their interaction-influence systems. Such an evaluation would also be highly subjective and, possibly, misleading. A survey research design was used to precisely and objectively describe the nature of the interaction-influence systems of the two organizations and to determine if there are significant differences in the living systems of them. The nature of that survey and its findings are presented in the following two chapters.

CHAPTER V

DELINEATING THE STATE OF THE LIVING SYSTEM: A METHODOLOGICAL FRAMEWORK

Classification of Variables

Likert notes that for an organization to diagnose effectively its internal problems it must understand the way its component parts function and how it adapts to change, what he labels as information on the "nature" of the system and information on the "state" of the system.¹ Likewise, an outside observer must also understand the nature of the organization and the state of the organization if he is going to arrive at an evaluation of the character of its living system. Liker provides the following definitions:

By information on the nature of the system, we will mean data which enable us to construct the basic conceptual model of an organization. . . . By information on the state of the system, we will mean data which reveal the current situation of the organization, such as the behavior of its leaders, the motivations of its members, its communication and decision-making processes, and its productivity and earnings.²

¹Likert, The Human Organization, p. 128.

²Ibid., p. 129.

The preceding chapter attempted to describe the nature of the Grand Rapids Press and the Dayton Daily News as organizations. The empirical methods outlined in this chapter were intended, primarily, to gain insight into the state of each organization, particularly in respect to the state of the interaction-influence system of each newspaper. Toward that end, the typology devised by Likert for classifying organizational variables was followed, as was his fundamental methodological procedure.

Likert classifies organizational variables as causal, intervening and end-result. Causal variables are independent variables. They include only those variables which the organization has ability to change. Causal variables include the structure of the organization, style of leadership employed by executives, as well as policies and decisions. Naturally, in this study the primary focus is on organizational structure as a causal variable.

Intervening variables are those which pertain to loyalties, attitudes, motivations and other indicators of the internal state of health of the organization. Also included are the perceptions of members and "their collective capacity for effective interaction, communication, and decision making."³

End-result variables are dependent variables. They

³Ibid., p. 29.

include organizational achievements and can be measured in terms of productivity, costs and earnings. Likert asserts that end-result measurements offer only after-the-fact information which commonly reveal problems when it is too late to take corrective action. End-result measurements provide inadequate information about causes of undesired results and methods to prevent them. End-result variables also have little productive value.

Only the causal and intervening variables provide information correctly describing the current internal state of the organization as a human enterprise. Especially important are the causal variables, which provide data enabling one to predict with reasonable accuracy the future trends in the organization.⁴

Likert notes that empirical evidence shows that there is a strong relationship between causal, intervening and end-result variables. "When all of the factors are taken into consideration, especially time, and the proper analysis made, consistent, positive relationships can be expected among the causal, intervening, and end-result variables in every organization."⁵

Application of Likert's Organizational Profile

In order that the living systems of the two newspapers compared in the study be individually characterized, a

⁴Ibid., p. 130.

⁵Ibid., p. 99.

questionnaire was devised, composed primarily of measurements designed to assess the state of various intervening variables. In many cases, those measurements were taken from Likert's "Profile of Organizational Characteristics," first published in New Patterns of Management. Other measures used, in many cases, are derivative of the profile but tailored to the study.

Likert's profile was originally designed to specify comparative differences between his four theoretical management systems, systems 1 through 4. Later, he realized that the profile could be used as a measurement instrument to determine what sort of management a particular organization operates under. A refined version of the profile was published in The Human Organization in 1967. The instrument is composed of fifty-one items, each a measurement of a particular intervening variable. Each item asks a question about a particular organizational trait and instructs the respondent to indicate on a twenty-point scale where his organization would fall on the continuum, with a description of System 1 and System 4 characterizations at opposite ends. Additionally, trait descriptions of System 2 and System 3 are placed at intervals between the descriptions for Systems 1 and 4.

Likert's scaling technique was modified to suit this study. The scale was presented as a seven-point continuum with a System 1 description of the trait at one pole and a System 4 description at the opposite pole. Descriptions of the trait under System 2 and System 3 were dropped. This

modification was made because it seemed that the discreteness of Likert's system descriptions is in many instances questionable. For example, the following system descriptions are used for a question that asks to what extent decision-makers are aware of problems in the organization: (System 1) "Often are unaware or only partially aware"; (System 2) "Aware of some, unaware of others"; (System 3) "Moderately aware of problems"; (System 4) "Generally quite well aware of problems." The question that arises is, "What is the difference between the System 2 and System 3 description?" To spare respondents from musing over that quandary, the two intermediate system descriptions were excluded. System 1 and System 4 polarities were irregularly altered from left to right and vice versa to offset the possibility of response set. Appendix A is the modified organizational profile that was used in the study. All items in the profile can be evaluated in terms of Likert's systems analysis.

Additional Measurements

A second set of questions included in the survey instrument was designed to measure the strength of relationships between the five functional departments in a newspaper. An operational definition of "relationship" was provided that placed the word in a positive context. On a seven-point scale, each respondent ranked the strength of the relationship between his department and each of the four other

departments in terms of actual strength and ideal strength. Appendix B contains those items. That set of questions was included to determine if there were significant differences in the strength of interdepartmental working relationships between the two newspapers, and additionally, if there were significant differences between newspapers regarding respondents' perceptions of how strong ideal relationships should be. That set of questions was derived from a rationale that suggested if the bilateral system promoted better cooperation and understanding than the unilateral system, its members would manifest stronger interdepartmental working relationships, as well as perceive a need for stronger relationships, than would their counterparts in a unilateral organization.

A third set of measures, the "Job Description Index," was used to indirectly measure job satisfaction as related to issues regarding type of work, promotions, pay, and people on the job. A fifth area, supervision, was not included because all respondents in the survey were managerial or supervisory personnel. The index was developed at Cornell University and has proved to be a reliable instrument in measuring job satisfaction. The instrument approaches the issue of job satisfaction indirectly. Instead of asking respondents how they feel about their jobs, the index asks a respondent to describe his job. Robinson, et al., note that it is evident from the numerous studies that have used the Job Description Index that a person's perception of his

job is highly colored by his satisfaction with it.⁶ The Job Description Index is contained in Appendix C.

The last set of measurements used in the questionnaire was a personality assessment instrument developed by Norman in 1963.⁷ He developed twenty peer nomination rating scales from which emerged five factors, labelled as extroversion, agreeableness, conscientiousness, emotional stability and culture. Norman reported that for each test group to whom the scales were administered, those five attributes emerged as independent factors. The instrument was originally tested on four groups, totalling 622 persons. Lanyon and Goodstein noted that Norman's personality assessment instrument has offered an alternative from older personality scales that identified only two factors, extroversion and neuroticism.⁸

Norman's personality scales were used in the study in an attempt to control for personality between the two survey populations, i.e., members of the Grand Rapids Press and the Dayton Daily News. If there were no significant

⁶John P. Robinson, Robert Athanasiou, and Kendra B. Head, Measures of Occupational Attitudes and Occupation Characteristics (monograph), Survey Research Center, Institute for Social Research, University of Michigan, 1969, p. 105.

⁷Warren T. Norman, "Toward an Adequate Taxonomy of Personality Attributes," Journal of Abnormal and Social Psychology, 1963, p. 574.

⁸Richard I. Lanyon and Leonard D. Goodstein, Personality Assessment (New York: John Wiley and Sons, Inc., 1971) p. 89.

differences between members of the two newspapers along the five personality attributes, then it would indicate that any significant differences between the two newspapers regarding the nature of intervening variables would more likely be a function of organizational structure than personality of organization members.

Norman's abbreviated scale labels were used rather than the complete scale descriptions. It was believed that use of the abbreviated bipolar adjectives would lower completion time to an acceptable level and, at the same time, not violate the integrity of the instrument. The twenty scales, presented as a seven-point semantic differential, are contained in Appendix D.

Tests of Validity and Reliability

The questionnaire was pretested at the Kalamazoo Gazette during February 1976. Managers and supervisors who scored the questionnaire were asked to make marginal notations next to items they had difficulty understanding. Respondents also timed themselves and reported how long it took to complete the questionnaire.

Pearson product-moment correlation showed strong internal consistency among the items in the organizational profile, a requirement for Likert-type scales. Likert has shown that managers from a particular organization will score separate items of a profile consistently around the same

point on the continuum. They rate their organization generally as either system 1, 2, 3, or 4.⁹ Consequently, there should be high correlation between items of the profile, indicating strong internal consistency.

It was obvious that several of the Kalamazoo people had difficulty interpreting instructions for one or more sets of questions. The instructions were subsequently rewritten for clarity. By and large, respondents had no problem understanding the variable being rated in a particular item. They indicated that time for completion amounted to roughly thirty minutes.

To double check possible ambiguity in the scales of the organizational profile, the questionnaire was reviewed item by item with a senior executive at the State Journal in Lansing. He had no difficulty understanding what was asked in each item and expressed an opinion that the instrument seemed a valid measure of organizational traits of newspapers. Several other newspaper executives reviewed the document and believed it to be valid and precise.

Implementation of the Survey

The questionnaire was administered in Dayton on March 26, 1976, and in Grand Rapids on April 2, 1976. Subjects who scored the questionnaire included personnel whose primary

⁹Likert, The Human Organization, p. 116.

responsibility was in a managerial or supervisory capacity. That criterion excluded personnel who had some responsibility for supervision but who were also line-oriented, such as assistant foremen in the composing room. There were 62 managerial positions at Dayton and 35 at Grand Rapids. An 88 percent completion rate (55 of 62) was obtained at Dayton. A 91 percent completion rate (32 of 35) was obtained at Grand Rapids.

As was noted before, there occurred early in 1976 a development at Booth Newspapers, Inc. that could have ramifications regarding survey results from Grand Rapids Press personnel. Early in 1976, Samuel I. Newhouse purchased twenty-five percent of the outstanding stock in the Booth corporation. Booth suddenly found itself fighting a takeover. Newhouse picked up seventeen percent of the corporation's stock from Whitcom Investment Co., the former owner of Parade, which had accepted--in fact, demanded--stock in lieu of cash when Booth purchased Parade. The remaining eight percent was purchased from the Cranbrook Educational Community.¹⁰

Robert Swartz, manager at Grand Rapids, expressed doubt about the validity of the survey findings. He said some of his people were on edge at the time because of the recent developments in the corporation and might score the

¹⁰"Booth Warns Holders of Takeover Harm," Editor & Publisher, March 13, 1976, p. 9.

questionnaire differently than they would have done a couple months before. Werner Veit, however, did not believe the recent developments had affected his people in any way.

Although the incident might have the potential to serve in a confounding manner regarding validity of scores obtained at Grand Rapids, the possibility is not a strong one. Likert notes that members will usually rate their organization against an extended, general pattern. "Managers apparently report the long-run average pattern as they see it, rather than any short-term fluctuations in describing the management systems of their firms."¹¹

¹¹Likert, The Human Organization, p. 116.

CHAPTER VI

AN EMPIRICAL ANALYSIS OF THE LIVING SYSTEMS OF THE GRAND RAPIDS PRESS AND THE DAYTON DAILY NEWS: REPORT OF FINDINGS

Differences in Organizational Profiles

The survey of managers' and supervisors' perceptions and attitudes toward their particular newspaper accomplished what no amount of personal interviewing could do. It permitted, through use of rigorous statistical procedures, an objective, comprehensive analysis and evaluation of the living systems of the two organizations. The results of the survey were unexpected, to say the least, and contrary to the proposition advanced in the research hypothesis.

When scores for the thirty-five Likert-type items that measured intervening variables were summed by newspaper and a Mann-Whitney U test performed to determine if the differences were statistically significant, the findings showed that the management processes at the Dayton Daily News more closely approximated Likert's System 4 than did the management processes at the Grand Rapids Press. The median score for Dayton was 4.88 and 4.37 for Grand Rapids. The U test produced a z score of -2.35, significant at the .05 level for a two-tailed probability.

Because Likert's twenty-point scale was collapsed to a seven-point scale for the organizational profile used here, it is not possible to indicate precisely if the management systems of the two newspapers examined approximate a specific management system as described by Likert, i.e., exploitive authoritative (System 1); benevolent authoritative (System 2); consultative (System 3) or participative group (System 4). The two newspapers are simply compared here by their relative positions on the scale between authoritative and participative systems, where 7 indicates strong participation. Since 4 is the scale's midpoint, it is clear that members of both newspapers perceive their management systems as leaning more toward the direction of System 4 than System 1.

Comparative scores for individual profile items with differences significant at the .05 level of confidence are presented in Appendix E. As was the case in the pretest, Pearson product-moment correlation showed strong internal consistency among the thirty-five items, although not as strong as those reported by Likert for his profile.¹ An inter-item correlation matrix is contained in Appendix F.

The most telling aspect of Table 1 is found in the fact that of the thirty-five profile items measuring intervening variables, there were significant differences between the Grand Rapids Press and the Dayton Daily News for eleven

¹See Likert, The Human Organization, pp. 194-95.

items, and in every case, respondents from the Dayton newspaper scored their organization as more closely approximating System 4 than did respondents from the Grand Rapids Press.

Stronger Cooperation at Dayton

Managers and supervisors at the Dayton Daily News perceived a greater amount of cooperation through teamwork in their organization than did their counterparts at the Grand Rapids Press (item 9). Correspondingly, respondents from Dayton rated their organization significantly higher than did respondents from Grand Rapids regarding the existence of an effective structure within the newspaper enabling one component of the organization to influence other components (item 39). Those findings point to a stronger, more active interaction-influence system at Dayton than at Grand Rapids.

Items 29 and 33 help explain the lower scores at Grand Rapids regarding teamwork and influence. Respondent's from the four business side departments at Grand Rapids rated their editorial personnel significantly lower than did their counterparts at Dayton regarding editorial personnel's understanding of others' problems and their interest in helping other personnel achieve departmental goals. Those findings indicate greater divisiveness between the editorial department and other four departments at Grand Rapids than at Dayton.

Differences in Employees' Attitudes

There were significant differences between scores from Dayton and Grand Rapids regarding peer attitudes toward each other (item 16) as well as toward the organization (item 18). Dayton respondents reported more favorable, cooperative attitudes throughout the organization than did Grand Rapids respondents. Personnel at the Dayton Daily News also thought the attitudes of their co-workers toward the organization and attainment of its goals were more favorable than did managers and supervisors at the Grand Rapids Press.

Problem-Solving

The Dayton respondents also rated their organization significantly higher than Grand Rapids personnel along four issues that dealt with problem-solving. Daily News personnel perceived their organization as one in which problem-solving more often resulted in selection of the best possible alternative than did respondents at Grand Rapids (item 10). Likewise, respondents at Dayton indicated greater accuracy and completeness of information available at the point of decision-making than did Grand Rapids respondents (item 26), and thought they were afforded better opportunity to contribute input into decisions which affected their area of operation (item 15). Additionally, Dayton personnel thought their decision-making processes created greater motivation for implementation than

did Grand Rapids personnel (item 25), and scored their peers as being motivated more by noneconomic needs than did respondents from Grand Rapids (item 22).

Analysis of Differences by Department
and Hierarchical Level

In order to ascertain if the differences between newspapers for the eleven variables in Appendix E determined significantly different could be attributed to a particular organizational dimension, either horizontal or vertical, survey results for the eleven items were analyzed by department and by hierarchical level.

Kruskall-Wallis one-way analysis of variance was done by department for each of the eleven variables. Analysis of variance showed that respondents from each of the five departments of the Dayton Daily News represented a single population. Variance between department scores, consequently, can be attributed to chance. The same circumstance was true for the five departments of the Grand Rapids Press, i.e., respondents from the five departments represented a single population. Subsequently, it is apparent that the differences determined statistically significant via a Mann-Whitney U test for those eleven variables are not attributable to any particular department within either of the organizations.

When the same eleven variables from the organizational profile were analyzed by newspaper for differences between

hierarchical levels, five variables contained significant differences. They are presented in Table 1. Respondents were divided into two hierarchical levels. Level 1 consisted of all those respondents who were department managers or higher in the organization. Level 2 consisted of all managers and supervisors below the department head level.

There was significant difference between the Level 1 and Level 2 scores at Dayton regarding peers' attitudes toward the organization. Level 1 managers scored that item significantly higher than did the lower level managers. There was no difference between hierarchical levels at Grand Rapids for that variable. The same sort of hierarchical split occurred at Dayton regarding editorial personnel's understanding of others' problems. Level 1 managers there thought solutions to problems were more appropriate than did Level 2 managers.

Similar higher ratings by Level 1 managers were evident at Grand Rapids on two different variables. Level 1 managers there thought solutions to problems were more appropriate than did Level 2 managers. Likewise, Level 1 managers were more inclined to give the organization a higher rating for existence of greater interdepartmental influence, 6.0, than were Level 2 managers, who gave the organization only a 3.8 rating.

There were significant differences between Level 1 and Level 2 managers for both newspapers regarding the type of

TABLE 1
INTERVENING VARIABLES WITH SIGNIFICANT DIFFERENCES BY HIERARCHICAL LEVEL

Intervening Variable	Hierarch. Level	Newspaper			
		Dayton		Grand Rapids	
		Median Score	u-value* (Z)	Median Score	u-value* (Z)
Peers' attitudes toward organization	1	6.6 (12)	156.0 (-2.25)	—	—
		6.0 (43)			
Motivational forces behind peers' behavior	1	6.5 (12)	165.0 (-2.03)	6.0 (7)	43.5 (-2.06)
	2	5.8 (43)		5.0 (25)	
Editorial understanding of other's problems	1	5.5 (11)	109.0 (-2.01)	—	—
	2	4.3 (33)			
Appropriateness of solutions	1	—	—	6.0 (7)	43.5 (-2.08)
	2	—		5.0 (25)	
Potential for interdepartmental influence	1	—	—	6.0 (7)	38.0 (-2.30)
	2	—		3.8 (25)	

* All u-values significant at .05 level.

motivational forces respondents thought were behind peers' behavior. Level 1 managers at both newspapers thought peers were motivated more by departmental and organizational goals than did Level 2 managers.

Strength of Interdepartmental Relationships

An analysis of differences for perceived strength of interdepartmental working relationships showed that only in two situations were differences significant between the Grand Rapids Press and the Dayton Daily News. The results of the Mann-Whitney U test are presented in Table 2.

The strength of the working relationship between the business and editorial departments at Dayton was rated as significantly higher than the working relationship between those two departments at Grand Rapids. The median score of Grand Rapids business personnel was 4.5 and the score of editorial personnel was a full point lower, 3.5. Likewise, the relationship between the circulation and editorial departments at the Daily News was stronger than the relationship between those two departments at the Press. The median score of Grand Rapids circulation and editorial employees was 2.5 and 2.6, respectively, whereas the scores of the circulation and editorial departments at Dayton were 4.6 and 5.1. It is significant that both sets of relationships involved the editorial department. Those findings would seem to add additional evidence of a greater divisiveness between the

TABLE 2

DIFFERENCES BETWEEN NEWSPAPERS IN PERCEIVED STRENGTH OF
EXISTING INTERDEPARTMENTAL RELATIONSHIPS

Interdepartmental Relationship	Median Score		U value (Z)
	Dayton	Grand Rapids	
Advertising-Business	5.9	5.1	60.0 (-1.48)
Advertising-Circulation	5.6	5.0	70.5 (-0.89)
Advertising-Editorial	3.7	3.3	138.0 (-0.76)
Advertising-Production	5.6	5.2	121.5 (-0.55)
Business-Circulation	5.9	5.5	75.0 (-0.26)
Business-Editorial	4.8	3.7	86.0* (-2.09)
Business-Production	5.5	5.7	105.0 (-0.41)
Circulation-Editorial	4.9	2.7	57.5* (-3.32)
Circulation-Production	4.7	4.3	94.5 (-0.85)
Editorial-Production	4.5	4.2	196.5 (-0.04)

*Statistically significant at .05 level.

editorial department and business side departments at Grand Rapids than at Dayton.

Table 3 shows the results of a Mann-Whitney U test for differences between newspapers regarding respondents' estimates of what the ideal, or preferred, strength of relationship should be between the various departments. There were no significant differences between the scores of Dayton and Grand Rapids managers for that set of questions. In relative value, the lowest preferred strengths are those between the business and editorial departments, as opined by respondents from both newspapers.

Personality Profiles of Department Personnel

Table 4 contains the scores for the personality profile of personnel in the five functional departments of each newspaper. Respondents scored a personality profile for personnel from two departments of their newspaper, excluding their own department, which were specifically designated on individual questionnaires so that each department was evaluated by an identical number of personnel from other departments, or nearly so. The scales in Appendix D present the positive trait description on the right, the negative on the left. Negative and positive poles of scales were randomly switched in the field instrument to offset possible response set. The scores were coded 1 to 7 from left to right, where 7 indicates the strongest positive measure of the trait. The scores from

TABLE 3

IDEAL STRENGTH FOR INTERDEPARTMENTAL RELATIONSHIPS AS
INDICATED BY RESPONDENTS

Interdepartmental Relationship	Median Score		U value* (Z)
	Dayton	Grand Rapids	
Advertising-Business	6.5	6.3	74.5 (-0.37)
Advertising-Circulation	6.2	6.7	59.0 (-1.57)
Advertising-Editorial	5.3	6.0	128.5 (-1.06)
Advertising-Production	6.6	6.8	114.5 (-0.95)
Business-Circulation	6.3	6.6	62.5 (-0.45)
Business-Editorial	5.5	5.0	109.5 (-0.63)
Business-Production	6.0	6.1	95.5 (-0.35)
Circulation-Editorial	6.1	6.3	142.5 (-0.26)
Circulation-Production	6.6	6.8	93.0 (-1.04)
Editorial-Production	6.6	6.7	167.5 (-0.65)

* None of the differences are statistically significant at .05 level.

TABLE 4

SUMMARY OF SCORES BY NEWSPAPER FOR DEPARTMENTAL
PERSONALITY PROFILES

Factor	Mean Score		t value
	Dayton	Grand Rapids	
Advertising			
Extroversion	20.26	21.90	-1.19
Agreeableness	20.68	21.20	-0.31
Conscientiousness	21.11	20.60	0.34
Emotional Stability	18.58	19.09	- .31
Culture	20.35	18.09	1.40
Business			
Extroversion	16.06	17.12	-0.53
Agreeableness	19.81	17.62	0.99
Conscientiousness	21.53	24.00	-1.45
Emotional Stability	20.93	20.12	0.37
Culture	20.40	18.62	0.74
Circulation			
Extroversion	21.50	17.90	3.07*
Agreeableness	22.90	18.36	2.93*
Conscientiousness	22.04	23.27	-0.88
Emotional Stability	20.13	17.45	1.61
Culture	20.22	15.90	2.58*
Editorial			
Extroversion	21.25	16.63	2.94*
Agreeableness	20.64	13.77	2.96*
Conscientiousness	20.75	18.36	1.70
Emotional Stability	19.46	17.70	0.83
Culture	22.80	21.09	1.13
Production			
Extroversion	18.46	16.83	0.98
Agreeableness	21.52	17.57	2.07*
Conscientiousness	21.00	18.41	1.47
Emotional Stability	19.93	16.67	2.49*
Culture	18.06	14.33	1.88

* Statistically significant at .05 level.

each of the four scales that comprise an independent factor as identified by Norman were summed to obtain a single score for the factor, with 28 the highest possible rating.

Personnel in the circulation department of the Grand Rapids Press received lower ratings for extroversion, agreeableness and culture than did personnel in the circulation department of the Dayton Daily News. Likewise, Grand Rapids editorial personnel received lower ratings by their peers for extroversion and agreeableness than did editorial personnel at the Dayton Daily News. Additionally, production personnel at the Press were rated lower for agreeableness and emotional stability than were production personnel at Dayton. There was no difference in the personality profiles for advertising or business personnel at the two newspapers.

Job Satisfaction at Dayton and Grand Rapids

Table 5 summarizes scores from the Job Description Index. The highest possible score for satisfaction with work is 30; for satisfaction with people on the job, 24; for satisfaction with pay, 12; and for satisfaction with promotion policy, 15. Scores for the two newspapers are very similar. A t-test indicated no significant differences between newspapers for the scores of any of the four items.

TABLE 5
SUMMARY OF SCORES FROM JOB DESCRIPTION INDEX^a

Variable	Mean Score	
	Dayton	Grand Rapids
Work	24.5	24.8
People	19.6	21.4
Pay	6.4	5.7
Promotion	8.5	7.9

^aA t-test showed no differences between newspapers at .05 level of significance.

Interpretation of Survey Results

No Support for Hypothesis

Survey data provided no empirical evidence to support the research hypothesis, i.e., that bilateral newspaper administration will promote a healthier living system evidenced by a more effective interaction-influence system than will unilateral administration. Indeed, there is evidence to support the alternative hypothesis, that unilateral administration promotes a healthier living system, if the organization is taken as a whole.

The findings indicate that management processes at the Dayton Daily News, the newspaper with a unilateral administrative structure, more closely approximated Likert's

System 4 system of management along several dimensions than did the newspaper with bilateral administration, the Grand Rapids Press. Respondents from the Daily News rated their organization higher than did Press respondents in the general areas of intraorganizational cooperation and problem-solving.

Dayton personnel saw their organization as having a more effective internal structure that afforded one component in the organization greater opportunity to exert influence on other components than did Grand Rapids personnel. They also reported a greater amount of cooperative teamwork within the organization than did personnel at the Grand Rapids paper. Respondents from the advertising, business, circulation and production departments at Dayton thought personnel in their editorial department were more understanding of their individual department problems and more willing to help them achieve departmental goals than did that same group of respondents from Grand Rapids regarding editorial personnel at that newspaper.

In reference to problem-solving, Dayton respondents reported a greater opportunity to provide input into the decision-making process when it affected their area of operation than did Grand Rapids respondents. They thought completeness and accuracy of information available at the point of decision-making was better than did Grand Rapids personnel. Dayton personnel rated the solution quality of problem-solving higher than did Grand Rapids respondents. Dayton personnel

also perceived greater motivation by peers to carry out decisions than did personnel at Grand Rapids.

Greater Divisiveness at Bilateral Newspaper

The findings indicate a greater split, or more intense divisiveness, between editorial and business-oriented personnel at the Grand Rapids Press than at the Dayton Daily News. That was evident in the low rating given by business-oriented personnel at Grand Rapids for the degree of understanding and cooperation they received from editorial personnel. It is also evident by the significantly weaker working relationships between the editorial department and two others, circulation and business, at Grand Rapids. The empirical evidence that suggests greater divisiveness between editorial and business-oriented departments at Grand Rapids was corroborated, as reported in Chapter IV, by the remarks of several managers there who reported substantial resentment against editorial personnel by many others in the organization.

Organizational Similarities

When the two newspapers are examined along lines of departmentalization, they conform with Likert's findings that intervening variables will differ when measured from organization to organization but will seldom differ from department to department within a single organization. Analysis of variance for the eleven items in the organizational profile

for which there were significant differences between newspapers showed no significant variance of scores among the five departments of either the Grand Rapids Press or the Dayton Daily News. No particular department at a newspaper produced scores that were inordinately higher or lower than the overall score for the newspaper on any item. Consequently, the ratings for those eleven items came from two broad populations, heterogeneous to one another, but homogenous within.

In respect to hierarchical levels, each newspaper had differences in scores between Level 1 and 2 managers for three intervening variables in the organizational profile. At both newspapers, Level 2 managers gave lower ratings than did Level 1 managers. Such results are not unusual in organizational research. Personnel lower placed in an organization will tend often to rate the effectiveness of the organization lower than will those who are higher placed. Consequently, overall differences between the two organizational profiles cannot be attributed statistically to hierarchical variations, since each newspaper had similar differences across the hierarchical dimension.

When the personality profiles for the two survey populations are compared, there are more similarities than differences, and the differences would seem to be more reflective of the nature of interdepartmental relationships than actual personality traits of members. Of the five

groups of personnel rated, advertising, business, circulation, editorial and production, there were significant differences between newspapers for three departments, involving mostly factors of extroversion and agreeableness. In each instance where there was a discrepancy between matched departments, Grand Rapids personnel received a less desirable rating from their co-workers than did Dayton personnel. Naturally, evaluation of those results necessitates pondering the internal validity of the scales. One could rationally argue that when Norman's personality assessment scales are used to rate an entire population, such as advertising department personnel at a newspaper, they no longer measure personality traits per se, but instead become a portrait of a class or group of people as perceived by the rater vis-a-vis his selective exposure to them.

The fact that there were no significant differences between newspapers regarding respondents' estimates of the appropriate strength for various interdepartmental working relationships provides some evidence that a bilateral form of administration does not necessarily create throughout the organization an atmosphere in which members of different functional departments gain a more heightened awareness of their interdependence or perceive a need for stronger interdepartmental working relationships than do managers of a unilaterally administered newspaper.

The findings also indicate that while the living

system of the unilaterally administered newspaper was healthier and more dynamic than the bilaterally administered newspaper in respect to several aspects of its interaction-influence system, neither form of administration acts as an independent variable effecting greater job satisfaction of its members. The Job Description Index showed that managers at Dayton and Grand Rapids were about equally satisfied with their positions.

CHAPTER VII

SUMMARY EVALUATION OF BILATERAL NEWSPAPER ADMINISTRATION: ASSETS AND LIABILITIES

Positive Attributes

When the Booth concept of bilateral newspaper administration is finally evaluated, it is evident that the system's strongest positive attribute is its facility for lowering the negative, dysfunctional aspect of differentiation between executives at the very top of the hierarchy, the manager and editor. Careful selection of manager and editor by the corporation is, of course, prerequisite to such a condition. Booth employees at corporate headquarters and in the field were, by and large, in agreement on both points.

The bilateral structure, seemingly, fosters between manager and editor a greater understanding of one another's responsibilities and a heightened awareness of their interdependence. This, in turn, usually prompts strong cooperation between the two executives. The system is effective in lowering the degree of win-lose dynamics that often exist between top level newspaper executives. Many Booth editors and managers noted that they found the bilateral system

beneficial in respect to problem-solving. Because there was no superior-subordinate relationship between them, executives were more inclined to brainstorm with one another in a relatively uninhibited manner.

Negative Attributes

The strongest criticism of the bilateral system is that in some respects it retards effectiveness of the interaction-influence system of the organization. That was evident from the findings of the survey. The bilateral newspaper's management processes were characterized by less cooperative teamwork, lower satisfaction by members with the methods and results of problem-solving, less understanding between personnel of each other's concerns and, in some instances, weaker working relationships between the editorial and business-oriented departments than were those same processes at the unilaterally administered newspaper. In such a way, it would seem that the bilateral form of administration heightens the dysfunctional aspects of differentiation low in the organization. Such a condition is manifest in the greater amount of divisiveness between editorial and other personnel at the Grand Rapids Press than at the Dayton Daily News.

Survey results indicated that, by and large, managers from all five departments and both hierarchical levels of the Grand Rapids Press perceived the organization similarly. With the exception of the lower scores of Level 2 managers

for three items from the organizational profile, no particular group of respondents from the Grand Rapids Press could be identified as one that accounted for the organization's overall low score, when compared with the score from the Dayton Daily News. Respondents at Grand Rapids generally perceived their organization as operating under a less effective, less dynamic interaction-influence system than did respondents from the Dayton organization.

The findings indicate, to a considerable extent, that the bilateral concept as it exists in the Booth organization serves to create two opposing organizational entities under a single roof, the editorial personnel and the personnel from the other four departments. That organizational split might not be dysfunctional or even evident in the top echelons of management, but several managers at the Grand Rapids Press indicated that such a condition did exist lower in the organization. More than one manager suggested that the split at lower levels was caused substantially by reluctance of the manager and editor to mediate low-level disputes for fear of antagonizing one another. To the extent that such behavior exists, the bilateral system contains an inherent contradiction. Dissension and conflict emerge at low levels in the organization as a result of behavior by top executives aimed at maintaining harmonious relations between themselves.

A more precise explanation of the cause of conflict in the organization than included here might be possible if

•

the personal interviewing had been more intensive. Limitations on time and resources permitted, in most cases, only forty to fifty minutes with each person interviewed. Such sessions do not permit establishment of a firm relationship between interviewer and employee, which might be possible if several interviews were conducted over an extended period with individual employees. Argyris employed intensive interviewing in his study of the New York Times and, it would seem, obtained more candid and enlightening responses from employees than was the case, by and large, in this study.

It is important that the apparent deficiencies be put into perspective. There is no evidence here to suggest that the bilateral system has a crippling effect on the interaction-influence system of a newspaper, or that it breeds an intolerable living system throughout the organization. During the course of research no person characterized the Grand Rapids Press as a poorly managed newspaper. To the contrary, the Press was held in high esteem by professionals both within and outside Booth Newspapers, Inc. This study has been, essentially, comparative. It compared the living systems of the Grand Rapids Press and the Dayton Daily News and found that both newspapers operated under a system of management more closely approximating Likert's System 4, a participative group style, than they did System 1, an exploitive authoritative style. However, the Dayton newspaper was shown to operate under a style of management more

closely approximating System 4 than did the Grand Rapids Press. What the findings have done, then, is to refute the research hypothesis. There is no evidence to support the proposition that bilateral newspaper administration promotes a healthier living system evidenced by more effective interaction-influence processes than does unilateral administration.

A Strategy for Improving the Bilateral Concept

The revised philosophy of the bilateral concept promulgated by the Booth corporation in recent years has as its major tenet the belief that the bilateral system can be used, and should be used, to improve organizational coordination and cooperation between the editorial and business spheres of operations. There is a flaw, though, in application of the principle and it springs from the historical evolution of the bilateral concept at Booth Newspapers, Inc. The original philosophy valued isolation between editorial and business spheres of operations as a positive attribute, and the concept as operationalized was compatible with that philosophy. But when the bilateral concept underwent philosophical change, there was no accompanying change in operationalization of the concept. When the corporation began to perceive the bilateral concept as a means of promoting interorganizational cooperation and coordination, it failed to expand operationalization of the concept to all levels of a newspaper vis-a-vis formal action. Instead, corporate leaders, it would seem,

relied on an assumption that if the two top executives developed a close working relationship, the same would be true of their subordinates. That does not automatically occur, as the findings have indicated. A more elaborate matrix of lateral relations that, by design, would intensify integration in the organization was needed.

A modification of the bilateral system could possibly be effected using Likert's System 4 strategy for improving cooperation in organizations. Integration is achieved and coordination improved by creating overlapping group structures in which certain individuals, linking pins, are designated members of two work groups and, by design, report to two superiors. A group pattern of problem-solving is utilized and the linking pins participate in the deliberations of each group to which they hold membership. Such an arrangement contradicts conventional management theory, of course, because it violates the principle of unity of command. But Likert asserts that it is beneficial to overall operational effectiveness. Coordination is improved because the linking pins are able to exert both upward and lateral influence in the organization. The system eschews the man-to-man method of problem-solving, which frequently involves win-lose dynamics and stifles consideration of alternatives that might be considered politically sensitive, in favor of a group pattern of problem-solving that promotes candid, informal discussion that is less likely to foster win-lose

situations. Likert explains the dynamics of the system in the following way:

. . . when one superior and the work group reporting to him approach decisions which are incompatible or in conflict with the points of view held or decisions being arrived at by the other superior and his work group, the individual who is in both work groups is obligated to bring such information to the attention of both work groups. This information is relevant data to be used by each work group in its decision making. Even though the chief of one or the other groups may be reluctant to consider such information, the group members are likely to want to do so. They, themselves, are likely to be members of other cross-function work groups and recognize that they, too, sooner or later may find themselves caught in a developing conflict between the two or more work groups of which they are subordinate members. They will wish, consequently, to resolve this conflict constructively and thereby help to create a well-established process and precedent for handling such differences.¹

Likert points out that implementation of such a system would likely require formal training for participants to assist them in developing skills applicable to group problem-solving and related processes. Implementation of an overlapping pattern of organization at a newspaper of similar complexity to the two examined in the study would require substantial research for successful adaptation of Likert's abstract model. Many position descriptions would have to be revised and the entire organizational structure carefully analyzed and deliberately restructured to conform to a System 4 design.

Such a task might not be too difficult for the Booth newspapers to accomplish. In his study of the New York

¹Likert, The Human Organization, p. 161.

Times, Argyris attempted to improve the health of the living system by behavior modification rather than through structural change because, he said, structural change would not be effective unless the people affected were familiar with the new behavior required by the structural modification. In the case of the New York Times, executives and managers were not familiar with the sort of behavior that would be required.² A more favorable situation exists with the Booth newspapers, where the bilateral system in many cases has worked to promote a strong cooperative relationship between editor and manager. Subordinates, as at Grand Rapids, are familiar with the sort of cooperative teamwork that exists between the top executives and, consequently, would be familiar with the type of behavior necessary for effective group problem-solving.

There is no denying that implementation of such a system would be a bold and, no doubt, adventurous step. One could expect strong opposition from various groups in the organization, particularly the editorial department where traditional mores would likely result in skeptical attitudes toward such an endeavor. Implementation of such a strategy would fuse the cooperative relationships that exist at the top of the hierarchy with similar cooperative relationships at lower levels in the organization and might very well

²Argyris, Behind the Front Page, p. 284.

produce a system of newspaper administration more dynamic and effective than either of the systems examined in the study. Short of such a modification, the only logical evaluation that can be reached concerning the Booth system of bilateral administration is that such a system does not seem to promote as effective a living system as does unilateral newspaper administration.

APPENDICES

APPENDIX A

ORGANIZATIONAL PROFILE

APPENDIX A

Organizational Profile

PLEASE ANSWER THE FOLLOWING QUESTIONS ABOUT YOUR CAREER WITH THIS NEWSPAPER.

1. Please place an X beside the department you currently work in.

☐ Advertising
☐ Business
☐ Circulation
☐ Editorial
☐ Production (Mechanical)

2. Please indicate the title of your position: _____

3. Do you belong to a union?

☐ Yes
☐ No

4. If you have ever held a position in a different department with this newspaper, please place an X beside the department or departments you have worked in.

☐ Advertising
☐ Business
☐ Circulation
☐ Editorial
☐ Production

5. How long have you been in your present job position: _____ years.

6. How long have you worked for this newspaper: _____ years.

7. From what you can foresee, do you think you will be working for this newspaper a year from now? Place an X beside the appropriate item.

☐ Yes, I expect to be working for this newspaper
☐ No, I do not expect to be working for this paper
☐ I am uncertain if I'll stay or leave
☐ I expect to retire within a year

PLEASE GO ON TO THE NEXT SECTION

THE REMAINING ITEMS ON THIS QUESTIONNAIRE ASK YOU TO RATE CERTAIN ASPECTS OF YOUR JOB ON A SEVEN-POINT SCALE. EACH QUESTION WILL HAVE TWO DESCRIPTIONS OF A PARTICULAR ASPECT OF THE ORGANIZATION YOU WORK FOR; THE TWO DESCRIPTIONS CAN BE THOUGHT OF AS EXTREME AND OPPOSITE CONDITIONS OF THE PARTICULAR ORGANIZATIONAL ASPECT. PLEASE INDICATE WHERE YOUR NEWSPAPER FALLS ON THE SCALE BETWEEN THE TWO DESCRIPTIONS BY PLACING AN "X" BETWEEN THE APPROPRIATE VERTICAL HASH MARKS. BELOW IS AN EXAMPLE.

(Sample) Do your subordinates always work to the fullest of their professional abilities?

Subordinates seldom
work to the fullest
of their abilities

I I I I I X I I I

Subordinates always
work to the fullest
of their abilities,
can be counted on to
give 100%

IN THIS EXAMPLE THE PERSON DOING THE RATING INDICATED THAT SUBORDINATES' TENDENCY IS IN THE DIRECTION OF WORKING TO THEIR FULLEST EXTENT BUT THAT, IN RELATIVE TERMS, IT IS NOT A STRONG TENDENCY. PLEASE USE THIS TECHNIQUE IN SCORING THE QUESTIONS BELOW.

-
8. Your newspaper taken as a whole, how would you rate the quality of lateral, or sideward, communication between managers and supervisors of different departments?

Lateral communica-
tion is usually
poor between depart-
ments because of
internal conflict and
resulting hostility

I I I I I I I I

Lateral communica-
tion processes are
excellent between
departments

9. To what extent is cooperative teamwork present within the newspaper. That is, to what extent do personnel from different departments get together to work out solutions to mutual problems?

There is a very
substantial amount
of teamwork in
evidence throughout
the organization

I I I I I I I I

There is virtually
no teamwork in
evidence throughout
the organization

10. When a problem arises at the newspaper that affects your department and one or more other departments, is the solution decided upon the best one possible out of a number of alternatives or is it usually an inferior solution, implemented because it seems an easy way around the problem?

Solution decided
upon is usually the
best alternative

I I I I I I I I

Solution decided upon
is usually inferior
and easiest way out

11. Are decisions made at the best level in the organization as far as availability of the most adequate and accurate information bearing on the decision?

Overlapping groups and group decision processes tend to push decisions to point where information is most adequate or to pass the relevant information to the decision-making point

I I I I I I I I

Decisions are usually made at levels appreciably higher than levels where most adequate and accurate information exists

12. Do you think things would work smoother at your newspaper if people in other departments were more conscientious than they are about keeping you informed of changes in events that could possibly affect your end of the operation?

Yes, things would go a lot smoother if personnel in other departments did a better job of keeping us informed

I I I I I I I I

Not really; personnel in other departments do as conscientious a job as can be expected in keeping us informed

13. To what extent are decision-makers aware of problems, particularly those at lower levels in the organization?

Generally quite well aware of problems

I I I I I I I I

Often are unaware or only partially aware of problems

14. Is decision-making in the organization based on man-to-man or group pattern of operation? Does it encourage or discourage teamwork?

Man-to-man only discourages teamwork

I I I I I I I I

Largely based on group pattern, encourages teamwork

15. In regard to decisions affecting your area of operation, do you think you are provided adequate opportunity to offer information and advice to those making the decisions?

Decision-makers always seek out my advice and any information that might be beneficial to the decision-making process

I I I I I I I I

Decision-makers seldom, if ever, seek me out for advice or information

16. How would the managers and supervisors at your newspaper rate in regard to their attitudes toward one another?

Favorable, cooperative attitudes throughout the organization with mutual trust and confidence

I I I I I I I I

Subservient attitudes toward superiors coupled with hostility toward peers and contempt for subordinates; distrust widespread

17. When managers or supervisors in your department get into disagreements with those in other departments with which they must coordinate some phase of the work routine, do such disagreements usually result in only short-lived irritation between the people involved or do they more often cause long-term interpersonal friction between people?

Disagreements between managers from different departments usually result in little more than temporary irritation between them

I I I I I I I I

Disagreements between managers from different departments often result in long-term hostility between them

18. How would managers and supervisors rate in regard to the kinds of attitudes they have developed toward the organization and its goals?

Attitudes are strongly favorable and provide powerful stimulation to behavior implementing organization's goals

I I I I I I I I

Attitudes are usually hostile and counter to organization's goals

19. To what extent is responsibility felt by each member of the newspaper for achieving the organization's goals?

Personnel at all levels feel real responsibility for organization's goals and behave in ways to implement them

I I I I I I I I

High levels of management feel responsibility; lower levels feel less; rank and file feel little and often welcome opportunity to behave in ways to defeat organization's goals

20. From what you have observed in your department and from what you know about the way things are run in other departments, to what extent are subordinates involved in decisions related to their work?

Subordinates are never involved in decisions, occasionally consulted

I I I I I I I I

Subordinates are fully involved in all decisions related to their work

21. Within the newspaper in general, to what extent is technical and professional knowledge used in decision-making?

Used only if possessed at higher levels

I I I I I I I I

Most of what is available anywhere within the newspaper is used

22. Please indicate how the managers and supervisors at your newspaper rate in regard to the motivational forces you think are behind their behavior at work.

Most managers and supervisors are primarily motivated by a need for economic security and personal status

I I I I I I I I

Most managers and supervisors are motivated by departmental and organizational goals in addition to their personal economic and status needs

23. When a decision is made affecting two or more departments, is the decision usually perceived as fair to all departments concerned or does it more often happen that personnel in one department will feel they have not been given due consideration?

Decisions are usually perceived as fair to all departments concerned

I I I I I I I I

Such situations usually result in at least one department feeling it has been abused or inconvenienced

24. When you confer with a manager or supervisor in another department over some problem in your end of the operation which his department could help overcome, how sincere do you perceive them to be in making an actual effort to help you out?

Managers in other departments might listen to my problems but discussions are seldom followed up by any constructive action on their part

I I I I I I I I

Managers in other departments are usually genuinely interested in helping solve a problem of mine and take prompt action

25. Are decisions made at the best level in the organization as far as the motivational consequences; i.e., does the decision-making process help to create the necessary motivations in those persons who have to carry out the decisions?

Substantial contribution by decision-making processes to motivation to implement

I I I I I I I I

Decision-making contributes little or nothing to the motivation to implement the decision, often yields adverse motivation

26. How adequate and accurate is the information available for decision-making at the place where the decisions are made?

Information is generally inadequate and inaccurate

I I I I I I I I

Relatively complete and accurate information available based both on measurements and efficient flow of information within the newspaper

FOR QUESTIONS 27 THROUGH 36, DO NOT SCORE THE TWO QUESTIONS THAT REFER TO YOUR OWN DEPARTMENT.

27. How well do managers and supervisors in the business department understand the work-related difficulties and problems faced by personnel in your department?

They know and understand the difficulties and problems very well

I I I I I I I I

They have little or no knowledge or understanding of problems and difficulties in our department

28. How well do managers and supervisors in the production department understand the work-related difficulties and problems faced by personnel in your department?

They know and understand the difficulties and problems very well

I I I I I I I I

They have little or no knowledge or understanding of problems and difficulties in our department

29. How well do managers and supervisors in the editorial department understand the work-related difficulties and problems faced by personnel in your department?

They know and understand the difficulties and problems very well

I I I I I I I I

They have little or no knowledge or understanding of problems and difficulties in our department

30. How well do managers and supervisors in the advertising department understand the work-related difficulties and problems faced by personnel in your department?

They know and understand the difficulties and problems very well

I I I I I I I I

They have little or no knowledge or understanding of problems and difficulties in our department

31. How well do managers and supervisors in the circulation department understand the work-related difficulties and problems faced by personnel in your department?

They know and understand the difficulties and problems very well

I I I I I I I I

They have little or no knowledge or understanding of problems and difficulties in our department

32. When you consider the normal goals that your department wants to achieve, whether they involve completing your part of the production task on time each day, getting an important late-breaking story into that day's edition, meeting projected goals for increases in circulation or ad lineage, or whatever, how interested in those same goals do you believe the managers and supervisors in the production are?

Managers and supervisors in the production department don't seem to be very interested in the goals my department things are important

I I I I I I I I

Managers and supervisors in the production department are strongly interested in our departmental goals and are usually willing to assist us to achieve those goals

33. In that same regard, how interested in your departmental goals would you say the managers and supervisors are in the editorial department?

Editors and their assistants are strongly interested in our departmental goals and are usually willing to assist us to achieve those goals if possible

I I I I I I I I

Editors and their assistants don't seem to be very interested in the goals my department things are important

34. How interested in your departmental goals would you say the managers and supervisors are in the circulation department?

Managers and supervisors in the circulation department are strongly interested in our departmental goals and are usually willing to assist us to achieve those goals

I I I I I I I I

Managers and supervisors in the circulation department don't seem to be very interested in the goals my department thinks are important

35. How interested in your departmental goals would you say the managers and supervisors are in the business department?

Managers and supervisors in the business department don't seem to be very interested in the goals my department things are important

I I I I I I I I

Managers and supervisors in the business department are strongly interested in our departmental goals and are usually willing to assist us in achieving those goals

36. How interested in your departmental goals would you say the managers and supervisors are in the advertising department?

Managers and supervisors in the advertising department don't seem to be very interested in the goals my department thinks are important

I I I I I I I I

Managers and supervisors in the advertising department are strongly interested in our departmental goals and are usually willing to assist us achieve those goals

37. From what you know as a member of the organization, how sufficient a job does top management--those managers and executives above the department level--do in passing down to department-level personnel information about developments in other departments or developments within the newspaper at large?

Top management is always conscientious about keeping all departmental personnel informed about developments within the newspaper

I I I I I I I I

Top management seldom bothers to inform departmental personnel about developments at the newspaper, except in cases where it has a direct bearing on the day-to-day operation of a particular department

38. How would you characterize the amount of influence that managers and supervisors in your department are able to exert over the goals, activities and methods of the department?

Managers and supervisors in my department have very strong influence in determining departmental goals and the methods to be used in accomplishing them

I I I I I I I I

Managers and supervisors in my department have little influence in determining goals and methods; they usually just follow orders

39. To what extent is there an effective structure within the newspaper that enables one part of the organization to exert influence on other parts of the organization?

An effective structure for exerting such influence is virtually not present

I I I I I I I I

A highly effective structure exists enabling exercise of influence in all directions

40. Where are the review and control functions concentrated in the organization; that is, who usually decides if policies are being properly followed, sufficient progress being made toward goals, etc.?

Review and control are highly concentrated in the hands of top management, those above the department level

I I I I I I I I

Review and control occur at all levels in the newspaper with lower levels at times imposing more vigorous reviews and tighter controls than top management

41. At your newspaper, to what extent is there an informal organization present and supporting or opposing the goals and policies of the formal organization?

Informal and formal organizations are one and the same; hence all social forces support efforts to achieve the newspaper's goals

I I I I I I I I

An informal organization is present and works to oppose goals of formal organization

42. When there is some significant change of events either within the newspaper or in the world outside which calls for a change in the work routine of your department or other departments, how quick and effective a job does the organization do in getting the new information distributed to departments so that you can go ahead and plan changes accordingly?

It takes too long for new information to spread throughout the newspaper; as a result, changes in the work routine are seldom implemented as fast as they could be

I I I I I I I I

The organization does a fast and quite complete job getting new information distributed to all persons who need to be informed so that necessary changes can be implemented quickly

APPENDIX B

INTERDEPARTMENTAL RELATIONSHIP SCALES

APPENDIX B

Interdepartmental Relationship Scales

IT IS NATURAL WITHIN A NEWSPAPER THAT, BECAUSE THERE IS A RELATIVELY HIGH DEGREE OF DIFFERENCE IN THE TYPE OF JOB EACH DEPARTMENT MUST DO, SOME DEPARTMENTS HAVE A GREATER NEED TO BE IN TOUCH WITH ONE ANOTHER ON A RELATIVELY ROUTINE BASIS THAN DO OTHERS FOR PURPOSES OF PLANNING, COORDINATION, SCHEDULING OF WORK ROUTINES, ETC. BELOW THE FIVE DEPARTMENTS ARE LISTED IN COMBINATION OF PAIRS. PLEASE INDICATE HOW STRONG THE INTER-DEPARTMENTAL RELATIONSHIP IS BETWEEN YOUR DEPARTMENT AND THE OTHER FOUR DEPARTMENTS IN TERMS OF HOW STRONG THE RELATIONSHIP IS NOW AND HOW STRONG YOU THINK IT SHOULD BE IDEALLY. "1" INDICATES A WEAK RELATIONSHIP AND "7" INDICATES A STRONG RELATIONSHIP. CIRCLE THE APPROPRIATE NUMBER ON THE SCALE. SCORE ONLY THOSE PAIRS THAT INCLUDE YOUR DEPARTMENT.

45. Advertising-Business relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

46. Advertising-Circulation relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

47. Advertising-Editorial relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

48. Advertising-Production relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

49. Business-Circulation relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be?

50. Business-Editorial relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

51. Business-Production relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

52. Circulation-Editorial relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

53. Circulation-Production relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

54. Editorial-Production relationship:

a) How strong is it now? (min) 1 2 3 4 5 6 7 (max)

b) How strong should it be? 1 2 3 4 5 6 7

APPENDIX C

JOB DESCRIPTION INDEX

APPENDIX C

Job Description Index

BELOW ARE FOUR LISTS OF WORDS OR PHRASES THAT MIGHT BE USED TO DESCRIBE DIFFERENT ASPECTS OF YOUR JOB REGARDING THE TYPE OF WORK YOU DO, THE PEOPLE YOU WORK WITH, THE PAY YOU RECEIVE AND PROMOTIONS. IF YOU THINK THE ITEM DESCRIBES AN ASPECT OF YOUR JOB PLACE A "Y" NEXT TO IT: IF IT DOES NOT DESCRIBE THAT ASPECT OF YOUR JOB PLACE AN "N" NEXT TO IT. IF YOU CANNOT DECIDE BETWEEN EITHER YES OR NO, PLACE "?" NEXT TO THE ITEM TO INDICATE YOU ARE UNCERTAIN.

Work

- ☐ Fascinating
- ☐ Routine
- ☐ Satisfying
- ☐ Boring
- ☐ Good
- ☐ Creative
- ☐ Respected
- ☐ Hot
- ☐ Pleasant
- ☐ Useful
- ☐ Tiresome
- ☐ Healthful
- ☐ Challenging
- ☐ On your feet
- ☐ Frustrating
- ☐ Simple
- ☐ Endless
- ☐ Gives sense of accomplishment

People

- ☐ Stimulating
- ☐ Boring
- ☐ Slow
- ☐ Ambitious
- ☐ Stupid
- ☐ Responsible
- ☐ Fast
- ☐ Intelligent
- ☐ Easy to make enemies
- ☐ Talk too much
- ☐ Smart
- ☐ Lazy
- ☐ Unpleasant
- ☐ No privacy
- ☐ Active
- ☐ Narrow interests
- ☐ Loyal
- ☐ Hard to meet

Pay

- ☐ Income adequate
- ☐ Satisfactory profit sharing
- ☐ Barely live on income
- ☐ Bad
- ☐ Income provides luxuries
- ☐ Insecure
- ☐ Less than I deserve
- ☐ Highly paid
- ☐ Underpaid

Promotions

- ☐ Good opportunity for advancement
- ☐ Opportunity somewhat limited
- ☐ Promotion on ability
- ☐ Dead-end job
- ☐ Good chance for promotion
- ☐ Unfair promotion policy
- ☐ Infrequent promotions
- ☐ Regular promotions
- ☐ Fairly good chance for promotion

APPENDIX D

PERSONALITY ASSESSMENT SCALES

APPENDIX D

PERSONALITY ASSESSMENT SCALES

BELOW ARE TWENTY PAIRS OF ADJECTIVES USED OFTEN BY PSYCHOLOGISTS TO DESCRIBE PERSONALITY. USING THE APPROPRIATE ABBREVIATION, PLEASE INDICATE HOW YOU WOULD RATE THE PERSONNEL IN THE TWO DEPARTMENTS CIRCLED. IF YOU THINK THE PEOPLE IN THE TWO DEPARTMENTS RATE THE SAME ON A PARTICULAR ITEM SIMPLY WRITE ONE ABBREVIATION OVER THE OTHER ON THE SCALE.

A--ADVERTISING
B--BUSINESS
C--CIRCULATION

E--EDITORIAL
P--PRODUCTION

-
- | | | |
|------------------|-----------------------------|-------------|
| 1. Silent | () () () () () () () | Talkative |
| 2. Secretive | () () () () () () () | Frank |
| 3. Cautious | () () () () () () () | Adventurous |
| 4. Reclusive | () () () () () () () | Sociable |
| 5. Irritable | () () () () () () () | Goodnatured |
| 6. Jealous | () () () () () () () | Not jealous |
| 7. Headstrong | () () () () () () () | Gentle |
| 8. Negativistic | () () () () () () () | Cooperative |
| 9. Undependable | () () () () () () () | Responsible |
| 10. Unscrupulous | () () () () () () () | Scrupulous |
| 11. Fickle | () () () () () () () | Persevering |
| 12. Careless | () () () () () () () | Tidy |
| 13. Nervous | () () () () () () () | Poised |
| 14. Anxious | () () () () () () () | Calm |
| 15. Excitable | () () () () () () () | Composed |
| 16. Indecisive | () () () () () () () | Resolute |

17. Simple () () () () () () () Imaginative
18. Unreflective () () () () () () () Intellectual
19. Boorish () () () () () () () Refined
20. Artistically insensitive () () () () () () () Artistically sensitive

APPENDIX E

SCORES FROM ORGANIZATIONAL PROFILE

APPENDIX E

SCORES FROM ORGANIZATIONAL PROFILE^a

Variable Description	Item No.	Median Score		U value ^b (Z)
		Dayton	Grand Rapids	
Quality of lateral communication	8	5.30	5.00	759.0 (-1.10)
Existence of cooperative teamwork throughout newspaper	9	5.62	4.77	612.0* (-2.41)
Appropriateness of solutions	10	6.08	5.55	564.5* (-2.81)
Adequacy of information at decision-making level	11	5.38	4.66	689.0 (-1.60)
Effectiveness of exchange of task-related information	12	3.50	3.16	771.5 (-0.83)
Decision-makers' awareness of problems at lower levels	13	5.35	5.00	805.0 (-0.53)
Extent to which decision-making follows group pattern	14	5.41	4.90	692.0 (-1.58)
Opportunity to advise decision-makers	15	5.83	5.00	618.0* (-2.27)
Peer attitudes toward one another	16	6.20	5.73	594.0* (-2.54)
Duration of inter-personal conflicts	17	6.20	5.92	698.0 (-1.58)
Peer attitudes toward organization	18	6.11	5.57	587.0* (-2.74)
Peer responsibility toward organization	19	4.88	4.65	719.5 (-1.32)

Variable Description	Item No.	Median Score		U value ^b (Z)
		Dayton	Grand Rapids	
Subordinates' involvement in decisions affecting their tasks	20	5.23	4.78	756.5 (-1.12)
Use of technical knowledge in decision-making	21	5.91	5.67	695.0 (-1.47)
Motivational forces behind peers' behavior	22	5.88	5.27	667.0* (-1.96)
Satisfaction with decisions	23	5.70	5.00	685.5 (-1.75)
Genuineness of others' resolve to help	24	6.10	5.87	783.5 (-0.88)
Supportive motivational consequences of decision-making	25	5.60	4.91	604.5* (-2.39)
Quality of information at decision-making level	26	6.06	5.22	538.5* (-3.12)
Business personnel's understanding of others' problems	27	4.33	4.33	792.5 (-0.54)
Production personnel's understanding of others' problems	28	4.25	3.90	875.5 (-0.04)
Editorial personnel's understanding of others' problems	29	3.66	2.00	648.0* (-2.07)
Advertising personnel's understanding of others' problems	30	4.60	3.78	721.0 (-1.41)
Circulation personnel's understanding of others' problems	31	5.28	3.50	791.0 (-0.80)

Variable Description	Item No.	Median Score		U value ^b (Z)
		Dayton	Grand Rapids	
Production personnel's interest in others' goals	32	3.85	2.90	790.5 (0.79)
Editorial personnel's interest in others' goals	33	4.05	1.83	587.5* (-2.61)
Circulation personnel's interest in others' goals	34	5.00	4.78	797.5 (-0.60)
Business personnel's interest in others' goals	35	4.58	4.64	875.0 (-0.04)
Advertising personnel's interest in others' goals	36	3.87	4.50	877.5 (-0.02)
Quality of downward communication	37	5.58	4.90	734.5 (-1.30)
Amount of departmental control over goals and methods	38	5.95	5.61	766.5 (-1.03)
Potential for inter-departmental influence	39	5.03	4.30	608.5* (-2.33)
Hierarchical level where review and control functions concentrated	40	4.06	3.38	810.5 (-0.61)
Existence of opposing formal and informal organizations	41	5.65	5.50	752.5 (-0.90)
Effective distribution of information affecting task activity	42	5.72	5.07	697.0 (-1.66)

^aRefer to Appendix A by item number for complete description of variable.

^bAn asterisk indicates statistical significance at .05 level.

APPENDIX F

INTER-ITEM CORRELATIONS FOR
ORGANIZATIONAL PROFILE

APPENDIX F

INTER-ITEM CORRELATIONS FOR ORGANIZATIONAL PROFILE

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Row=item 37	.50	.57	.44	.46	.60	.50	.49	.46	.46	.49	.36	.38	.37
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Row=item 39	.54	.53	.40	.41	.55	.49	.62	.37	.25	.25	.47	.37	.13
Row=item 40	.21	.40	.09	.18	.24	.20	.25	.25	.17	.18	.22	.20	.12
Row=item 41	.35	.53	.40	.43	.46	.39	.27	.38	.28	.28	.32	.25	.13
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Row=item 42	.44	.44	.29	.64	.63	.38	.14	.50	1.0

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