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**THE IMPLEMENTATION AGENT:
APPROACHES TO SITE SELECTION,
WORKING WITH CLIENTS AND POSSIBLE
SOURCES AND USES OF DATA**

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TABLE OF CONTENTS

INTRODUCTION	1
BARRIERS TO CHANGE	7
ALTERNATIVE APPROACHES TO PROMOTING LOCAL USE OF EMRS	20
CRITERIA FOR SELECTING SCHOOLS	25
IMPLEMENTATION TASKS	28
COLLECTION AND USE OF DATA	38
CONSIDERATIONS FOR MANAGEMENT OF IMPLEMENTATION	43
SOME CAVEATS	49
REFERENCES	52

INTRODUCTION

Watkins (15:36) defines the role of the Implementation Agent (IA) as follows: "Essentially, the Implementation Agent's role is to be that of assisting the schools in clarification of one or more perceived instructional needs, and in assessing the potential usefulness to the schools of the EMRS." The assumption is made in this definition that once needs have been clarified EMRS resources are applied to actualize changes in the school that will alleviate the need. The IA cannot avoid becoming involved in this change process. Hence, there is considerable overlap between the function of the IA and the so-called "change agent". For this reason, and also because there is very little literature available on the Implementation Agent as such, this report will draw heavily upon literature pertaining to the change agent as it relates to the dissemination of innovation.

Rogers and Shoemaker (11:229) suggest seven roles in the process by which the change agent introduces innovations to his client.

1. Develops need for change. A change agent is often initially required to help his clients become aware of a need. He not only assesses client's needs but also helps create these needs in a consultative and persuasive manner.

2. Establishes a change relationship. Once a need for change is created he must develop rapport with his client. This he may do by creating an impression of credibility, trustworthiness and empathy with their needs or problems.

3. Diagnosis of the problem. The change agent must diagnose the client's problem situation to determine why existing alternatives do not meet the client's needs. In this process he must view the situation empathetically from the client's perspective.

4. Creates intent to change in client. Here his role is to mitigate.

5. Translate intention to action. The agent must work to bring about compliance to the actions he recommends.

6. Stabilizes change and prevents discontinuance. He does this by directing reinforcing messages to client. This role stresses the importance of reinforcing feedback.

7. Achieves a terminal relationship. He must develop self-renewing behavior in client.

Although the relative emphasis and approach to the various roles may be somewhat different for the Implementation Agent, all seven are an essential part of his relationship with the client.

Schaller (12:136-138) developed a list of items he calls the "baggage" that a change agent might carry with him on the job. They relate to his perspective, past experience, values, biases, prejudices, and assumptions. Most of them have direct relevance for the IA.

1. An outsider cannot solve an organization's problems, but frequently he can help increase the organization's capability to solve its own problems.

2. Every problem has more than one possible solution.
3. The cost-benefit theory is always at work. Every goal and every change from the status quo has a price tag on it.
4. The consultant should have a generalization behind every specific comment, suggestion, or recommendation, and a particular or specific point to illustrate every generalization.
5. One of the most significant pieces of baggage carried by every advocate of change is his previous experience in similar situations. If used as a guide, this may be a great asset. If viewed as offering the same answer to every problem, it can be a major liability.
6. The easiest, the most tempting, and the least creative response to conflict within an organization is to pretend it does not exist.
7. As an organization becomes more sensitive to the needs of people, its operation increases in complexity and the intuitive response tends to be counterproductive.
8. Every organization is governed by a series of unwritten policy statements, usually referred to as customs, traditions, or "this is the way we have always done it." Often a part of the change agent's task is to help the client identify, evaluate, and revise these unwritten policy statements.
9. The most powerful factor in the decision-making in an organization is precedent. The older or the larger the organization, the more powerful is precedent.

10. The institutional or organizational framework in which an individual functions limits the degree of change that can be accomplished by changes in the individual. This ceiling can be raised only by changes in the values, attitudes, orientation, traditions, and customs of the organization and of the people in it.

11. Every organization, but especially non-profit organizations which do not have easy-to-read evaluations of the fulfillment of purpose, tend to move survival and institutional maintenance to the top of the priority list.

12. Every outside consultant and many inside advocates of change have a "contract" with the client. This contract includes the expectations of the client. Often the expectations of the client change during the process of the consultation. The advocate of change should be sensitive to these changing expectations.

13. Education is alienating, and every effort by the advocate of change to educate or train individuals in an organization will tend to alienate those individuals from other persons in the organization.

14. "Unless you know where you're going, any road will take you there."

15. "Humor is a social lubricant that helps us get over some of the bad spots. . . .Humor is a humanizing agent."

Rogers and Shoemaker (11:233) make the generalization that, "Change agent success is positively related to the extent of change agent effort." Some studies indicate that this is the most important predictor of change agent success. Applying this to the IA would suggest that he spend relatively few days in his office and play an active rather than passive role in the change process. Extensive

interpersonal communication with clients is crucial to change agent success. This may not always be possible.

Rogers and Shoemaker (11:242) further indicate that research shows that, "Change agent success is positively related to homophily with clients."

This generalization has significant implications for the selection of the Implementation Agent. For optimum effectiveness the IA should have considerable teaching and administrative experience in school systems similar to the ones in which he will attempt to implement the program, so that he can speak their language, identify with their problems and appreciate their values.

In some respects the IA is more a commercial agent than a change agent. This creates certain additional problems for him according to Rogers and Shoemaker (11:246).

The commercial change agent's motives, as perceived by his clients, may be one reason for the low credibility they place on his recommendations. They feel that he may seek to promote the overadoption of new ideas, perhaps in order to secure higher sales.

On the other hand, some studies show that dealers may be regarded as friends rather than change agents promoting new products. There may be some advantage in the IA assuming the role of a dealer rather than a change agent.

The function of a commercial change agent is more important during the trial adoption stage than at any other stage in the innovation

decision process. It is at the point where the client procures a small amount of the new product for trial that he relies on the commercial change agent for information on how to use the product. His credibility is limited to "how to" information, and does not usually extend to an ability to persuade the individual to a favorable attitude to use the innovation.

Implications for the IA are that he must place his emphasis on providing technical assistance for the use of EMRS products. This means that he must place as top priority thorough knowledge of the available resources, and convince the client that he has the expertise to assist them in effective use of the product. In other words the primary emphasis must be on teaching the client to use the product effectively.

According to Owens (10:236) the popular notion of consultants is that they are experts who make a study, find out what's wrong and prescribe correct procedures. Although the IA is not a consultant in the usual sense, these may be expectations he will also have to overcome. On the other hand, his role does to a large extent overlap that of a regular consultant. Hence he must be prepared to facilitate group learning, suggest alternatives, provide technical information when it is requested, propose activities designed to stimulate examination of operations and relationships. This is a difficult and sensitive

role which requires special qualifications. The qualifications Chris Argyris recommends for a consultant are probably for the most part applicable to the Implementation Agent: "Ideally, such an individual should be a competent field researcher, laboratory planner, T-group educator, organizational and small group theorist who is personally capable of establishing authentic relationships."

In summary, perhaps one of the IA's unique contributions to the client is his technical competence to assist in the application of EMRS resources to client perceived needs. However, he must take a long-range approach, and seek to raise his client's technical competence and ability to evaluate the potential of EMRS for perpetual application. His success will be positively related to his efforts to increase the client's ability to use EMRS independently.

BARRIERS TO CHANGE

The success of the IA's task will, to a large extent, depend on his ability to identify potential barriers to change, and apply appropriate counter strategies. Hopefully, at the pilot stage many of the most inhibiting barriers can be eliminated by site selection procedures. However, it will be impossible to eliminate all major barriers and many will already be operative during site selection.

Three barriers are commonly attributed major responsibility for innovative lag in schools:

1. the absence of scientific sources of innovations and a related weak knowledge base,
2. lack of change agents, and
3. the "domestication" of public schools and the related absence of economic incentive.

The first barrier is answered by the provision of EMRS and the emphasis on training for the use of these resources. The second problem requires the identification of internal change agents with released time and other incentives, and the establishment of temporary systems.

The third problem, that of the economic barrier, is probably the most difficult to overcome. Economic benefit must be demonstrated by either increased efficiency or increased funds. Increased efficiency may mean increased quality at the same cost, or a reduction in cost without a decrease in quality. The emphasis must be placed on the reallocation of resources for greater efficiency. If the project requires a significant injection of new funds by the client, it will probably have little chance of being accepted. The prospective user of EMRS must see these benefits.

This is especially true as this is a test project of a new product. Systems may be reluctant to make a large commitment to an unproven product. A financial incentive grant would be the easiest solution. An alternative is to have a given school undertake only a minor trial application of EMRS. This could involve the identification and treatment of only one or two sample needs or deal with only a small segment

of a school organization, such as one department.

A bureaucratic structure tends to have a built in inclination to protect its own structure. This may well create a reaction to needed changes identified in the system assessment. This may also block the data required by FWL at various stages. To avoid this it might be well, in the initial test phase at least, to avoid dealing with changes that might have a major disruptive effect on the organizational structure of the system, especially as it affects people with a good deal of power in the organization. It might be wise to place initial emphasis on process rather than structure.

This is substantiated by Rogers and Shoemaker:

The power elite in a social system screen out potentially restructuring innovations while allowing the introduction of innovations which mainly affect the functioning of the system. (11:341)

Rogers and Shoemaker (11:14-15) also point out the danger of a communication barrier between the agent and the client. Effective communication of innovation requires that the agent and client be homophilous. That is, they must share common meanings, a mutual subcultural language, have common personal and social characteristics. On the other hand, the effectiveness of the agent depends on his having technical knowledge with respect to the innovation beyond that of the receiver. Ideally then, agent and client should be homophilous in all variables other than the innovation, in this case knowledge of

EMRS, and the competence required for its implementation.

A reluctance to provide the data requested could seriously hinder the EMRS's evaluative function. Watkins (15:24-27) suggests ways of keeping to a minimum the involvement of client's time for data collection. Other suggested procedures are:

1. Keep initial data collection for site selection to an absolute minimum and keep it simple.
2. Data should be progressively collected as it is needed, and as the commitment becomes stronger with involvement.
3. Before any data is collected, sources should be informed as to its purpose and importance.
4. As much as possible, questionnaires should be completed at meetings.
5. Wherever possible, product documents should be used as data.
6. Summaries of relevant data should be made available to sources and to all concerned parties as soon as possible.
7. Give recognized project leadership positions to people who will be used as major data sources.

Rogers and Shoemaker (11:17) identify three classifications of consequences of innovations:

1. functional versus dysfunctions,
2. direct versus indirect, and
3. manifest versus latent.

Although changes are usually introduced with the expectation that consequences will be functional, direct, and manifest, often such innovations result in at least some latent, indirect, and dysfunctional consequences for members in the system. These consequences are often difficult to anticipate. They may involve such variables as increased cost, teacher anxiety and teacher workload. In order not to become disruptive such consequences must be counterbalanced by such perceived functional consequences as increased educational achievement, increased efficiency and increased self actualization, or whatever other pay-off may be relevant. The client should be prepared to expect some dysfunctional, indirect and latent consequences along with the desired ones.

Related to undesirable consequences is another problem. Frequently educational innovations are abandoned before they are given a fair chance to show results. There may be a variety of reasons for this. Implementation preparation and procedures may be faulty. Evaluation methodology may be faulty resulting in negatively biased data. Recipients may simply be too impatient or expect unrealistic results.

The IA must take every step possible to prevent these errors. He must be particularly careful in his eagerness to "sell" his product that he does not induce overly optimistic expectations.

Rogers and Shoemaker identify another problem related to pay-off.

An important difficulty in evaluating organizational innovations is their low visibility. One reason for laggardliness of large organizations, particularly regarding changes in the formal structure of the organization itself, is that the economic or psychological advantages cannot be as readily perceived as can advantages of innovations such as hybrid seed or penicillin.
(11:

Initial emphasis on process changes, and constant feedback of progress evaluation are two suggested ways of dealing with this problem.

Teachers may be indifferent to an innovation, passively adopt it while they attitudinally reject it, or openly block it, particularly if they perceive it as threatening to their well being or security. On the other hand, it may be simply a reaction to what is perceived as the imposition of a management decision. The best way to counter this problem is to bring teachers on board early and involve them actively in the decision process.

Teacher resistance may or may not be related to teacher militancy which is becoming increasingly evident within the school systems. The IA needs to be aware of the status of the local teachers' organization and the nature of its relationship to the formal power structure in the local school system. Of particular concern are any

changes that may affect the security or welfare of teachers. He must be conversant with the legal status of teachers on issues concerned.

If there is a power struggle between the administrative leadership and the teachers' organization in relation to contemplated innovations he needs to be particularly careful not to get caught in the middle of the struggle as an innocent victim. This would almost certainly destroy his credibility and effectiveness.

Teacher indifference or resistance can be expected particularly if the leadership is weak or authoritarian. Hopefully schools where these conditions prevail will have been eliminated during selection procedures.

Rogers and Shoemaker (11:314) generalize that:

The rate of adoption of authority innovation-decisions is faster by the authoritative approach than by the participative approach.

Because of this, an impatient management team or administration, and perhaps even the IA might be tempted to minimize teacher participation in decision making. Although this might hasten early progress, it could very well be dysfunctional later.

Changes brought about by the authoritative approach are more likely to be discontinued than those brought about by the participative approach.

In view of time constraints it is essential that all activities involving teachers be extremely well organized for maximum efficiency,

and that they be perceived as important, meaningful, and beneficial to the teachers.

Working mainly with a representative committee of the concerned population carries the danger of the others feeling like second-class citizens and therefore reacting defensively. The problem becomes still more serious when they suspect that some relevant data may be withheld from them.

Since the selection of a small group of change agents or a steering committee may be necessary it becomes important to maintain as much contact as possible with the total group, and particularly to provide relevant feedback to the total group in as great detail as feasible and at the earliest practicable date.

The IA may have some difficulty convincing administrators to follow this route, as it will threaten an authority oriented administrator since it weakens his power substantially.

An innovation not fully understood by a superordinate may render him impotent in his supervisory function. This can be quite threatening and may result in an attempt to abrogate the innovation as an act of self-defense. To avoid this, appropriate planned training programs must be provided for personnel with supervisory functions in the area affected by the change in order to provide them with the necessary supervisory competencies.

According to Schaller (12:83) change-oriented individuals have a tendency to "choose sides" in a very unsophisticated manner, and view anyone on the "other side" as enemies rather than potential allies. "Anyone who is not for us is against us." This tendency at polarization may be countered by a number of ways:

1. Include some conservative type opinion leaders on the steering committee.
2. Train leaders to balance their efforts on both sides of Lewin's Field-Force Model.
3. Capitalize on the strength of less visible insiders not actively involved in promoting innovation but effective in details or mechanics that tend to reduce resisting forces. (12:82)

Procedures for constraint removal are reported in a Manual for Resource Utilization Procedures developed by Florida State University's Evaluation Training Center, Tallahassee, Florida, in 1971. The matrix given in Table 1 may prove useful in the selection of strategies for the removal of barriers.

Owens (10:218-222) identified four basic problems which the IA may have to overcome.

1. Role relationship. The IA must check to make sure he understands the receivers' role expectations of him, and change them if they are inconsistent with what he can offer.
2. Communication. Use digestible non-technical terms. Don't try to impress. Check communication accuracy. Don't talk down.

TABLE 1

CONSTRAINT REMOVAL MATRIX

SOURCES	AREA AFFECTED							
	Planning and Resources Allocation	Human Talent Utilization	Technology Utilization	Curriculum Concerns	Space and Facilities	Time Utilization	Student Achievement and Accountability	Socio-Psychological Factors
Competency	2 3 5 7 9	2 3 5 7 9	2 3 5 7 9	2 3 5 7 9	1 2 3 5	1 2 3 9	2 3 5 7 9	2 3 5 7 9
Attitude	1 7 8 9 10	1 3 7 8 9 10	1 7 8 9	1 7 8 9	1 7 8 9	1 7 8 9	1 7 8 9	1 7 8 9
Material	1 2 3 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 5 6	1 2 3 4 5 6	1 2 3	1 2 3 5 9 10	1 2 3 4 5 6
Policy	6 8	6 8	6 8	6 8	6 8	6 8	6 8	6 8

STRATEGIES

1. Rebudget
2. Reallocate
3. Reorganize
4. Restructure
5. Provide Resources
6. Take Required Action
7. Recruit
8. Public Relations
9. Retrain
10. Reward

LOCATION

APPROPRIATE STRATEGY

- | | |
|------------------------------|------------------|
| A. Staff | 1 2 3 5 7 8 9 10 |
| B. Constituted Board | 6 8 |
| C. Authority Hierarchy | 6 8 |
| D. Professional Organization | 8 |
| E. Student Body | 1 2 3 5 7 8 9 10 |
| F. Community | 7 8 10 |

3. Internalization. Knowing about does not mean internalization. Inter-personal relations concepts are much more difficult to internalize than technical.

4. Generalization. This is a problem. Each school is unique. Do not impose generalizations drawn from previous experiences or situations into a system without first checking their fit. Caution must be exercised in drawing only conclusions justified by data gathered. Admit that you do not have the answer rather than make unjustified generalizations.

Schaller (12:64-65) suggests seven general methods to motivate a readiness for change.

1. Replace normal conditions by perceived crisis.
2. Increase the level of discontent with the status quo.
3. Increase the effectiveness of the proposed goal.
4. Accelerate exchange of ideas by increasing the number and frequency of discussions.
5. Focus attention on building up the level of trust.
6. Minimize precedent, tradition, and custom and emphasize a "fresh" start.
7. Give high priority to the early enlargement of the supporting group of persons who favor the proposal and who have some form of personal interest in seeing the change adopted.

In its remarkable success at rapid diffusion, the PSSC project used the following techniques. (10:144)

1. It by-passed the local school district and worked directly with teachers.
2. Utilized a full-time professional team.
3. Used a complete portable self-contained curriculum package including filmed lessons, texts, teachers' guides, tests, lab guides and apparatus which was specially developed and could be moved into almost any high school.

4. Teachers were introduced to materials in institutes for which they received stipends.
5. Incentive grants were provided to adopting schools.

It should be noted in respect to the first of these techniques listed, that the PSSC project was not directed at organizational change. All the other techniques have implications for the Implementation Agent in relation to possible barriers.

Rogers and Shoemaker (11:277-283) suggest a simple decision making model consisting of three processes. The dynamics involved have major implications for procedures in dealing with barriers.

Stimulation is a process in collective decision making in which important members of the social system become aware of an innovation and/or a need that this innovation might fulfill. This is a major function of the IA.

Initiation is the process by which the new idea receives increased attention by members of the social system and is further adapted to the needs of the system. Whereas stimulators perceive a need in the system and suggest new ideas that might help solve the problem, initiators incorporate the innovation into a specific plan of action that is adapted to the conditions of the social system. This role requires intimate knowledge of the social system and is usually fulfilled by internal agents.

Legitimation. This is the process by which an innovation is approved or sanctioned by those who informally represent the social system in its norms and values. Although legitimizers primarily serve the function of screening ideas they may also modify proposals of innovators. However, they seldom actively

promote ideas for collective approval after giving approval. Because of their power, adoption of collective innovations is positively related to the degree to which the social system's legitimizers are involved in the decision making process. Usually legitimizers can kill an idea if they are not consulted.

Legitimizers may or may not have formal positions of power. The power of the legitimizer is vested in the fact that he represents the norms and values of the social system. He holds his leadership only so long as he is responsive to the wishes of his followers, or so long as his followers perceive him as being responsive. Hence their approval practically assures that adoption will not be thwarted.

Richard O. Carlson (4:10) provides another sample model that may be useful in identifying the location of a barrier. The rate of acceptance of a new practice by individuals or adopting units is dependent on:

1. the characteristics of the adopting unit,
2. the way the adopting unit is joined to communication channels and sources of information, and
3. the position the adopting unit holds in the social structure of like units.

Probably one of the most effective ways of dealing with barriers would be to have participants at various stages identify perceived as well as anticipated barriers, and suggest alternatives to overcome them.

ALTERNATIVE APPROACHES TO PROMOTING LOCAL USE OF EMRS

The previous section identified barriers to change and suggested some approaches to dealing with these barriers. This section deals more specifically with promoting local acceptance of EMRS. Some alternative means are identified for getting local schools to recognize the need for following rational planning procedures and for securing commitments from administrators to assign staff and reorder priorities to facilitate such procedures.

Perhaps the first decision the IA needs to make is with respect to his general plan of attack. A few simple models are available to help identify alternatives. One differentiates between focusing on

1. the individuals,
2. the group, i. e., the organization or a subsystem, and
3. the environment.

Etzioni's "compliance theory" (10:170) identifies three modes of attracting participants and keeping them involved:

1. coercive,
2. utilitarian, or
3. normative.

Only the last two are available to the Implementation Agent. He may choose to place primary emphasis on either one, or use the two modes in combination. Either may be applied at the individual or group level.

Perhaps the most useful model is one based on the development of need. Rogers and Shoemaker (11:105) define a need as "a state of dissatisfaction or frustration that occurs when one's desires outstrip one's actualities"; when "wants" outrun "gets". Hence, a need may be created in two ways: 1) by putting existing inadequacies into clearer focus, or 2) by giving knowledge of the existence of better ways of doing things. The former approach would place primary emphasis on assessment; the latter, on education. If there is already a keen awareness of need in the system, primary emphasis may be placed on education related to EMRS products. On the other hand, if need awareness is low, considerable initial emphasis may need to be placed on assessment.

Another set of alternatives the IA may wish to consider is the choice of working from the top down, or from the bottom up. Although there is not consensus on this issue most authorities tend to endorse the former approach.

Lawrence and Lorsch say,

First, our own work and that of others clearly indicates that effective organizational change is most apt to occur when the top managers of the organization are involved and when they indicate their commitment to the change effort. Related to this, it seems to be important for the individual contributors involved in the change at least to understand the need for change and how the change will be rewarding to them. Beyond this,

where feasible, there also appears to be some merit in having many organization members involved in identifying the need for change and in planning the changes. (7:94)

They go on to point out that maximum participation optimizes commitment to change at the expense of less sophisticated solutions, as many organization members may not have the conceptual tools or relevant information to understand the problems or develop sound solutions.

Rogers and Shoemaker (11:22-23) list five attributes of innovations that affect its rate of adoption. To the extent that EMRS materials have these attributes, stressing these would facilitate acceptance of the materials.

1. The greater the perceived relative advantage of an innovation, the more rapid its rate of adoption.

2. An idea that is not compatible with the prevalent values and norms of the social system will not be adopted as rapidly as an innovation that is compatible. The adoption of an incompatible innovation often requires the prior adoption of a new value system.

3. Complexity is the degree to which an innovation is perceived as difficult to understand and use. In general, those new ideas requiring little additional learning investment on the part of the receiver will be adopted more rapidly than innovations requiring the adopter to develop new skills and understandings.

4. Trialability. New ideas which can be tried on the installment plan will generally be adopted more quickly than innovations which are not divisible.

5. Observability. The easier it is for an individual to see the results of an innovation, the more likely he is to adopt.

Rogers and Shoemaker (11:160) further identify three stages in the adoption process and relate the five attributes to specific stages.

1. At the knowledge stage, the innovation's complexity and compatibility should be most important.

2. At the persuasion stage, the innovation's relative advantage and observability should be most important.

3. At the decision stage, the innovation's trialability should be most important.

With respect to communication media, Rogers and Shoemaker (11:39) suggest, "Mass media channels are more effective in creating knowledge of innovations, whereas interpersonal channels are more effective in forming and changing attitudes toward the new idea." This might suggest the initial use of mail to distribute information, to be followed by personal interviews.

The use of economic incentives may be necessary, particularly at the level of top management, to increase the degree of relative advantage. Such incentives, however, often tend to have a built in dysfunction. Once the subsidy is removed, adoption of the innovation tends to stop. The incentive may be perceived as separate from the

intrinsic advantage of the innovation and become the valued object, or goal; the innovation becoming the means which loses its perceived value when the incentive is withdrawn.

Probably a more lasting incentive is that of recognition. This may be very effective both at the level of top administration and at the level of individual participants. The effectiveness of this incentive depends on the extent to which EMRS is generally perceived as having potential value and has aroused high expectations. To achieve this, some mass media publicity in the area from which test sites are to be selected may be helpful.

One approach to introduction of EMRS might be trial sampling. An area of administrative concern might be identified, and appropriate resource material selected to conduct a mini O. D. workshop, teaching the staff how to apply the materials to their problem.

An example might be the administration of OCDQ to identify a problem area and then plugging in an appropriate resource to illustrate how the system may be used by the administration as a problem solving or O. D. tool.

Beckhard (2:101-104) identifies five alternatives of internal management of organizational change, and identifies advantages and disadvantages of each. The IA may wish to consult these in setting up the internal change mechanism. The alternatives given are:

1. The Chief Executive as the Director,
2. The Unit Head,
3. The Evangelist,
4. The Functional Leader, and
5. The Convert Group.

Owens (10:149) states that significant changes in American schools, both past and present, have seldom occurred as a result of the initiative of public school educators. They have usually been initiated by external pressures. The suggestion is that in some instances selling the idea of the product to the school board might be a good beginning, particularly if it has significant economic or organizational implications.

Current stress on comprehensive planning and responsible decision making at the school level may also be two of the strongest selling points.

CRITERIA FOR SELECTING SCHOOLS

Watkins (15:34-36) outlines criteria for the selection of test sites. This list should be considered the basic criteria to be applied by the IA in the selection of schools. This list might well be used to generate most items for a site selection instrument, whether a questionnaire or interview.

However, a number of other lists of relevant criteria are available that the IA would be advised to consult. Miles' (5:17-22) ten characteristics of Organization Health are generally considered to have a strong relationship to adoptive change readiness. Schaller

(12:58-60) lists twelve characteristics usually found in the creative organization. Most of these are very relevant to the task of site selection. Rogers and Shoemaker (11:33) list five social systems' qualities that are generally related to change orientation. They also provide a list of 32 characteristics generally associated with early adopters (11:185-189). These should help to identify administrators or leaders who are most likely to make the necessary commitment and provide continued support for change efforts.

Successful implementation of the EMRS pilot project probably hinges more on the Superintendent and the Principal than any other two variables. A few factors related to these two focal positions bear a closer look.

Carlson used seven indicators to measure social structure of superintendents as it related to the adoption of modern math. Three involvement variables were:

1. friendship choices,
2. personal perception of interaction, and
3. accuracy of judgement re involvement.

Status measures were:

4. education,
5. professionalism,
6. salary, and
7. opinion leadership.

He found a high correlation between all seven variables and adoption rate. Early adopters tend to score higher than late adopters on

measures of social network involvement and position in status structure. (4:23)

In addition to the positive relationship between social involvement and status of superintendents and early adoption, Carlson found that promotion from outside the system, low performance standard conflict and recency of latest formal education were positively correlated with early adoption of innovation.

A relationship between cosmopolitanism and early adoption was also supported.

Styles of organizational behavior of key administrators may have a very significant bearing on a school system's response to EMRS. Owens identifies five dimensions of such organizational behavior styles. (10:197-213)

1. Idiographic - transactional - nomothetic
2. Upwardmobile - indifferent - ambivalent
3. Career oriented - place oriented
4. Cosmopolitan - local
5. Open minded - close minded (dogmatic)

Using another model, a leadership style "high" in both consideration and structure should facilitate the implementation of EMRS.

Surprisingly, Rogers and Shoemaker (11:284) contend that, "The rate of adoption of collective innovations is positively related to the degree of power concentration in a system." This would suggest that for the initial test to be assured a high probability of

success, schools should be selected with strong and effective positive leadership, and powerful top level administration. This should not be confused with authoritarian administration, which blocks effective upward communication, thus insulating top level administration, with the result of poor decision making.

Indeed, open communication and an open climate are probably requisite to the successful implementation of EMRS. Halpin (10:191) suggests that climate profiles (as measured by OCDQ) may constitute the best criterion, of a school's effectiveness, available to educational administration. Rogers and Shoemaker (11:164) further hold that, "The degree of communication integration in a social system is positively related to the rate of adoption of innovation."

Communication integration refers to the degree to which the units in a social system are interconnected by interpersonal communication channels.

There is disagreement among authorities as to the relationship between per pupil expenditure and innovativeness. Some studies suggest that this is the best indicator of innovativeness. Others show no relationship.

IMPLEMENTATION TASKS

Ten implementation tasks have been identified for the Implementation Agent. These are:

1. Contact schools.
2. Initiate data collection for site selection.
3. Negotiate agreements with sites.
4. Conduct IA perceived attributes study for IA definition.
5. Conduct assessment of adequacy of instruction program management process.
6. Identify areas needing training and propose training resources.
7. Provide orientation to school coordinators of training.
8. Coordinate EMP data collection activities via observation, interviews, and questionnaires.
9. Meet with faculties to identify needed revisions of products.
10. Conduct second IA perceived attributes study for refinement of IA definition.

The following is a general discussion of processes and procedures that might be involved in each task.

Contact Schools

One of the first decisions to be made is to what extent and in what way the Superintendent's office will be involved in this initial contact, and the subsequent selection of schools. Alternatives for involvement are:

1. Authority to contact schools in system.
2. Approval for the involvement of selected schools.
3. Recommendation of schools in the system.

On the basis of a strong consensus in literature based on research, it is recommended that initial contact be made with the Superintendent's office, and that initial involvement of top

management be maximized. A strong commitment to the project by top management is essential to assure that it will be carried through to completion.

Unless top management perceives organizational needs in schools within the system there will be little support for the project. The approach must bear in mind that top management tends to be very practical in its considerations, and focuses on economic aspects.

No matter what the source of input, the decision unit evaluates an innovation in the light of the organization's needs. The persuasion function is characterized by detailed information seeking, and the evaluation of costs, feasibility, and possible contingencies. (11:307)

The initial contact with the Superintendent's office may be by mail or by personal interview, the latter being preferable if time constraints permit. This contact should provide the Superintendent with the following:

1. a general introduction to EMRS and what it is designed to do for a school system,
2. an explanation of the pilot phase and the benefits of involvement to a school,
3. a list of criteria on the basis of which schools will be selected,
4. an explanation of essential commitments that will be required of participating schools, and of the Superintendent's department. A copy of the form that he will be asked to complete later should be included to give him time to clear with the Board or consult with his staff where this is necessary.
5. an explanation of services that will be provided by FWL,

6. a description of the essential function of the Implementation Agent,
7. a suggested list of variables that are negotiable,
8. explanation of procedures by which schools will be selected, and
9. a request for the recommendation of one or more schools in the system that generally meet the criteria provided. A maximum number of schools to be recommended might be set for each system.

The same package might be sent to principals in each school suggesting that interested principals contact their superintendent to request a recommendation. An alternative would be to send the package to only those schools recommended by the Superintendent, along with an application-data form.

Bennis (3:50) states unequivocally that ". . . in order for a real change to take place, the highest command must be the primary initial force." It is a mistake to by-pass the Superintendent's department simply because it may be easier to work directly with a school staff.

Initiate Data Collection for Site Selection

An application-data questionnaire should be developed, based on information items that ranked high for site selection use. Only items essential for site selection should be included (see Table 2, page 42). Watkins (15:34-36) should also be consulted for the construction of this questionnaire. The form would be completed by all recommended

principals who are interested. On the basis of these application-data questionnaires tentative site selections would be made. These could be up to 50 per cent more than will finally be selected.

A staff member would then spend one day in each tentatively selected school interviewing key people, such as department heads and coordinators, with respect to the items on the above questionnaire. At this time the Superintendent would also, on a form provided, indicate the commitments he is prepared to make and those that he would consider if a given school were selected. On the basis of this additional information final site selection will be made. Any schools not selected should be assured that they will be given first consideration in the next phase.

Negotiate Agreement with Sites

Two activities are recommended prior to the negotiation of agreement with each site:

1. A brief meeting with the teaching staff of each selected site to introduce EMRS and the pilot project to them. Time should be allowed to answer any questions they may have.

2. A two or three day workshop with representatives from each selected site. It is suggested that this workshop be attended by the Principal, one representative from the Superintendent's department, and at least one teacher representative from each site. This triad would become the project management team for each site.

The suggested agenda for this workshop would be to:

1. familiarize the team with the EMRS packages available, and what they can do for the school,
2. provide some training in project management,
3. discuss and identify basic IA role expectations,
4. discuss and identify essential contract characteristics and variables,
5. develop general plan for the local implementation of EMRS,
6. discuss and establish guidelines for the collection of evaluation data,
7. identify anticipated problems in the implementation of EMRS and ways to counter such problems, and
8. explore ways to analyze cost of using EMRS.

Following this workshop a contract would be negotiated with each site management team individually, to be signed by the Superintendent and the Principal. Where there is reluctance to make an initial commitment covering the total project it may be necessary to make the contract in stages, where an initial contract is made to cover the assessment, to be followed later by the general contract to cover the rest of the project. A well executed assessment could result in a greater readiness to make commitments, and hence, a better contract.

Conduct IA Perceived Attribute Study for IA Definition

This would be done as a part of the above workshop.

Conduct Assessment of Adequacy of Instruction Program Management

Process

This is a crucial task, as the success of the project hinges on

the identification of real inadequacies in the management process, real in the sense that they are perceived by those affected. Therefore, all levels of the system must be contacted either by interview or by questionnaire. The former is preferable, but where time constraints do not permit, questionnaires may have to be used. One alternative might be to interview people in key positions in the organization and teachers identified as opinion leaders, and have the others complete a brief questionnaire designed to identify only key issues. Both questionnaire and interview items should be limited to high ranking "base-line" items. Base-line information represents variables which EMRS might be expected to modify. Hence, this is the only type of data relevant at this point.

In the assessment of needs, attention should be given to both processes and subsystems within the organization.

Identify Areas Needing Training and Propose Training Resources

The assessment data will be processed and presented to a steering committee consisting of the management team, department heads, and a number of teachers. These could be elected representatives of the teachers, or opinion leaders who have been identified by teachers in an earlier questionnaire. The steering committee in consultation with the IA would identify areas for treatment. The

next step is for the IA to assist the management committee in the selection of training resources.

The IA should personally assume responsibility to provide assessment data to the Superintendent and other central office personnel concerned. Data in summary form should also be made available to the entire teaching staff, and opportunity provided for reaction. This can probably be done by teacher representatives.

Active local staff involvement in need identification is very important. Diffusion campaigns often fail because agents are innovation oriented rather than client oriented and scratch where it does not itch. There is much evidence to support the proposition that there is high positive correlation between the agent's success and the compatibility of his program with client perceived needs. (11:237-8)

Provide Orientation to School Coordinators of Training

Once the areas of need have been identified and training resources selected, school training coordinators would be identified by the steering committee. These would then be given a thorough orientation in the use of the training resources identified. Probably the most efficient method for this training would be one combined institute for all sites where training would be provided for all resources selected and participants would be free to attend any relevant sessions. This might

also provide a valuable forum for participants to learn what was happening at other sites.

A great deal of attention must be given to conduct this task with thoroughness.

Carlson (4:83-84) reports that one of the major problems in innovations is the failure of teachers to fully adapt to the new role required for an innovation to operate according to design. Hence, the theoretical concepts or philosophical positions underlying the innovation may not be given a valid test. Top priority must be given to assist people involved in the innovation to fully understand the concepts underlying the innovation, and to fully adapt to changed role requirements.

The IA may need to act as a consultant to local training coordinators and provide assistance in planning local training programs.

Coordinate EMP Data Collection Activities Via Observations, Interviews, and Questionnaires

At this point, information specifically relevant to focal need areas would have to be identified and instrumentation developed or selected for an intensive analysis of the status with respect to these limited areas. Particular attention needs to be given to high ranking institutional variables, and variables helpful in identifying EMRS gaps

or inadequacies related to the focal areas (see Table 2, page 42). At this stage emphasis would be placed on direct observation of proceedings and the analysis of relevant documents. Interviews and questionnaires should be limited to those people most directly affected by the area under consideration.

All relevant data should be submitted to top management and local staff as soon as possible.

Meet with Faculties to Identify Needed Revisions of Products

Provision needs to be made for groups working with products to identify problems as they occur. This task should be made easy by providing simple report forms with possibly predetermined categories. If this procedure is followed, possibly one interim and one final meeting with work groups would be adequate to identify any needed revisions.

Conduct Second IA Perceived Attributes Study for Refinement of IA Definition

Probably a good way of handling this would be to combine it with a general feedback session at the end of the study. This could be a brief meeting with local steering committees, or a full day session with all steering committees combined. A less expensive, less time consuming, and probably also less effective method would be questionnaires.

Morgan and Chadwick (8:108) describe the problems of implementing change in a large system. The perspective provided by this document would be very useful background for the implementation Agent.

Armsey and Dahl (1:101-104), while specifically talking about Instructional Technology, list at least nine specific conditions of success. Several are specifically related to the role of the IA. These conditions are derived from the analysis of literally hundreds of situations in which innovation or change was attempted mostly by outsiders on operating systems. The Morgan and Chadwick model represents a full scale approach to the direct attack on the conditions of success listed by Armsey and Dahl.

COLLECTION AND USE OF DATA

A number of variables have been identified that are significant with respect to the use and collection of data.

Watkins (15 19-23) has identified three test phases:

1. preparation,
2. application, and
3. follow-up.

He also identifies three staff levels at which observations are made.

Then he provides an extensive list of "classes of observations"

categorized in terms of the first two variables. The problem is to devise a system that will make these classes of observation (or information items, as used in this report) more readily useful. The analysis undertaken in this report shall be limited to the preparation phase, although the system may be extended to the other two stages.

It is necessary first of all to identify a few more variables.

Six potential use categories have been identified for preparation phase data:

1. Test site selection.
2. Base line data. This is data that has potential value as a bench mark for later progress and final evaluation to identify EMRS effect.
3. IA role identification. This is data that might identify features in the system that would suggest the manner of operation that would be expected or required of the IA.
4. Identification of institutional characteristics that interact with EMRS. Such data would identify both barriers and facilitative aspects.
5. Identification of personnel characteristics that interact with the effectiveness of EMRS.
6. Identification of gaps, inadequacies, and dysfunctional features in EMRS.

Each item was rated on a three point scale with respect to the relative importance of its contribution to each use category: 1 = high, 2 = medium, 3 = low. A composite general rating was also given to each item.

Another important variable is the data source. Seven sources were identified:

1. Documents - charts, manuals, minutes, policy books, agenda, course outlines, etc.
2. Administrators - this includes all administrative and supervisory personnel at the building (B) or system (S) level.
3. Files
4. Parents (P)
5. Students (St)
6. Groups (Grp)
7. Teachers (T)

The primary data sources for each information item were identified.

The following methods for data collection were then identified:

1. Document analysis
2. Interviews
3. Questionnaires

Observation was not considered to be very relevant during the preparation stage. Suggested methods were then related to each item.

A final very important variable is the effort required to obtain the data. This variable might be measured in terms of time required or the accessibility of the data. These two factors were treated as one variable in the analysis and rated in terms of: L = low effort, M = medium effort, H = high effort. Each item was rated on this scale for 1) school personnel involvement and 2) Implementation Agent or his staff involvement.

The data is summarized in Table 2. All ratings were subjectively made by the authors in a rather arbitrary fashion. The IA may wish to adjust ratings in accordance with his own judgement. On the other hand, a more valid rating could be established by the use of a panel of experts.

In designing instruments for data collection the IA should first identify the uses to be made of the data. The ratings could be used as a guide in the amount of data that is collected for respective items. That is, an item with a high rating might warrant six questions on a questionnaire, while an item with a low rating would warrant only two. Also, less people might be interviewed for low items.

Two different approaches may be used for data collection. Data may be collected progressively to serve different purposes at different stages in the project. In this event the table should be useful in identifying items to be selected for the generation of data at each stage. On the other hand, the IA may wish to collect data less frequently and gather as much data as possible during one contact. The procedure for generating items would still hold. In this case a single form could be used to collect a variety of data.

In some instances the Implementation Agent will need to make a decision between using a written-response questionnaire with a large group or using the interview with a smaller representative

group. The rating table could be used for the selection of items as a basis for two standard data collection instruments for each basic reference group one to be used for interviews, and one written-response questionnaire.

It is suggested that standardized instruments should be used only where a majority of the data they collect is truly relevant.

For data on role relationships, questionnaires and interviews are superior to document analysis since their organizational impact is essentially perceptual. Documents should be used primarily when hard factual data is required.

CONSIDERATIONS FOR MANAGEMENT OF IMPLEMENTATION

Other sections in this report include considerable material related to management implementation. A variety of additional considerations are briefly treated in this section.

According to Schaller (12:112-114) the management of implementation requires very different skills and resources than the processes required to bring a project to the point of implementation. Unless the IA has both sets of competencies, consideration might be given to establishing a team of IA's with differentiated responsibilities.

Skills in the implementation of ideas may be different and require a different personality than those necessary for organizing support for change.

In any change process conflict is inevitable. It should be anticipated and managed. The ability to see points of potential conflict can offer the IA several benefits. (12:166-168)

1. By anticipating conflict as normal, rather than fearing and avoiding it, he can prevent it from inhibiting progress.

2. He can keep it from becoming such a diversion that it halts the planning process, but instead apply any one of a variety of conflict management techniques.

3. He is better prepared to distinguish between surface symptoms and the real hurts in the change process.

4. He is better able to exploit the creative potential of conflict.

5. He may be better prepared to help set the limits for permissible conflict, and avoid truly disruptive conflict.

6. He will be better able to perceive a cycle or predictable pattern of conflict, which is essential for effective management of conflict.

7. He may be able to prevent the polarization which can immobilize an organization.

A number of techniques are suggested for the prevention of polarization (12:169-171):

1. Keep channels of communication open.
2. Depersonalize dissent.
3. Try to look inside the other person's frame of reference.
4. Open the door to creativity and meaningful participation by everyone.
5. Keep opening new opportunities for people to invest themselves.
6. Seek agreement on short term or intermediate goals.
7. Build a sense of mutual trust within the organization.
8. Recognize the events and factors that produce a paralyzing effect, such as escalating rhetoric, categorical assertions, or extreme descriptive terms.

Studies show (11:236-237) that there is frequently conflict in agent role expectations between the parent agency and the client agency. There is evidence that change agent success is positively related to his client orientation, rather than to change agency orientation. Reasons are that client oriented change agents are more likely to be feedback minded, have close rapport and high credibility with clients, and base their programs on client needs.

This conflict also suggests the importance of establishing a clear contract with respect to the client's role. This contract will vary depending on the needs and level of sophistication of the client. This means that the parent agency cannot establish a rigid role expectation of the Implementation Agent.

Another point must be made in relation to a contract. Clients may have an aversion to establishing formal contracts early in the

TABLE 2

POTENTIAL USE OF DATA

ITEM	USE CATEGORY RATING						PRIMARY DATA SOURCE	MAIN METHOD	EFFORT RATING			
	TEST SITE SELECT	BASE LINE	I.A. ROLE IDENT.	INST. CHARACTER.	PERSON. CHARACTER.	EMOS GAPS			GENERAL RATING	SCHOOL	IMP. AGENT.	
DISTRICT LEVEL STAFF	1	2	2	1	2		2	Documents	Document Analysis	L	M	
	2	3	3	2	1		2	Documents S. Admin. & T	Doc. Anal. Interviews	M	H	
	3	2	3	3	2		3	S. & B. Admin. and T	Interviews	M	M	
	4	2	2	2	2		2	S. & B. Admin. files	Doc. Anal.	L	L	
	5	3		3	2		3	S. Admin.	Interviews		M	
	6			2	3		2	3	Documents	Doc. Anal.	L	H
	7	1	2	2	1		1	Files & T S.&B. Admin.	Doc. Anal. Interviews	M	M	
	8	1	3		1	3		1	Documents	Doc. Anal.	L	L
	9	2	3	3	2		2	2	Documents S. Admin.	Doc. Anal. Interviews	M	H
	10	2	2	2	1	3	3	1	S. Admin.	Question. Interview	M	M
	11	3	2	2	2		2	S. Admin.	Question. Interview	M	L	
BUILDING ADMIN. STAFF	1	3	3	2	3	3	3	S. & B. Admin. S. & B. Admin. and T	Interviews Question. Interviews	L	L	
	2	2	1	1	1	2	1	B. Admin. T & Docs	Interview Doc. Anal.	M	M	
	3	2	1	2	1	2	1	B. Admin. T & Docs	Interview Doc. Anal.	M	M	
	4	2	2	1	1		1	T & Docs	Doc. Anal.			
	5	1	1	1	2	2	2	1	S. & B. Admin B. Admin & P	Interviews Interviews	H	H
	6	3	2	2	2	3		2	Documents B. Admin & St	Doc. Anal. Interviews	L	H
	7		1	3	2	3	3	2	Documents	Doc. Anal.	L	M
	8	1	3	1	2	1	2	1	Documents	Doc. Anal.	L	L
	9	2	1	2	2	3	2	1	B.Admin & T	Question. Interviews	M	M
	10	1	2	2	1	2	3	1	B.Admin & T	Question. Interviews	L	L
	11	2		3	2	2	3	2	B. Admin.	Interview Question.	L	L
	12	3	2	2	2	3		2	B. Admin.&T	Interviews	M	M
	13	1	2	1	2	1	1	1	B. Admin.	Interviews	M	M
	14	3		1	2	2	3	2	B. Admin.	Interviews	L	L
INSTRUCTIONAL PLANNING GROUP	1		3	2	3	3	3	Grp. Memb. Documents	Interviews Doc. Anal.	M	H	
	2	3	2	2	2		3	B.Admin, Grp. T and Docs.	Interviews Doc. Anal.	M	H	
	3	3	2	1	2		2	S. & B. Admin Grp. & Docs.	Interviews Doc. Anal.	M	H	
	4	3	2	3	2		3	Documents	Doc. Anal.	L	M	
	5		3	3	3	3	3	Docs. & Grp. S. Admin. and Grp.	Int. & Dir. Obs. Question.	M	H	
	6	1	2	1	1	2		1	Docs., P, T, and St	Interview Doc. Anal.	M	M
	7		2	3	2		3		Interviews Doc. Anal.	M	H	
	8	2	3	2	3	1	2	2	Docs. & Grp. Documents	Question. Doc. Anal.	L	M
	9	1	3	1	3	1	2	1	S. Admin.	Question.	L	M
	10	2	2	1	2	1	2	1	Grp.	Interview Question.	M	M
	11	1	2	2	2	2		1	Grp.	Interviews	M	M
	12	2		1	2	1	2	1	Grp.	Interviews Question.	M	H
	13	2	1	2	2	3		1	Grp.	Interviews	M	M
	14	1	2	3	1	2		1	Grp.	Question. Interviews	M	M

relationship, especially if they require substantial commitments on their part. Contractual arrangements should be kept as uncomplicated as possible with emphasis on services to be provided rather than on client commitment. It may be necessary to develop a contract in stages with progressively increasing commitments required of the client.

The mobilization and effective use of forces within the school is one of the major implementation requirements. Rogers and Shoemaker (11:243) state that, "Diffusion campaigns are more likely to be successful if change agents identify and mobilize opinion leaders." By this approach they may achieve economy and magnify their own efforts by communicating with a few opinion leaders who in turn spread the idea by word of mouth. This also provides the aegis of local sponsorship and sanction for his ideas.

A few cautions are in order regarding the use of opinion leaders. Often the most innovative members are considered deviants and have dubious status and low credibility. On the other hand, if major decision leaders reflect traditional norms and close conformity to the system's norms, the system may not be very susceptible to change. There is also evidence that the effectiveness of opinion leaders can be worn out by over use. If they become too closely identified with the Implementation Agent they may lose their

credibility as internal leaders. Also, by concentrating his efforts too much on opinion leaders, the IA may lose contact with the general membership of the organization.

The ideal internal change agent is one who is high in opinion leadership and an innovator at least to a moderate degree.

A number of conditions identified by Beckhard (2:93-96) in relation to O. D. might interfere with the successful implementation of EMRS. These are:

1. Continued discrepancy between top management statements of values and styles and their actual managerial behavior.
2. A big program of activities without a solid base of change goals.
3. Confusion of ends and means.
4. A short time framework.
5. No connection between behavioral-science-oriented change efforts and management-services/operation-research-oriented change efforts.
6. Overdependence on outside help.
7. Overdependence on inside specialists.
8. A large gap between the change effort at the top of the organization and efforts in the middle of the organization.
9. Trying to fit a major organization change into an old structure.
10. Confusing "good relationships" as an end with good relationships as a condition.
11. Search for "cookbook" solutions. This is particularly important in the context of EMRS.
12. Applying an intervention or strategy inappropriately.

Sooner or later the IA will become involved in giving assistance to organizations in tapping outside resources most appropriate to

their particular situation. This is inevitable. Beckhard (2:106-112) describes a number of types of contracts with outside resources and matches these with five change processes. The IA might find Table 3 a useful reference.

TABLE 3

<u>Relationship</u>	<u>Diagnosis</u>	<u>Strategy Planning</u>	<u>Education</u>	<u>Consulting & Training</u>	<u>Organization Evaluation</u>
Continuity	X	X	X	X	X
Periodic Review	X	X			X
Project		X	X	X	
Educational Consultant		X	X		
Trainer			X	X	
Packaged O. D. Program		X	X	X	
Consulting Team	X	X	X		
Organization Evaluation	X				X

This section of the report is concluded with a brief statement of a few additional implementation considerations:

1. When temporary systems are established to facilitate implementation it is important for all concerned to have a clear understanding that the system is temporary, and that its existence discontinues when its function is achieved.

2. Overselling EMRS could conceivably result in overadoption. If change is promoted for the sake of change, if adequate processes are replaced by less adequate processes, if systems initiate change processes in more fronts than they have resources to carry through effectively, long term implementation of EMRS could be hindered.

3. The effectiveness of the IA in the implementation process depends on his providing information and technical expertise. The strength of opinion leaders lies in their effectiveness as internal persuasion agents.

4. Experiences with specific innovations tend to create a general attitude towards innovations. It is important therefore, in the interest of continuance, that early applications of EMRS be chosen with two factors in mind: 1) high degree of relative advantage, and 2) high likelihood of success.

5. Special attention to the establishment of internal support systems is essential to assure continued use of EMRS.

SOME CAVEATS

The IA represents the point at which two bureaucracies interface. Each has specific problems. The client will need to have time to do what the Implementation Agent has worked out with him to do, according to a set of principles derived from the approach presented here (or a comparable approach). Virtually all writers indicate the need

to have time to develop the internal temporary system or mechanism for the adoption of the specific project. Some systems will move faster than others.

The manager of the IA will be working against bureaucratic deadlines imposed by the funding agency or by his manager. It is important for the manager of the program to "produce results" in order to justify the continuation of the program. This need is in direct conflict with the operational plan recommended for the IA to follow. If management pressure is brought on the IA to increase the rate at which the EMRS is adopted or used, he will convey this, directly or indirectly, to the client. When this urgency for action becomes apparent, the probability of success begins to decrease in part because the client will not continue to perceive the IA as serving him, but rather trying to make himself look good in the eyes of management.

Can this problem be solved? Probably not. However, there are certain points in the process in which management pressure would be less harmful than others. In those aspects of his role where he alone can do the work (e. g., preparation of plans, forms, questionnaires, analysis of data, contacting and selecting of sites) management pressure will probably not be harmful -- everyone has some schedules to meet. In those areas of his role where he is actually working with a school,

he must have time to apply the processes of successful change management. Management pressure at this point could create the impression of fast progress. Only to find later that the project was dropped as soon as he left the scene.

It is also probably important that IA's be selected in part on their belief that the approach taken can make an important difference in improving the plight of the client. He is more likely to be persistent and committed to the project, particularly in light of the near certainty that resistance will materialize. A balancing of patience and zeal will certainly be called for.

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