CHAPTER 2

SURVEY OF LITERATURE
A careful search of library literature reveals that staff participation in decision making is a subject that has not produced much research literature in library situation in comparison with studies of other occupational groups. All these studies have relevance for libraries because complex organisations have much in common and that is why librarians/Library Science Scholars have turned to management literature to find applicable theory test and practices. Since the literature of participation in management is enormous, consisting mainly of reports of experiments and observations made by social scientists in complex organizations, an attempt has been made to mention only those sources which have relevance to the subject under study.

The three major theories of decision making are:

(i) The Intuition or the Traditional Theory.
(ii) The Classical Theory, and
(iii) The Administrative Man or the Behavioural Theory.
More often than not, decisions are taken by intuition, that is, without really considering carefully all the alternatives. Actually, many of the decisions taken by most of us are based on some kind of 'intuition' or 'hunch'. In other words, a person just decides upon a course of action because he feels that that particular course is the best one. This is 'Traditional or the Intuition Theory.' Scientifically speaking, this kind of feeling has no rationale behind it nor can anybody explain which he is feeling that way. The person who makes decision on the basis of intuition or feeling represents one extreme form of decision-making process.

The Classical Theory known as Scientific Management, implies that decisions are made rationally and are goal directed. It is essentially a theory of decision making under conditions of certainty. The three "Classical Models" of the "Classical Theory" are:

1) The scientific management approach of Taylor (1923).
2) The public administration account of Gulick (1937), and
3) The sociological description of bureaucratic structure of Weber (1947)
To help each man develop to his greatest efficiency and prosperity, the theorists of the Classical school have devised a well defined structure of plan that describes authority, power, accountability, responsibility, work relationship, status, rank and objectives of the organisation and is capable of being reduced on a chart of diagram. Henry Fay, Luther Gulick, Lindall Urwick represent Classical School. Henry Fayol, a French Engineer and industrialist, have formed the basis of some of the more rigid ideas about organisation and other phases of management. Luther Gulick, an authority on the management who served as a member of the President's Committee on Administrative Management. Lyndall Urwick, an Englishman who majored in history at Oxford, but considered a managerial philosopher. All of them agree on the following central idea of classical school of management thought.

"Major way of getting people to do things effectively is common or direction - Unity of Command - the giving of orders the decisions which are made at the top and passed down through a hierarchy of officials who carry out their duties in accordance with prescribed systems of rights and organizational rules, procedures and regulations and relatively impersonal of human relationships so that the socio-emotional elements do not intrude into organizational
Such basic concepts as the unity of command, or the span of the control, structure of authority, are formulated with reference to linear relationship in which superior tells the subordinates what to do. Taylor, upon whom has been bestowed the title of the 'Father of Scientific Management', regarded the worker as a deeply irrational being consciously striving to maximize his economic gains or utility. Therefore, the desire for more money constitutes the prime, if not the sole motive for elevating the person to the higher standards of efficiency demanded by the system and that increased pay represents the basic source of satisfaction in work.

The classical organization and motivational concepts get results - they reduce arbitrary, random individual action by organization members. Top executives can 'shoulder their enormous responsibilities with some equanimity, and subordinates are provided with greater certainty of expectations by their superiors, assurances of justice, some protection from individual caprice, and the availability of authorized channels for expressing their feelings and grievances'.

Herbert A. Simon, a supporter of 'Administrative Man or Behavioural Theory', dismisses the classical principles of motivation and efficiency as 'myths' and
'proverbs'. According to Simon, a person makes decisions not only on an absolutely logical analysis of facts, but also on his intuition, habit, way of thinking and valuer-system. A decision involves both questions of fact and value; questions of fact relate to 'what is' and questions of value relate to 'what out to be'. He opined that organizations are based on two modes of division of labour and specialization. He paid attention to vertical specialization, wherein division of labour is based on power rather than work. Simon felt that though the superior does not delegate authority of decision making to a subordinate and makes decision himself, he may feel safer but in fact he multiplies his work and makes his subordinates superfluous. He has given two reasons for decentralization of decision making process:

"There are two principal reasons for decentralizing decisions even in cases where the superior is more highly trained than the subordinate. The first harks back to the distinction between efficiency and adequacy. It is not enough to take into consideration the accuracy of the decision, its cost must be weighed as well. The second reason why decentralization is often preferable to centralization is that the referral of a decision upward in the hierarchy introduces new money and
time costs into the decision making process.

Simon laid down the following condition for accurate decisions: "It has been assumed thus far, that, given ample time, the superior could make more accurate decisions than the subordinate. This will be true, however, only if the information upon which the decision is to be based is equally accessible to both. The simulation of the higher levels of the administrative hierarchy from the world of fact at first hand by the lower level is a familiar administrative phenomenon."

Robert Dubin said, "Before we can use concept of individual freedom, self-realization, satisfaction, and qualifications for the person, we have to ask what is his relationship to the special social setting from which they are derived."

Strauss suggested that self actualized man is more myth than reality. At least some authors seem to overdramatize the personality-organization conflict as something unique to large scale organization. From the most democratic to the most authoritarian contains itself the necessary conditions for conflict. The basic hypothesis implies a strong more judgement that people should want freedom and self actualization, that it is somehow morally
wrong or people to be lazy, unproductive, and uncreative. It seems to me that the hypothesis over emphasizes individual's desire for freedom and under emphasizes desire for security.

The emergence of human relations school of management thought is linked with the name of Elton Mayo, widely known for his famous "Hawthorne works of Western Electric Company between 1927 and 1932". Its major findings and conclusions were:

1. The level of production is set by social norms, not by physiological capacities.
2. Non-economic rewards and sanctions significantly affect the behaviour of the workers and largely affect the behaviour of the workers and also limit the effect of economic incentive plans.
3. Often workers do not act or react as individuals put as a numbers of groups.
4. The functions of leadership, both formal and informal, are important in setting and enforcing group norms.
5. Communication between ranks is an important factor in organizational behaviour.
Mayo inferred from these experiments that the satisfaction of workers is chiefly psychological and social rather than social needs, had the great influence on willingness of the worker and increasing efficiency. Mayo's greatest contribution was his recognition that emergence of a group spirit was not a mere accident but rather a crucial piece of motivational puzzle that has previously been lacking.

The unique contribution of the Hawthorne findings lies in that these set the ball rolling for a long series of studies. The Hawthorne studies have had an important effect on management thinking about productivity and morale, in that they alerted managerials to the importance of nonprofessional incentives and other researchers to the need to study how nonfinancial incentives can be provided.

Douglas McGregor raised a theoretical structure over Mayo's experimental design in his famous 'Theory X' and 'Theory Y' of motivation. Theory 'X' works on the assumption that people are normally lazy and willing to work and must be bribed, frightened or psychologically manipulated to modify their behaviour to fit the needs of the organization. They are self centered, indifferent, passive and even resentful to the needs of the organization.
Employees, therefore, must be led and directed by a recognized manager in authority within the organization.

Deeply impressed with the managerial and the organizational implications of the increasing accumulation of knowledge about human 'theory X' formulated his assumptions of 'Theory y' building on the works of the famous psychologists Abraham Maslow and Elton Mayo. McGregor holds:

a) Work is as natural to a human being as play or rest.

b) External control and threat of punishment are not the only way for bringing about effort towards organizational goal. Man will exercise self direction and self control in the service of objectives to which he is committed and commitment is a function of rewards associated with goal achievement.

c) The average human being seeks responsibility. His avoidance of it is generally a consequence of some past frustration caused by poor management from above. The average human being has a high degree of imagination, integrity and creativity which is rarely utilized in modern organisational life, and this frustrates him and he is compelled to rebel against his organization.

McGregor holds that essential task of the management is to provide an organisational structure
which proves conducive to the utilization of people's talents in the achievement of organizational objectives. While rejecting his 'X Theory', McGregor emphasizes that management should promote intrinsic job satisfaction and individual development. Especially, management should enhance job enlargement, participation, consultative management; management by objectives, general supervision, strong cohesiveness and decentralization. He maintains that the view that employees are able to achieve the satisfaction of his social esteem and self actualizative needs only in the kind of organisation as projected in his 'Theory Y'.

Coch and French in their experimental studies carried out at a pyjama manufacturing company, the Herwood Manufacturing Corporation, found that active participation on the part of workers in matters that were of consequence to them had a positive effect on the morale, job satisfaction, absenteeism and labour turnover. The reason is that in the participating situation workers identify themselves with the decisions arrived at and these are faithfully carried out by them leading to higher productivity.

Chris Argyris advances the thesis that most of
human problems would be solved if managers used a leadership style similar to that advocated by McGregor. He holds in order for the individual to express more of his knowing and feeling abilities; he requires a work environment over which he has greater control where he can make decisions concerning goals, policies and practices. This type of job enlargement cannot be restricted to the tasks found along the flow of work. The employee must be provided more power over his own work, he must become self responsible.

Giving people the opportunity to grow and mature on the job helps them satisfy more just their physiological and security needs which in turn motivate them and permit them to use more of their potential in accomplishing organizational goals.

Maslow, an American authority on management who has authored a number of significant books and articles formulated a theory of motivation based upon the hierarchy of needs. The hierarchy from bottom to top is: physiological needs, safety needs, belongingness needs, esteem needs, and self actualisation needs. Maslow states that unsatisfied needs caused tension in the individual, and satisfied needs lead to that need being reduced as a motivating force. He further pointed out that the lowest motivators are good pay and benefits and the highest are...
growth, invaluement and self-actualisation. Robert Blauner identifies four factors which, more than others, lead to job satisfaction. They are the status of the occupation, the presence of an integrated work group, the existence of occupational communities and control. To him several dimensions of control are important, that is, control over the use of one's time and physical movement, control over the environment, both technical and social, and control as the freedom from hierarchical authority. He said the greater the degree of control that a worker has (either in a single dimension or as a total composite) the greater his job satisfaction.

Lloyd Reynolds and Joseph Shister interviewed some eight hundred manual workers to know the importance of participation and control on the job and found that absence of freedom from too close supervision and chance to voice one's opinion on how the job should be done was the main reason of workers' dissatisfaction with their jobs.

Donald Pelz in study of workers and supervisors at Detroit Edison, a large public utility company, found that when participation is meaningful and when the first line supervisor can deliver on the aspirations he creates, then democratic leadership style leads to increased job
satisfaction among subordinates.

Frederick Herzberg maintains that positive motivation is provided only by a chance for self actualization for achievement and the accumulation of achievement may lead to a feeling of personal growth... accompanied by a sense of increasing responsibility.

Herzberg and his associates separate 'Hygiene' factors from 'intrinsic factors'. Hygienic factors do not serve to promote job satisfaction rather their absence can create dissatisfaction. Only the intrinsic factors are real motivators, because they have potential of yielding a sense of satisfaction. In a survey of 155 studies of job attitudes, Herzberg and his associates found that workers want autonomy from their supervisors, including such things as opportunities for decision making, delegation of authority, permissiveness of the supervisor for consultation and the like.

Marrow reported a series of experiments carried at Harwood Manufacturing Corporation to know the broad spectrum power of participation. These experiments demonstrated the effects of participation upon reducing prejudices of stereotypes among supervisory personnel. The experiments demonstrated that participation lead to higher
Hackman and Oldham hold that if all decisions are taken by others, good performance is unlikely to be rewarding. There will be no sense of ownership and the sense of meaningful work and task identity will be reduced. An appropriate level of autonomy takes individuals feel responsible for the results of their own work. An individual receives feedback to the extent to which carrying out the work leads to direct and clear information about the effectiveness of performance. Again this relates to the idea of the 'whole' job, ownership and autonomy. If a problem is identified, an individual will feel it is his/her responsibility to solve it. Feedback about performance is essential in generating a sense of achievement.

Rensis Likert introduces a pattern which he believes can establish a management system of maximum effectiveness. He published his award-winning book *New Patterns of Management* which summarised the findings of hundreds of studies in management and elaborated later in *Human Organization*. Likert throws more light on his concepts by postulating four systems of management, that is, exploitative authoritative, benevolent authoritative, consultative and participative group.
By and large, Likert observed that the efforts of those superiors who applied participative group system approach based on teamwork, mutual trust and confidence in their organization were crowned with success. Further, he noticed that organization managed by system four patterns were effective in setting goals and achieving them and scored high productivity. He ascribes it mainly to the extent of participativeness in management and to the extent to which the practice of supportive relationship is maintained. He said 'in participative decision making,'

"Although the leader has full responsibility, he does not try to make all the decisions. He develops his group into a unit which with his participation, makes better decisions than he can make alone. He helps the group to develop efficient communication and influence processes which provide it with better information, more technical knowledge, more facts, more experience for decision making purposes than the leader alone can marshal'.

The findings and interpretations of supporters of participative decision making have not gone unchallenged. In the literature to date, the most influential and sustained theoretical critique of participative decision making was advanced by Clegg. He said that workers participation in management was not only irrelevant to the question of industrial democracy but could actually be
harmful to workers' interests and to the extension of 'democratic' social relationships in industry, principally because of the problems of rule conflict experienced by workers on decision making bodies, but second, because of the inherent danger that they might acquire managerial definitions of the proper functions of the enterprise. His main conclusion was that collective bargaining rather than participation was the key to industrial democracy.

Darhendorf's main starting point of analysis of power is the formal authority division within particular enterprises. The basis of Dahrendorf's claim is that in all organizations there inescapably arises a demarcation between those who are vested with the powers of decision making in that organization and those who have to submit to those decisions.

Darhendorf concluded that industrial democracy, therefore, consists of a number of structural arrangements based ultimately on the recognition of conflicting interests of subordinates and superordinates within work places.

Blumberg was able to argue that there is scarcely a study in the entire literature which fails to demonstrate that satisfaction in work is enhanced or that other generally acknowledged beneficial consequences accrue from a
genuine increase in worker's decision making power.

To make any claim to the effect that workers cannot participate in management is not only unsound theoretically by virtue of treating power and especially authority as inherently dichotomous in nature, it is also nonsensical from an empirical point of view, since there have been so many examples of worker-participation in decision-making at workplace level.

John W. Gardner, speaking of the effects on the individual and society of the rigidity imposed on workers' role by modern technology, said complex processes of modern society tend to force the individual into an excessively specialized role to the extent that they do deprive him of the wholeness, versatility and generalized competence that he should preserve at all costs. Not only does it become increasingly difficult for him to comprehend his relationship to the world about him, he has less time (or inclination) to explore this relationship as he whittles himself down to fit a slot in the intricate pattern.

One of the clearest dangers in modern society is that men and women will lose the experience of participating in meaningful decisions concerning their own life and work, that they will become cogs in the machine. All too often
today they are inherit components of the group, not participating in any significant way but simply being carried along like grains of sand in a bucket . . . .

The disastrous consequences of such attitudes for the morale of a society are obvious. Without some grasp of the meaning of his relationship to the whole, it is not easy for the individual to retain a vivid sense of his own capacity to act as an individual, a sure sense of his own dignity and an awareness of his roles and responsibilities. He tends to accept the spectator role and to sink into passivity.

Harguist (1956) observed that group members tend to feel more satisfied under the democratic rather than under the autocratic leadership.

Aspegren (1963) compared laissez faire directive and participative leadership patterns and found that participative leadership was associated with higher task motivation and satisfaction with superior than laissez faire or directive leadership.

Chatterjee (1961) obtained high positive correlation between democratic leadership and productivity.
Verma (1977) constructed a Likert type scale to measure authoritarian (F), nuturant test (NT) and participative (P) styles of student leaders and found the co-efficients of correlation between F and NT, NT and P, F and P was .31, .39 and .11 respectively.

Elhance and Agarwal have analysed the leadership behaviour taking different variables affecting leadership styles along with delegation of authority of 123 executives at various levels of management from two private firms and they concluded that 67 per cent executives in private sector and 87 per cent of them in public units have employed democratic leadership styles.

Morse and Reamer carried out an ingenious piece of research in one department of a large insurance company and found that subordinates who are involved in decision making process were more productive than those who were not involved.

Daniel Katz has summarized the implications of Morse and Reimer's research in the following way:

This field of experiment demonstrates that work satisfaction can be increased if workers are given greater freedom, as a group, to make decisions and take responsibility for a task. The downward delegation of power did not wreck the
organization but actually raised the level of production ten per cent at the same time that it increased morale. In short, it may well be that workers' satisfaction will increase to the extent that partnership in production becomes a social reality rather than a slogan.

Prof. Kahn and Katz say that their results suggest that the full motivation of workers in complex organizational system can be trapped only when some system of functional representation assures them of an element of control in the larger organizations as well as the primary group. They emphasize the effet of participative decision making as follows:

Perhaps the greatest organizational dilemma of our type of bureaucratic structure is the conflict between the democratic expectations of people and their actual share in decision making. Though the great majority of decisions have to be made by leaders, their followers can participate in the process psychologically if they can share in the information about decision making. By being informed, individuals, moreover, can mobilize public opinion to affect the decision process, and even if given groups are unsuccessful in achieving all they want, they may experience satisfaction in having meaningfully participated. The need for such involvement has been stimulated by democratic teaching in the home and the school and reinforced by the
values of the culture. Increasingly, the level of expectation has been raised so that people in all organizations from the local recreation club to the nation state want to feel some relationship to the policy formulation which affects their lives.

Adaptive solutions to this conflict have been discussed throughout this volume. They include some of the following charges: (1) Most organizations can profitably move towards some decentralization of decision making in substructures, (2) Democratic forms can be introduced not so much through consultation of leaders with followers as through shift in the source of authority from the officials to the members, (3) Distinctions between classes of citizenship can be broken down, (4) The Likert principle of overlapping organizational families can improve communication, (5) Feedback from organizational functioning can include systematic communication from organizational members, (6) Closed circuits of information, which make captive their own initiators, can be opened up through operational research, (7) Role enlargement is often possible within existing structures and, with automation, may be a significant trend of the future. Such enlargement increases the sense of participation of members, (8) Group responsibility for a
set of tasks can insure greater psychological involvement of individuals in organizations. (9) More explicit recognition is needed of the nature of bureaucratic systems. They are by nature open systems and have the tendency to act as if they were closed, rigid structures makes people their servants rather than their masters.

One of the pressures which intensifies the need for personnel development in libraries is the influence of modern management concept which has tried to adopt to such contemporary realities as those summarized by Bennis in an article:

1. Rapid and unexpected change.
2. Growth in size beyond which is necessary for the work being done.
3. Complexity of modern technology in which integration between activities and persons of very diverse, highly specialized competence is required.
4. A change in managerial value toward more humanistic democratic practice.

The last factor has largely developed out of basic research in the behavioural sciences and has sought to understand the behaviour of people as workers and members of organizations. This has resulted in a trend toward
participative management. According to behavioural scientists participative management is the most effective management pattern for achieving organizational goals. From the point at which classical organizational theories view individuals in the organization merely as passive components of the system, having no role in decision making, participative management moves to a new stance of active involvement of employees in formulating and achieving organizational goals.

Traditionally, like many complex organizations, libraries have been administered as bureaucracies, in which authority and power (planning, organizing, directing, staffing, controlling and evaluating functions) are centralized in upper echelons, and the service and operations aspects are located in the primary units and departments. The administrative structure accompanying the hierarchy is usually characterized by chains of commands in which superior responsibility for and authority over the subordinate is clearly defined.... as a result employees are given little autonomy in determining which tasks to perform and which methods to use... This form of library governance which is clearly drawn as above description suggests is reasonably effective in a stable socio-economic and cultural environment, if the director is a benevolent
authoritarian and if employees accept this type of administration. When these conditions are not met or cease to exist, libraries using bureaucratic governance structures find it increasingly difficult both to achieve their objectives and to respond effectively to the new demand placed on them.

"Librarians saw the findings and conclusion of industrial participative research and models to libraries, a solution to the problems of an authoritarian structure, alienation of professionals, a numbing bureaucracy."

An influential study was undertaken by Maurice P. Marchant in his dissertation "The Effects of decision making process and related organizational factors on alternative measures of performance in university libraries."

Maurice P. Marchant, Director, School of Library and Information Sciences, Brigham Young University, Provo, Utah, U.S.A. He is a staunch supporter of participative management in the libraries. He did his doctoral degree from Michigan University, U.S.A.

The purpose of this study was to determine the relationship between professional library staff' participation in decision making and a set of performance measures thought appropriate to university libraries. Two
independent variables were measured. The first is an index of the extent to which the professional library staff perceives of itself as invalued in decision making process. The second is an index of their perception of the participative nature of the library's managerial style in general.

Performance measurements were (1) Faculty evaluation of library characteristics, (2) Circulation of library materials for use outside the library (3) Library long range planning (4) Library staff uniformity, (5) Staff satisfaction. This study included eleven different control variables. The data were collected from twenty-two universities whose libraries were members of Association of Research Libraries (USA). Using advanced statistical techniques such as regression and correlation, he analyses the data.

Relationship between one or both independent variables was significant with (1) staff satisfaction, (2) uniformity of staff evaluation of library quality, and (3) uniformity of evaluation between top management and faculty. A near significant relationship was also found with uniformity of staff evaluation was not of significant magnitude. There appeared to be an indirect effect through
staff satisfaction, which had significant relationship with both faculty of evaluation and independent variables.

Marchant looked at job satisfaction in the context of a participative management style. The hypothesis was that participative management synthesised some of those other variables which were known to promote job satisfaction. People prefer to be trusted and allowed to contribute. They like their job better if they choose the nature and magnitude of involvement. Marchant produced a predictive model which aimed to link three variables (staff educational diversity, management style and wealth) to job satisfaction and eventually to a performance measurement. Job satisfaction serves as an intervening variables, acting as a gauge of the library's internal well-being. If satisfaction is high, it is likely that production will be high and the library's users evaluation will be that library is performing well .... most of the reviews of Marchant's work agreed with the conclusion that participative management increases job satisfaction and job satisfaction increases productivity.

"The overall conclusion to be drawn from this study is that professional library participation in the university library's decision making process and management in general appears to improve the library's effectiveness
primarily through its effect on staff satisfaction.

Marchant was neither the first nor the only librarian to make known the writings of Likert, McGregor and the others. Before him J. Periam Danton, Amy Winslow and Mary Lee Bundy had already written on the subject.

J. Periam Danton most probably unawarded of the Elton Mayo's 'Human Problem of an Industrial civilization' which appeared in 1933, wrote an article, "Our Public Libraries - The Trend Democracy, which appeared in The Library Quarterly in 1934.

Danton was impressed by Franklin's new deal. He found that its principle 'sitting down at the same table to discuss the policy decision' has considerable relevance to library management.

While surveying managerial practices, Danton learned that policy making decision were limited to top level librarians. In public libraries participation was permitted in the selections of books. In both public and academic libraries, chief librarians, in submitting their annual reports, made use of materials. Despite the logic of Danton's presentation and the popularity of the New Deal, his article apparently had but little influence.
Wilson and Tauber in their textbook University Library, the first edition of which appeared in 1945, wrote:

Although adherence to the administrative principle of centralized control in the hands of the chief is recognized as a necessity for effective management, it has become increasingly clear that the participation of as many members of the staff as possible in organizational activities leads to an esprit de corps that should be reflected in book selection activities and the preparation of annual or special reports, but though such means as cooperating in surveys, consulting on new appointments to the staff, making suggestions for improvements in service, and working on responsible committees, the whole library staff may establish an effective democratic organization.

In 1953, appeared an article in Wilson Library Bulletin written by Amy Wilson in which she espoused the participative management in libraries. She said:

The important thing for libraries is that every member of the organization have a chance to speak his mind, know that he will be listened to, and that his opinion may very well influence the final decision. If the spirit that permeates the institution is generally democratic, if the staff constantly see actual results of participation in the management of the library, freedom of inquiry and of expression will pay daily dividends.

After elaborate discussion what, why and how staff participation, she explained the position of the chief in the organization. She said though the chief would have the
authority to make final decisions either because of conflicting opinions, or because trustee policy or government regulations necessitate an arbitrary decision. "But arbitrary decisions must be explained, if they cannot bear explanation they are certainly often to question.

Bundy remained the primary source for describing how decisions are made in libraries. Her discussion emphasized the need to analyze decision-making processes in order to manage libraries successfully. The basis for much decision making in libraries is personal or is power motivated, in opposition to the best interest of the library.

She suggested that academic libraries of departments modeled on those found elsewhere in academic institutions should not be formed. Chief librarian should take on the functions of a dean.

Some decisions can only be made by people with particular expertise. Yet the specialist who has the knowledge to make the decision may not occupy the position in the hierarchy assigned for this decision.... No administrator can have the knowledge required to handle all the complex technical matters which come to him because policy, change, or money is involved.
A professional organisation is one in which what the majority of the professionals do is major goal of the organization. These organizations, typically, the professional group through full group participation and through their representation on committees, takes over the decisions relating to the goals of the organisation. The administration concerns itself with means, decisions and activities (those involving economy and efficiency and auxiliary services not central to the enterprise, such as business affairs). An administrative hierarchy still exists, but there is actually a sharing of power between the professional group and the administration.... Libraries would have to find new ways to resolve conflict between divergent points to view under this more democratic form of administration.

Kaser also suggested to free professionals in libraries from hierarchical structure. He opined that professionals who are not managers should come together for the express purpose of making policy; the policy made, the managerial staff would than administer it.

Henry Stewart's study suggested that there was no relationship between a library's management style and selected performance characteristics of that library, but
that staff morale was affected by managerial style. He is of the opinion that there can be no relationship between management style and productivity in business enterprises where there are fewer than ten employees. His study was based on six small colleges.

Jane Flener who visited ten research libraries to examine the application of management theories in libraries concluded that degree of staff participation in decision making depended not only on the attitude and personality of the administration but also on the dynamism and leadership within the staff. She found that staff did not participate because some of them do not agree with the concept, some for lack of interest, some for personal reasons and some do not want to take time from their duties. She reported that in most libraries less than 50 per cent of the staff seemed interested, in decision making.

Lawrence A. Allen and Barbara Conroy stress the present trend toward more participation by the library staff in decision making as well as the need for developing more social interaction and skills among staff so that the libraries can become more effective social institutions.

Louis Kaplan suggested "Though tension in complex organization is inevitable, the amount of tension can be
reduced for many persons by reducing the gradient of hierarchy in the organization. One method of reducing the gradient is to assume that those who are able to share in decision making ought to be given the opportunity. Those who are given the opportunity must realize that function, knowledge and decision making must not be separated, and that at the top of the hierarchy in the heteronomous organization responsibility can be shifted.

Rockman measured job satisfaction against three variables: (1) Decision making opportunities (2) Autonomy and (3) Gender. He found that decision making opportunities and autonomy were the major factors in job satisfaction while gender itself was not important.

Allen Dooz and Hamilton studied the problems in university library management and noted that "Librarians are confronted with the need to make organizations responsive to trends which stress the greater flow of communications among staff and the greater involvement of professional staff in decision making. This is an outgrowth of the previously cited strengthening of employees organizations within the library and increased number of higher level professionals which libraries have added to serve the specialized and sophisticated research and teaching needs of the faculty and
Holley has mentioned the experiments being conducted at two universities (UCLA and Columbia) to apply newer management principles in research libraries. These universities had much involvement in trying to determine objectives, policies and procedures which would fit their particular situation. He further reported that the experiment made at UCLA is non-hierarchical in structure and seems have assumed the maximum participation by a very large number of staff members.

Edward G. Holley also sees the trend in favor of participative management in urban university libraries. To quote him "Each institution has its own peculiarities and problems, most have some variation of the basic pattern described. Yet there are similarities, where through faculty government, greater staff involvement through committees or other structures or through unionization, the stress is upon staff involvement in library decision." He opined "There are some evidences that accustomed to working in a hierarchical structure, are finding it difficult to adjust to a real policy making role."

Duane Webster and Jeffrey Gardner argued that staff participation in library decision making can lead to
increased enthusiasm and that can lead to better service for patrons and can favourably influence university administration. Staff participation may improve staff management relations.

Robert Haro is of the opinion that "Participatory management can be made to work in an academic library if improved service is the goal of change. "The opportunities for significantly effecting change, service or organizational, can be considerably enhanced by a participative management approach. Indeed, the extent to which recommendations within a library are likely to be implemented and innovative ideas generated and acted upon depends upon the amount of participation by individuals committed to the process of change."

Dale Susan Bengston and Dorothy Shields in their study undertaken at Brigham Young University, Provo, Utah, U.S.A. in 1981-82 found that Marchant's work provides a mathematical model in predicting librarians satisfaction. They see that it can be used as a tool for planning and decision making in academic libraries. In this study they tested the predictive equations from Marchant's research on participative management and job satisfaction. They concluded "Academic librarians feel better about their relationship with university administration and direct
supervisors when the management of library is more participative." The findings of this study support many of the relationships reported by Marchant's research. Management style was found to be an especially strong predictor of librarian satisfaction.

Major benefits of participative management, according to Fiedelia Dickenson, are job satisfaction: greater acceptance of decisions, an increased commitment of staff to the profession; reduction of factionalism and high quality of library staff.

Thomas Gwinup suggest that only participative management can offer a realistic solution to unresponsive structure of academic libraries. He opined that bureaucratic administration of academic librarians has promoted the detachment of administrators and the disunity of the profession. It has advanced professional incompetence with its politically oriented scheme of rewards.

In his book entitled Participatory Management in Libraries, Donald J. Sager advocated participatory management in the libraries, by citing a number of benefits to employers and employees such as greater creativity and innovation, less job satisfaction and more individual flexibility. Though he writes about participatory
management in public libraries, his techniques and suggestions can be applied to academic libraries also. He not only identifies some of the problems associated with participatory management in the workplace will continue to grow as political, economic, and social institutions become more democratic.

Jean-Claude Annezer while reporting the points raised at the workshop on human relations held during the French Librarians Association Congress in Nantes, May 1987 give the reflections on the problems of introducing participatory management. Annezer report that economic constraints and new technology are making it essential for libraries to change their working practices. Many librarians find it difficult to practice democracy in the workplace. Annezer concluded that changes in the internal library working practice are not sufficient. The wider organizational context must also be considered.

Ellen Gerry and Susan Lkingberg made a survey of nineteen libraries of California State University System, U.S.A. to gather information on organizational structure which facilitate, and to assess librarian's perceptions of its degree and effectiveness faculty governances group and use of committees, variables which have
significant association with participative management where identified. They concluded that based on these variables, it is possible to predict whether a librarian is likely to perceive a high or low degree of participative management.

There are some critics who do not believe that participatory management in libraries will solve major problems. Beverly Lynch who reviewed Marchant's article appeared in Library Trends in 1971 excused him on every point, its theory, methodology, measurement, analysis conclusion. She while making reference to studies of Day and Hamblin stated that relationship between participative management to productivity is inconclusive. She said, "Previous research has not demonstrated that participative management causes high productivity. Most of the research treats small groups with only incidental references to the organization as a whole. Most of the hypothesis regarding the relationship of participative decision making to other organizational variables have been too gross to be proved or disproved. She also referred to the works of Carey, Korman, Vroom, Mann, French, Foa, Gibb, Patchen, and pelz et al. support her argument that effect of participative management is inclusive. She also accused Marchant of adopting Likert model without verifying its applicability to non-profit institutions, such as libraries.
She discounted Marchant's study, in the following words:

"Given the inadequacies of the theoretical development and the invalid measure of decision making, however, the study provides no basis for the generalization that an increase in the library staff participation in decision making will increase library effectiveness."

But she acknowledges Marchant's contribution by admitting "inconclusive though Marchant's study is, he does suggest some variables that might be determinants of satisfaction or dissatisfaction in academic libraries. Marchant's work is better than many recent studies on library organization and management in its structure, reporting, and use of statistical methods.

Marchant published a rejoinder which was devoted to a point by point refutation of Lynch's specific criticisms. Marchant pointed out that since he was testing the Likert theory, it seemed proper to him to discuss the theories and research which generally support Likert. He admitted that he has chosen to sample important sources rather than exhaust them.

After refuting her every allegation writes "I expect criticism, especially from those who feel threatened by suggestions of administrative change. I even solicit
criticism from knowledgeable people who can offer suggestions for improvement. But I wonder about the value of a paper which stands by saying the research is "better than many recent studies claims to review the study, finds thereafter not one good thing to report and then deals with it ineptly.

Lynch argued that what libraries need to know is what organizational structure will achieve high staff performance. She is supporter of strong and active leadership in order to successfully advance libraries through a period of change. She suggests five steps to leadership, namely:

1. to develop a clear vision of the library's purpose,
2. to follow that vision with clear direction,
3. to gain the commitment of the people to that vision and direction,
4. to build an environment for accomplishment, and
5. to develop a sense of trust within the library.

H. William Axford opined that participatory management in academic libraries will result in radical restructuring of the library. He pointed out that: (1) reducing the middle level bureaucracy will involve an easy task, (2) aspirations of many within the profession will
Jody Newmyer argued that pleasing the library employees is not vital to the success of an organization. Newmyer states "Exponents of human relations management argue that, since dissatisfaction on the job creates poor performance, and poor performance results in lessened output, the organization must make the jobs of its employees as interesting and satisfying as possible, perhaps going so far as to implement participative management methods and profit sharing schemes, to give employees a sense that success of the organization is central to the fulfilment of their manifold needs . . . . . If pleasing employees was vital to the success of an organization, why not simply hire employees that will be satisfied with existing jobs in an organization? Why keep changing jobs to suit people? Why not more accurately select employees who will suit the apparatus and philosophy of the organization in the first place."

Edward G. Holley questioned that if only professional librarians are involved in decision making process then what about clerical staff who constitutes 50 per cent to 70 per cent of the total staff. He opined that one can scarcely ignore a group of full-time employees which...
do the bulk of the work. He sees some evidences that librarians, accustomed to working in a hierarchical structure find it difficult to adjust to a real policy making role. He quotes Stanley and Seashore saying "Few people have had a chance to acquire the skills of participation to the needed degree, and extended period of training and individual development may be required during the transition."\(^{75}\)

Kaplan is of the view that if interested staff is permitted to participate in decision making process, no miracles can be expected. "Happiness will not be pervasive, nor will there be a necessary improvement in the quality of every decision."\(^{76}\)

He lists four possible negative results from participative decision making: "Individuals whose opinions have been rejected by the group may be alienated; the expectations aroused by group lead to further demands that management cannot always satisfy; the process of group decision making may prove frustrating to several in the group; though participation may bring group cohesiveness, cohesiveness might be turned against, as well as in favour of management."\(^{77}\) He believes that participational climate of a university will have a significant influence on the amount of participation permitted in a library. Kaplan points out that "Participation, while difficult to initiate
and sustain, can no longer be safely avoided. Library journals will carry articles proving the benefits of participation, or the reverse. Although some will remain unchallenged, others will become the subject of considerable controversy."  

Kaplan is not sure about the number of libraries in which the participative management is being practised and he thinks that there is no consensus among librarians as to what they meant by participative management. "The number of libraries in which participative management was being practised in 1970 is unknown, just as the number in 1988. That the number in 1970 was not large cannot be doubled. Even if a survey had been conducted the outcome would have been subject to question for the reason that there is still no consensus as to what is meant by participative management."  

Michelle Rudy does not hope that participative management would ensure equity to minority and women librarians". This conclusion is supported by the observation that collegial form of governance used by teaching faculties has not made the acceptance of women and minorities into faculty life easier and may in fact have hindered.  

Nicholes C. Burckel, concluding his review of the extensive recent literature on participatory management in
academic libraries, points out that "the experience of some institutions and the research of librarians have tempered some of the more extravagant claims of its early proponents." He suggests that librarian understand the limits of participative management and as such involvement of staff in decision making cannot solve all library problems. He finds evidence that effect of participative management on library effectiveness is inconclusive and does not reduce costs. He cautions that participative management should not be allowed to hamper effective service to users to patrons. Because it is patrons or users for which the organization is meant for and not for the employees.

Burckel remarks "Librarians will have to accept that participatory management is not substitute for individual responsibility and leadership. There will always be library directors . . . . Directors receive much salaries not because they are older, more intelligent, or hard workers than other professionals, but because they are accountable for the operation of the library. It is the director who most often will set the parameters within which staff participation will operate."

Librarians, therefore, should seek in their administrators "leadership that seeks consensus which is sound and responsible to present and future needs, but leadership that takes active responsibility for identifying
appropriate directions for library development and for vigorous aggressive pursuit of clearly defined institutional and client interests.  

Marchant and England report that little doubts remain that the use of participative management methods will continue to grow in the future. Problems adjusting to technological changes in libraries are but reflections of similar problems occurring throughout society. The world is entering a new technological age which will fundamentally change society; an age dominated by computers and communications systems. Marchant and England study how do library automation and information technology affect the management of libraries? They report two viewpoints. First view is that technology is bringing a new age of enlightenment, decentralization, personal freedom and participatory democracy to libraries; second viewpoint is that technology is bring about an Orwellian world of decreased personal freedom, with rigid centralized control. They said that which viewpoint will prevail largely depends on how library managers choose to manage. "If they feel compelled to monopolize the library's decision-making process, they probably will succeed in the short terms, but at the expense of innovation and staff morale and declining service. But if improving service is more important to them,
they will use participative alternatives to create humane working environments where innovation and high performance can prosper. Over the long haul, the transition to a participative approach that fits the pattern of a modern information system will be required for the library to survive and flourish.
REFERENCES


6. Ibid., p.25-26

7. Ibid., p.236-70.


22. Ibid, p.11.


40. Ibid., p.3.


42. Ibid., p.26.


46. Ibid., p.624.


48. Ibid., p.261.


57. Ibid., p.182.


75. Edward G. Holley, op. cit., p.53.


78. Ibid., p.240.


82. Ibid., p.32.

83. Ibid.,