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SELECTED FACTORS INFLUENCING IMPLEMENTATION OF TITLE IX IN
MICHIGAN COMMUNITY COLLEGES

Michigan State University

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SELECTED FACTORS INFLUENCING IMPLEMENTATION OF
TITLE IX IN MICHIGAN COMMUNITY COLLEGES

By

E. Lee Howser

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ABSTRACT

SELECTED FACTORS INFLUENCING IMPLEMENTATION OF TITLE IX IN MICHIGAN COMMUNITY COLLEGES

By

E. Lee Howser

The problem addressed in this study was the relationship between the perceived importance of selected factors influencing implementation of Title IX and the level of compliance with the provisions of the regulation by Michigan community colleges. Also examined was the relationship between compliance level and institutional characteristics of enrollment, geographic location, and general operating budget, as well as changes in admission/treatment practices for students and employment/treatment practices for employees.

An original survey instrument was mailed to the chief personnel officer in each of Michigan's 29 public community colleges, with a return rate of 79 percent. The respondents reported implementation efforts on eight mandatory actions and 12 voluntary actions and their perception of the influence of eight selected factors identified as influencing implementation of the regulation.

Three rank orderings of colleges by compliance level were constructed, based on completion of combined mandatory and voluntary actions, mandatory actions only, and voluntary actions only. Analysis of the data by the Fisher Exact Probability Test compared the high- and

low-compliance responses on each of the eight selected factors, institutional characteristics, and changes in student and employee practices. Testing was at the .05 level.

A significant difference was noted in the perception of the influence of general knowledge of Title IX provisions. General knowledge of the regulation by members of the governing board, administrators, and staff was perceived to be significantly different when high and low quartiles were tested in the mandatory-action ranking. No other significant difference was observed.

Recommendations for future research include (1) an examination of institutional practices related to admissions/treatment of students to determine the extent of change since 1975, when Title IX was implemented; (2) an examination of employment/treatment practices of employees to determine the extent of change since 1975; (3) further study of specific change strategies used in colleges to determine if a singular theory has proven more effective than others in monitoring compliance; and (4) expansion of compliance-level studies to the national scene to examine the question of local versus central control and level of compliance with provisions of Title IX.

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TABLE OF CONTENTS

	Page
LIST OF TABLES	vi
LIST OF FIGURES	vii
 Chapter	
I. INTRODUCTION	1
Factors Influencing Implementation of Title IX in Michigan Community Colleges	1
The Problem	2
Need for the Study	2
Purpose of the Study	3
Definition of Terms	4
Research Questions	6
Theoretical Basis of the Study	7
Organization of the Study	11
II. REVIEW OF SELECTED LITERATURE	12
Introduction	12
Empirical-Rational Change	12
Normative-Reeducative Change	19
Power-Coercive Theory	28
Nonviolent Strategies	29
Federal Political Action	30
Manipulative/Special-Interest Groups	35
Progress Report	40
Summary	41
Empirical-Rational Theory	41
Normative-Reeducative Theory	42
Power-Coercive Theory	42
Progress Report	43
III. DESIGN AND METHODOLOGY	44
Sample	44
The Survey Instrument	44
Implementation Actions	45
Influence of Selected Factors	45
Demographic Data--Institutional Operations	45
Field Testing	46

	Page
Data Collection	46
Reliability Estimates	47
Supplemental Information	47
Institutional Operating Budget	48
Student Enrollment	48
Geographical Location	48
Design	48
Rank Order of Institutions	48
Selected Factors	50
Institutional Characteristics	50
Change-Theory Responses	51
Admissions/Treatment/Employment Practices	52
Research Questions	53
Analysis of Data	56
Assumptions	57
Limitations	58
Summary	58
IV. PRESENTATION OF DATA	60
Introduction	60
Rank Order of Colleges by Level of Compliance	60
Discussion	61
Rank Order of Colleges by Influence of Factors	65
Change Agent	65
Availability of Personnel	69
Availability of Funds	70
General Knowledge	71
Coordinator Influence	73
In-Service Training	73
Coordinator Authority	73
Pressure Groups	74
Rank Order of Colleges by Institutional	
Characteristics	75
Full-Time Student Enrollment	75
Geographical Location	75
General Operating Budget	79
Rank Order of Colleges by Change-Theory Responses	80
Empirical-Rational	85
Normative-Reeducative	85
Power-Coercive	86
Rank Order of Colleges by Institutional Practices	86
Admissions/Treatment of Students	86
Employment/Treatment of Employees	90
Responses to Institution-Specific Factors	91
Demographic Data--Institutional Operations	92
Demographic Data	92
Action on HEW Form 639/639A	93
Grievance Procedures	93
Summary	94

	Page
V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS	96
Summary of Study	96
Conclusions	98
Recommendations for Future Research	99
APPENDICES	101
A. TITLE IX QUESTIONNAIRE	102
B. PRELIMINARY LIST OF FACTORS INFLUENCING IMPLEMENTATION OF TITLE IX IN MICHIGAN COMMUNITY COLLEGES	109
C. LETTER TO COMMUNITY COLLEGE PRESIDENTS ABOUT THE RESEARCH PROJECT	112
D. COVER LETTER TO THE QUESTIONNAIRE	114
E. THE FISHER EXACT PROBABILITY TEST	116
F. RESPONDENT COLLEGES BY LOCATION	133
BIBLIOGRAPHY	135

LIST OF TABLES

Table	Page
1. Rank Order of Colleges by Response to Combined Mandatory and Voluntary Actions	62
2. Rank Order of Colleges by Response to Mandatory Actions .	63
3. Rank Order of Colleges by Response to Voluntary Actions .	64
4. Rank Order of Colleges by Influence of Factors for Combined Mandatory and Voluntary Actions	66
5. Rank Order of Colleges by Influence of Factors for Mandatory Actions	67
6. Rank Order of Colleges by Influence of Factors for Voluntary Actions	68
7. Rank Order of Colleges by Institutional Characteristics for Combined Mandatory and Voluntary Actions	76
8. Rank Order of Colleges by Institutional Characteristics for Mandatory Actions	77
9. Rank Order of Colleges by Institutional Characteristics for Voluntary Actions	78
10. Rank Order of Colleges by Change-Theory Response for Combined Mandatory and Voluntary Actions	82
11. Rank Order of Colleges by Change-Theory Response for Mandatory Actions	83
12. Rank Order of Colleges by Change-Theory Response for Voluntary Actions	84
13. Rank Order of Colleges by Institutional Practices for Combined Mandatory and Voluntary Actions	87
14. Rank Order of Colleges by Institutional Practices for Mandatory Actions	88
15. Rank Order of Colleges by Institutional Practices for Voluntary Actions	89

LIST OF FIGURES

Figure	Page
1. Internal Organizational Change Model	23
2. Policy Formulation in the University: A Simple Political Model	37
3. Graphic Depiction of the Study Design	49
4. Sample Contingency Table	56

CHAPTER I

INTRODUCTION

Factors Influencing Implementation of Title IX in Michigan Community Colleges

In June 1975, regulations promulgated by the Department of Health, Education, and Welfare to enforce provisions of Title IX of the Education Amendments of 1972 were issued. The regulations were declared to be effective on July 21, 1975. Title IX of the Amendments states that

No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education programs or activity receiving federal financial assistance.

At varying time intervals, but not later than July 21, 1976, educational institutions subject to the regulations were to complete eight specific tasks. These tasks were:

1. Submit Assurance of Compliance with Title IX provisions on Form 639 or 639A to the Department of Health, Education, and Welfare by June 3, 1977.

2. Include a statement of the nondiscrimination policy in each announcement, bulletin, catalog, or application form used in recruiting students and employees.

3. If applicable, discontinue using or distributing publications that suggest by text or illustration that the institution

treats applicants, students, or employees differently on the basis of sex, except as permitted by provisions of Title IX.

4. Notify students and various publics that the institution has a policy of nondiscrimination on the basis of sex, in compliance with provisions of the regulations--required by October 19, 1975.

5. Designate employee(s) responsible for coordinating and monitoring institutional-compliance efforts.

6. Develop, implement, or designate grievance procedure(s) for processing student and employee complaints alleging violations of the regulations.

7. Complete an institutional self-evaluation to assess policies, rules, and practices for compliance with regulation requirements and to provide for modification, where necessary, to assure compliance with provisions of the regulations by July 21, 1976.

8. Plan remedial steps to eliminate the effects of any past policies or practices resulting in sex discrimination.

The regulation also contained suggestions for implementing the letter and the spirit of the law.

Title IX applied to recipients of federal funds and to educational programs or activities operated by recipients of funds or benefiting from federal financial assistance. Some exceptions were made for religious, military, and merchant-marine educational institutions as well as postsecondary sororities and fraternities and voluntary youth organizations. Thus, Michigan community colleges that received any type of federal financial assistance were subject to the regulation. As a result, college representatives were faced

with the task of implementing provisions of the regulation and achieving a state of compliance as mandated by an external source.

The Problem

Following the adoption of Title IX, governing boards, administrators, and staffs of Michigan community colleges were faced with the problem of implementing a federally mandated regulation requiring them to change methods of operation and policies throughout the institution. Recruitment and treatment of students and employees and long-standing attitudes of staff members would need to be altered. Those individuals and groups charged with implementing provisions of Title IX sought a means of complying with the regulation and of dealing with factors that enhanced or inhibited the attainment of this goal.

Need for the Study

In the first year following passage of Title IX, Michigan community college governing boards, administrators, and staff members expressed a lack of knowledge about how internal and external factors would influence efforts directed at change within the colleges. College presidents expressed these concerns to the extent that the Michigan Community College Association scheduled a special workshop on the topic for its member presidents.

Purpose of the Study

The major purpose of this study was to examine the relationship between the Michigan community college chief personnel officers' perceived importance of selected factors influencing implementation

of provisions of Title IX of the Educational Amendments of 1972 and institutions' level of compliance with provisions of the law. A secondary purpose was to examine the relationship between the perceived importance of the selected factors and strategies of organizational-change theory. In addition, the investigator examined the level of institutional compliance in relation to the common institutional characteristics of size, operating budget, and geographical location, as well as institutional practices related to admission/treatment of students and employment/treatment of employees.

Definition of Terms

The following terms are defined as they are used in this study:

Actions of Title IX--Provisions of the regulation requiring assurance of nondiscrimination on the basis of sex.

Admission/treatment of students--Policies, rules, regulations, and procedures that govern or direct the admission and continued treatment of students at the college.

Employment/treatment of employees--Policies, rules, regulations, and procedures that govern the recruitment, employment, and continued treatment of college employees.

Full-time equated students (FTE)--The number of audited full-time equated students enrolled in an institution during calendar year 1976.

General fund budget--The total expenditure of an institution for general operating purposes during the 1975-76 fiscal year, excluding expenditures from the capital outlay and debt service funds.

General knowledge of Title IX provisions--Awareness by members of the governing board, administrators, and staff members that Title IX requires a policy of nondiscrimination, appointment of a coordinator, and completion of an institutional self-study.

Geographical location--Classification of institutions as "urban" and "other," based on geographical location.

High compliance--A position of ranked institutional compliance in the top quartile of the sample.

Institutional change agent(s)--One or more individuals within an institution assigned or committed to initiate and conduct organizational change.

Institutional practices--Rules, regulations, policies, and practices related to recruitment, admission, and treatment of students as well as the recruitment, employment, and treatment of college employees.

Low compliance--A position of ranked institutional compliance in the lowest quartile of the sample.

Mandatory actions--Eight specific actions required of institutions to be in compliance with the provisions of Title IX.

Pressures brought by employee groups--Efforts by recognized union representatives to effect organizational change within the institution through the use of grievance procedures and in collective-bargaining negotiations toward ratifying a master agreement.

Ranked institutional compliance--The position of an institution in a rank order of compliance with the provisions of Title IX,

determined by a point formula recognizing the institution's completion of mandatory and voluntary actions.

Refreezing--The act of institutionalizing a change effort in an organization to achieve a different mode of operation.

Unfreezing--The act of interrupting normal operations in an organization to attempt a change effort.

Voluntary actions--Twelve actions recommended by the Department of Health, Education, and Welfare in Title IX to help institutions enhance nondiscriminatory activities.

Research Questions

The following research questions were examined in this study:

1. Is there a relationship between the perceived level of influence of selected factors affecting implementation of Title IX and the level of compliance by colleges in the high- and low-compliance groups?
2. Is there a relationship between selected institutional characteristics and the level of compliance by colleges in the high- and low-compliance groups?
3. Is there a relationship between the level of compliance by colleges in the high- and low-compliance groups and the perceived importance of selected factors affecting implementation of Title IX when those factors are classified by specific strategies of organizational-change theory?

4. Is there a relationship between the level of compliance by colleges in the high- and low-compliance groups and the reported change in admission/treatment/employment practices?

Theoretical Basis of the Study

The investigator examined the first-year efforts of individuals and groups in Michigan community colleges to implement provisions of Title IX as mandated by the federal government. Implementation of such mandates signifies a type of organizational change. Although the extent of change varied among institutions, each college was required to use some strategy to meet requirements for complying with the regulation.

Selected organizational-change literature revealed insights into a variety of change strategies. Commenting on organizational change, Margulies and Wallace (1973) stated:

Change is inevitable; it is a natural process and can be seen in the incessant flux of aging and evolution in all living systems. It need not, however, be seen as so troublesome, stressful, and, indeed, catastrophic as some regard it. Change must rightfully be regarded as the vital, creative, exciting, and energizing force that it really is. Planned organizational change is one way that this magnificent energy can be harnessed for the good of persons everywhere. (p. 157)

In General Strategies for Effecting Changes in Human Systems, Chin and Benne (1976) identified three distinct change-strategy theories that deserve consideration: the empirical-rational, normative-reeducative, and power-coercive strategies.

The empirical-rational strategy, probably the most frequently employed by knowledgeable individuals in America and Western Europe, is based on the assumption that man is rational. A second assumption

is that people will follow their rational self-interest once this is revealed to them. It is further assumed that the proposed change will be adopted if it can be rationally justified and if the proposer can show that the adopting individual or group will gain from the change.

Chin and Benne's empirical-rational strategy is similar to the rational-or-reason strategy presented by Zaltman, Florio, and Sikorski (1977). This strategy is based on the belief that the proposed change is in the best interests of the users. A justification for the proposed change is presented, and, if communication is adequate, practitioners will initiate the desired change.

The second change-strategy theory advanced by Chin and Benne is the normative-reeducative approach. Proponents of this theory contend that man is an active creature and receives environmental stimuli that enhance or thwart the goals of his ongoing action. Individuals are guided in their actions by socially funded and communicated meanings, norms, and institutions--in brief, by a normative culture. Further, people must participate in education to become reeducated.

Zaltman et al. termed the normative-reeducative change-strategy theory the "manipulative strategy." According to these authors, the manipulative strategy stresses that change will occur when some factor in the environment is altered so that the target sees the change as desirable. A prime example of manipulative change is providing additional funding for a specific action that the person proposing change feels is desirable.

The third change-strategy theory presented by Chin and Benne is the power-coercive strategy. An assumption of this theory is that power to bring about change is applied through political, economic, or moral sanctions. Political power carries an element of legitimacy to enforce the law, as well as accompanying sanctions such as levying fines or withholding funds appropriated by the political unit. Likewise, economic power may coerce by withholding money or other rewards. Moral power plays on the sentiments of guilt and shame.

Zaltman et al. also used the term "power" to describe this type of change-strategy theory. They contended that a power change strategy exists when there is control of rewards and punishments, deprivations, and restrictions. Here the reason for compliance or motivation is not considered in the change itself, but only in relation to the objective of the change and the process used to obtain the result.

The power-coercive change strategy best illustrates the approach used by the federal government in approving the legislation and promulgating the regulation to enforce Title IX. The Department of Health, Education, and Welfare sanctions included withholding of federal financial assistance from any agency that did not comply with the mandated actions of Title IX.

These three organizational-change theories provided the foundation for the present study. Each strategy is applicable not only at the national and state levels, but within each institution as well. Any type of organizational change can be classified into

one of the three broad change categories: empirical-rational, normative-reeducative, or power-coercive.

A theoretical model that is helpful in examining efforts to implement the provisions of Title IX is the Levin Polity Model (Levin, 1974). The basic premise of this model is that educational change reflects changes in the organized society (polity). Pressures from external forces are reflected in changes in goals and budgets of educational institutions, altering allocation of resources and processes as well as educational outcomes. Social, political, and economic outcomes are affected by the new educational outcomes, thus recycling to the polity to form new or altered influences.

Internal forces and conditions exert an influence on organizational change that is equal to, if not greater than, that of external forces: the polity. Baldrige (1975) stated that organizational role and position are highly influential in predicting who will be change leaders. Individual characteristics, coupled with administrative position with authority and resource control, become vital to change. Griffiths (1964) proposed certain conditions that inhibit change. He stated that the more functional the dynamic interplay of subsystems within an organization, the less change in the organization; he also asserted that change tends to slow as efforts are moved to lower systems in the organization.

Abbott (1975) suggested that "search behavior generated by stress imposed from external sources will tend to be superficial and will emphasize types of innovations that have high public-relations

and image-enhancement value, but that disturb minimally routine operations in the schools" (p. 176).

Each of these authors presented a position that pertains to the questions posed in the study. The three strategy theories advanced by Chin and Benne and supported by Zaltman relate directly to the factors influencing and the methods used to implement Title IX, whereas Levin, Baldrige, Griffiths, and Abbott addressed the institutional environment, characteristics that influence change, and the effect of organizational change efforts.

Translation from theory or opinion to documentation or description is the responsibility of the researcher. That translation constituted one aspect of this study.

Organization of the Study

The first chapter contained an introduction to and explanation of the provisions of Title IX of the Educational Amendments of 1972. It also included a statement of purpose, the research questions, and a discussion of organizational-change theory that served as a foundation for the study. A review of selected literature relevant to the study is found in Chapter II. The design of the study is set forth in Chapter III. Presentation and analyses of data obtained in response to the survey instrument are displayed in Chapter IV. The summary, conclusions, and recommendations for further research constitute Chapter V.

CHAPTER II

REVIEW OF SELECTED LITERATURE

Introduction

In this chapter, selected literature related to organizational-change theory, relevant research, and the federal government's involvement in education is reviewed. The discussion is presented in terms of the three broad concepts of organizational-change-theory strategies formulated by Chin and Benne (1976): empirical-rational, normative-reeducative, and power-coercive. A fourth section contains comments about a progress report on affirmative-action programs at institutions of higher education in Michigan.

Empirical-Rational Change

The empirical-rational concept of organizational change is based on the fundamental assumption that people are rational and will follow their self-interest once this is revealed to them (Chin & Benne, 1976). The United States has a history of legislative action approved on the assumption that the citizenry will benefit from universal educational opportunity and from applied research with associated linkage systems for diffusion. The Northwest Ordinance of 1785 and 1787 provided grants of land to the states to finance the establishment of seminaries for learning (Knezevich, 1962). The Morrill Act of 1862 granted each state land to create an endowment for the support of a college that, in addition to classical-education and military-science

programs, would provide teaching related to agricultural and mechanical arts (Knezevich, 1962).

During the twentieth century, the Smith-Hughes Act merged funds formerly allocated to agricultural and home economics to begin general funding for vocational education (Knezevich, 1962). Other examples of federal legislation designed to promote educational opportunity and dissemination of information include the National Defense Education Act of 1958, the Vocational Education Act of 1963, and the Higher Education Act of 1965 (Kaplin, 1978, 1980; Knezevich, 1962).

A recent report of the Carnegie Council on Policy Studies in Higher Education recognized federal involvement in postsecondary education (Federal Role in Postsecondary Education, 1975). The report indicated that the attained level of federal-government support constituted 45 percent of the public financial support provided to higher education. In turn, the government has come to assume responsibility in three primary areas: encouragement of equality of opportunity through higher education; support of the creative research capacity of higher education and development of a pool of talent that perpetuates this creative capacity whether in industry, government, or universities; and distribution among the 50 states of both opportunity and creative research capacity.

The Carnegie report listed a fourth major responsibility that is shared with the states: the responsibility of assuring, to a reasonable degree, overall institutional health. Without vital institutions, the report suggested, higher education cannot contribute fully to the national welfare.

Beyond the federal government's role in assisting societal change through empirical-rational methods, individual researchers have contributed vital information on this change strategy. Studies of the interrelationship of organizations and the environment have revealed the importance of a system being open or closed to its constituency in distinguishing living from inanimate systems. Von Bertalanffy's (1956) general-system theory dealt with an exchange process between two entities but did not consider exchanges within the system. The theory suggested that open systems assimilate input from the environment, resulting in change, although the specific process of change was not identified.

Expansion on the findings of general-system theory includes internal exchanges as a factor in organizational change. Among the four "ideal environments of change" categorized by Emery and Trist (1965) is the Disturbed-Reactive Field, a complex condition with environments reacting against each other. This early research was followed by another study by Terreberry (1968), which represented the organization in a skeletal fashion. The system has prescribed boundaries through which input from the environment is received, is transformed internally, and exits as output.

These early researchers did not specifically address a particular theory of change, yet all seemed to indicate that organizational change is a natural event in institutions. One might conclude that this natural change is accepted or rejected within the organization.

A major factor that was not considered by the early investigators is the filtering of inputs into the organization for processing. Rogers (1976) described the filtering role as that of a "gatekeeper" located in the communicative structure to control the messages flowing through a channel and to prevent information overload by screening and filtering messages. One might conclude that the gatekeeper begins to control information and messages in a manner that organizational personnel find acceptable or even desirable. Dettin (1976) examined that precise condition and concluded that none of the demands made by environmental forces showed a linear, value-maximizing relationship of gatekeeping in the classical, rational interpretation of a direct connection between inputs and outputs. He concluded that demands on policy systems can be filtered in the initial adaption.

One of the constructs of the empirical-rational theory of change is that personnel selection and replacement are important in getting knowledge effectively into practice (Chin & Benne, 1976). Baldrige's (1975) study on "Organizational Innovation: Individual, Structural, and Environmental Impacts" supported this position. Study findings contradicted years of research on innovative diffusion; individual demographic characteristics and attitudes were found to be poor predictors of innovative behavior. Two major findings were:

1. Participants in the change process nominated department chairpersons and administrators as critical initiators of change, disproportionately to their number in the organization.

2. Administrators were extremely important as boundary role people--a link between demands and ideas from the outside and innovations occurring inside.

Although other conclusions of the Baldrige study tended to support the normative-reeducative theory of change, the preceding statements clearly recognized individuals' placement in the organization as an important factor in getting knowledge effectively into practice.

Rogers (1971) explored another facet of personnel implications in change efforts. His categories of adopters ranged from respectable early adopters, who are viewed as having the greatest degree of opinion leadership in most social systems, to the traditional laggards, who possess almost no opinion leadership but use the past as a point of reference in making decisions.

Transition from change theory to practice was the subject of a study by Clark and Guba (1967), who examined potential change roles in education. They set forth four sequential phases necessary for change:

1. Research--securing of quality and valid knowledge, not necessarily for immediate applicability.
2. Development--consisting of invention to generate solutions to problems and design to refine solutions.
3. Diffusion--dissemination and demonstration of the solution.
4. Adoption--determination of utility in actual setting, installation, and institutionalization of the solution.

The sequential-phasing process permits the person responsible for change to obtain knowledge, to consider alternatives, and to select the best solution from those alternatives in a logical, rational manner.

Although researchers have emphasized different phases of the change process depending on their school of thought, most have recognized the importance of Clark and Guba's diffusion phase. Rogers (1971) contended that all explanations of human behavior stem directly from an examination of how individuals acquire and modify ideas through communication with others. The learning process, the diffusion process, the change process, and others all basically involve the communication of new ideas. Assuming this theory to be correct leads those advocating change within an organization to concentrate on the message they wish to stress and the methodology by which the message will be delivered, rather than using power or seeking to involve others in the change process.

The classical model of empirical-rational theory is F. Taylor's Scientific-Management School of organizational behavior, which gained popularity in the early 1900s. Working from the premise that management is a science, not a rule of thumb, Taylor stressed cooperation among workers rather than individualism (Rogers, 1976, pp. 27-58). Communication is task oriented and designed to emphasize the development of each worker to the greatest efficiency and prosperity. Thus assured, the worker can concentrate on maximum output. Detractors from the Scientific-Management School have perceived the task-oriented messages as command-and-control mechanisms or as threats, observing

that "social systems, like biological systems, have ways of protecting themselves from threats." One means of protection, according to Bennis (1972), is to disobey or otherwise evade threatening rules or systems.

Views on modern technology related to organizational change vary in the literature. Huse (1975) conceded that "the ability of most organizations to accommodate, modify, and adapt to social and cultural change has lagged behind their ability to integrate technological change" (p. 7). Crowfoot and Chesler (1974) contended that society is basically sound but needs to cope better with the ongoing, inevitable change to rapidly developing technology and an ever-larger scale of production as well as with the increasingly complex and dynamic problems of administration. The latter observation expanded on Chin and Benne's empirical-rational theory, calling for more empirical studies related to organizational change, which may serve as a basis for a professional-technical perspective on planned change.

Legislative efforts by the federal government have, in part, been based on the empirical-rational theory of change (e.g., the Morrill and Smith-Hughes Acts). Federal funds have been devoted to a variety of research, demonstration, and diffusion of information systems. In addition, in organizational-change literature, authors have theorized that individuals within an organization are capable of recognizing those change efforts that are beneficial and will accept or reject such efforts accordingly, based on the type of message and the method by which they receive the information.

Normative-Reeducative Change

The normative-reeducative change theory is based on the assumption that man is inherently active, in quest of impulse and need satisfaction. He sees stimuli as furthering or thwarting the goals of his ongoing action. Intelligence arises in the process of shaping organism-environmental relations toward a more adequate fitting and joining of organismic demands and environmental resources (Chin & Benne, 1976). Dewey (1967) said that man, the organism, does not passively await given stimuli from his environment in order to respond.

This framework for the normative-reeducative theory of organizational change assumes that man must be active and motivated in order to learn. This theory may be particularly true in education, where the school is expected to maintain traditional values while preparing young members of society to deal with a changing world. Zaltman (1977) stated that the motivating forces for institutional change in education can usually be traced to one of two sources: a demand for the schools to respond to the socialization needs of society or use of the schools to solve social problems.

Several researchers have focused on the process of reeducation to accomplish institutional change (Lewin, cited in Bennis, 1969; Lippitt, 1969). According to Lewin, reeducation affects the individual by altering established structures at three levels: cognitive, valences and values, and motor skills. An expansion on the general statement includes the following principles:

1. The processes governing the acquisition of the normal and abnormal are fundamentally alike.
2. The reeducative process has to fulfill a task that is essentially equivalent to a change in culture.
3. Even extensive first-hand experience does not automatically create correct concepts or knowledge.

Lewin's concept of restructuring was supported by Gordon Lippit (1969), who cited three psychological levels that must be involved if performance is to be maintained after change is effected. Level one is knowledge or the ability to understand and appreciate the effected or planned change. Level two involves skill, the motivational or behavioral response that goes with knowledge of change. The third level is attitude, including perceptions, feelings, and values. Lippit further stated that people do not resist change itself; rather, they balk at the methods organizational leaders use to put changes into effect.

Application of these principles in a school setting presents a variety of implications for the change agent. Researchers who conducted a study at the Far West Laboratory (1974) concluded that change in education cannot be dictated but can emerge only through self-determined change in practitioners' behavior. Further, part of the knowledge and skills needed to plan and implement change is uniquely possessed by practitioners in the field. Change must come from within; the effectiveness of change depends on the internal planner's knowledge and skills relevant to management and strategy development. The reeducation process, then, involves altering established behavioral

structures at different levels, even to the extent of changing one's culture, and the change must be self-determined.

One method Gordon Lippit (1969) used in the reeducation process was the basic learning cycle with groups or individuals. Phase one of the basic learning cycle occurs when an individual or a group faces a dilemma or disconcerting information that needs to be resolved. The resolution requires an attitudinal change through unfreezing, changing, and refreezing in a new attitudinal position. This new position results in new and different behavior and the acquisition of new information, followed by another attitudinal change. The cycle continues until new information or an outside event terminates the process.

Practitioners of the normative-reeducative theory also advocate a problem-solving model of change. In an earlier approach, Ronald Lippit (1958) clearly recognized intervention by a change agent; this approach involved seven steps:

1. Development of a need for change
2. Establishment of a change relationship with communication and trust
3. Clarification or diagnosis of the client system's problem including data gathering and analysis
4. Examination of alternative routes and goals followed by goal setting and intentions of action
5. Transformation of intentions into actual change efforts
6. Generalization and stabilization of change
7. Termination of the relationship with the change agent

Variations of the problem-solving model of change appear in the literature. For example, Zaltman (1977) examined the organizational mission and goals before looking at the need for change and formalized the evaluation process following termination of the relationship.

Another facet of the normative-reeducative theory is the relatively recent practice of laboratory training. According to Bennis (1969), laboratory training involves fitting people to roles. In a sense, the process calls for a fundamental change, an alteration of the individual's values, norms, and patterns of expectations. Bennis cautioned, however, that in undertaking any planned social change using laboratory training, the core of the target-system values must not be too different from the laboratory-training rules.

Critics of the laboratory-training approach believe that, in most instances, the value system of the organization and that of laboratory-training personnel differ (Schein, 1967). At issue is whether unfreezing ever occurs within an organization. Although an individual may unfreeze his/her initial attitudes on a personal level, critics question whether the individual will be willing to attempt to change a whole network of relationships in the organization, which may prefer to use ineffective but stable relationships rather than going through the painful process of building new relationships while "trying to get the job done."

A different model of organizational change demonstrating the normative-reeducative theory was presented in "Survey Feedback-Problem Solving-Collective Decision Intervention in Schools" by Coughlin, Cooke, and Safer (1972). This model focused on group processes and problems rather than on the individual. Figure 1 depicts the stages of the model. The authors emphasized solicitation of input from other faculty during the internal-diffusion stage of this model. It is in

this stage that individuals can try out solutions to legitimize the problem-solving effort.

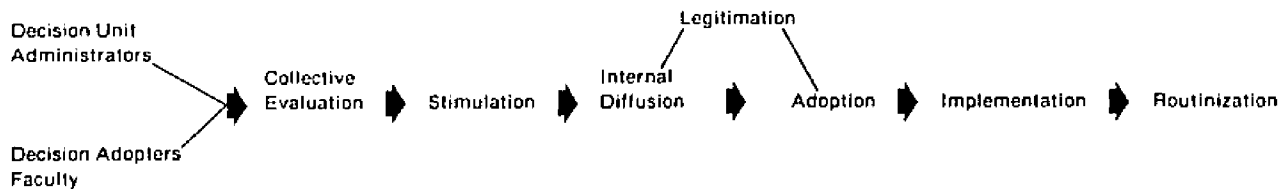


Figure 1.--Internal organizational change model. (From Robert J. Coughlin, Robert A. Cooke, and L. Arthur Safer, "An Assessment of a Survey Feedback-Problem Solving-Collective Decision Intervention in Schools," Department of Health, Education and Welfare Final Report, Project No. O-E-105, December 1972.)

A number of writers have presented tactics to assist in implementing change models. The Program Management Evaluation System advocated by Spencer (1979) was designed to train people in using state-of-the-art products in a planning process that leads toward institutional renewal. The use of technological hardware and software supports planning models to achieve educational objectives creatively and economically. Zaltman (1977) identified two other tactics related to the normative-reeducative theory of change: user involvement, when the potential user commits him/herself to change through behavior and involvement in the development of a product; and training/installation, when the potential user provides technical assistance and skills necessary to facilitate change.

A central theme of the normative-reeducative theory is that man transacts with his environment. Therefore, the human elements of an organization must learn to function in concert during the process of identifying and solving problems. It is incumbent upon the organization to develop support mechanisms to maintain and improve the process. Lewin suggested this collaborative approach, and Corey (1953) developed it into a Cooperative Action-Research Model. The goal of the continuing enterprise, then, is to build flexible organizations that are responsive to the environment--organizations with reserves of expertise and resources to sustain long-range planning.

Baldrige (1977) contended that most change management is an intuitive, seat-of-the-pants strategy. He saw no valid, tested, scientific principles of change and called for the application of knowledge based on social-science research and the experience of practicing change agents.

The literature search revealed studies based on research with derived principles of change. In his work on factors increasing resistance to change, Mann (1957) identified four general principles:

1. To the individuals involved, change, as such, is not threatening if they perceive it as helpful.
2. Any change will be opposed by the supervisor as a threat to his prestige and authority unless he has specifically requested the change.
3. Any change will usually be opposed by the affected employee (group) unless the change has been specifically requested.

4. The magnitude of the opposition to change will be a direct reflection of the magnitude of the change.

Stated in different terms by Powell and Pozner (1978), resistance to change results from fear of the unknown, threat of change in social relations, threat of change of status, and threat of change to pride in proficiency at the existing job.

Mann (1957) also identified factors that decrease resistance to change. Two of these factors appeared to be directly related to the normative-reeducative change theory. First, strong pressures for change can be established by creating in group members a shared perception of the need for change, thus making the pressure come from within the unit. Second, information relating to the need for change, plans for change, and consequences of change must be shared by all relevant people in the group. The necessity of sharing information in change efforts was stressed in the literature on normative-reeducative methods.

Thompson and McEwen (1958) concluded that sharing information is implicit in goal setting. They contended that setting goals is essentially a problem of defining desired relationships between the organization and its environment, requiring review and perhaps reappraisal of the goals. Goal reappraisal is a "more constant problem in an unstable environment than in a stable one" and is also "more difficult as the product of the enterprise becomes less tangible" (p. 24).

Researchers at the Stanford Center for Research and Development examined environmental stability and product (Baldrige, 1975).

One conclusion of their study was that there are major differences between academic institutions and other kinds of organizations. The goals of academic institutions are more ambiguous and diverse, clients are served rather than material processed, and key employees are highly professional, with an unclear technology rather than standard operating procedures. Further, participation is fluid; amateur decision makers wander into and out of the decision process. This observation of environmental ambiguity and intangibility of education is common in the literature, yet the business of education continues, goals are set, and students do complete educational efforts.

A number of authors have addressed important factors in setting goals and maintaining role perceptions. Miles (1969) stated,

The inhabitants of an educational organization must have reasonably clear perceptions of the goal or goals to which the system is devoted; these, in turn, affect role specifications and performance of the inhabitants. Systems of reward and penalty regulate role performance as do the norms governing the style of interpersonal transaction in the system. (p. 14).

The internal nature of the operations is also referred to as climate--the state of the organization as perceived by its members. The organizational climate, stated Rogers (1976), exerts its influence on members' behaviors through interpersonal communication processes.

The organizational climate that Baldrige (1975) classified as open permits consideration of a wide number of change alternatives and focuses on improved practices and arrangements, with less concern for relationships. The opposite, or closed, climate tends to restrict change activities and to reject proposals that diminish disciplinary control. Thus, the more clearly the goal is communicated, the more

likely organizational members will be to direct their behavior toward those goals.

In addition to clear goals, concise communication, and an acceptable reward/penalty system, Baldrige (1975) associated two other characteristics with an organization's innovative capacity: size and administrative complexity. The more organizations develop hierarchical differentiation, the easier it is to bring about change because of the opportunity to create wider role specification and specialists to support change. The hierarchical structure is a byproduct of size, which also provides a career ladder for the individual as an incentive.

Supporting the normative-reeducative theory of change, conclusions of a study conducted in Alabama related to Title IX recommended inservice training programs for principals to obtain knowledge about the regulation to facilitate implementation in the secondary schools of that state (McDaniel, 1976). In another Alabama study, Norton (1977) concluded that "the success of federal policy is dependent on the local school district. . . . School systems are influenced by the community norms and sense of urgency of the policy as the determining factors in implementing a federal policy" (abstract). Both of these studies focused on K-12 systems. A thorough dissertation search revealed no similar studies in postsecondary education.

In summary, a substantial body of literature supports the normative-reeducative theory of change. Research and writings of advocates of this theory appear to form a sound basis for stating that man is inquisitive, learns by being involved in search activities and

the decision process, and is guided in his actions by communicated meanings, norms, and institutions.

Power-Coercive Theory

The power-coercive theory of organizational change asserts that power is an ingredient of all human action. However, the theoretical emphasis is placed on political and economic sanctions in the exercise of power, according to Chin and Benne (1976).

Political power carries with it a legitimacy and the sanctions that accrue to those who break the law. Economic power exerts coercive influence over the decisions of those to whom it is applied (Chin & Benne, 1976). Lusch (1976) differentiated legitimate power from coercion: the latter involves potential punishment, and therefore the individual begrudgingly yields power to another.

Bennis (1969) expressed the opinion that power is not a bad thing, although many behavioral-science writers have treated it as such, either through indifference or ignorance. Social action depends on power, just as physical movement depends on energy. Nothing changes in human affairs until new power is generated or until old power is redistributed. Bennis also claimed that bureaucratic solutions include an explicit reliance on legal-rational power but an implicit use of coercive power. In any case, a confused, ambiguous, shifting complex of competence, coercion, and legal code exists.

There are many opinions about the use of power to bring about change in society and its activities, including educational organizations. The remainder of this section on the power-coercive theory is

divided into three strategies found in the literature: nonviolence, federal political action, and manipulative/special-interest groups.

Nonviolent Strategies

Iver (1973) stated that whereas religious prophets have preached nonviolence as a cardinal moral virtue, political philosophers have generally concentrated on justifying force and the exercise of power. Iver identified Mahatma Gandhi and Martin Luther King, Jr., as two of the foremost philosophical leaders and practitioners of nonviolence.

Gandhi's beliefs centered on two Indian words: satya (truth) and ahimsa (noninjury or nonkilling). Satya and ahimsa became his sword of truth and nonviolence to be used in combat with every form of social or political injustice. He claimed that his belief in nonviolence was independent of the sanction of the scriptures as practiced in India. Eventually, Gandhi evolved a subtle and complicated doctrine that was not easily grasped or lightly dismissed, and the word "nonviolence" passed into the vocabulary of politics.

Walton (1971) believed that Martin Luther King, Jr., formed a positive social philosophy, merging the nonviolent beliefs of Gandhi with the philosophies of Jesus and Thoreau and the teachings of Niebuhr and Hegel. One of the main tenets of that philosophy was the conviction that nonviolent resistance is one of the most potent weapons available to oppressed people in their quest for social justice.

Nonviolent political tactics became a way of life for King, who felt that nonviolence was morally right and obligatory, a means for keeping the government stirred to life. King's nonviolence sought simultaneously to resist and defeat an unjust system, to attack evil but not the evil-doer, to make suffering a virtue, to love rather than hate, and to create faith in God and the future. For him, the techniques of nonviolence offered every possible moral and ethical way, both internally and externally, to achieve these ends (Walton, 1971).

Federal Political Action

According to Etzioni (1964), the interactions of organizations in any society are never regulated in an identical pattern. The extent of regulation ranges from laissez-faire to a high degree of control. Some sectors of all societies, in particular the public sector, are highly regulated. There is a general tendency for the public organization to grow; hence, the scope of direct government control increases.

Federal-government involvement in education is a matter of historical record. The Northwest Ordinance of 1787, the Morrill Act of 1862, and the Smith-Hughes Act of 1917 have already been mentioned. These acts were empirical-rational in nature, directed at providing an opportunity for the dissemination of information.

The federal government used control mechanisms to exercise its power in education as early as 1905, when powerful political figures directed their interests to intercollegiate athletics. Perceiving abuses in the sport, President Theodore Roosevelt convened

a White House Conference on Football with the intention of reforming the sport (Gerber, 1979).

A predecessor of the current federal government's employment-regulation practices was issued as the Federal Fair Employment Practices Regulation, Executive Order 8802, on June 25, 1941. Sovern (1966) reported that the regulation was hailed as much as a war effort as one of economic justice. It was also perceived as a use of power-coercive politics, which forced President Franklin Roosevelt to sign the executive order rather than face 300,000 minority marchers on Washington in less than a week.

Vocational education received additional attention and support with Congressional approval of the Vocational Education Act of 1963 as funding became available for job-preparation programs, along with jurisdiction of the Congressional committees overseeing the programs.

The Fair Labor Standards Act of 1938 was amended by the Equal Pay Act of 1963, which prohibited employers from discriminating on the basis of sex in payment of wages for equal work (Kaplin, 1978). The Equal Pay Act is one of eight major employment-discrimination statutes and one major executive order applicable to postsecondary education, each with its own set of administrative rules and guidelines. Others, cited by Kaplin, include:

1. Title VI and Title VII of the Civil Rights Act of 1964 prohibiting discrimination on the grounds of race, color, national origin, sex, and religion.
2. Executive Order 11246 of 1965, as amended, empowering the Secretary of Labor to assure equal employment opportunities on government contracts and federally funded construction contracts for all persons without regard to race, creed, color, sex, or national origin.

3. Age Discrimination Act of 1967 prohibiting discrimination on the basis of age of the worker.
4. Title IX of the Educational Amendments of 1972 prohibiting sex discrimination.
5. Equal Employment Opportunity Act of 1972 prohibiting discrimination against federal employees and applicants for federal jobs on the basis of race, color, religion, sex, or national origin.
6. Rehabilitation Act of 1973 providing protection against discrimination for handicapped individuals.
7. 38 U.S.C., Sec. 2012 prohibiting discrimination against military veterans--1974.

Kaplin also believed that the law has become an indispensable consideration in the daily lives of administrators at all levels. Competition for money, students, outstanding faculty members, and increased scholarship funds has broken the traditional pattern of isolation in higher education and has brought social and political movements, including civil-rights issues, to campus. Sources of postsecondary law at the federal level are the First (Freedom of Speech), Fourth (Security), and Fourteenth (Due Process) Amendments to the United States Constitution, all of which protect individual liberties.

According to Kadzielski (1978), recent court interpretations of federal legislation have indicated a change in thinking related to the two-tiered Fourteenth Amendment equal-protection analysis. The courts appear to be moving from the more lenient rational-relation analysis of cases to the strict-scrutiny analysis, which requires the government to bear the burden of proving that the classification in question furthers a compelling state interest and that no other less-restrictive alternative exists. Case law further affects organizational operations by clarifying how disputes are presented.

Other federal acts and statutes regulating postsecondary education, directly or indirectly, include the following, as compiled by Kaplin (1978):

- National Labor Relations Act of 1935
- G.I. Bill of 1944
- National Defense Education Act of 1958
- Higher Education Facilities Act of 1963
- Higher Education Act of 1965
- Occupational Safety and Health Act of 1970
- Educational Amendments of 1972 creating comprehensive planning commissions
- Comprehensive Employment Training Act of 1973
- Federal Privacy Act of 1974
- Buckley Amendment of 1974 regulating disclosure of student records
- Employee Retirement Income Security Act of 1974
- Copyright Act of 1976
- Tax laws requiring conformity to regulations of the Internal Revenue Service to maintain tax-exempt status

It is apparent that federal support of and interest and involvement in postsecondary education have increased significantly since passage of the Northwest Ordinance in 1787, even though the United States Constitution leaves the responsibility for education to the states (Zoaglin, 1976). This interest has not been satisfactory to all parties. Recently, specific challenges have been raised in relation to the treatment of applicants and employees in education.

In 1970, the opening round was fired by a relatively small, unknown women's civil-rights group known as the Women's Equity Action League (WEAL) (Sandler, 1973). WEAL filed a federal complaint against the entire higher-education community, charging an industrywide pattern of sex discrimination. The result was passage of Title IX of the Educational Amendments of 1972, prohibiting sex discrimination in educational institutions receiving federal funds.

An immediate outcry arose from other ranks. Charges of interference with academic freedom (Roche, 1973) and threats to institutional authority (Chronicle of Higher Education, 1975) were issued. One community-college board member observed that the Office of Education, in celebrating its 100th anniversary in 1967, announced that Congress had passed more pieces of legislation on education during the preceding three years than it had in the first 97 years of the Office's existence. The board member attributed federal funding to special interests of legislators who hold tight regulatory reins on the programs (Zoaglin, 1976).

Joseph Cosand (1977), a recognized authority on postsecondary education who is familiar with the workings of the Department of Health, Education, and Welfare, said the federal government is gradually moving away from a very minor role to that of a junior partner in regulating/controlling higher education and, as a consequence, increasingly is being viewed as an intruding enemy rather than a supporting partner. More recently, a college president asserted that "the federal establishment already is moving to tell universities what, when, and how to teach and work; now they will tell us how to play" (Davison, 1979, p. 35).

Knezevich (1962) wrote that, although the nature of federalism precludes the national government's direct participation in the operation of public education, the interest of the national government in the course and welfare of public education can be traced to the very beginnings of organized government in the country. The role of the federal government in public education remains a controversial

one. Federal contributions to the development of public education in the United States, however, have been very important and are expected to be even more significant in the future.

Manipulative/Special-Interest Groups

A recent report of the Carnegie Council, projecting the next 20 years for higher education, articulated a number of fears for the future of higher education expressed by practitioners in the field. One such fear was that all institutions of higher education will become less dynamic in their development; more torn by internal stresses and strains in a Hobbesian world of "every man against every man"; and more creatures of the public will expressed through bureaucratic controls rather than free-standing, self-governing entities (Three Thousand Futures, 1980).

These fears seem to be well-founded if the statements of a dean of New York University are to be believed:

It's a task of balancing the demands of various groups against each other and against the university's resources. Sure, there are indeed some lower level administrators who are paper pushers and bureaucrats in the old sense of the word, but the men in the critical roles are not bureaucrats, they are politicians struggling to make dreams come true and fighting to balance interest groups off against each other. This place is more like a political jungle, alive and screaming, than a rigid, quiet bureaucracy. (Baldridge, 1971, p. 9)

From the observations, one senses that change is occurring and will continue to occur within institutions of higher education, regardless of the desires of the individuals involved. There is also a feeling that the present-day environment may compare to the turbulent field Emery and Trist (1965) identified in their work on the

"causal" texture of the environment. Dynamic processes arise from the field itself--between components, organizations of components, and linked sets of components--with an accelerating rate and complexity of interactive effects that exceeds the component systems' capacities for predicting and controlling the compounding consequences of their actions. Change efforts within this environment are difficult and complex, to say the least.

One model for effecting change under these conditions is Styles and Robinson's (1973) Political Process Model of Change Relevant to Education. The five steps of the model are:

1. Development. Provision of an opportunity for articulation of complaints and proposals by all interested parties.
2. Diffusion. Dissemination of complaints and remedial proposals for comment by all interested parties. Revision of remedial proposals as appropriate.
3. Legitimization. Development of a recognition among policy and resource allocators of the need to change.
4. Adoption. Development of an acceptance by professional educators of the responsibility to carry out change.
5. Adaption. Actual implementation of change with or without further modification.

This model contains elements of participation and authoritarian academic governance that, when combined, should enhance the possibility of a successful change effort.

Organizational change affecting policy within institutions also calls for political action. Figure 2 depicts a simple political model developed by Baldrige (1971), which traces the steps from identification of the social factors calling for change to final policy execution within the institution.

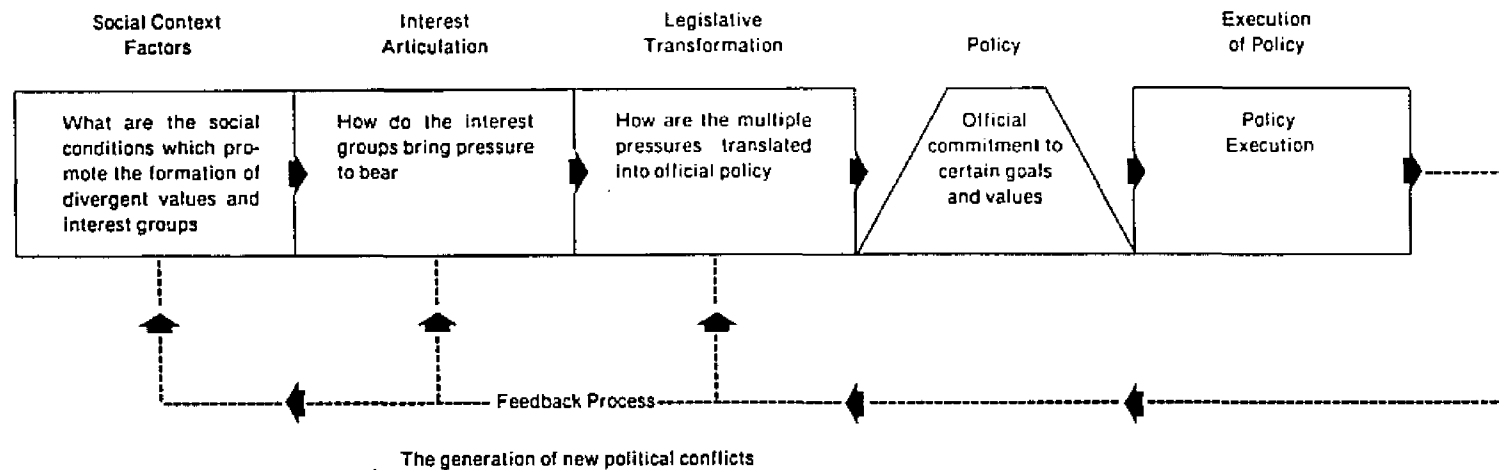


Figure 2.--Policy formulation in the university: a simple political model. (From J. Victor Baldrige, ed., Academic Governance: Research on Institutional Politics and Decision Making, Berkeley, Calif.: McCutchan Publishing Corp., 1971, p. 9.)

The previously mentioned political models involve decision making at a number of intervals. Baldrige (1977) also presented a model that is helpful in understanding the political decision-making process in which cues are raised by powerful political forces to which the political community must respond. An initial step is to locate the decision and the person or group with authority to make the decision. However, Baldrige contended that decisions are usually "performed" to a great extent by the time a person or group is given legitimacy to make the decision. For this reason, political decisions are made on "critical issues" rather than on routine ones, and controversy is not likely to end easily, making it difficult to know when a decision has been made. Such uncertainty prompted Perrow (1970) to assert that, in the public sector, vested interests and political power often combine to favor short-run efficiency of routinely produced goods and services, at the expense of quality and, perhaps, long-range savings.

From a political perspective, Crowfoot and Chesler (1974) stated that, to the extent that resources are available and small groups compete for them, the key to resolution is the status or relative power of the groups. In Keeton's (1971) opinion, shared authority is forced by constituency claims to control. Those whose sponsorship and resources created and sustain the institution feel they are entitled to protect and further their purposes and interests.

A number of special-interest constituencies were mentioned in the literature. Baldrige (1978) said that collective bargaining is realigning many major power blocks in the traditional academic setting,

whereas Fischel (1976) observed that groups representing women, teachers, students, and national civil-rights commissions have a substantially different view from public-school and higher-education administrators. Howe (1977) stated that the effort to effect change through the political process is never fashionable, but it is vital and basic. This feeling has not deterred blocks of special-interest groups from focusing on the political process ("Report of Committee W," 1979), nor has it diminished the call for election of politicians who are sensitive to the effect of federal legislation on higher education (Kane, 1978). In the case of implementation of Title IX, these voices are raised with some perceived self-justification. One study conducted in Kansas revealed that schools were not fully complying with Title IX requirements concerning general compliance, treatment of students, and treatment of employees and that no meaningful organizational change had taken place (Tompkins, 1977).

According to Clark (1960), consideration of the political climate and environment of the community is extremely important to community colleges, even more so than to four-year colleges and universities. One reason for this is that the trustees of the community college are generally elected by the constituents and have close ties to the community. Also, the goals of the college, including admissions policies, are set largely by the marketplace through student selection of courses rather than faculty judgment about curriculum. These conditions present major implications in considering organizational change, perhaps best described by Bennis (1976). He stated that change agents overestimate the capability of political action to

effect changes in practice. When a law is passed, some change agents consider the job done, when all that has been accomplished is to legitimize envisioned change. The reeducation of change still remains.

Progress Report

In 1977, the results of a study conducted by the Committee on Affirmative Action of the Michigan Chapter of the Women's Equity Action League were published (Grossman, 1977). Survey instruments were mailed to 93 separate institutions or branches of parent institutions, with a 70 percent return rate (65 of 93). The following findings were included in the report:

1. Of the designated equal employment officers, 33 percent were below the rank of vice-president, 18 percent held the rank of vice-president, and 16 percent had a title indicating that all, or substantially all, of their time was devoted to the equal opportunity/affirmative action function.

2. About one-third of the equal employment officers reported directly to the president.

3. Of the institutions with enrollments of more than 1,000 students, 21 percent submitted affirmative action plans to the Department of Health, Education, and Welfare whereas another 11 percent developed plans but did not submit them for approval; 29 percent reported plans were under development, and 39 percent did not have plans or failed to respond to the question.

4. Most of the institutions covered by federal anti-discrimination legislation were aware of the laws and had, at least superficially, begun to comply with them.

5. Significant numbers of colleges and universities in Michigan had not fully obeyed the legislation.

6. The Department of Health, Education, and Welfare had not enforced the laws designed to eliminate employment discrimination in academia.

Although data in this survey included responses from post-secondary institutions other than community colleges, the researcher felt the results were sufficiently important to be included in the literature review.

Summary

The literature reviewed in Chapter II was selected specifically for its applicability to this study and was presented in terms of the three broad concepts of organizational-change-theory strategies: empirical-rational, normative-reeducative, and power-coercive. In the fourth section, a progress report from a 1977 study of all post-secondary institutions in Michigan was discussed.

Empirical-Rational Theory

The empirical-rational concept of organizational change is based on the assumption that people are rational and will follow their self-interest once this is revealed to them. Federal legislation has been supportive of the concept. Funds have been provided for research, demonstration, and diffusion of information systems or for support of educational institutions to assure equal opportunity throughout the 50 states.

Authors such as Rogers, Baldrige, and Clark and Guba presented research data substantiating the notion that individuals within an organization are capable of recognizing change efforts that are beneficial and that they possess the ability to accept or reject change efforts based on the type of message and method of delivery.

Normative-Reeducative Theory

The normative-reeducative theory assumes that individuals are inherently active, in quest of impulse and need satisfaction. The person perceives stimuli as furthering or thwarting the goals of ongoing action and does not passively await stimuli from the environment in order to respond.

Considerable research and theory have been focused on normative-reeducative projects. Lewis and Levin approached the topic from the standpoint of change in individuals' basic physical and psychological structures, which results in change within the organization. Lippitt's contribution on helpful intervention in an organization by a change agent furthered the normative-reeducative theory, as did Mann's work on factors increasing or decreasing resistance to change. Advocates of this theory have established a framework of research showing that man is inquisitive and learns by being involved in search activities and in the decision process.

Power-Coercive Theory

The assumption underlying the power-coercive theory is that power for change is generated and applied through political or economic pressure. Political power generally carries a state of

legitimacy, whereas coercion relies on some form of punitive action.

Much of the literature reviewed in this section dealt with legislation by the U.S. Congress, as compiled by Kaplin. Increasingly, federal laws have been enacted regulating the instructional, employment, and construction programs and activities of public educational institutions. Benne's examination of bureaucratic organizations provided an understanding of internal power structure, whereas Baldrige explored both internal and external factors that affect organizational decisions.

Progress Report

A 1977 report by the Committee on Affirmative Action of the Michigan Chapter of the Women's Equity Action League was critical of progress made by postsecondary institutions in Michigan to reduce or eliminate discrimination on the basis of sex. The report stated that most institutional personnel are aware of the provisions of the legislation but have only begun to comply superficially with the law. Courts have been unwilling to substitute their judgment for that of school officials, and administrative enforcement has not been sufficiently stringent.

The review of literature showed that a wide variety of factors influence organizational change, whether such change is attempted on an individual or an organizational level. In Chapter III, the researcher presents the design of the study, including selection of the sample, research questions, and data-analysis procedures.

CHAPTER III

DESIGN AND METHODOLOGY

The design and methodology of the study are presented in this chapter.

Sample

The sample for the study was the entire population of 29 Michigan community colleges recognized by the state of Michigan. The chief personnel officer of each community college was asked to respond to the survey instrument. Twenty-three of the 29 personnel officers responded, for a return rate of 79.3 percent.

The Survey Instrument

A printed survey instrument developed by the researcher was used to elicit responses from the study sample. (A copy of the final instrument is found in Appendix A.) The instrument was divided into three sections, which sought responses concerning actions taken to implement Title IX at the respondents' institutions, the degree to which eight selected factors influenced implementation of Title IX, and demographic data about the Title IX officer and institutional operations.

Implementation Actions

In Section One of the survey instrument, respondents were asked to indicate whether or not their institutions had completed eight specific actions required by Title IX and whether 12 actions recommended by the regulation had or had not been completed. Wording for Section One of the instrument was derived from the language of the regulation.

Influence of Selected Factors

Section Two of the instrument was designed to measure the perceived degree to which eight selected factors influenced implementation of Title IX. The selected factors were developed from the researcher's work experience and review of the literature. The investigator prepared a preliminary list of 18 factors; this list was reviewed for appropriateness by a panel of representatives of the Michigan Community College Personnel Administrators Association. As a result of this review, the number of selected factors was reduced to eight. (A list of the preliminary factors is included in Appendix B.) One additional question was subsequently added to permit respondents to include a factor specific to their institution.

Demographic Data--Institutional Operations

The third section of the instrument requested responses to ten general-information questions about the Title IX coordinator and modifications to institutional operations as a result of implementation of Title IX.

Field Testing

The instrument was field tested at ten community colleges in Missouri, Illinois, Minnesota, Florida, Arkansas, Washington, Arizona, Maine, and Indiana. The return rate was 50 percent. The respondents noted no unusual problems in providing responses or in understanding the survey questions.

Data Collection

The chief personnel officer of each college was selected as the respondent because the investigator assumed the administrator in that position would be knowledgeable or would have access to a knowledgeable person who could accurately complete the survey instrument. Contacting the chief personnel officer further enhanced the instrument return rate because the researcher had just completed a one-year term as president of the Michigan Community College Personnel Administrators Association and was personally acquainted with each chief personnel officer.

Initial data-collection efforts began with a letter to each of the 29 community college presidents, signed by the dissertation advisor and the Executive Director of the Michigan Community College Association. The letter briefly outlined the research project and requested cooperation in responding to the survey instrument. (A copy of the letter may be found in Appendix C.) Three days later, a copy of the survey instrument was sent to the chief personnel officer at each college, along with a personal letter requesting him/her to complete the instrument within two weeks. (Appendix D contains a

copy of the cover letter.) Responses were received from 19 personnel officers as a result of the initial mailing.

Beginning in early September, follow-up telephone calls were made to the ten nonrespondents. As a result of these telephone calls, three additional instruments were returned. In late September, a second telephone call to the remaining seven nonrespondents yielded one additional response. Four nonrespondents were new in the position and did not have knowledge of the Title IX implementation; the remaining two said that such information was confidential--not to be released.

Reliability Estimates

Reliability estimates for the eight selected factors influencing implementation of Title IX were calculated using the Statistical Package for the Social Sciences, a coefficient-alpha-type test. The alpha reliability coefficient for the eight selected factors was .65562, and the standard item alpha was .62185. No other reliability estimates were calculated because of the small number of responses and the use of nonparallel measurements.

Supplemental Information

Three additional types of information were obtained from independent sources to determine if any relationship existed between the size of institutional operating budget, student enrollment, and geographical location and the level of institutional compliance with Title IX.

Institutional Operating Budget

The researcher obtained the actual 1975-76 operating budgets of each college from the Community College Financial Summary--Current Operation Revenues--FY 74-75, 75-76, and 76-77, Michigan Department of Management and Budget, Form CC1.

Student Enrollment

The investigator obtained the 1976 calendar-year enrollment totals obtained from the Michigan Community College Association, based on the 1976 CYES audited enrollment of each institution.

Geographical Location

The 23 institutions whose personnel officers responded to the survey instrument were categorized according to urban or other geographical location, based on the investigator's personal knowledge of the colleges. Colleges are listed in Appendix F.

Design

The design of the study was descriptive in nature. (See Figure 3 for a graphic representation of the study design.) The major focus of the study was to determine the influence of selected factors in the process of implementing Title IX in Michigan community colleges.

Rank Order of Institutions

A rank order of colleges by level of compliance with combined mandatory and voluntary actions was constructed by assigning points to each college on the following basis:

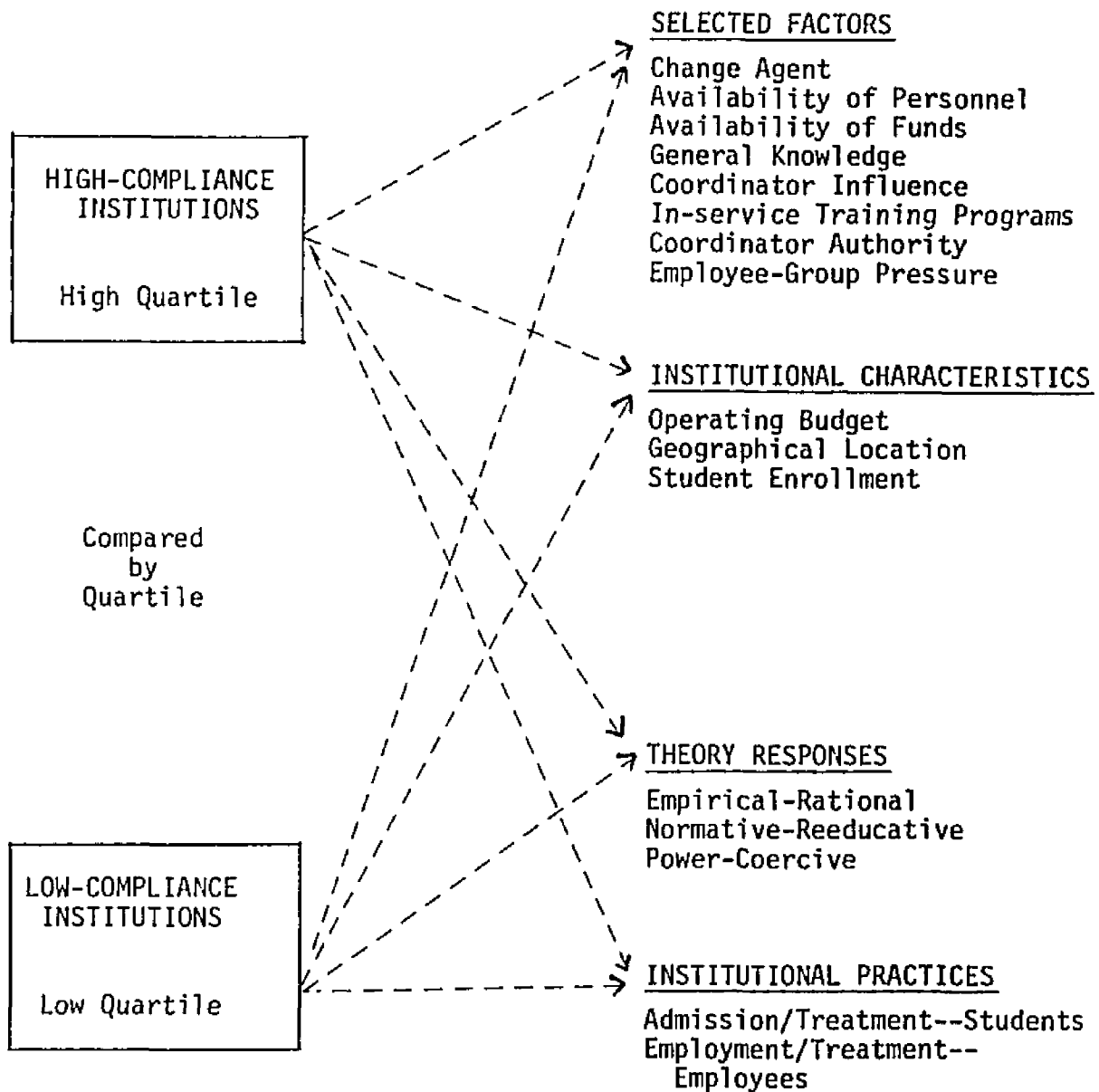


Figure 3.--Graphic depiction of the study design. (NOTE: Responses of the high-quartile institutions were compared to the responses of the low-quartile institutions in the four categories displayed above. The Fisher Exact Probability Test was used to determine if there was a significant difference in the responses to each category by the high- and low-compliance groups.)

Mandatory actions: Two points for each yes answer

Voluntary actions: Two points for a yes answer

Point totals were calculated for each institution; the college attaining the highest number of points was assigned position number one, the one with the second-highest point total was placed in position two, and so on until the college receiving the lowest number of points was designated number 23. The rank ordering was divided into quartiles. Although all responses are displayed for each institution, the researcher was only concerned with the highest and lowest quartiles.

A second rank order of colleges was established using only the mandatory actions and assigning point totals as previously described. A third rank order of colleges, based on the same point assignment, was constructed for voluntary actions only.

Selected Factors

Personnel officers' responses to the questions regarding the influence of eight selected factors in implementation of Title IX were recorded for each college. The responses were coded as follows:

Major asset or asset	2
Major liability or liability	1
No influence	0

For analysis purposes, this code enabled the researcher, in effect, to establish a yes or no response to the questions related to the eight selected factors.

Institutional Characteristics

A similar coding system was used in analyzing the data on annual operating budget, geographical location, and student enrollment.

Operating budget.--The 12 colleges with the largest annual operating budgets were coded as 2, and the others received a code of 1.

Geographical location.--The colleges identified as urban were coded as 2; all other colleges received a code of 1.

Student enrollment.--The total 1976 calendar-year enrollment figures were recorded for the colleges. The 12 colleges with the highest enrollment totals were coded as 2, whereas the remaining 11 colleges were coded as 1.

Change-Theory Responses

This part of the study was designed to examine the relationship between the rank order of the colleges by compliance level and the responses to couplets of six of the eight selected factors influencing implementation of Title IX, which were classified into the empirical-rational, normative-reeducative, and power-coercive change theories.

Empirical-rational.--Questions 1 and 4 of Section Two of the survey instrument elicited responses regarding the presence of institutional change agents and general knowledge of Title IX provisions by members of the governing board, administrators, or staff members. These selected factors were determined to illustrate an empirical-rational strategy toward organizational change.

Normative-reeducative.--Questions 5 and 6 of Section Two sought responses concerning the ability of the Title IX coordinator to influence the chief executive officer and the use of in-service

training programs dealing with attitudes of individuals. These two factors were regarded as illustrating the normative-reeducative approach to change.

Power-coercive.--Questions 7 and 8 of Section Two, regarding the authority of the Title IX coordinator and pressures brought by employee groups, demonstrated the use of power-coercive strategies to bring about change.

The responses to the above couplets of questions were coded as follows:

Major asset or asset	2
Major liability or liability	1
No response	0

Again, the use of this coding system permitted the researcher to establish, in effect, a yes answer (2) or a no answer (1) to each question. The no-responses (0) did not influence the statistical analysis.

Admissions/Treatment/ Employment Practices

This part of the study was designed to examine the effect of efforts to implement Title IX after the first year. Questions 9 and 10 of Section Three of the survey instrument gave respondents an opportunity to indicate if changes had occurred in the admissions/treatment of students or in the employment practices of the college. Responses to Questions 9 and 10 were coded with a 2 for reported changes of a major or minor nature, whereas responses indicating that no change had occurred were coded with a 1.

The design of the study and the method of coding the data enabled the researcher to test whether the high-compliance and low-compliance institutions differed significantly in their responses.

Research Questions

The following research questions and subquestions were examined in this study:

1. Is there a relationship between the perceived level of influence of selected factors affecting implementation of Title IX and the level of compliance by colleges in the high- and low-compliance groups?

a. Will the perceived level of influence of the presence of a change agent differ between colleges in the high- and low-compliance groups?

b. Will the perceived level of influence of the availability of personnel to coordinate and monitor the implementation differ between colleges in the high- and low-compliance groups?

c. Will the perceived level of influence of the availability of institutional funds to meet budget requirements differ between colleges in the high- and low-compliance groups?

d. Will the perceived level of influence of general knowledge of Title IX provisions by members of the governing board, administrators, or staff members differ between colleges in the high- and low-compliance groups?

e. Will the perceived level of influence of the ability of the Title IX coordinator to influence the chief executive differ between colleges in the high- and low-compliance groups?

f. Will the perceived level of influence of in-service training programs differ between colleges in the high- and low-compliance groups?

g. Will the perceived level of influence of the authority of the Title IX coordinator to require modification of policies, practices, and procedures differ between colleges in the high- and low-compliance groups?

h. Will the perceived level of influence of pressure brought by employee groups represented by collective-bargaining agents differ between colleges in the high- and low-compliance groups?

2. Is there a relationship between selected institutional characteristics and the level of compliance by colleges in the high- and low-compliance groups?

a. Will the 1975-76 student full-time equated enrollment differ?

b. Will the geographical location of institutions classified as urban and other differ?

c. Will the rank of the institutional 1975-76 general-operating-fund budget differ?

3. Is there a relationship between the level of compliance by colleges in the high- and low-compliance groups and the perceived level of influence of the selected factors affecting implementation of

Title IX when those factors are classified by specific strategies of organizational change theory?

a. Will the perceived use of the empirical-rational strategy of change, as illustrated by the presence of an institutional change agent and general knowledge of Title IX provisions by college boards and representatives, differ between colleges in the high- and low-compliance groups?

b. Will the perceived use of the normative-reeducative strategy of change, as illustrated by the ability of the Title IX coordinator to influence the chief executive officer and the use of in-service training programs, differ between colleges in the high- and low-compliance groups?

c. Will the perceived use of the power-coercive strategy of change, as illustrated by the authority of the Title IX coordinator to require modification of policies, practices, procedures, and pressures brought by employee groups represented by collective-bargaining agents, differ between colleges in the high- and low-compliance groups?

4. Is there a relationship between the level of compliance by colleges in the high- and low-compliance groups and the reported change in admission/treatment/employment practices?

a. Will reported changes in admissions/treatment of students differ between colleges in the high- and low-compliance groups?

b. Will reported changes in employment/treatment of employees differ with the level of institutional compliance by colleges in the high- and low-compliance groups?

Analysis of Data

The data for each rank order of colleges were analyzed using the Fisher Exact Probability Test, a nonparametric technique for examining discrete data, either nominal or ordinal, when the sizes of the two independent samples are small. This test may be used when the scores from two independent samples all fall into one or the other of two mutually exclusive classes. The scores are represented by frequencies in a 2 x 2 contingency table, as demonstrated in Figure 4.

	yes	no	Total
Group 1	A	B	A + B
Group 2	C	D	C + D
Total	A + C	B + D	N

Figure 4.--Sample contingency table.

Groups 1 and 2 represent the division of the rank-ordered institutions into a high-compliance group (1) and a low-compliance group (2). The column headings represent the yes or no responses or the effective yes and no responses, as described in the preceding

sections on selected factors, institutional characteristics, and theory responses.

The Fisher Exact Probability Test was used to determine whether the two groups differed in the proportion with which they fell into the two classifications. For the data in Figure 4 (where A, B, C, and D stand for frequencies), the test was used to determine whether Group 1 and Group 2 differed significantly in the proportion of pluses and minuses attributed to them. This test is applicable to data when N is 30 or smaller, as in this study.

Significance levels of the Fisher Exact Probability Test are approximate and, if error is present, error is on the conservative side. The data were analyzed for a significance level of .05. Analysis tables of the Fisher Exact Probability Test are included in Appendix E.

Assumptions

Data-collection procedures and analyses were based on the following assumptions:

1. Each survey instrument was completed by an institutional representative who was knowledgeable about efforts to implement provisions of Title IX and who responded with information of sufficient validity to be useful to the study.

2. The selected factors purported to influence implementation of the regulation were common to each institution.

Limitations

The researcher acknowledges certain limitations of the study. These limitations are as follows:

1. The original survey instrument might have limitations that were not discovered in the development and testing processes.
2. Respondents reported their perceptions about the relative influence of the selected factors in implementing the regulation.
3. Responses to the survey instrument were accepted as accurate reports.
4. The researcher provided for only one institution-specific factor to be added to the eight selected factors contained in the survey instrument.

Summary

A detailed design of the study was presented in Chapter III. The sample for the study was identified as the 29 Michigan public community colleges recognized by the state of Michigan. These colleges were surveyed through the use of an original survey instrument.

The design of the study required that a rank ordering of the colleges, by level of compliance with mandated and voluntary actions of Title IX, be established. As a result, the colleges were divided into high-compliance and low-compliance quartiles.

Use of the Fisher Exact Probability Test permitted the researcher to determine if the two groups differed significantly in their responses to the relative influence of eight selected factors identified as affecting implementation of the regulation.

Two other sets of data were included in the design of the study. Responses to couplets of six of the eight selected factors influencing implementation of Title IX were classified into the empirical-rational, normative-reeducative, and power-coercive theories of organizational change. The Fisher Exact Probability Test permitted a comparison of institutional responses by compliance level and was also used to examine responses concerning changes within the high- and low-compliance institutions in admission/treatment/employment practices after the first year. Finally, the assumptions upon which the study was based and the limitations of data collection were listed. An analysis of the results of the study is presented in Chapter IV.

CHAPTER IV

PRESENTATION OF DATA

Introduction

Six sections constitute Chapter IV of this study. In the first section, three tables are presented displaying the rank order of colleges by combined mandatory and voluntary action, by mandatory action only, and by voluntary action only. Section Two contains data received on the perceived importance of selected factors influencing implementation of Title IX. The third section contains institutional characteristics, and the fourth displays data related to the eight selected factors, classified by theory response. Section Five contains data on changes in admissions/treatment and in employment/treatment practices following implementation of Title IX. Sections Two through Five contain a restatement of the research questions, null hypotheses, results of significance tests, and brief discussions of the findings, as appropriate. The sixth section is a narrative reporting of responses to demographic questions; action by the Department of Health, Education, and Welfare; and changes in institutional grievance procedures as a result of implementation of Title IX.

Rank Order of Colleges by Level of Compliance

Colleges were rank ordered according to compliance level by totaling the points assigned to each college for reporting completion

of each of the eight mandatory actions and 12 voluntary actions related to provisions of Title IX. The method for assigning points was detailed in Chapter III. The rank order of colleges by level of compliance with combined mandatory and voluntary actions is shown in Table 1. The rank order of colleges by mandatory action is displayed in Table 2, whereas Table 3 shows the rank order of colleges by voluntary action.

The number of colleges in each quartile was the same in the tables showing response to combined mandatory and voluntary action and mandatory action alone. The table showing a separate ranking for voluntary action changed because colleges with equal numbers of points were included in the same quartile.

Discussion

The rank ordering of colleges revealed that most of the institutions reported implementing the mandatory actions after the regulation was passed. This contrasts with the findings of Tompkins (1977), who studied the K-12 schools in Kansas and found they were not fully complying with the regulation. One explanation for the discrepancy in findings may be the difference between colleges and K-12 districts in their perception of change. Mann (1957) stated that the magnitude of opposition to change is a direct reflection of the magnitude of the change. It is conceivable that the K-12 districts generated greater opposition to Title IX changes because the required actions mandated greater changes in their operation than at the college level.

Baldrige (1978) discovered there was less bureaucracy and regulation

Table 1.--Rank order of colleges by response to combined mandatory and voluntary actions.

Quartile	College	Mandatory Actions								Voluntary Actions									
Q1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
	3	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	1	2
	4	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	1	1
	5	2	2	2	2	2	2	1	2	2	2	2	2	2	2	2	2	1	2
	6	2	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	1
Q2	7	2	2	2	2	2	2	2	2	2	2	2	2	1	1	2	2	2	1
	8	2	2	2	2	2	1	1	2	2	2	2	2	2	1	2	2	2	2
	9	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
	10	2	2	2	2	2	2	2	2	1	2	2	2	2	2	1	1	1	2
	11	2	2	1	2	2	2	2	2	2	2	2	2	1	2	2	1	1	2
	12	2	2	2	2	1	2	2	2	2	2	1	2	2	2	1	2	2	1
Q3	13	1	1	1	2	2	1	2	2	2	2	2	2	1	2	2	2	2	1
	14	1	1	1	2	2	2	2	2	1	2	1	2	2	2	2	2	2	1
	15	1	1	1	2	2	2	1	1	2	2	2	2	2	2	2	2	2	1
	16	2	2	2	2	2	1	2	2	2	2	1	1	2	1	2	2	1	1
	17	1	1	1	2	2	2	2	2	2	2	1	2	2	2	2	1	1	2
	18	1	1	1	2	2	1	2	2	2	2	2	2	1	2	2	1	1	2
Q4	19	1	1	1	2	2	1	2	2	2	2	1	2	2	2	1	2	1	1
	20	2	2	1	2	2	2	2	1	1	2	2	1	1	2	2	1	2	1
	21	2	2	2	2	2	2	1	2	2	2	1	2	1	1	1	1	1	1
	22	1	1	1	2	1	1	2	2	2	2	2	2	1	1	1	1	1	1
	23	2	1	2	1	2	1	1	1	1	2	1	2	2	1	1	1	1	1

KEY: 2 = Yes response
1 = No or no response

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 2.--Rank order of colleges by response to mandatory actions.

Quartile	Combined College Rank	Mandatory- Only Rank	Eight Mandatory Actions							
Q1	1	1	2	2	2	2	2	2	2	2
	2	2	2	2	2	2	2	2	2	2
	3	3	2	2	2	2	2	2	2	2
	4	4	2	2	2	2	2	2	2	2
	7	5	2	2	2	2	2	2	2	2
	10	6	2	2	2	2	2	2	2	2
Q2	5	7	2	2	2	2	2	2	1	2
	6	8	2	1	2	2	2	2	2	2
	11	9	2	2	1	2	2	2	2	2
	12	10	2	2	2	2	1	2	2	2
	16	11	2	2	2	2	2	1	2	2
	21	12	2	2	2	2	2	2	1	2
Q3	8	13	2	2	2	2	2	1	1	2
	20	14	2	2	1	2	2	2	2	1
	9	15	1	1	1	2	2	2	2	2
	13	16	1	1	1	2	2	2	2	2
	17	17	1	1	1	2	2	2	2	2
	14	18	1	1	2	2	2	1	2	2
Q4	18	19	1	1	1	2	2	1	2	2
	19	20	1	1	1	2	2	1	2	2
	15	21	1	1	1	2	2	2	1	1
	22	22	1	1	1	2	1	1	2	2
	23	23	2	1	2	1	2	1	1	1

KEY: 2 = Yes response
 1 = No or no response

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 3.--Rank order of colleges by response to voluntary actions.

Quartile	Combined College Rank	Mandatory- Only Rank	Twelve Voluntary Actions											
Q1	1	1	2	2	2	2	2	2	2	2	2	2	2	2
	2	2	2	2	2	2	2	2	2	2	2	2	2	2
	9	3	2	2	2	2	2	2	2	2	2	2	2	2
	3	4	2	2	2	2	2	2	2	2	2	2	1	2
	5	5	2	2	2	2	2	2	2	2	2	2	1	2
	6	6	2	2	2	2	2	2	2	2	2	2	2	1
	8	7	2	2	2	2	2	2	1	2	2	2	2	2
	15	8	2	2	2	2	2	2	2	2	2	2	1	2
Q2	4	9	2	2	2	2	2	2	2	2	2	2	1	1
	14	10	1	2	1	2	2	2	2	2	2	2	1	2
	7	11	2	2	2	2	2	1	1	2	2	2	1	2
Q3	11	12	2	2	2	2	1	2	2	2	1	1	2	2
	12	13	2	2	1	2	2	2	2	1	2	2	1	2
	13	14	2	2	2	2	2	1	2	2	2	2	1	2
	18	15	2	2	2	2	2	1	2	2	1	1	2	2
	10	16	1	2	2	2	2	2	2	1	1	1	2	2
	17	17	2	2	1	2	2	2	2	2	1	1	2	1
	19	18	2	2	1	2	2	2	2	1	2	2	1	1
Q4	16	19	2	2	1	1	2	1	1	2	2	2	1	1
	20	20	1	2	2	1	1	2	2	1	2	2	1	1
	22	21	2	2	2	2	2	2	1	1	1	1	1	1
	21	22	2	2	1	2	1	1	2	1	1	1	1	1
	23	23	1	2	1	2	2	1	1	1	1	1	1	1

KEY: 2 = Yes response
1 = No or no response

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

in larger, more prestigious schools than in smaller, less prestigious ones. Colleges are generally regarded as larger and more prestigious than the separate units of a K-12 district; thus the lower amount of bureaucracy and regulation in colleges may have permitted more effective change efforts.

Another reason for the difference in findings between the present study and the Tompkins research might have been the differences in respondents. Principals were the respondents in the Tompkins survey, whereas chief personnel officers completed the survey in this study. Both groups reported perceptions.

Multiplying the eight mandatory actions by the 23 colleges yielded 184 responses. The colleges had complied with 75 percent of the required actions on time.

Rank Order of Colleges by Influence of Factors

This section is devoted to the primary research question of this study: Is there a relationship between the perceived level of influence of selected factors affecting implementation of Title IX and the level of compliance by colleges in the high- and low-compliance groups? Perceived importance of the eight selected factors considered in this section is presented in Tables 4, 5, and 6. Significance was tested at the .05 level.

1.a. Change Agent

Subquestion: Will the perceived level of influence of the presence of a change agent differ between colleges in the high- and low-compliance groups?

Table 4.--Rank order of colleges by influence of factors for combined mandatory and voluntary actions.

Quartile	College	Change Agent	Availability of Personnel	Availability of Funds	General Knowledge	Coordinator Influence	In-Service Training	Coordinator Authority	Pressure Groups
Q1	1	2	2	2	2	2	1	2	1
	2	2	2	2	2	1	2	1	1
	3	1	2	1	1	2	1	2	2
	4	1	1	1	1	2	1	1	1
	5	1	1	1	1	1	2	2	2
	6	2	2	2	2	2	2	1	1
Q2	7	2	2	2	2	2	2	2	1
	8	2	1	1	1	2	1	2	1
	9	2	2	1	1	2	2	2	1
	10	1	1	1	2	2	1	2	1
	11	2	1	1	2	1	1	1	1
	12	1	2	1	2	1	1	2	1
Q3	13	2	2	2	2	2	2	1	1
	14	2	2	1	2	2	1	2	1
	15	2	2	1	1	1	1	1	1
	16	2	2	1	1	2	2	2	1
	17	1	1	1	2	2	1	2	1
	18	2	2	1	1	1	2	1	1
Q4	19	2	1	1	1	2	1	2	1
	20	2	2	2	2	2	1	2	1
	21	2	1	1	2	2	1	2	1
	22	1	1	1	1	1	1	1	1
	23	1	1	1	1	2	1	2	1

KEY: 2 = Asset or major asset

1 = Liability, major liability, or no influence

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 5.--Rank order of colleges by influence of factors for mandatory actions.

Quartile	Mandatory-Rank Only	Change Agent	Availability of Personnel	Availability of Funds	General Knowledge	Coordinator Influence	In-Service Training	Coordinator Authority	Pressure Groups
Q1	1	2	2	2	2	2	1	2	1
	2	2	2	2	2	1	2	1	1
	3	1	2	1	1	2	1	2	2
	4	1	1	1	1	2	1	1	1
	5	2	2	2	2	2	2	2	1
	6	1	1	1	2	2	1	2	1
Q2	7	1	1	1	1	1	2	2	2
	8	2	2	2	2	2	2	1	1
	9	2	1	1	2	1	1	1	1
	10	1	2	1	2	1	1	2	1
	11	2	2	1	1	2	2	2	1
	12	2	1	1	2	2	1	2	1
Q3	13	2	1	1	1	2	1	2	1
	14	2	2	2	2	2	1	2	1
	15	2	2	1	1	2	2	2	1
	16	2	2	2	2	2	2	1	1
	17	1	1	1	2	2	1	2	1
	18	2	2	1	2	2	1	2	1
Q4	19	2	2	1	1	1	2	1	1
	20	2	1	1	1	2	1	2	1
	21	2	2	1	1	1	1	1	1
	22	1	1	1	1	1	1	1	1
	23	1	1	1	1	2	1	2	1

KEY: 2 = Asset or major asset
 1 = Liability, major liability, or no response

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 6.--Rank order of colleges by influence of factors for voluntary actions.

Quartile	Voluntary-Rank Only	Change Agent	Availability of Personnel	Availability of Funds	General Knowledge	Coordinator Influence	In-Service Training	Coordinator Authority	Pressure Groups
Q1	1	2	2	2	2	2	1	2	1
	2	2	2	2	2	1	2	1	1
	3	2	2	1	1	2	2	2	1
	4	1	2	1	1	2	1	2	2
	5	1	1	1	1	1	2	2	2
	6	2	2	2	2	2	2	1	1
	7	2	1	1	1	2	1	2	1
	8	2	2	1	1	1	1	1	1
Q2	9	1	1	1	1	2	1	1	1
	10	2	2	1	2	2	1	2	1
	11	2	2	2	2	2	2	2	1
Q3	12	2	1	1	2	1	1	1	1
	13	1	2	1	2	1	1	2	1
	14	2	2	2	2	2	2	1	1
	15	2	2	1	1	1	2	1	1
	16	1	1	1	2	2	1	2	1
	17	1	1	1	2	2	1	2	1
	18	2	1	1	1	2	1	2	1
Q4	19	2	2	1	1	2	2	2	1
	20	2	2	2	2	2	1	2	1
	21	1	1	1	1	1	1	1	1
	22	2	1	1	2	2	1	2	1
	23	1	1	1	1	2	1	2	1

KEY: 2 = Asset or major asset
 1 = Liability or major liability

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the influence of the presence of a change agent.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Discussion.--According to Rogers' (1971) early-adopters theory, it would be reasonable to assume that the presence of a change agent, assigned or committed to foster change, is important. Rogers stated that the early adopter is classified as respectable and has the greatest degree of opinion leadership in most social systems. The change agent's position in the educational structure is of great importance, too, according to Baldrige (1975). He noted that department chairpersons are seen as important communication links between teachers carrying out changes and administrators supporting changes with resources.

It might be expected, then, that colleges with department chairpersons in the role of change agent would be more successful in implementing Title IX than colleges with other personnel acting as change agents. This particular combination of roles was not examined, however.

1.b. Availability of Personnel

Subquestion: Will the perceived level of influence of the availability of personnel to coordinate and monitor the implementation differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the influence of availability of personnel within the institution to assume coordination and monitoring functions required by the regulation.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Discussion.--This finding contrasted with Baldrige's (1975) finding that size and complexity affect an organization's innovative capacity. He found that larger, more complex organizations can provide a mid-level management structure to assure back-up support, staff help, and specialized resources that enhance change efforts and innovation. One explanation for this discrepancy in findings may be that Baldrige's Stanford Studies were based on actual observations of change, whereas the present study was based on the perceptions of the chief personnel officer of each college.

1.c. Availability of Funds

Subquestion: Will the perceived level of influence of the availability of institutional funds to meet budget requirements differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the value of the availability of institutional funds to meet budget requirements that comply with provisions of the regulation.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Discussion.--The availability of funds to meet budget requirements may be interpreted in two ways: total budget amounts and allocation of the total budget to specific functions. The total college budget is considered as a single question later in this study. Therefore, allocation of the budget is the focal point of this discussion.

In their Political Process Model, Styles and Robinson (1973) emphasized that legitimization of a change effort requires recognition of the need for change among resource allocators. Based on this premise, results of the present study indicated that institutions ranked high and low in compliance efforts were equally successful or unsuccessful in recognizing the need for change required by Title IX.

1.d. General Knowledge

Subquestion: Will the perceived level of influence of general knowledge of Title IX provisions by members of the governing board, administrators, or staff members differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the level of influence of general knowledge of the regulation by governing boards, administrators, and staff members.

Significance.--The null hypothesis was accepted for the combined mandatory and voluntary ranking as well as for the voluntary ranking. The null hypothesis was rejected for the mandatory ranking.

Discussion.--Relative to the rank ordering of colleges by combined mandatory and voluntary actions, mandatory action, and voluntary action, it was noted that Michigan community colleges had completed 75 percent of the mandatory actions in a timely fashion. Rejection of the null hypothesis confirmed that there was a significant

difference in the perceptions of respondents from high- and low-compliance colleges regarding the influence of general knowledge of the Title IX provisions. The rank order of colleges by response to mandatory actions (Table 2) clearly revealed that colleges in the lowest quartile had completed fewer mandatory actions than had those in the top quartile.

Other researchers have concluded that lack of knowledge impedes implementation of Title IX provisions. In 1976, McDaniel studied the secondary schools in Alabama and found that Title IX had not been fully implemented because of a lack of knowledge of the requirements, particularly among secondary-school principals.

Rogers (1971) has said that all analyses of social change center primary attention on the communication process. This logic concludes that board members, administrators, and staff should share general knowledge about Title IX in performing their duties. The interchange of mutual ideas and common understandings could account for the differences in perceptions between high and low quartiles.

The level of general knowledge about Title IX by a large number of people would also tend to create an open climate within the college. Baldrige (1975) believed that the type of innovation considered is determined, in large part, by the climate that exists in the organization. He suggested that the open climate permits focusing on improved practices and arrangements, with less concern for relationships.

1.e. Coordinator Influence

Subquestion: Will the perceived level of influence of the ability of the Title IX coordinator to influence the chief executive officer differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the value of the ability of the Title IX coordinator to influence the chief executive officer of the institution.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

1.f. In-Service Training

Subquestion: Will the perceived level of influence of in-service training programs differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the value of in-service training programs dealing with attitudes of individuals and identification of individual bias.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

1.g. Coordinator Authority

Subquestion: Will the perceived level of influence of the authority of the Title IX coordinator to require modification of policies, practices, and procedures differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the value of the authority of the Title IX coordinator to require modification of policies, practices, and procedures.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

1.h. Pressure Groups

Subquestion: Will the perceived level of influence of pressure brought by employee groups represented by collective-bargaining agents differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will not differ in their perceptions of the influence of pressures brought by employee groups represented by collective-bargaining agents to implement provisions of the regulation.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Discussion.--One principle of collective bargaining in the public sector set forth by Chamberlain (1972) is that government is identified as the sole possessor of final power because it is responsive to all of its constituents. To concede to any special-interest group a right to bargain for terms the sovereignty believes contravene the public interest is to deny the government's single responsibility.

It would appear that both the bargaining-unit agents and the governing boards agreed that Title IX was in the public interest in this case. The vast majority of respondents reported that the agents did not exert pressure, and there was no significant difference between respondents from high- and low-compliance colleges regarding

their perceptions of the influence of pressure brought by employee groups.

Rank Order of Colleges by Institutional Characteristics

This section of the study was designed to answer Research Question 2: Is there a relationship between selected institutional characteristics and the level of compliance by colleges in the high- and low-compliance groups? The selected institutional characteristics were full-time student enrollment, geographical location, and general operating budget. Data concerning this question are displayed in Tables 7, 8, and 9 (rank order of colleges by institutional characteristics for combined mandatory and voluntary actions, for mandatory actions, and for voluntary actions, respectively).

2.a. Full-Time Student Enrollment

Subquestion: Will the 1975-76 student full-time equated enrollment differ between colleges in the high- and low-compliance groups?

Null Hypothesis: Student enrollment, measured by calendar-year equated students, will not differ among colleges in the high- and low-compliance groups.

Significance.--The null hypothesis was accepted for the three rankings, based on analysis of the data by the Fisher Exact Probability Test.

2.b. Geographical Location

Subquestion: Will the geographical location of institutions classified as urban and other differ between colleges in the high- and low-compliance groups?

Table 7.--Rank order of colleges by institutional characteristics for combined mandatory and voluntary actions.

Quartile	Rank Order by College	Budget Code	Location Code	Enrollment Code
Q1	1	1	1	1
	2	2	2	1
	3	1	1	2
	4	1	1	2
	5	2	2	2
	6	2	2	2
Q2	7	2	2	1
	8	2	2	2
	9	1	1	1
	10	2	2	2
	11	2	2	2
	12	1	1	1
Q3	13	2	2	2
	14	1	1	1
	15	2	2	2
	16	2	2	2
	17	1	1	1
	18	1	1	1
Q4	19	1	1	1
	20	2	2	2
	21	2	2	1
	22	1	1	1
	23	1	1	1

KEY: 2 = Top 50% of data or urban location
 1 = Low 50% of data or other location

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 8.--Rank order of colleges by institutional characteristics for mandatory actions.

Quartile	Rank Order by College	Budget Code	Location Code	Enrollment Code
Q1	1	1	1	1
	2	2	2	1
	3	1	1	2
	4	1	1	2
	5	2	2	2
	6	2	2	2
Q2	7	2	2	2
	8	2	2	2
	9	2	2	2
	10	1	1	1
	11	2	2	2
	12	2	2	1
Q3	13	2	2	2
	14	2	2	2
	15	1	1	1
	16	2	2	2
	17	1	1	1
	18	1	1	1
Q4	19	1	1	1
	20	1	1	1
	21	2	2	2
	22	1	1	1
	23	1	1	1

KEY: 2 = Top 50% of data or urban location
 1 = Low 50% of data or other location

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 9.--Rank order of colleges by institutional characteristics for voluntary actions.

Quartile	Rank Order by College	Budget Code	Location Code	Enrollment Code
Q1	1	1	1	1
	2	2	2	1
	3	1	1	1
	4	1	1	2
	5	2	2	2
	6	2	2	2
	7	2	2	2
	8	2	2	2
Q2	9	1	1	2
	10	1	1	1
	11	2	2	1
Q3	12	2	2	2
	13	1	1	1
	14	2	2	2
	15	1	1	1
	16	2	2	2
	17	1	1	1
	18	1	1	1
Q4	19	2	2	2
	20	2	2	2
	21	1	1	1
	22	2	2	1
	23	1	1	1

KEY: 2 = Top 50% of data or urban location
 1 = Low 50% of data or other location

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Null Hypothesis: Institutions ranked as high and low in compliance with Title IX provisions will show an equal distribution between urban and other geographical locations.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

2.c. General Operating Budget

Subquestion: Will the rank of the institutional 1975-76 general-operating-fund budget differ between colleges in the high- and low-compliance groups?

Null Hypothesis: General-operating-fund budgets for the 1975-76 fiscal year will show an equal distribution among colleges ranked as high and low in compliance with Title IX provisions.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Discussion.--One might suspect that urban colleges with a large budget and a large student body would have a higher compliance ranking than smaller colleges located in nonurban areas with fewer students and less money. There are major organizational differences and much diversity among colleges, according to Baldrige (1978). He cited three major areas of differences: environmental relationships, professional task, and size and complexity of the institution.

Commenting on size, complexity, environment, and change, Knezevich (1969) stated that the administrator is a creature of his/her environment. The simple pioneer culture of the nineteenth century generated a set of demands that, in part, defined standards for measuring administrative performance. Today's administrative role is

dramatically different. At one time the administrator was judged to be effective if he/she was able to operate schools efficiently at fairly static levels. The reverse is true today, according to Knezevich, for there is a veritable lust for innovation, and administrators are criticized for not changing fast enough.

Large size, complexity of organization, and large budgets are often associated with bureaucratic organizations, which are slow to change. In defining a bureaucracy, Perrow (1970) stated that the model refers to an organization that attempts to control extra-organizational influences (stemming from the characteristics of personnel and changes in the environment) through the creation of specialized (staff) positions and through such rules and devices as regulations and categorization. In the process of attempting to control outside influences, the bureaucratic organization seeks to stabilize and routinize its own processes in the interests of internal efficiency.

The belief that bigger is better was not supported by this study, as no significant differences were found between the high- and low-compliance groups when student enrollment, geographical location, and size of general operating budget were considered as separate factors.

Rank Order of Colleges by Change-Theory Responses

Research Question 3 is the focal point of this section. That question asks: Is there a relationship between the level of compliance by colleges in the high- and low-compliance groups and the

perceived importance of the selected factors affecting implementation of Title IX when those factors are classified by specific strategies of organizational-change theory? The specific strategies of organizational-change theory are the three strategies set forth by Chin and Benne (1976), as defined in Chapter I: empirical-rational, normative-reeducative, and power-coercive.

Table 10 displays the data tabulated for the colleges ranked by combined mandatory and voluntary actions. Table 11 presents the data for those institutions ranked by mandatory actions, and Table 12 contains the ranking of colleges by voluntary action.

Questions 1 and 4, concerning presence of a change agent and general knowledge of the regulation, were classified as empirical-rational factors, based on the definition of that theory, which assumes that people are rational and will follow their self-interest once this is revealed to them. The theory also assumes that a proposed change will be adopted if it can be rationally justified and if the proposer can show that the adopting individual/group will gain by the change.

Questions 5 and 6, related to coordinator influence and in-service training programs, were classified as normative-reeducative because the foundation for that theory is that individuals are guided in their actions by socially funded and communicated meanings, norms, and institutions. Further, the individual must participate in education to become reeducated.

Questions 7 and 8, related to authority of the coordinator and pressure by employee groups, were classified as power-coercive,

Table 10.--Rank order of colleges by change-theory response for combined mandatory and voluntary actions.

Quartile	Rank Order by College	Empirical- Rational		Normative- Reeducative		Power- Coercive	
		Quest. 1	Quest. 4	Quest. 5	Quest. 6	Quest. 7	Quest. 8
Q1	1	2	2	2		2	
	2	2	2		2		
	3			2	1	2	2
	4			2			
	5	1			2	2	2
	6	2	2	2	2		
Q2	7	2	2	2	2	2	
	8	2		2		2	1
	9	2		2	2	2	
	10		2	2		2	
	11	2	2	1		1	1
	12		2			2	
Q3	13	2	2	2	2		
	14	2	2	2		2	
	15	2					
	16	2	1	2	2	2	
	17		2	2		2	
	18	2			2	1	
Q4	19	2		2		2	
	20	2	2	2		2	
	21	2	2	2		2	
	22						
	23			2		2	

KEY: 2 = Asset or major asset
1 = Liability or major liability

No-influence responses were not recorded for this analysis.

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 11.--Rank order of colleges by change-theory response for mandatory actions.

Quartile	Rank Order by College	Empirical- Rational		Normative- Reeducative		Power- Coercive	
		Quest. 1	Quest. 4	Quest. 5	Quest. 6	Quest. 7	Quest. 8
Q1	1	2	2	2		2	
	2	2	2		2		
	3			2	1	2	2
	4			2			
	5	2	2	2	2	2	
	6		2	2		2	
Q2	7	1			2	2	2
	8	2	2	2	2		
	9	2	2	1		1	1
	10		2			2	
	11	2	1	2	2	2	
	12	2	2	2		2	
Q3	13	2		2		2	1
	14	2	2	2		2	
	15	2		2	2	2	
	16	2	2	2	2		
	17		2	2		2	
	18	2	2	2		2	
Q4	19	2			2	1	
	20	2		2		2	
	21	2					
	22						
	23			2		2	

KEY: 2 = Asset or major asset
 1 = Liability or major liability

No-influence responses were not recorded for this analysis.

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 12.--Rank order of colleges by change-theory response for voluntary actions.

Quartile	Rank Order by College	Empirical- Rational		Normative- Reeducative		Power- Coercive	
		Quest. 1	Quest. 4	Quest. 5	Quest. 6	Quest. 7	Quest. 8
Q1	1	2	2	2		2	
	2	2	2		2		
	3	2		2	2	2	
	4			2	1	2	2
	5	1			2	2	2
	6	2	2	2	2		
	7	2		2		2	1
	8	2					
Q2	9			2			
	10	2	2	2		2	
	11	2	2	2	2	2	
Q3	12	2	2	1		1	1
	13		2				
	14	2	2	2	2		
	15	2			2	1	
	16		2	2		2	
	17		2	2		2	
	18	2		2		2	
Q4	19	2	1	2	2	2	
	20	2	2	2		2	
	21						
	22	2	2	2		2	
	23			2		2	

KEY: 2 = Asset or major asset
1 = Liability or major liability

No-influence responses were not recorded for this analysis.

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

based on the definition that power to require change is generated and applied through political, economic, or moral sanctions.

The three strategies of change are considered separately in the following sections.

3.a. Empirical-Rational

Subquestion: Will the perceived use of the empirical-rational strategy of change, as illustrated by the presence of an institutional change agent and general knowledge of Title IX provisions by college boards and representatives, differ between colleges in the high- and low-compliance groups?

Null Hypothesis: The value of the perceived use of the empirical-rational strategy of change will not differ between colleges ranked as high and low in compliance with provisions of Title IX.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

3.b. Normative-Reeducative

Subquestion: Will the perceived use of the normative-reeducative strategy of change, as illustrated by the ability of the Title IX coordinator to influence the chief executive officer and the use of in-service training programs, differ between colleges in the high- and low-compliance groups?

Null Hypothesis: The value of the perceived use of the normative-reeducative strategy of change will not differ between colleges ranked as high and low in compliance with provisions of Title IX.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

3.c. Power-Coercive

Subquestion: Will the perceived use of the power-coercive strategy of change, as illustrated by the authority of the Title IX coordinator to require modification of policies, practices, procedures, and pressures brought by employee groups represented by collective-bargaining agents, differ between colleges in the high- and low-compliance groups?

Null Hypothesis: The value of the perceived use of the power-coercive strategy of change will not differ between colleges ranked as high and low in compliance with provisions of Title IX.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Rank Order of Colleges by Institutional Practices

The final research question (Number 4) is discussed in this section. All of the mandated and voluntary actions of Title IX were intended to produce change. This section examines reported changes in institutional practices related to admissions/treatment of students and employment/treatment of employees. The basic question asked: Is there a relationship between the level of compliance by colleges in the high- and low-compliance groups and the reported change in admission/treatment/employment practices? Findings on students and employees are treated separately in the following subsections. Tables 13, 14, and 15 present the data for this section.

4.a. Admissions/Treatment of Students

Subquestion: Will reported changes in admissions/treatment of students differ between colleges in the high- and low-compliance groups?

Table 13.--Rank order of colleges by institutional practices for combined mandatory and voluntary actions.

Quartile	Rank Order by College	Admission/Treatment of Students	Employment/Treatment of Employees
Q1	1	1	2
	2	1	1
	3	1	1
	4	1	1
	5	2	2
	6	2	1
Q2	7	1	2
	8	2	2
	9	1	1
	10	2	2
	11	1	2
	12	2	2
Q3	13	1	2
	14	1	1
	15	2	2
	16	2	1
	17	1	2
	18	1	1
Q4	19	1	1
	20	2	2
	21	1	1
	22	2	1
	23	1	1

KEY: 2 = Minor or major changes
1 = No changes

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 14.--Rank order of colleges by institutional practices for mandatory actions.

Quartile	Rank Order by College	Admission/Treatment of Students	Employment/Treatment of Employees
Q1	1	1	2
	2	1	1
	3	1	1
	4	1	1
	5	1	2
	6	2	2
Q2	7	2	2
	8	2	1
	9	1	2
	10	2	2
	11	2	1
	12	1	1
Q3	13	2	2
	14	2	2
	15	1	1
	16	1	2
	17	1	2
	18	1	1
Q4	19	1	1
	20	1	1
	21	2	2
	22	2	1
	23	1	1

KEY: 2 = Minor or major changes
1 = No changes

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Table 15.--Rank order of colleges by institutional practices for voluntary actions.

Quartile	Rank Order by College	Admission/Treatment of Students	Employment/Treatment of Employees
Q1	1	1	2
	2	1	1
	3	1	1
	4	1	1
	5	2	2
	6	2	1
	7	2	2
	8	2	2
Q2	9	1	1
	10	1	1
	11	1	2
Q3	12	1	2
	13	2	2
	14	1	2
	15	1	1
	16	2	2
	17	1	2
	18	1	1
Q4	19	2	1
	20	2	2
	21	2	1
	22	1	1
	23	1	1

KEY: 2 = Minor or major changes
1 = No changes

Where point totals are equal, listing is alphabetical. Quartiles are, therefore, approximate.

Null Hypothesis: Reported changes in admission/treatment of students by colleges ranked as high and low in compliance with provisions of Title IX will not differ.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

4.b. Employment/Treatment of Employees

Subquestion: Will reported changes in employment/treatment of employees differ with the level of institutional compliance by colleges in the high- and low-compliance groups?

Null Hypothesis: Reported changes in employment/treatment of employees by colleges ranked as high and low in compliance with provisions of Title IX will not differ.

Significance.--The null hypothesis was accepted for all three rankings, based on analysis of the data by the Fisher Exact Probability Test.

Discussion.--There were no significant differences between the high- and low-compliance groups in either admissions/treatment of students or employment/treatment of employees. The researcher was not surprised at this finding after reviewing the literature related to organizational change.

Researchers at the Far West Laboratory (1974) concluded that change in education cannot be dictated but can emerge only through self-determined change in practitioner behavior. This condition is a result of the professional nature of the employees.

One reason for the finding of no significant difference may have been the timing of the study. Clark and Guba (1967) stressed in their change model that research, development, and diffusion

precede adoption, which involves trial, installation, and, finally, institutionalization of the change.

The fact that a number of Michigan community colleges reported no changes in admissions/treatment of students or in employment/treatment of employees may be attributed to a nondiscriminatory system being practiced before passage of Title IX. Another conclusion might coincide with Abbott's (1975) conclusion that search behavior generated by stress imposed from external sources tends to be superficial and emphasizes types of innovations or changes that have high public-relations and image-enhancement value, but that minimally disturb routine operations in the schools.

Responses to Institution-Specific Factors

The first five sections of this chapter were devoted to presenting and analyzing the data and discussing them, where appropriate. The survey instrument also provided respondents an opportunity to enter institution-specific factors that influenced implementation of Title IX at their particular colleges. The following responses were received. Because there was no general consensus by compliance category, responses are presented in narrative form.

1. It generally has created a more positive institutional attitude.
2. Rural atmosphere--no grievances.
3. Ultimatum to find qualified minority or women or position not filled.
4. Title IX is meaningless unless institution provides for its activities.

Demographic Data--Institutional Operations

The third section of the survey instrument was designed to elicit general information about the Title IX coordinator, governmental action on assurance forms required by the regulation, and adoption of grievance procedures for students and employees. Following is a summary of the responses to the request for general information.

Demographic Data

1. The average age of the employee designated as the Title IX coordinator was 43, with a range from 32 to 62 years of age.

2. The coordinator spent an average of 8.9 percent of scheduled time on Title IX responsibilities, with a range from 1 to 55 percent reported.

3. The Title IX coordinator reported to the president in 78.3 percent (18) of the colleges and to a vice-president in 8.7 percent (2) of the institutions. The remaining three coordinators reported to the affirmative action committee, the director of employee relations, and the dean of business affairs.

4. The employee designated as Title IX coordinator had been employed at the college an average of 10.2 years, with a range from 1 to 28 years of employment.

5. The average length of the coordinator's responsibility for Title IX functions was 3.3 years, with a range from one to five years. It is interesting that four Title IX coordinators had been employed the same length of time as they reported having had the Title IX responsibilities, yet those four coordinators reported that an

average of only 6 percent of their time was devoted to Title IX responsibilities, with a range from 1 to 20 percent.

6. Designation of the employee to serve as Title IX coordinator was equally divided between women (11) and men (11), at 50 percent each; one respondent did not answer this question.

Action on HEW Form 639/639A

In response to a question regarding action of the Department of Health, Education, and Welfare on filing Form 639 or 639A, the 22 respondents reported as follows:

The form was accepted as sent	31.8%
The form was sent, but no response was received	54.5%
Corrected form was accepted	9.0%
Corrected form was sent, but no response was received	4.5%

Grievance Procedures

1. In response to a question regarding grievance procedures for students, the surveyed individuals reported the following information:

New procedures established	30.4%
Established procedures used with no change	30.4%
Established procedures modified	34.8%
No new grievance procedures adopted	4.3%

2. In response to a question regarding grievance procedures for employees, the survey participants reported the following information:

New grievance procedures developed	28.6%
Established grievance procedures modified	47.5%
No grievance procedures adopted	9.5%
No new grievance procedures developed	14.3%

Summary

Chapter IV contained a presentation of the data obtained in this study. Tables 1, 2, and 3 displayed the rank order of colleges by three categories: mandatory and voluntary actions, mandatory actions, and voluntary actions.

The second section of the chapter was devoted to examining the primary research question of the study: Is there a relationship between the perceived level of influence of selected factors affecting implementation of Title IX and the level of compliance by colleges in the high- and low-compliance groups? Tables 4, 5, and 6 presented chief personnel officers' responses on the perceived level of influence of each of the eight selected factors. These responses were ranked in each of the three categories of mandatory and voluntary actions, mandatory actions, and voluntary actions. An analysis of the data using the Fisher Exact Probability Test revealed one significant difference (at the .05 level of significance) in the perceived level of influence of a selected factor. That factor was "the general knowledge of Title IX provisions by members of the governing board, administrators, and staff members" when the rank ordering of the colleges was by compliance with mandatory actions only. No other factors were found to be significantly different.

No significant differences were found in analyses of the institutional characteristics of student enrollment, budget, and geographical location. Nor was a significant difference found in analyzing responses to three separate organizational-change theories: empirical-rational, normative-reeducative, and power-coercive.

Effects of implementation of Title IX on institutional practices related to admissions/treatment of students as well as to employment/treatment of employees were analyzed. No significant difference was found between institutions in the high- and low-compliance groups. A summary of demographic data; action reported on a Department of Health, Education, and Welfare form; and changes in institutional grievance procedures were reported in narrative form.

A summary of the study, conclusions, and recommendations for further research are presented in Chapter V.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary of Study

In this study, the perceived influence of eight selected factors on implementation of Title IX in Michigan community colleges was examined. A conceptual basis for the study was presented in Chapter I. Representatives of Michigan community colleges were faced with the problem of implementing a federally mandated regulation that proposed to change methods of operation and policies throughout their institutions. Those representatives sought a method to achieve compliance with the regulations and a means to deal with factors that enhanced or inhibited the attainment of that goal.

The major purpose of this study was to examine the relationship between the perceived importance of selected factors influencing implementation of provisions of Title IX of the Educational Amendments of 1972 and the level of compliance with the provisions of the law by Michigan community colleges. Also examined was the relationship between compliance level and the institutional characteristics of student enrollment, geographic location, and size of general operating budget, as well as changes in institutional practices in admission/treatment of students and employment/treatment of employees.

In addition, the level of institutional compliance with Title IX and the perceived importance of six of the eight selected factors

categorized into three specific organizational-change theories was examined. The specific change theories were empirical-rational, normative-reeducative, and power-coercive, as identified by Chin and Benne.

Selected literature was reviewed relative to Chin and Benne's change theories as well as other authors contributing to organizational-change literature. The federal government's use of each tactic to bring about organizational and societal change was traced, beginning with the Northwest Ordinance of 1787. The final section of the chapter was a discussion of a report conducted in 1977 by the Committee on Affirmative Action of the Michigan Chapter of the Women's Equity Action League. That report concluded that, although most institutional personnel are aware of the provisions of Title IX, there has been only superficial compliance with the requirements. The organizational-change literature revealed that a wide variety of factors influence any change effort, whether the attempt at change is on an individual or an organizational level.

The study sample comprised the entire population of 29 Michigan community colleges recognized by the state of Michigan. The chief personnel officer of each college was asked to respond to a survey instrument designed specifically for this study. Twenty-three individuals returned completed instruments.

Responses to eight mandatory actions and 12 voluntary actions permitted a rank ordering of the colleges by compliance level. Three categories of rankings were used: combined mandatory and voluntary action, mandatory action, and voluntary action. An analysis comparing

the top-quartile and lowest-quartile responses in each ranking was conducted using the Fisher Exact Probability Test. This analysis was performed to determine if a significant difference existed between the high- and low-compliance groups in their perceptions of the relative influence of eight selected factors influencing implementation of Title IX.

Student-enrollment data, geographical location, general-operating-budget size, and institutional practices related to admissions, employment, and treatment of students and employees were analyzed in the same manner. Finally, responses to couplets of six of the eight selected factors were classified into empirical-rational, normative-reeducative, and power-coercive change theories. An analysis of these data was conducted using the Fisher Exact Probability Test. The results of these analyses were presented in Chapter IV.

Conclusions

The following conclusions in regard to the four major research questions posed in the study were judged as tenable as a result of the analyses performed in this research:

1. A significant difference was noted in the perceptions of respondents from high- and low-compliance colleges concerning the influence of general knowledge of Title IX provisions. This difference was observed when the perceptions of the influence of selected factors were compared in the mandatory-action ranking of the colleges.

2. There was no significant difference between high- and low-compliance college groups when the institutional characteristics

of student enrollment, geographical location, and size of annual operating budget were tested.

3. There was no significant difference between high- and low-compliance college groups on the perceived level of influence of the selected factors when those factors were classified according to specific strategies of organizational-change theory.

4. There was no significant difference between high- and low-compliance college groups on the reported change in admissions/treatment/employment practices.

Recommendations for Future Research

Several recommendations and extensions of this study are possible. However, much of the study dealt with first-year implementation efforts and may not be of importance or interest for further research. One major question to be addressed in the future appears to be: Have passage and implementation of Title IX resulted in change within the institution? A corollary question may also be posed: Was the Michigan experience at the community college level unique in attempting to implement provisions of Title IX?

Based on these two questions, the researcher formulated four recommendations for further study. Those are as follows:

1. An exploration of institutional practices related to recruitment and treatment of students seven years after the passage of Title IX would be of interest. The regulation was judged to alter existing recruitment and treatment practices. A question remains as to the extent to which institutional practices have changed.

2. An exploration of the employment and treatment of employees following their employment would be helpful in determining any change in institutional practices that contributed to greater compliance with Title IX. With the reduced number of positions in higher education during these economically hard times, an examination of avenues of upward mobility and placement of females in nontraditional roles could assist decision makers in colleges with restricted budgets.

3. Although no significant difference was revealed in this study relative to the *organizational-change* strategy used in effecting organizational change, an effort to determine if a specific change theory was effective in monitoring compliance efforts would assist college representatives in future endeavors.

4. An expansion of the study of compliance levels to the national level might yield useful information. The Michigan experience may have been unique because of the local-control factor. Studies of other states with more central control over administrative matters or a coordinating agency may yield different results.

APPENDICES

APPENDIX A

TITLE IX QUESTIONNAIRE

SECTION ONE

Following is a list of actions contained in the Title IX Regulation. Please indicate by checking YES or NO if these actions have been completed. Dates included in the Regulation are incorporated in some of the answers.

1. Provide notification of the institution's policy of non-discrimination on the basis of sex and compliance with Title IX by implementing specific and continuing steps to inform students, prospective students, employees and employee applicants, unions and professional organizations of the policy.

____ YES, by October 19, 1975 ____ NO, but notification
was made on this date ____.

2. Include a statement of the nondiscrimination policy in each announcement, bulletin, catalog or application form used in connection with recruitment of students and employees.

____ YES, by October 19, 1975 ____ NO, but this action
was directed by this
date ____.

3. Discontinue use or distribution of publications that suggest by text or illustrations, that the institution treats applicants, students or employees differently on the basis of sex, except as permitted by provisions of Title IX.

____ YES, by October 19, 1975 ____ NO, but this action
was directed by this
date ____.

4. Designate an employee(s) to coordinate institutional efforts to comply with and carry out efforts under Title IX including investigation of complaints or allegations prohibited by the Regulation; and notify students and employees of the name, office address and telephone number of the designated employee(s).

____ YES

____ NO

- YES NO

- YES, by July 21, 1976 NO, but Self-Study
was completed by this
date .

- YES NO

- YES _____ NO _____

- YES _____ NO _____

- YES _____ NO _____

- YES NO

- YES NO

SECTION TWO

The following section contains factors that are assumed to have influenced the institution's ability to respond to provisions of the Title IX Regulation. Please indicate by checking the degree to which each variable is perceived as an asset or liability at your institution.

1. Presence of an institutional change agent(s). (one or a small group of people assigned or committed to foster change efforts within the institution)

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

2. Availability of personnel within the institution to assume the coordination and monitoring functions required by the Regulation.

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

3. Availability of institutional funds to meet budget requirements to comply with provisions of the Regulation.

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

4. General knowledge of Title IX Provisions by members of the governing board, administrators or staff members. (Individuals were aware that the Regulation required a policy of nondiscrimination, appointment of a Title IX Coordinator and completion of an institutional Self-Study.)

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

5. Ability of the Title IX Coordinator to influence the chief executive of the institution.

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

6. In-service training programs dealing with attitudes of individuals and identification of individual bias.

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

7. Authority of the Title IX Coordinator to require modification of policies, practices and procedures.

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

8. Pressures brought by employee groups represented by recognized collective bargaining agents to implement provisions of Title IX, as interpreted at that time.

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

9. Institutional specific influences (please limit response to thirty (30) spaces or less).

<u>Major</u>	<u>Liability</u>	<u>No Influence</u>	<u>Asset</u>	<u>Major</u>
Liability				Asset

SECTION THREE

Following is a list of general information questions related to provisions of Title IX legislation. Please fill in or check the information blanks as appropriate or respond with N/A for non-appropriate questions.

1. The employee designated as Title IX Coordinator at our institution is _____ years of age.
2. The Title IX Coordinator spends approximately ____ per cent of scheduled time with Title IX responsibilities.
3. The Title IX Coordinator reports to _____
4. The Title IX Coordinator has been employed by this institution for _____ years.
5. The Title IX Coordinator has had responsibility for this function for _____ years. (round to nearest one-half year)

6. The Title IX Coordinator is a ____female/ ____male.
7. Did your institution receive a response when Assurance Form 639 or 639A was filed with the Department of Health, Education and Welfare.
- ____ Yes, the form was accepted as sent.
- ____ No, no response was received.
- ____ Yes, form was not completed correctly.
- ____ Yes, corrected form was accepted.
- ____ No, corrected form sent, but no response.
8. The grievance procedures utilized to resolve Title IX complaints are best described as follows:
- Students
- ____ New procedures
- ____ Established procedures with no change
- ____ Established procedures with modification
- ____ No grievance procedures adopted
- Employees
- ____ New procedures
- ____ Established procedures with modification
- ____ No grievance procedures adopted
9. Title IX has changed our admissions/treatment policies related to students:
- ____ In a major fashion
- ____ In a minor fashion
- ____ Not at all
10. Title IX has changed our employment practices:
- ____ In a major fashion
- ____ In a minor fashion
- ____ Not at all

APPENDIX B

PRELIMINARY LIST OF FACTORS INFLUENCING IMPLEMENTATION OF TITLE IX IN MICHIGAN COMMUNITY COLLEGES

Preliminary List of Factors Influencing Implementation
of Title IX in Michigan Community Colleges

1. Pressure from women's organizations such as the National Organization for Women
2. Pressure from employee bargaining units
3. Presence of a self-appointed change agent on the college staff
4. In-service training programs for all staff
5. Placement of the Title IX officer on the organizational chart
6. Ability of the Title IX officer to influence the chief executive officer of the college
7. Authority of the Title IX officer to demand that rules, regulations, policies, and procedures be changed
8. Pressure from student groups which are related to the admissions and equal treatment regulations of the college
9. Sufficient personnel to assist the Title IX officer in establishing and monitoring the Title IX plan
10. Ample funds to implement physical plant change such as additional locker room space in the physical education facility
11. An order from the board of trustees to conduct the self-study
12. Grievances filed by employees or students claiming sex discrimination
13. Enrollment statistics indicating single-sex enrollment patterns in some educational programs
14. General knowledge and understanding of Title IX by members of the college staff
15. General knowledge of Title IX by the governing board of the institution
16. Pressure brought by a state or federal unit of government
17. Assistance provided by a state or federal unit of government

18. Assistance provided by a professional organization at the state or national level such as the National College and University Business Officers, Michigan Community College Association, or Southeast Michigan College Association.

APPENDIX C

LETTER TO COMMUNITY COLLEGE PRESIDENTS ABOUT THE RESEARCH PROJECT

August 11, 1980

This letter is to advise you of a doctoral study being conducted by Lee Howser, Assistant to the President, Jackson Community College, which would be helpful to you. Lee's study will identify factors which have influenced implementation of Title IX of the Education Amendments of 1972. It is expected to reveal strategies, planning steps, and actions desirable in order to bring about organizational change as a result of a mandate from external sources.

Lee has had considerable administrative experience while at Jackson. He is very much aware of sensitive personnel issues and associated problems. He has provided considerable leadership to the Michigan Community College Personnel Administrators Association since its inception.

Lee proposes to conduct his study with the assistance of chief personnel officers at Michigan community colleges. We support his approach and respectfully request your assistance by supporting the study, advising your personnel officer of your interest, and requesting him or her to complete the survey instrument and return it to Lee by September 1.

If you have any questions, either of us will try to answer from our vantage point of serving on Lee's doctoral committee, or Lee himself would be more than glad to respond. His telephone number is (517) 787-0800, Ext. 101.

Sincerely,

Dr. Robert D. Cahow
Executive Director
Michigan Community College
Association

Dr. James H. Nelson
Professor
Michigan State University

APPENDIX D

COVER LETTER TO THE QUESTIONNAIRE



Jackson Community College

2111 Emmons Road • Jackson, Michigan 49201
(517) 787-0800

August 14, 1980

Hope you have had a nice summer so far. Most of my time has been spent in the MSU Library and at the typewriter working on the final stages of my dissertation. In fact, that's the main purpose of this letter.

The study is entitled, "Factors Influencing Implementation of Title IX in Michigan Community Colleges." The study is based on organizational change theory and, hopefully, will identify factors important to implementing change when mandated by an external source. Identification of such factors should help us all plan and conduct organizational change efforts in better fashion.

Enclosed is a copy of the survey instrument. There are several pages, but I think you will find the questions require a minimum of research to complete. Having completed a number of these questionnaires, I am sympathetic toward your time constraints.

Your President received a letter a couple of days ago advising him of the study and requesting his support. I know how sensitive some of this material is and assure you that no one else will see the raw data or the institution identification list.

If at all possible, I would like to have your response by September 1, 1980. A return envelope is enclosed. Thanks a million for your time and your help. If you have questions, or require additional clarification, please contact me at (517) 787-0800, ext. 101.

Sincerely,

Lee Howser
Assistant to the President

LH/sn

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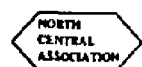
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APPENDIX E

THE FISHER EXACT PROBABILITY TEST

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APPENDIX F

RESPONDENT COLLEGES BY GEOGRAPHICAL LOCATION

Respondent Colleges by Geographical Location

<u>College Name</u>	<u>Location Designation</u>
Bay de Noc	Other
Charles Stewart Mott Community College	Urban
Delta College	Other
Gogebic Community College	Other
Henry Ford Community College	Urban
Highland Park Community College	Urban
Jackson Community College	Other
Kalamazoo County Community College	Other
Lake Michigan College	Other
Lansing Community College	Urban
Macomb County Community College	Urban
Mid-Michigan Community College	Other
Monroe County Community College	Other
Montcalm Community College	Other
Muskegon County Community College	Urban
North Central Community College	Other
Northwestern Community College	Other
Oakland Community College	Urban
St. Clair County Community College	Urban
Schoolcraft Community College	Urban
Southwestern Michigan College	Other
Washtenaw Community College	Urban
Wayne County Community College	Urban

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