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## Community College Library Personnel Value Conflicts with Library Services that Target and Track Segments of Student Populations

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Community College Library Personnel Value Conflicts with Library Services that Target  
and Track Segments of Student Populations

A Dissertation by

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Irvine, California

School of Education

Submitted in partial fulfillment of the requirements for the degree of

Doctor of Education in Organizational Leadership

February 2019

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February 2019

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## ABSTRACT

Community College Library Personnel Value Conflicts with Library Services that Target and Track Segments of Student Populations

by Alicia Virtue

**Purpose:** The purpose of this study was to identify and describe potential value conflicts and operational concerns perceived by community college library personnel who participated in the development and implementation of newly formed partnerships between academic libraries and student services to build equity-focused student success programs enacted by the California legislature through categorical funding. An additional purpose of this study was to identify and describe actions necessary for the successful implementation of these partnerships.

**Methodology:** The target population was California community college library personnel who were directly involved in the new library-student equity partnerships. A total of 15 participants from 10 colleges were identified through purposeful sampling. Data was gathered through a semi-structured interview instrument.

**Findings:** The findings of this study indicated value conflicts in patron privacy, equal access to materials, and the use of restricted funding for library operations that influenced partnership formation. Operational and logistical challenges encountered by the partners were identified, as were strategies taken to mitigate those challenges. The study indicated that library personnel felt the partnerships had a positive impact on student success and helped integrate libraries into institutional priorities that advance student equity.

**Conclusions:** The researcher concluded that academic library personnel will be challenged to explore ways to fit deeply-ingrained library values into educational assessment activities as libraries participate in integrated student success initiatives. Library personnel who are partners in institutional initiatives require an expanded role in the decision-making process for resource allocation to ensure the successful development of specialized, categorically funded programs.

**Recommendations:** Recommended areas of further research included exploration of ways libraries can contribute to outcomes-oriented programs while maintaining guiding principles of privacy and equal access. Research into the unintended consequences of reliance on narrowly-defined categorical funding sources should also be explored. As libraries continue to expand their role in integrated academic support, user perceptions of the academic library experience should be explored in order to continuously develop and provide essential user-centered library services.

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## CHAPTER I: INTRODUCTION

As the United States recovered from the depths of the Great Recession, fundamental shifts in the workplace resulted in demand for a college-educated workforce. Market drivers including the rapid introduction of innovative technologies, the ongoing transition from manufacturing to service economy, and the displacement of low-skilled labor caused by marketplace globalization all contributed to changing labor demand (Acemoglu & Autor, 2010). The digitization of many production, administrative, and clerical jobs resulted in disruptions that moved industries to lower-wage geographical regions, or that elevated the education and training required to perform new technology-augmented jobs as they enter industry (Autor, Levy, & Murnane, 2003; Bell, 2017). Researchers observed a widening gap in income disparity between rich and poor in the United States tied to the changing nature of labor markets (Autor & Dorn, 2013; Boehm, 2014). This concentration of jobs at the extreme ends of income distribution contributes to the erosion of the middle class and limits upward socioeconomic mobility for those functioning in low-wage, low-skilled jobs (Kuttner, 1983). A recent study into the polarization of incomes in the United States concluded that the same market forces of technological advancement and globalization driving economic change have diminished the once-effective system of American workforce development (Burrowes, Young, Restuccia, Fuller, & Raman, 2014).

An analysis of post-recession economic growth related to education revealed the emergence of a national skills deficit that calls for increased college-level education in the workforce (Achieve, 2012; Biroonak & Kaleba, 2010; Carnevale & Rose, 2015). Identified in the literature as *middle skills* jobs, these positions require competencies

gained from education beyond the secondary level but not to the extent represented by a bachelor's degree. The lack of a skilled labor force to meet rising demands stands to negatively impact economic growth as jobs remain unfilled and wages are driven higher due to labor shortages (Leins, 2017). In their longitudinal study of the impact of technological change on job skill demand, Autor et al. (2003) noted that between 1970 and 1998, an estimated 60% of the skills required to perform tasks associated with job completion shifted toward requiring college education. They further attributed this need for increased tertiary education to be the direct result of the application of technology to perform routine tasks, thereby creating the framework to require more sophisticated cognitive processes of the workforce (Autor et al., 2003). More highly educated workers are needed to perform sophisticated, non-routine, and unpredictable tasks that call for critical thinking competencies and problem-solving skills. Without this educational attainment, key populations of the workforce are excluded from economic recovery while jobs in growth industries remain unfilled (Gillespie, 2015).

The market forces driving the need for greater competencies in the labor pool increased the demand for college-educated workers worldwide (International Labor Office [ILO], 2010). Most European countries declared the need to improve participation rates in higher education as a major policy (Katsarova, 2015). Although motivated by a need to ensure economic competitiveness, this emphasis on improving workforce access to higher education also helps to diminish the social and economic inequalities caused by income polarization (Organization for Economic Cooperation and Development [OECD], 2014). In contrast, as European countries have intensified workforce focus on higher

education, a report from the OECD (2014) indicated that the United States lags behind many OECD countries in terms of college completion rates.

Recognizing that an educated labor market is linked to economic vitality, state governments and industry leaders turn to community colleges to supply workers who possess sufficient middle skills to fulfill awaiting jobs (Carnevale & Rose, 2015).

Partnerships between state governments, businesses, and educational institutions are being formed to bridge the skills gap and prepare students to be successful in the current employment landscape (Leins, 2017). At the same time, community colleges struggle to improve completion rates. Developmental courses are required for over 60% of students entering community college to become college ready (Bailey & Cho, 2010).

Compounding the situation, rates for degree attainment for first-time community college students have dipped as low as 39% (Korn, 2017). In this context of rising demand and poor achievement rates, community colleges must grapple with ways to increase enrollment, improve persistence, and shorten the time taken to degree or certificate attainment.

### **Background**

The Great Recession, which began in 2007 and ended in 2012, was characterized by an anemic job recovery that eroded the United States' competitiveness as the nation struggled to reengage its workforce (Meltzer, Steven, & Langley, 2013). Research pointed to a perplexing anomaly of unemployed and underemployed workers while businesses struggle to fill vacant positions (Achieve, 2012; Burrowes et al., 2014). A significant contributing factor to this employment conundrum is the lack of an adequately skilled labor force available to supply the demand for jobs that require increased training

and education (Achieve, 2012; Leins, 2017). These are positions that ask for workers to have more education than high school, but generally less education than a bachelor's degree. Desired competencies range in scope from technical skills to soft skills to critical thinking capabilities (Carnevale & Rose, 2015).

This mismatch between the available labor force and the demands of industry is especially concerning in California where the need for educated workers is estimated to outstrip supply by 2025 (Bohn, 2014). This skills deficit, coupled with an aging workforce and downward trending employment participation rates is likely to result in a lower standard of living in the state (Carnevale & Rose, 2015). With 2.1 million students enrolled across 115 colleges, California's community college system plays a prominent role in workforce training, delivery of certificate and degree programs, and preparation of students for transfer to four-year institutions (California Community College Chancellor's Office [CCCCO], 2017a). The open-access admission policies and relatively low cost of California's community college tuition rates make this network of 72 districts a highly accessible option for those seeking career advancement. Indeed, one-fifth of the nation's community college students are enrolled in California (CCCCO, 2017a).

### **Identifying Barriers to Academic Achievement**

Answering the call to supply students who have successfully matriculated is especially challenging because fewer than half of all students enrolled in the California Community Colleges system are likely to graduate (CCCCO, 2017a). The barriers to success are evident in the literature. Lengthy remedial course tracts coupled with student inability to carry at least 15 credit units per term have been identified as major deterrents



to educational goal attainment (Bailey & Cho, 2010; Jenkins & Bailey, 2017). The importance of building academic momentum was cited as a critical factor to academic achievement (Jenkins & Bailey, 2017). Since over 40% of California community college students are working either part-time or full-time, however, many are not able to build the momentum that serves as a positive factor in student success (Foundation for California Community Colleges [FCCC], 2017).

Additional deterrents to student success include learning behaviors and other influencing factors that under-prepared students characteristically exhibit as they enter their collegiate journey. These include weak study habits, varying degrees of internal motivation to focus on academic tasks, and feelings of academic anxiety (Heller & Cassaday, 2017). Unfortunately, when trying to identify specific institutional programs and services at community colleges that reduced these known barriers to student success, Clotfelter, Ladd, Muschkin, and Vigdor (2013) concluded that the variation among colleges in population, funding, curricular focus, and quality of instruction rendered it difficult to pinpoint singular institutional practices that may be uniformly applied to all. Lay (2010) also acknowledged the challenge presented in identifying institutional best practices across community colleges due to extremes of demographic, geographic, and cultural variability. Despite these acknowledged variations, the call for increased services to improve academic achievement is widespread and frequently includes suggestions for programs that target traditionally underserved student populations (David et al., 2013; Fisher, 2007; Heller & Cassidy, 2017; Lay, 2010; Sheppard, 2012; Shumaker & Wood, 2016).

## **California's Response**

As California's community college system grappled with the problem of low academic achievement and lengthy paths to educational goal attainment, the California legislature responded to the need to increase support for students by enacting two major programs: the 2006 Basic Skills Initiative (BSI) and the 2012 Student Success and Support Program (SSSP) (Illowsky, 2008; CCCCCO, 2016a). Both programs benefited from considerable allocation of restricted fiscal resources, referred to as categorical funds, that have been distributed across community college campuses, shaping the development of learning assistance and student support services (Canfield, 2013). The Student Success Act also mobilized funding to Student Equity programs, affirming the California legislature's longstanding, yet here-to-fore unfunded emphasis on enacting programs that provide equitable access to learning resources and support services often unavailable to underserved populations. Since its inception, the state provided over \$20 million dollars a year to BSI retention and success programs (Legislative Analyst's Office [LAO], 2016) and cumulatively well over \$890 million dollars to academic achievement, completion, and transfer strategies through the SSSP and Student Equity Program since 2012 (Gordon, 2017). Between 2014 and 2017, California community colleges received \$350 million to create new Student Equity programs and services for specific underrepresented student populations (CCCCO, 2017b). In 2017, the Chancellor's Office called for the integration of these student success initiatives, recognizing the shared goals, potential overlap, and need for resource coordination (CCCCO, 2017b).

## **The Role of Academic Libraries in Student Success**

Academic libraries play a significant role in student success. Although largely confined to the literature of library science, there exists a growing body of evidence attesting to library impact on student learning and academic success. In a study sponsored by the Association of College and Research Libraries (ACRL), Megan Oakleaf wrote a seminal work on learner assessment through library instruction and service participation. Oakleaf (2010) called upon libraries to directly link library instruction and library service program contributions to institutional missions and goals. She challenged librarians to demonstrate library impact on student learning through systematic evidence of academic improvement connected directly with student-librarian interactions and student-library service utilization. This study served as a catalyst for the creation and documentation of evidence-based correlation between library engagement and academic achievement.

This seminal study catalyzed libraries to adopt methods of assessment that used the same metrics as those used to assess student success initiatives: measures such as student enrollment, student retention, and student completion. A second study was commissioned, including over 200 participating institutions that were tasked with building further evidence of library impact on student learning and academic success. Karen Brown (2016) in her report of the first phase of results of the study, *Documented Library Contributions to Student Learning and Success: Building Evidence with Team-Based Assessment in Action Campus Projects*, presented a compelling body of evidence that demonstrated library contributions to student learning and success. The evidence reported by Brown (2016) documented improved grade point averages, strengthened

general education outcomes, and better assignment performance by students who participated in library instruction programs.

Additional evidence-based research correlated the use of electronic resources obtained by students through academic libraries with grade point average (Cherry, Rollins, & Evans, 2013). Haddow (2013) conducted research correlating library usage patterns with increased student retention. These examples indicated positive academic performance related to use of library materials and services, helping libraries demonstrate direct contribution to academic achievement in common success measures. The compelling outcomes positioned academic librarians to engage more fully in collaborative partnerships with classroom faculty to the benefit of student learners.

### **Mission Alignment and Value Conflicts**

As academic libraries adopted the same assessment metrics as those used to assess student success initiatives in education, new partnerships between academic libraries and student service programs emerged. Shortly after the release of funds for Student Equity programs in 2014, reports filed with the Chancellor's Office (CCCCO, n.d.) began to reveal the development of academic library-student services joint programs to carry out the goals of the legislation by using libraries to reach student populations designated to be assisted by the Student Equity funding. These unprecedented partnerships gave Student Equity programs a quick way to integrate into the existing fabric of college academic support services by using library staff, infrastructure, and processes to provide robust wrap-around student support services. They also created a data-rich, information driven environment for evidence-based study (CCCCO, n.d.).

These joint programs also presented challenges in mission alignment and value reconciliation. Student Equity programs promote student success through services that target underserved and underrepresented students. Libraries also promote student success, but the American Library Association (ALA) assertion of core values (2004) and professional code of ethics (2008) and the Association of College and Research Libraries (ACRL) standards for higher education (2011) require libraries to provide equal and democratic allocation of resources and materials to all students regardless of economic, ethnic, or other type of profile. The governing code of ethics for academic libraries states “all information resources that are provided directly or indirectly by the library, regardless of technology, format, or methods of delivery, should be readily, equally, and equitably accessible to all library users” (ALA, 2004, para. 3). Additionally, the ALA code of ethics protects students’ rights to privacy. Records of student information usage patterns are not generally kept, as privacy of information discovery is intrinsic to the library professional system of values. In order to meet the categorically funded requirements to limit services to subgroups of students, and to gather student usage data beyond what is traditionally retained in libraries, a process of careful reflection was required by partnership participants to ensure mutual program success.

### **Theoretical Framework**

Mezirow’s (1978) theory of transformational learning was used to interpret and understand this research because it created a framework to examine how professionals shape their world view. This theoretical framework of perspective transformation is especially applicable to adult learners who experience a disorienting dilemma or trigger event that puts into motion stages of reflection and analysis as the participants in the new

partnerships work toward problem-solving and creative resolution of conflict (Mezirow, 1994). Mezirow (1978) identified stages of perspective transformation that help shape meaning as adult learners analyze, understand, and ultimately integrate a sense of life events. As the library personnel wrestled with unfolding dilemmas of how to adhere to professional values of patron equality and privacy, their reflective and analytical processes may be understood when viewed through the stages of Mezirow's perspective transformation learning theory.

### **Research Gap**

“The effectiveness of any educational practice depends on its specific design and quality of implementation” (Center for Community College Student Engagement, 2012, p. 5). In an environment where students continue to experience low completion rates as significant resources are directed toward the development and deployment of targeted student support programs, it is crucial to conduct studies that further the knowledge of how to effectively improve program chances of success (CCCCO, 2017d). Because partnerships between categorically funded community college student success programs and academic library services are new and just forming in the California community college system, there is little research that addresses the perspectives and processes that may need to be addressed to assist with the design of successful joint programs. This study, with its focus on the value conflicts of equity versus equality, privacy versus data capture and assessment, provides first-hand insights into the measures taken to resolve partnership conflicts and contributes to a gap in the literature surrounding how to create mission alignment when value and logistical discrepancies exist. This research identifies the barriers and best practices in the literature of relevance to community college student

achievement and examines the literature supporting library contributions to the same. This study informs the knowledge gap in education literature about the impact of libraries in foundational education and contributes to the growing body of evidence surrounding library participation in outcomes-based student success programs. This research is timely because it has the potential to directly inform resource allocation decisions made by community colleges when considering how special intervention funding should be spent to best achieve student success outcomes.

### **Statement of the Research Problem**

The United States faces a post-Great Recession skills deficit that has resulted in greater demand for a college-educated workforce (Achieve, 2012; Biroonak & Kaleba, 2010; Carnevale & Rose, 2015). Driven by market shifts caused by technological innovation and globalization, this increased demand calls for middle skill competencies gained through education acquired beyond the secondary level but not to the extent represented by a bachelor's degree. These competencies range in scope from technical and soft skills to critical thinking capabilities (Carnevale & Rose, 2015).

Community colleges play a prominent role in providing a skilled workforce, particularly the California community college systems, which enrolls 2.1 million students annually for workforce training, certificate and degree attainment, and in preparation for transfer to four-year institutions (CCCCO, 2017a). Labor force demands are especially concerning in California where the need for educated workers is estimated to outstrip supply by 2025 (Bohn, 2014). At the same time, the pressure to provide college educated students who reached degree attainment is especially challenging because fewer than half

of all students enrolled in California community colleges are likely to graduate (CCCCO, 2017a).

In response to the need to improve student chances of certificate and degree completion, California legislated a series of categorically funded programs to improve student success (CCCCO, 2016; Illowsky, 2008). These programs call for increased services to create an academic environment for equitable achievement with a focus on helping student populations traditionally identified as underserved (David et al., 2013; Fisher, 2007; Heller & Cassidy, 2017; Lay, 2010; Sheppard, 2012; Shumaker & Wood, 2016). As funds for categorically identified Student Equity programs were released into California's community college system beginning in 2014, new partnerships between academic libraries and categorically funded student services were formed to develop student success programs (CCCCO, n.d.). These unprecedented partnerships gave the legislated Student Equity programs access to college academic support services to quickly deploy and provide robust wrap-around student support services to targeted groups of underserved populations.

These promising new partnerships also presented a unique challenge of mission alignment. Student Equity programs promote student success through a focus on underrepresented populations and require the ability to track student performance for outcome analysis. Libraries also promote student success, but the ALA professional code of ethics (2004) and ACRL standards for higher education (2011) require libraries to provide equal and democratic allocation of resources and materials to all students regardless of economic, ethnic, or other type of profile. Additionally, the right to privacy is protected through the ALA and patron records that would reveal student information



usage patterns needed by the categorically funded programs are not generally captured by libraries.

A review of the literature indicated a strong history of library support for equity and diversity through outreach programs, particularly in public library systems that adjust services to meet changing demographics of populations served (Hill, 2017; Holt & Holt, 2010; Mars, 2012; Osborne, 2004; Roy, Barker, Hidalgo, & Rickard, 2016; Usherwood, 2007). Academic library literature presented a specific focus on diversity awareness and a sensitivity to inclusive services, collections, and facilities, and exhibit cultural competence (Biando Edwards, 2015; Branum & Masland, 2017; Switzer, 2008; Welburn, 2010). The ethical commitment to patron privacy and associated growing concern among the library community regarding how to protect unwitting and vulnerable patrons from identity exposure was also frequently discussed in the literature, particularly in the contexts of online surveillance and big data analytics (Berman, 2018; Farkas, 2018; Jones & Salo, 2018; Macrina, 2016).

Because partnerships between categorically funded community college student success programs and academic library services are new and recently formed in the California community college system, there is little research that addresses the value perspectives that need to be reconciled. Correspondingly, there is little research that reflects the logistical processes that need to be established to design successful joint programs. To understand the challenges in the partnership process and develop sustainable wrap-around student services, research that informs the knowledge gap in the literature about the mission and role of libraries in foundational education at the community college level and within the operating parameters of restrictive categorical

funding requirements would contribute to successful library support of outcomes-based student achievement programs.

### **Purpose Statement**

The purpose of this phenomenological qualitative study is to identify and describe the value conflicts and operational concerns perceived by community college library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations and to identify and describe the actions necessary for implementation of the programs.

### **Research Questions**

This study was guided by one central question that addressed partnership-based library services from the lens of the library personnel involved in program implementation. The central question was divided into three sub-questions to investigate value conflicts, operational concerns, and possible solutions.

#### **Central Research Question**

How do library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations identify and describe the value conflicts and operational concerns created by the programs and the actions and services necessary for their implementation?

#### **Sub-questions**

1. How do community college library personnel describe the perceived value conflicts they experienced while implementing new partnership-based library services that carry out legislated programs for underserved student populations?

2. How do community college library personnel describe the perceived operational concerns they experienced while implementing new partnership-based services that carry out legislated programs for underserved student populations?
3. What actions and services do community college library personnel identify and describe as being necessary for the successful implementation of new partnership-based library services that carry out legislated programs for underserved student populations?

### **Significance of the Problem**

Community colleges provide the knowledge, skills, and competencies necessary to meet the growing national demand for a college-educated workforce (Carnevale & Rose, 2015; H. Johnson, Cuellar Mejia, & Bohn, 2015). The workforce skills gap is of special concern in California where the need for college-educated labor is estimated to outstrip supply by 2025 (Bohn, 2014). California's community colleges are challenged to meet this predicted demand because fewer than half of students enrolled graduate (CCCCO, 2017a). In response to the poor record of student performance, the California state legislature directed categorical funding to student success programs to help students attain educational objectives (CCCCO, 2016; Illowsky, 2008). Some are equity-focused programs that allocate resources specifically to student populations traditionally identified as underserved (David et al., 2013; Fisher, 2007; Heller & Cassidy, 2017; Lay, 2010; Sheppard, 2012; Shumaker & Wood, 2016). Academic libraries are becoming a partner in the delivery of these new services but must reconcile ethical issues that conflict

with professional standards of equitable resource allocation, equitable application of policies and services, and protection of patron privacy (ALA, 2004; ACRL, 2011).

This study explored a new issue facing academic library personnel asked to deliver services from legislated programs that target segments of the student population. It filled a research gap that investigates the value conflicts between academic library services and categorically funded grant programs that could contribute to the successful development and delivery of legislated services offered through academic libraries. The results of this study contributed to the literature about the mission and role of libraries in foundational education at the community college level and could be of use in the successful design of outcomes-based student achievement programs that rely on library partnerships. In addition, the results of this study may assist higher education policy makers to understand unintended consequences that arise as newly legislated programs with restricted categorical funding are integrated into the existing landscape of academic library programs, policies, and services.

### **Definitions**

**Categorical funding.** A type of state funding designated by the legislature for specific purposes and programs (Canfield, 2013).

**Chancellor's Office.** The administrative office of the California Community Colleges system. The Chancellor's Office provides leadership, advocacy and support under the direction of the California Community Colleges Board of Governors. The California Community Colleges system is the largest higher education system in the United States.

**Library professional code of ethics.** A document used by the members of the library profession that “translates the values of intellectual freedom that define the profession of librarianship into broad principles [for use] as a framework for dealing with situations involving ethical conflicts” (ALA, 2017, para. 1).

**Library student privacy.** The protection of a student’s “right to privacy and confidentiality with respect to information sought or received and resources consulted, borrowed, acquired or transmitted” (ALA, 2008, para. 7).

**Student Success and Support Programs (SSSP).** Programs funded by the California state legislature to implement core services including “orientation, assessment...counseling, advising, and other educational planning services” and follow up for at-risk students (LAO, 2016, p. 7).

**Student Success and Support Programs: Student Equity.** The Student Equity Program is a subset of programs categorially funded through the SSSP. Every community college in California that participated in Student Equity programs was required to submit a plan to qualify for SSSP funding. The focus of the Student Equity program is “to ensure equal educational opportunities and to promote student success for all students” (CCCCO, 2017c, para. 2).

**Underserved students.** Students defined by the Chancellor’s Office as being in disadvantaged populations that may be impacted by issues of equal opportunity. In the context of the categorically funded Student Equity programs, underserved students may include “current or former foster youth, students with disabilities, low-income students, and veterans...[and] American Indians or Alaskan natives, Asians, native Hawaiian or

other Pacific Islanders, Black or African American, Hispanic or Latino, White, some other race, and more than one race” (CCCCO, 2017c, para. 2).

### **Delimitations**

This study was delimited to academic library personnel in the California Community Colleges system who participated in the development and implementation of Student Equity funded programs through library services during the academic years of 2014-15 through 2017-18.

### **Organization of the Study**

Chapter I described the research problem, purpose, research questions, and significance of the study. Chapter II presents a review of the literature to provide contextual information about significant changes in U. S. workforce driving the need for college-educated graduates and challenges meeting this growing demand that California tried to address through legislated programs. Chapter II also describes the role of academic libraries in student success and addresses instances of mission alignment and value conflicts between academic libraries and legislated student success initiatives. Chapter III describes the research design and methodology of the study, including population, sample, and data collection and analysis procedures. Chapter IV presents the results and analysis of findings. Chapter V concludes with a summary of findings, conclusions, and recommendations for further study.

## CHAPTER II: REVIEW OF THE LITERATURE

This chapter establishes context and a basis for the investigation of the lived experiences of library professionals who participated in categorically funded student success partnership programs between 2014 and 2017 in the California community college system. The review of relevant literature occurs in five thematic areas. Change drivers in workforce demand that affected higher education are reviewed with specific focus on the California community college system. California's barriers to producing sufficient college graduates to meet workforce demand, and subsequent programmatic responses are then investigated, with particular attention on categorically funded initiatives. Literature regarding the role academic libraries play in student success programs is reviewed, followed by identification of potential mission alignment and value conflicts between libraries and state-funded student success programs. A theoretical and conceptual framework associated with professional value articulation and transformative growth is discussed. The chapter identifies gaps in the research to support the purpose of this study and concludes with a summation of the literature. A synthesis matrix was used to help organize the literature (Appendix A).

### **Changing Workforce Demands**

As the information age flourished in industrialized nations, researchers observed a widening gap in income disparity between rich and poor in the United States tied to the changing nature of the labor market (Autor & Dorn, 2013; Boehm, 2014). The concentration of jobs at the extreme ends of income distribution appeared in economic and education literature spanning from the 1980s to present (Autor & Dorn, 2013; Boehm, 2014; Kuttner, 1983). Researchers observed economic polarization of wealth

that caused the erosion of the middle class and limited socioeconomic mobility for those functioning in low-wage, low-skilled jobs (Meltzer et al., 2013; Kuttner, 1983). Market drivers including the rapid introduction of innovative technologies, ongoing transition from manufacturing to knowledge economies, and displacement of low-skilled labor caused by marketplace globalization contributed to economic disparity and changing labor demand (Acemoglu & Autor, 2010). A recent study into the income inequality in the United States concluded that the same market forces of technological advancement and globalization driving economic change were reducing the effectiveness of American workforce development (Burrowes et al., 2014). As automation moved production-oriented industries to lower-wage locations, the education and training required to perform new technology-augmented jobs continued to increase (Autor et al., 2003; Bell, 2017).

### **Growing Importance of Post-Secondary Education**

Changes in the workplace associated with the growth of knowledge economies increased the demand for a college-educated labor pool worldwide (ILO, 2010). Many industrialized nations placed emphasis on improving workforce access to higher education in order to diminish the social and economic inequalities caused by income polarization (OECD, 2014). While European countries intensified workforce focus on higher education, reports from the OECD (2014) indicated that the United States fell behind many OECD countries in terms of college completion rates. This increased demand for college-educated labor is highly focused on those graduates who possess market skills that can be readily applied to new job sectors (Burrowes et al., 2014). An analysis of post-recession economic growth in the United States related to education



revealed an emergence of a national skills deficit that calls for increased college-level education with industry alignment to address the growing skills gap (Achieve, 2012; Biroonak & Kaleba, 2010; Carnevale & Rose, 2015).

The lack of a skilled labor force to meet rising demand stands to negatively impact economic growth as jobs remain unfilled and wages are driven higher due to labor shortages (Leins, 2017). In their longitudinal study of the impact of technological change on job skill demand, Autor et al. (2003) noted that between 1970 and 1998, an estimated 60% of the skills required to perform tasks associated with job completion shifted toward requiring college education. They further attributed this need for increased tertiary education to the application of technology to perform routine tasks, thereby creating the framework to require more sophisticated cognitive processes of the labor force. More highly educated workers are needed to perform sophisticated, non-routine, and unpredictable tasks that call for critical thinking competencies and problem-solving skills (Autor et al., 2003).

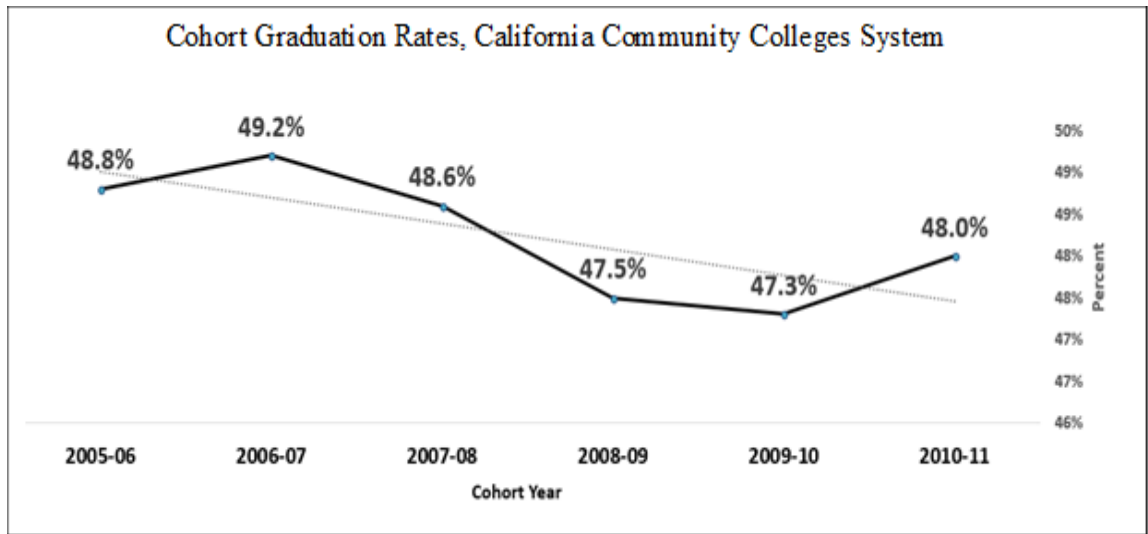
Without educational attainment, key populations are excluded from economic recovery while jobs in growth industries remain unfilled (Gillespie, 2015). Research indicated that businesses struggled to fill vacant positions while unemployed and underemployed workers struggled to be hired (Achieve, 2012; Burrowes et al., 2014). A significant contributing factor to this employment conundrum is the lack of an adequately skilled labor force available to supply the increasing demand for jobs requiring middle skills (Achieve, 2012; Leins, 2017). These positions ask workers to have more education than high school, but less education than a bachelor's degree. Middle skill competencies range in scope from technical skills to soft skills to critical thinking capabilities

(Carnevale & Rose, 2015). In response, calls for increased partnerships between industries and higher education for workforce development appear in literature as researchers, educators, and policymakers attempt to address the skill deficit (Meltzer et al., 2013).

### **Workforce Training and the California Community College System**

The struggle to provide sufficient skilled labor to meet the demands of industry is especially concerning in California where the need for educated workers is estimated to outstrip supply by 2025 (Bohn, 2014). Researchers further predicted that the phenomenon of an aging workforce combined with downward trending employment participation rates is likely to result in a lower standard of living (Carnevale & Rose, 2015). With 2.1 million students enrolled across 115 colleges, California's community college system plays a prominent role in workforce training and delivery of certificate and degree programs (California Community College Chancellor's Office [CCCCO], 2017a).

Recognizing that an educated labor market is linked to economic vitality, state governments and industry leaders are turning to community colleges to supply workers who possess sufficient middle skills to fulfill awaiting jobs (Carnevale & Rose, 2015). Finding ways to bridge the skills gap and prepare students to be successful in the current employment landscape is particularly challenging as fewer than half of students enrolled in California community colleges are likely to graduate (CCCCO, 2017a; Leins, 2017). A longitudinal analysis of graduation rates from six years of student cohorts in the California Community Colleges system shows that less than half of all enrolled students reached degree attainment (Figure 1).



*Figure 1.* Cohort graduation rates in the California Community Colleges system for academic years 2005 through 2010. Source: CCCCCO, 2017a.

As community colleges struggle to improve completion rates, the length of time to degree completion is hindered by the high number of foundational courses needed by incoming students. Developmental courses are required for over 60% of students entering community college to become college ready (Bailey & Cho, 2010). Compounding the situation, rates for degree attainment for first-time community college students dipped as low as 39% (Korn, 2017). Although once considered to be two-year colleges, state matriculation data revealed only 12% of California’s community college students graduate with an associate degree in two years (Public Policy Institute of California [PPIC], 2016). In this context of rising demand and poor achievement rates, community colleges must grapple with ways to increase enrollment, improve persistence, and shorten the time taken to degree or certificate attainment.

### **Barriers to Academic Achievement**

The pressure to supply students who successfully attained certificates and degrees is especially challenging due to consistently low graduation rates (CCCCO, 2017a). The

barriers to successful degree attainment are readily identified in the literature of higher education. Bailey and Cho (2010) cited the lengthy remedial courses that developmental students must complete to reach college readiness as a major deterrent to graduation. Jenkins and Bailey (2017) in subsequent research noted that students who were unable to commit to a regimen of 15 credit units per term in their first year in college were less likely to persist. The authors stated that students who carried a full credit load in their first year of college built an academic momentum that resulted in significantly higher graduation rates (Jenkins & Bailey, 2017). With over 40% of California community college students working either part-time or full-time, these students cannot build the momentum that serves as a positive factor in student success (Foundation for California Community Colleges [FCCC], 2017). The high percentage of part-time students face compounding barriers. A study of the characteristics of community college students found that 37% of part-time students cared for dependents a minimum of 11 hours a week and 40% took classes at night due to competing demands (Center for Community College Student Engagement, 2012).

Additional research into the possible deterrents to student success focused on characteristics that predispose a student away from educational goal attainment and academic completion. Heller and Cassaday (2017) identified student-specific learning behaviors that are significant barriers to success, including weak study habits, varying degrees of internal motivation to focus on academic tasks, and the widespread presence of academic anxiety. Other authors traced these behaviors to a fundamental lack of student preparedness with roots in primary and secondary school. Fisher (2007) cited overcrowded classrooms and underprepared teachers and counselors in the California

public school system as early barriers to success. This lack of scholastic readiness is exacerbated for minority students who live in low-income areas with limited tax bases to adequately support public schools. The deleterious effects of under-funding education extended to the tertiary level as Meltzer et al. (2013) observed students from lower income families were less likely to enroll and succeed in college. They pointed out that the trend away from college enrollment paralleled the decline in federal funding that would offset the rising costs of college attendance (Meltzer et al., 2013).

### **Factors that Improve Academic Achievement Outcomes**

In his analysis of effective student success program criteria, Lay (2010) confirmed the importance of full-time attendance, access to support services, and participation in academic and social cohorts to foster positive student engagement. Lay (2010) also acknowledged the challenge in replicating institutional best practices across community colleges due to extremes of demographic, geographic, and cultural variability. Even with these acknowledged variations, the call for increased services to improve academic achievement was widespread in the literature and frequently included suggestions for programs that target traditionally at-risk or underserved student populations (David et al., 2013; Fisher, 2007; Lay, 2010; Sheppard, 2012; Shumaker & Wood, 2016). These suggestions included requests for services that target other historically underrepresented identity-based groups (Carrasquillo, 2013; Lay, 2010; Sheppard, 2012; Shumaker & Wood, 2016, Sousa, 2013).

Of relevance to student success research in community colleges is the Heller and Cassady study (2017), which found that the typical community college learner was more heavily impacted by external contextual factors than students attending four-year

institutions. The authors concluded that the “social context and educational environment become most influential to their academic success” (p. 446) and urged community colleges to offer social support resources that combine peer interaction with learning materials to reinforce shared learning experiences. Recognizing the complexity and diversity unique to community college student populations, the authors posited that social and environmental support mechanisms were most likely to influence student outcomes. They suggested the creation of a positive social experience could promote increased student access to support services and resources that lead to student success. Heller and Cassaday (2017) further advocated that social interactions had significant positive impact on success among community college students because this population had less familiarity with the academic resources available and was more likely to obtain support through the conduit of social networks. When trying to identify specific institutional programs and services at community colleges that reduced the barriers to student success, however, Clotfelter et al. (2013) concluded the variation among colleges in population, funding, curricular focus, and quality of instruction rendered it difficult to pinpoint singular institutional practices that may be uniformly applied to all.

### **California’s Legislated Responses to Academic Underachievement**

The literature indicated that low success rates of educational goal attainment were especially pronounced among underserved students (Cooper et al., 2014). This achievement gap is not new; in his landmark study, *Equality of Educational Opportunity*, James Coleman (1966) observed that the socioeconomic status of a student was a strong indicator of chances of academic success. This factor in the underachievement conundrum repeatedly appears in educational literature spanning the decades since the

publication of his post-civil rights era report. Dulabaum (2016) noted that students of color were more likely to drop out than all other student populations, and significantly so for males. Fisher (2007) observed the achievement gap between student populations is particularly pronounced in California's Latino populations.

In response to the need to elevate students to college-readiness and improve their chances of degree attainment, the California legislature enacted two landmark programs to improve student success. The Basic Skills Initiative was launched in 2006, and the Student Success and Support Program began in 2012 (CCCCO, 2016; Illowsky, 2008). Both programs benefited from considerable allocations of fiscal resources, referred to as categorical funds, distributed across community college campuses (Canfield, 2013). Since its inception, the state provided over \$20 million dollars a year to BSI retention and success programs (LAO, 2016) and cumulatively well over \$890 million dollars to academic achievement, completion and transfer strategies through SSSP (Gordon, 2017).

Recognizing the need to reduce the longstanding and persistent equity gap among student populations, the SSSP also mobilized funding to Student Equity programs. This measure affirmed the California Legislature's longstanding emphasis on enacting programs that provide equitable access to resources and support services often unavailable to underserved populations. Between 2014 and 2017, California community colleges received \$350 million to create new Student Equity programs and services for specific underrepresented student populations (CCCCO, 2017b). CCCCCO (2017b) called for the integration of these student success initiatives, recognizing the shared goals, potential overlap, and need for resource coordination.

## **The Role of Academic Libraries and Student Success**

The role of academic libraries in education literature about student success initiatives is noticeably absent and has been for decades. As far back as 1977, research by Breivik called educational literature “singularly lacking in consideration of the role of academic libraries” regarding library contribution to learning assistance programs (as cited by Roselle, 2008, p. 24). More than 30 years later, Roselle’s (2008) review of literature highlighted the same absence of integration of library services and information literacy instruction into the landscape of developmental education. Roselle (2008) observed that library science literature held increasing evidence of collaboration between librarians and discipline faculty, but the bulk of reports were isolated case studies that did not assess achievement outcomes in metrics similar to those used in the growing body of student success reports.

A shift in library assessment research began to appear in the literature in 2010. Commissioned by the Association of College and Research Libraries (ACRL), Megan Oakleaf (2010) wrote a seminal work on learner assessment through library instruction and library service participation. She called upon libraries to directly link library instruction and service program contributions to institutional missions and goals. She challenged librarians to demonstrate library impact on student learning through systematic evidence of academic improvement connected directly with student-librarian interactions and library service utilization. She called for assessment instruments aligned with college learning outcomes and integration with classroom assignments. To get a clear picture of library contribution to academic learning, she advocated librarians move away from sporadic and disconnected instruction (Oakleaf, 2010).



Because of her report, libraries began adopting methods of assessment using the same metrics as those used to assess student success initiatives, such as student enrollment, retention, and completion. ACRL commissioned a three-year study with over 200 participating institutions to build evidence of library impact on student learning and academic success. Karen Brown (2016) documented the first phase of results, which presented a compelling body of evidence demonstrating library contributions to student learning and success. The evidence reported by Brown (2016) was tangible and concrete, showing improved grade point averages, strengthened general education outcomes, and better assignment performance by students who participated in library instruction programs.

Other evidence-based research examining different aspects of library impact on student success are beginning to appear, albeit still isolated to library science literature rather than in more broadly scoped educational publications. Cherry et al. (2013) correlated use of electronic resources with grade point average showing positive increases based on use of library materials. Haddow (2013) conducted research correlating library usage patterns with student retention. These examples help libraries demonstrate direct contribution to academic achievement on common success measures. The compelling outcomes position academic librarians to engage more fully in collaborative partnerships with classroom faculty to the benefit of student learners.

### **Academic Libraries and Legislated Program Partnerships**

Reports of academic library impact on student achievement revealed a new partnership between academic libraries and student service programs to use categorical funds to build targeted student success programs. As funds for Student Equity were

released into the California Community Colleges system beginning in 2014, reports filed with the Chancellor's Office began to reveal development of academic library-student services joint programs to carry out the goals of the Student Equity legislation by using libraries to reach identified segments of student populations designated to be assisted by Student Equity funding (CCCCO, n.d.). These unprecedented partnerships gave Student Equity programs a way to quickly integrate into the existing fabric of college academic support services by using library staff, infrastructure, and processes to provide wrap-around student support services. They also created a data-rich, information-driven environment for evidence-based study.

### **Potential Conflicts: Equal Access and Patron Privacy**

As promising as this new partnership of services is, potential conflicts in mission alignment exist between categorically funded programs and the mission of academic libraries. The restrictive terms of the legislated funding presented a unique challenge: how two professional entities (academic librarians and Student Equity grant fund administrators) reconcile value differences between the code of ethics under which academic libraries operate and the mission of the Student Equity legislation. Specifically, Student Equity programs promote student success with a focus on subsets of underserved and underrepresented students. Libraries also promote student success, but the American Library Association (ALA) assertion of core values (2004) and professional code of ethics (2008) and the ACRL standards for higher education (2011) require libraries to provide equal and democratic allocation of resources and materials to all students regardless of economic, ethnic, or other type of profile. The governing code of ethics for academic libraries states "all information resources that are provided directly or indirectly

by the library, regardless of technology, format, or methods of delivery, should be readily, equally, and equitably accessible to all library users” (ALA, 2004, para. 3). Additionally, the ALA code of ethics protects students’ rights to privacy to the point that records of student usage patterns are not generally tracked or retained, as privacy of information discovery is intrinsic to the library professional system of values. However, to provide Student Equity grant partners with the data needed to assess program outcomes, academic library participants had to address this potential conflict and at times shift perspectives to find compatible and shared partnership goals and operating procedures (Breeding, 2018).

### **Libraries and Equity**

Equitable access to information is a guiding principle identified by the ALA as a component of the mission and priority of the profession. Libraries have a well-documented history of commitment to social and demographic changes of the populations they serve. A review of library science literature from the last quarter of the 20<sup>th</sup> century to present time shows responsive outreach and services to underserved populations that mirrors changing societal needs. Shifting demographics from the mid-1970s because of global migration patterns and increased refugee activity resulted in extensive library programs tailored to support the integration of immigrant populations into the social fabric of vibrant communities (Cart, 1992; Dowling, 2017; Koerber, 2016; Larrotta, 2017). When economic pressures of the 1980s and 1990s resulted in more children of employed parents being left in the care of libraries after school, Willett (1988) and Brass (1997) called for increased after school programming to create an environment of safe enrichment for this vulnerable population. Similarly, at the turn of the 21<sup>st</sup>

century, the literature reflects library recognition of the need to mitigate the increasing socioeconomic digital divide by creating inclusive services that provide pathways to community engagement and economic security targeting rural and low-income populations (Agosto, 2005; Horrigan, 2015; Real, Bertot, & Jaeger, 2014). Cultural and social inclusivity programs extended to growing senior demographics, veterans, LGBTQ, and underserved ethnic populations are also present in the literature (Hill, 2017; Holt & Holt, 2010; Mars, 2012; Osborne, 2004; Roy et al., 2016; Usherwood, 2007).

Academic library literature presents a specific focus on diversity awareness and a sensitivity to services, collections, and facilities that exhibit cultural competence (Biando Edwards, 2015; Branum & Masland, 2017; Switzer, 2008; Welburn, 2010). However, equity models for libraries focus on inclusive services for all segments of society rather than creation of special and separate services. When equity programs are segregated from other library models of service, this separation inadvertently creates inequity in resource allocation (Osborne, 2004). Although underrepresented populations are targeted with equity in mind, the call to action for libraries is a commitment to inclusive service delivery that includes engagement and involvement of the entire community and its stakeholders (Osborne, 2004). This inclusive approach is evident in the practical and logistical delivery of equitable services. Library services are designed and delivered to meet the needs of the intended population without becoming exclusive or segregational in nature. Library partners must address the challenge of how best to honor professional value commitments toward inclusive and equal delivery of service while collaborating with grant partners who may require an element of exclusivity in program design in order

to meet the needs of target populations as part of larger institutional objectives (Vine, 2018).

### **Libraries and Privacy**

Libraries serve as strong and vocal advocates for the patron right to free and private discovery of information. Rooted in concerns over censorship in a pre-World War II environment, the ALA drafted a Library Bill of Rights that stated the profession's position on intellectual freedom (Garnar & Maji, 2015). Changing external pressures necessitated regular review and refinement of the profession's initial statement of core values to reflect the concerns of the time. These reflective revisions led to the development of a formal code of ethics of the ALA (2008) and the establishment of an Office of Intellectual Freedom to espouse and defend threats to unfettered and un-surveilled access to information (Diaz & LaRue, 2018). The literature indicated that the profession's defense of patron rights to privacy was severely tested during times of war and perceived threats to national security. Garnar and Maji (2015) cited demands on libraries for confidential circulation records during the Vietnam war to reveal "persons reading materials about explosives and guerrilla warfare" (p. 12) and again in the late 1980s as confrontations between the Office of Intellectual Freedom and the Federal Bureau of Investigation (FBI) erupted over FBI insistence on access to reading habits of "suspicious-looking foreigners" (p. 13). Demands for access to patron reading habits continued into the 1990s and intensified in 2001 with the development of the PATRIOT Act, leading the ALA to issue a resolution declaring that the library profession "opposes any use of governmental power to suppress the free and open exchange of knowledge and information or to intimidate individuals exercising free inquiry" and that the PATRIOT

Act represents “a present danger to the constitutional rights and privacy rights of library users” (“Resolution on the USA PATRIOT Act,” 2003, para. 7).

Library defense of patron privacy continued to evolve in the 21<sup>st</sup> century as reflected in the literature regarding the library as an advocating professional body for the guardianship of intellectual freedom. Technological innovations that made it easier to disseminate, share, and discover information presented new challenges for upholding patron privacy rights. Zimmer (2013) noted that in libraries, “users’ intellectual activities are protected by decades of established norms and practices intended to preserve patron privacy and confidentiality” (p. 30). Library science literature on privacy rights in the 21<sup>st</sup> century reflects awareness that trends toward personalization of digital information services, including those that retain user search topics, information selection habits, and browser activity, are in conflict with these rights (Ayre, 2017; Berman, 2018; Macrina, 2016; Nichols Hess, LaPorte-Fiori, & Engwall, 2015; Zimmer, 2013). The longstanding intellectual freedom concerns associated with collecting, tracking, and storing library patron data were further exacerbated by the 2018 Federal Communications Commission’s repeal of net neutrality rules (Collins, 2018; Pekala, 2017). As Internet privacy standards loosen, monetization of browser habits and overt surveillance of information discovery is shifting toward the norm (Pekala, 2017).

This surveillance of user patterns now extends into learning behaviors of students as well. The rising use of learning analytics in the education sector is reflected in recent literature. In the 2016 edition of the annual higher education trend-watch publication, *The Horizon Report* identified learning analytics as a natural extension of digital learning coming into prominence (L. Johnson, Adams Becker, Cummins, Estrada, Freeman, &

Hall, 2016). Interactive digital learning tools present the ability to capture information about student performance that may be used to build responsive support systems for faltering learners. As educators seek to improve success and retention rates by analyzing student learning behaviors, librarians increasingly participate in data mining exercises with information gleaned from library use patterns, research assistance interactions, research database usage, and information literacy instruction (Breeding, 2018; Jantti & Heath, 2016; Oakleaf, 2016; Renaud, Britton, Wang, & Ogihara, 2015). As promising as it is for libraries to participate in larger institutional initiatives, some in the field of library science question the ethical conflicts associated with the use of learning analytics in the context of library professional commitments to intellectual freedom (Berman, 2018; Farkas, 2018; Jones & Salo, 2018).

In response to intellectual freedom concerns, some authors called for limiting collection of user information and for stringent privacy policies (Ayre, 2017, Pekala, 2017). The competing interests of privacy and effective data analytics are “deeply troubling for libraries, whose professional ethics embody the values of privacy and intellectual freedom (Pekala, 2017, p. 49). If libraries adhere to their core values, the question becomes, how do they reconcile the demands for data analytics requested of partner programs seeking verifiable proof of program outcomes?

### **Theoretical Framework**

This phenomenological study allowed the researcher to investigate how library partnerships with categorically funded equity programs were experienced by library personnel and what meaning they assigned to that experience. This research explored how participants reflected upon this phenomenon using Mezirow’s (1978) theory of

transformational learning and perspective development as a framework for inquiry.

Developed as a comprehensive understanding of the process of adult learning, Mezirow's (1978) theory explores ways existing assumptions influence perspective and how these assumptions are revised to incorporate a new world view when a motivating event occurs. The library personnel were placed in a situation that could potentially challenge their professional values and established perceptions of library services and operations. This situation, in the context of Mezirow's theory, created a "loss of a point of orientation" (Mälkki and Green, 2014). Mezirow's (1978) framework provides a means to investigate shifts in perspective and posits that perspective taking, which involves acknowledging, and perhaps even incorporating the perspective of others, is a fundamental component of the adult learning process. This transformational process involves a conscious and reflective recognition of one's values and perspectives as other world views are considered.

Mezirow's theory of transformational learning is used to interpret and understand this research because it creates a framework to examine how professionals shape their world view. One's world view is influenced by psychological, social, and cultural assumptions and is subject to change and revision based on life experiences (Taylor, 1997). This theoretical framework is especially applicable to adult learners who experience a disorienting dilemma or trigger event that puts into motion stages of reflection and analysis, such as what would be required for reconciling an ethical dilemma (Mezirow, 1994). The framework of transformative learning is multifaceted and wide in scope, as evidenced by Mezirow's initial (1978) identification of 10 distinct



stages of development that help shape meaning as adult learners analyze, understand, and ultimately integrate life events:

1. Disorienting dilemma or triggering event
2. Critical reflection to examine existing reaction, feelings, and response
3. Critical assessment of existing assumptions
4. Recognition that discontent is shared with others
5. Exploration of new roles, relationships, and actions to redefine world view
6. Planning a course of action
7. Acquisition of knowledge to carry out new plan of action
8. Provisional attempt to try new approach
9. Increased confidence and competence in new understanding
10. Reintegration of life event based on new perspective to construct new meaning

This theory relied strongly on critical self-reflection of existing assumptions (Kitchenham, 2008). As Mezirow (1998a) continued to develop his theory, he consolidated the stages in transformational learning and refined the concept of self-reflection to more deeply examine elements of critical analysis. He noted that the transformational learning involved broad-based dialogue and discourse that is both reflective and integrative of the learner's experience (1998b). As depicted in Figure 2, the process of self-reflection of existing assumptions takes into consideration four factors that shaped one's current value system and world view.

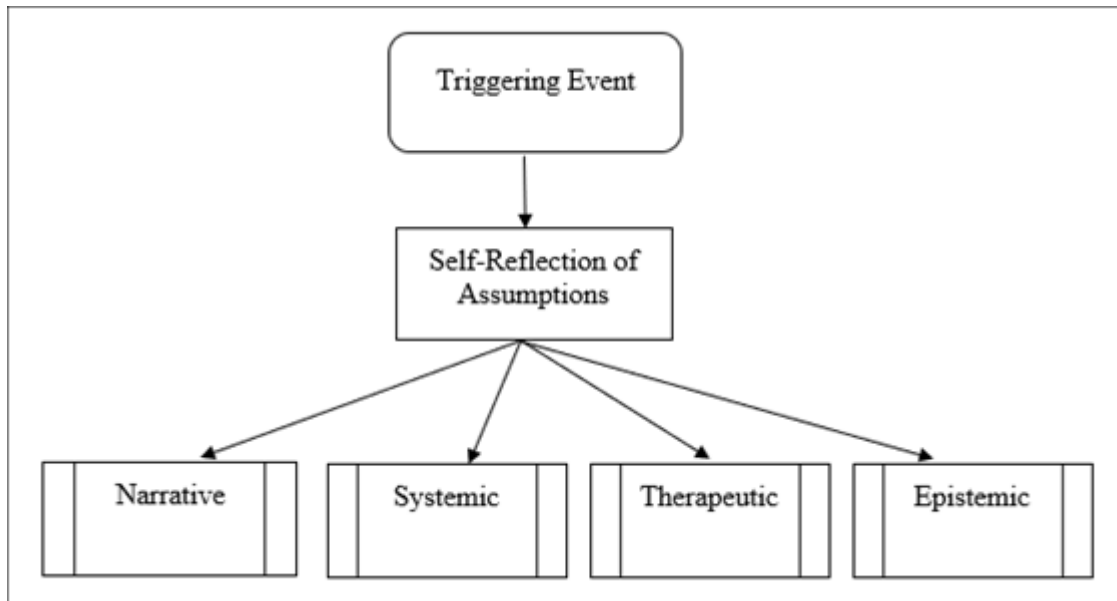


Figure 2. Aspects of critical self-reflection. Adapted from Mezirow (1998a).

The subroutines of narrative, systemic, therapeutic, and epistemic reflection each represent different aspects of analysis (Kitchenham, 2008; Mezirow, 1998a). A narrative reflection on assumptions invites (1) examination of the triggering event based on something told or related to oneself and (2) a process of internal exploration. A systemic reflection looks beyond internal motivations and invites consideration of social and cultural factors that may shape one’s assumptions and worldview. Therapeutic self-reflection invites an analysis of the feelings associated with the triggering event and one’s emotional response. The epistemic analysis invites the broadest consideration of contextual factors that may influence assumptions regarding the triggering event (Kitchenham, 2008; Mezirow, 1998a).

Transformational learning theory examines the assumptions and values that inform individual perspective. In a phenomenological investigation of lived experiences about a specific event, such as a new library partnership where value conflicts may arise, this theoretical framework is well-suited as a lens through which to explore the

experiences of a group of professionals who share similar work-related value structures and operational frames of reference. As the library personnel wrestled with unfolding dilemmas of how to adhere to professional values of patron equality and patron privacy, their reflections, responses, and potential reframing of meaning may be analyzed and understood in the context of Mezirow's stages of perspective transformation.

### **Summary**

This review of the literature revealed an increasing demand for a college-educated workforce to meet documented market shifts caused by technological innovation and globalization. Calls for middle skills competencies in the literature ranged from technical and soft skills to critical thinking capabilities. The lack of a skilled labor force stands to negatively impact economic growth as jobs remain unfilled, wages are driven higher due to labor shortages, and systemic economic polarization becomes entrenched.

Community colleges play a prominent role in providing a skilled workforce, particularly in the California. California's looming labor deficit needs educated workers, but fewer than half of students enrolled in the California Community Colleges system are expected to reach their educational goal attainment. Legislated actions in response to California's need to improve student completion rates introduced multiple student success initiatives to address barriers to academic achievement. These programs call for increased services to create an academic environment for equitable achievement with focus on helping student populations traditionally identified as underserved. As funding for these programs were released into California's community college system, new partnerships between academic libraries and categorically funded student services were formed to develop student success programs. These partnerships target vulnerable

student populations with wrap-around academic and student support services. Because the partnerships are new in the California community college system, little research is available regarding this phenomenon. A review of library science literature, however, indicated a strong history of library support for equity and diversity through outreach programs, particularly in public library systems that adjust services to meet the changing demographics of populations served. Academic library literature presents a specific focus on diversity awareness and a sensitivity to inclusive services, collections, and facilities.

An equally strong presence exists in library science literature regarding patron right to privacy. The right of library users to information discovery without fear of surveillance or external monitoring is a longstanding value codified by the ALA and ACRL. The practices of data tracking and collection required by specially-funded partnerships potentially conflict with historic library values. The value perspectives associated with designing special services that may exclude some library patrons, and concerns over increased tracking of patron usage patterns to meet the needs of categorical funded programs has not been explored. Additionally, little research exists reflecting the logistical processes that need to be established to design successful joint programs. To understand challenges in the partnership process and develop sustainable wrap-around student services, research that informs the knowledge gap in the literature about the mission and role of libraries in foundational education at the community college level and within the operating parameters of categorical funding requirements will contribute to successful library support of outcomes-based student achievement programs.

## CHAPTER III: METHODOLOGY

This chapter presents an overview of the research methodology used to discover and describe potential value conflicts and operational concerns among community college library personnel who participated in library services that target and track segments of student populations. It presents the purpose statement and research questions investigated, followed by a rationale for the selected qualitative research design. The method and approach used to identify the population and sample are described. Detailed accounts of instrumentation, data collection, efforts to ensure validity, and data analysis procedures are presented. The chapter concludes with a discussion of the limitations associated with the study.

### **Purpose Statement**

The purpose of this phenomenological qualitative study is to identify and describe the value conflicts and operational concerns perceived by community college library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations and to identify and describe the actions necessary for implementation of the programs.

### **Research Questions**

This study was guided by one central question that addressed partnership-based library services from the lens of the library personnel involved in program implementation. The central question was divided into three sub-questions to investigate value conflicts, operational concerns, and possible solutions.

## **Central Research Question**

How do library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations identify and describe the value conflicts and operational concerns created by the programs and the actions and services necessary for their implementation?

## **Sub-questions**

1. How do community college library personnel describe the perceived value conflicts they experienced while implementing new partnership-based library services that carry out legislated programs for underserved student populations?
2. How do community college library personnel describe the perceived operational concerns they experienced while implementing new partnership-based services that carry out legislated programs for underserved student populations?
3. What actions and services do community college library personnel identify and describe as being necessary for the successful implementation of new partnership-based library services that carry out legislated programs for underserved student populations?

## **Research Design**

This research used a qualitative phenomenological design to explore the perceptions of library faculty and staff who participated in the development and implementation of newly formed partnerships between academic libraries and student service programs that received categorical funds to build targeted, equity-focused student

success programs enacted by the California legislature between 2014 and 2017.

Phenomenology allows the researcher to collect data on “how individuals make sense of a particular experience or situation” (McMillan & Schumacher, 2010, p. 24). The phenomenon of the new partnerships presented ethical tensions and value conflicts for the library participants as related to the provision of college library services explored in this study (Bertone, Collier, Lamb, Usina, & Virtue, 2017). Patton (2015) noted, “When used as a framework for program evaluation, phenomenology aims to capture the essence of program participants’ experiences” (p. 116).

Because this new partnership program is highly complex and involves the interconnection of several college units and personnel, a systems theory methodology was a considered approach. The systems theory inquiry framework acknowledges the interconnected world of participants and offered the researcher a holistic approach to studying the impacts caused by introducing the new categorical program (Patton, 2015). Similarly, pragmatism as an inquiry framework was also considered due the “practical and useful insights to inform action” that could be derived from this methodology (Patton, 2015, p. 153). After consideration, however, systems theory and pragmatism were ruled out because the emphasis of this study was to explore the lived experience of the library faculty and staff regarding the phenomenon. Because the focus of the research called for individual reflection of the perceived value conflicts that arose as viewed in the context of established academic library standards and professional ethics, the phenomenological approach allowed the researcher to structure a study that invited participant reflection and offered a means of determining logistical solutions that arose

from those experiences. This phenomenological approach provided a “distillation of the structures of experience” (Patton, 2015, p. 119).

For this study, the researcher conducted a series of semi-structured interviews that addressed different aspects of the research questions contextualized through the lens of the American Library Association (ALA, 2008) code of professional ethics. This set of ethical principles is intended to guide academic libraries as partners in educating students while meeting institutional missions, thereby providing a context to assess alignment of the phenomenon with the guiding principles of the library professional standards from the Association of College and Research Libraries (ACRL, 2011). After the interviews were concluded, the researcher analyzed the transcriptions of each session, along with supporting program artifacts, and created concept codes that led to emergent themes. Those themes served as the basis for the inductive content analysis performed to address the research problem.

### **Population**

The California Community Colleges system of higher education has 2.1 million students enrolled across 115 colleges in 72 districts (California Community College Chancellor’s Office [CCCCO], 2017a). The population of this study is academic library faculty and staff responsible for oversight of library operations. According to the Council of Chief Librarians (2018), there are 319 library faculty and 581 library staff responsible for oversight of library operations in the California community college system.

### **Target Population**

McMillan and Schumacher (2010) defined a target population as the group of individuals who meet certain criteria about which information is desired. The target



population of this study is California community college library personnel who participated in the implementation and oversight of categorically funded student success programs integrated into academic library services and instruction between 2014 and 2017. Some variances in reporting protocols exist among the various colleges, so it was determined the best source of information was Student Equity Assessment Plans. Based on Student Equity Assessment Plans submitted to the California Community Colleges system Chancellor's Office, (CCCCO, 2017a), 50 colleges met the criterion of establishing either library services or library instruction partnerships with 139 library faculty and 194 library staff in the target population.

### **Sample**

Patton (2015) indicated a sample allows research insights to be generalized from a smaller group of participants to the larger population. This study employed non-probability, purposeful sampling to explore the lived experience of community college library personnel engaged in the new student success funding partnerships. Non-probability sampling was considered appropriate for the selection of accessible subjects with defined characteristics (McMillan & Schumacher, 2010). The sample for this research consisted of 15 faculty librarians and classified library professionals at 10 California community colleges who were directly involved in the implementation, deployment, and oversight of the phenomenon under exploration. These were library faculty and classified professionals who (1) were directly involved in the development of library policies and procedures to implement the new partnership library services, or (2) participated in the delivery and assessment of library partnership services and their outcomes.

## **Sample Selection Process**

This study employed a purposeful sampling strategy to identify participants and facilitate an in-depth analysis of a phenomenon. Interview participants were identified through purposive sampling that targeted library personnel who (1) were directly involved in the development of library policies and procedures to implement the new partnership library services, or (2) participated in the delivery and assessment of library partnership services and their outcomes. Effort was also made to select colleges that reflected geographic and demographic diversity across the California community college system.

The sample size of qualitative research is influenced by factors such as the purpose and availability of information-rich cases to provide a basis for in-depth analysis (McMillan & Schumacher, 2010). As the aim of this phenomenological study was to understand the perspectives of participants who experienced the partnership-based library services phenomenon, a sample size of 10 colleges across the state of California was considered sufficient to represent geographic and program diversity while ensuring sufficient time and resources existed to allow for in-depth interviews to be conducted to collect information-rich narratives for inductive analysis. Table 1 presents the names of colleges included in the study and the number of interview participants from each college.

Table 1

*Interview Sample Colleges and Number of Participants*

College	Number of Interview Participants
Berkeley City College	1
Chaffee College	1
Glendale City College	1
Laney College	1
Pasadena City College	1
Pierce College	1
San Francisco City College	2
Santa Barbara City College	2
Santa Rosa Junior College	4
Shasta College	1

The following process was used to select participants:

1. A list of academic libraries that received Student Equity categorical funds for the implementation of library services was derived from the Student Equity Plan Executive Summaries submitted to the Chancellor’s Office as required by Title 5 Section 54220 (6) (c)
2. The researcher contacted library administrators in qualifying community colleges to secure agreement to interview potential participants and assist with the identification of library faculty and staff who met the selection criteria
3. A letter of invitation (Appendix B) describing the purpose and intent of the project was sent by e-mail to 15 participants selected using non-probability purposeful criteria

4. If a potential interview candidate declined participation in the study, a replacement was selected based on the list of known participants in the previously identified partnership programs
5. Each participant who agreed to be interviewed was provided with an informed consent form, and audio release form, and participants' bill of rights (Appendices C and D)

### **Instrumentation**

The researcher served as the principal instrument in the development and execution of the investigative and interpretive aspects of the study. When piloting qualitative research, the researcher is known as the instrument (Patten, 2012; Patton, 2015). Due to the researcher being the instrument in a qualitative study, Pezalla, Pettigrew, and Miller-Day (2012) contended that the unique personalities, characteristics, and interview techniques of the researcher may influence how the data is collected. As a result, the study may contain some biases based on how the researcher influenced the interviewee during the qualitative interview sessions.

For this study, the researcher was employed as a library dean with responsibility for oversight of academic library services. As a result, the researcher brought a potential bias to the study based on personal experiences in a similar setting to those which were studied. The researcher conducted qualitative interviews with the research participants. The interview questions and responses were conducted face to face or via video-conference and were recorded digitally via a hand-held recording device or local recording of videoconferenced audio feed.

The researcher's involvement included creation of interview questions (Appendices E and F) and consultation with expert panel members for research design and content, followed by coordination, scheduling, and delivery of interviews with study participants, subsequent data collection, coding, and thematic analysis. This degree of researcher involvement in phenomenological studies and other qualitative research designs was well established in the literature (McMillan & Schumacher, 2010; Patton, 2015; Pezalla, Pettigrew, & Miller-Day, 2012). To minimize potential researcher bias and increase reliability, a semi-structured interview instrument was designed to guide the researcher through the interview process and ensure each participant was asked the same framework of questions while allowing flexibility for individual reflection in responses.

Precautions were taken in the design of interview questions to align them with the central research question and sub-questions being explored. The researcher developed an alignment matrix to ensure the interview instrument adequately addressed all research variables (Appendix F). The terminology used in the questions was carefully selected to elicit open-ended and contextually relevant responses without leading respondents toward any position. The interviews structure was comprised of three sections, beginning with an initial section to establish participant background and context, followed by questions pertaining to the partnership phenomenon as experienced by the participant, and concluding with an opportunity for follow-up questions. In addition, standard procedures adapted from Arsel (2017) were established to promote consistency in instrument delivery and subsequent data capture. These included:

1. Each consenting participant was introduced to the research project and an explanation of the interview procedures.

2. Information describing the rights of the participant as described by Brandman University's Institutional Review Board (BUIRB) was shared with each participant and a written informed consent form was provided. The informed consent included an overview of the study, description of estimated time required, outline of potential benefits of the study, notification that an audio recording would be made, and assurance audio recordings would be maintained in a confidential manner.
3. The signed consent forms were stored in a locked cabinet in the researcher's office.
4. All participants were offered the opportunity to ask questions about the study content or process.
5. Participants were informed the interviews would be audio-recorded and transcribed, and they would have an opportunity to review the transcripts to make any desired revisions for accuracy and clarity.
6. Participants were told that a request for copies of sample materials, including any program-related documents and participant communications would be solicited at the conclusion of the interview.

### **Reliability**

In quantitative research, reliability calls for rigorous replicability of the processes and results of a study. Establishing reliability in qualitative research presents challenges because exact replicability runs counter to the less-predictable paths content exploration may take, particularly with semi-structured interviews (Leung, 2015). Different precautions were taken to ensure reliability in this phenomenological investigation. The

researcher conducted all interviews in-person or via video-conference, following the same interview protocols each time. Each session was recorded, and transcripts of interviews were offered to the participants to verify the accuracy of the recordings and allow participants to “modify any information from the interview data for accuracy” (McMillan and Schumacher, 2010, p. 332).

As the interviews were completed, an impartial peer reviewer examined the transcripts to conduct an inter-rater reliability review. The primary researcher coded the responses of the first three participants using NVivo data analysis software to establish themes. The same responses were then analyzed and coded by the peer reviewer. The two sets of thematic codes were compared to identify and recode any discrepancies to create consistent analysis outcomes.

Triangulation of qualitative data sources occurred through the collection of project documents in addition to the interviews, thereby strengthening the opportunity to both illuminate and corroborate findings. Each interview participant was asked to share any project communications (such as e-mail discussions), reports, materials, or documentation that would provide insights into the development and implementation process they experienced. The data derived from the oral interviews combined with the data collected from artifacts presented a safeguard against the vulnerability associated with findings drawn from a single data source. According to Patton (2015), triangulation of qualitative data sources provides a means of “comparing and cross-checking the consistency of information” collected from multiple sources and allows the researcher to understand “when and why differences appear” (p. 663).

In addition to enhancing credibility by using two data sources, the research design also included increased reliability through a review of the findings by participants interviewed. Review measures taken by inquiry participants offers information about the “accuracy, completeness, fairness, and perceived validity” of the analysis (Patton, 2015, p. 668). The reviews acquired from multiple participants enhanced the trustworthiness of the data collected and the findings ascertained.

### **Field Test**

The interview protocol, developed by the researcher, was designed to directly correlate to the research questions of this study (Appendix E). The protocol was field tested on an informed and experienced academic librarian during the summer of 2018. The field test was conducted to ensure accuracy of the correlation between interview questions, responses, and research questions. Following the field test, feedback was solicited on the researcher’s methods for interview, interview questions, length of interview, and recording process, and changes were made based on that feedback.

### **Validity**

Validity assesses “the degree to which [the research] instrument measures what it purports to measure” (Roberts, 2010, p. 169). An expert panel comprised of three professionals contributed to the research design, methodology, data collection, and analysis. One panel member, a director of institutional research at a California community college with considerable expertise in oversight of qualitative and quantitative academic research programs brought broad experience in community college research and in-depth understanding of the reporting requirements associated with categorical funding. A second panel member, a professional research associate, brought



professional expertise in research methodology, design of assessment instruments, and data analysis. This expert served as the impartial peer reviewer and conducted the sample coding to establish inter-rater reliability. The third panel member, a senior academic librarian with over 30 years of professional experience in the California Community Colleges system provided perspective of the ALA code of ethics (Appendix G) and a deep understanding of the nature and scope of library services and policies.

The researcher designed a matrix to ensure interview questions aligned with research questions. This matrix helped the researcher identify potential gaps in data collection, guided question sequencing, and served as the basis for draft interview questions. The draft interview questions were reviewed by the expert panel for feedback and revision. Upon completion of revisions, a pilot interview of the questions with a library professional who did not participate in the study but was knowledgeable of the phenomenon occurred to discover any potential points of confusion in directions or questions, and to identify any unintentional bias. Upon completion, and based on feedback, the terminology and interview prompts were refined for clarity.

Triangulation of program-related documents and communications provided additional data sources to supplement information gathered from interviews. Participants were asked to share documents that described the programs being implemented, with a focus on any communications that addressed potential concerns library personnel experienced as the new services were formulated. These artifacts aligned with the central research question by providing insight into interchanges between participants as they lived through the development of new partnerships, raised concerns, and made decisions. Artifacts revealed insights that may be otherwise be unknown through interviews.

## **Data Collection**

Prior to initiating data collection, approval to conduct the study was requested from Brandman University's Institutional Review Board to ensure the rights of potential participants were protected and the research was guided by ethical principles. Upon approval, the data collection process was initiated and progressed throughout Fall semester 2018. Depending on geographic location and scheduling preferences of participants, some interviews were conducted in-person and others were conducted using ConferZoom, a video-conferencing system contracted by the California Community Colleges system to facilitate system-wide communication.

### **Interviews**

An interview protocol containing questions and follow-up probes was used to guide each session. The questions were grouped in an intentional sequence of three sections. The first set of questions solicited background information to establish context about the scope and nature of the categorically funded, library-based partnerships were developed at each college and to gather information about the professional library experience and role of each participant in these new initiatives. The second set of questions investigated the lived experiences of the participants as they conceptualized, created, implemented, and operated the new programs. Thoughts and experiences pertaining to any value conflicts or operational concerns were solicited through the lens of Mezirow's theoretical framework of transformational learning. During each interview, the researcher used follow-up probes to seek further detail as needed. These probes helped clarify points of information and solicit in-depth information about the thoughts, impressions, and perspectives of the participants. The interviews concluded with follow-

up questions and a request to share any additional information regarding the experience. At the end of each interview the researcher requested any project-related documents or communications available. Participants were made aware of this request at the time the initial interview procedures were introduced.

The recorded audio files from the interviews were transcribed using a professional transcription service and offered to the corresponding interview participant to confirm accuracy and offer an opportunity for clarifying revisions. Each transcript was then reviewed, analyzed, and coded to identify emergent themes and patterns.

### **Artifact Collection**

Interview participants were asked to share any artifacts associated with the development and implementation of the library services in the new partnerships. These artifacts were sought to provide insights into participants' experiences as the projects progressed. These artifacts may include project communications, including copies of e-mail discussions, service guidelines, marketing materials, and assessment reports.

Measures to ensure confidentiality and anonymity were taken. Each participant's identity and work location were protected by assigning a sequential numbering system to specify and distinguish interview transcriptions instead of using participant names. In addition, any references to names or revealing locations mentioned in the interviews were redacted in the transcripts to protect identities. The signed consent forms collected from the participants were retained in a locked cabinet in the researcher's office and then disposed of at the conclusion of the study.

## **Data Analysis**

The interview transcripts and artifacts collected were read more than once to gain a general understanding of the experiences of the participants. As suggested by Patton (2015), an initial inventory of key phrases and terms were noted during early readings of the verbatim transcripts and program artifacts. This approach of re-reading and taking an initial inventory of the content allowed the researcher to become more familiar with the data and establish a basis for thematic analysis. As noted by McMillan and Schumacher (2010), taking an inductive approach to qualitative data analysis allows the researcher to formulate categories and patterns based on specific data.

These interview transcripts and project artifacts were imported for analysis into NVivo data analysis software. The researcher then coded the data based on the research questions and conceptual framework. The outcome of this stage of the data analysis process was identification of codes based on specific datum identified in the transcripts and artifacts. These codes were organized into a hierarchy of categories. The method of arranging codes into categories was iterative and involved a process of constant comparison. As noted by McMillan and Schumacher (2010), this recursive process required frequently revisiting the content for “supporting and contrary evidence about the meaning of each category” (p. 377).

Major themes and concepts emerged from the established categories, moving the data analysis process from the specific toward the theoretical. The themes that emerged from the categories of codes provided insight into the lived experience of the phenomenon because they reflected issues of concern significant to participants. The emergent themes were also a means to gauge phases of reassessment and growth from the

lens of Mezirow's framework. As Mezirow (1978) noted, these phases of reassessment were part of the process of shifting an individual's perspective, and the emergent themes helped to represent the critical reflections of the participants.

Once established, the themes derived from the analysis of the transcripts and artifacts were reviewed and refined as the researcher sought to identify meaning of each theme. These themes directly addressed the research questions because they provided an understanding of what was significant and meaningful to the participants. The data analysis process resulted in table displays of themes and reference frequency. Narrative explanation followed each theme.

### **Limitations**

The use of semi-structured interviews as a primary instrument of data collection is both a strength and weakness of this study. As a strength, interviews provide first-hand knowledge of participant experiences through open-ended inquiry. Phenomenological interviews are designed to allow the researcher to gain a description of the phenomenon through "concrete and lived-through" terms (Patton, 2015, p. 432). Conversely, interviews are subjective by nature, and the potential for interviewer influence must be considered to detect and address possible bias. The design of structured, open-ended interview questions increased data comparability and provided opportunity for external evaluation prior to delivery. The pilot test of the questions with a knowledgeable non-participant further off-set limitations of potential confusion and bias.

The delimitation of this study to four community colleges and to a sample size of 15 library personnel could be considered a limitation because the lived experience at one institution may not be generalize to others. However, the research design, with its

purposeful intent to collect participant perceptions in the context of the professional code of ethics of librarianship, creates an opportunity to collect data that may be generalized to a wider sample of similar participants. The possibility exists of generalizing the study results to other California community college libraries engaged in similar categorically funded student success partnerships.

### **Summary**

This chapter provided an overview of the research methodology used to discover and describe potential value conflicts among community college library personnel who participated in library services that targeted and tracked segments of student populations. The purpose statement and research questions that provided the basis for this phenomenological investigation were stated, followed by an overview of the research design. The population and sample were described, and a detailed account of instrumentation, data collection, and data analysis procedures were discussed. The chapter concluded with a discussion of the limitations of the study. Chapter IV presents data and findings from the study and Chapter V discusses the major findings, conclusions, implications for action, and recommendations for further research.

## CHAPTER IV: RESEARCH, DATA COLLECTION, AND FINDINGS

This study sought to explore a new issue facing academic library personnel who participated in the development and delivery of library services through new equity-focused partnerships that targeted support for underserved student populations. These partnerships were the result of categorical funding released by the California state legislature “to ensure equal educational opportunities and to promote student success for all students” (CCCCO, 2017c, para. 2). Academic libraries became partners with Student Equity programs as a result of this funding but needed to reconcile potential conflicts with library professional standards of equitable resource allocation, equitable application of policies and services, and protection of patron privacy (ALA, 2004; ACRL, 2011). The researcher sought to identify and describe potential value conflicts and operational concerns perceived by community college library personnel involved in the development and implementation in these newly formed partnerships between academic libraries and student service programs to build targeted, equity-focused student success programs. Mezirow’s (1978) theory of transformational learning served as a framework to understand this research. This theoretical framework examines how professionals explore existing assumptions and undergo a process of perspective transformation based on a triggering event. Chapter IV of this study reviews the purpose statement and research questions, methodology, population and sample, and concludes with a presentation of the data and final summary.

### **Purpose Statement**

The purpose of this phenomenological qualitative study is to identify and describe the value conflicts and operational concerns perceived by community college library

personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations and to identify and describe the actions necessary for implementation of the programs.

### **Research Questions**

This study was guided by one central question that addressed partnership-based library services as experienced by library personnel involved in program implementation. The central question was divided into three sub-questions to investigate value conflicts, operational concerns, and possible solutions.

#### **Central Question**

How do library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations identify and describe the value conflicts and operational concerns created by the programs and the actions and services necessary for their implementation?

#### **Sub-questions**

1. How do community college library personnel describe the perceived value conflicts they experienced while implementing new partnership-based library services that carry out legislated programs for underserved student populations?
2. How do community college library personnel describe the perceived operational concerns they experienced while implementing new partnership-based services that carry out legislated programs for underserved student populations?



3. What actions and services do community college library personnel identify and describe as being necessary for the successful implementation of new partnership-based library services that carry out legislated programs for underserved student populations?

### **Methodology**

The methodology chosen for this research was a qualitative phenomenological study that explored the lived experiences of library personnel who participated in the development and implementation of new library-equity partnerships in the California Community Colleges system. The researcher conducted a series of semi-structured interviews with library personnel to investigate the research questions as viewed through the lens of Mezirow's framework of transformational learning. Five of the interviews were conducted in-person; 10 were conducted using video-conferencing technology which allowed real-time audio and video interactivity. At the conclusion of each interview, participants were asked to share documents that were relevant to the new programs they experienced. A total of 5 artifacts were shared. These artifacts aligned with the central research question by providing insight into exchanges between participants in the partnerships as they raised concerns and made decisions. Following the interviews, the researcher conducted iterative reviews of the data and used QSR NVivo coding software to identify emergent themes and categorize the coded data based on the research questions and the conceptual framework.

### **Population**

The population for this study consisted of academic library personnel responsible for oversight of library operations in California Community Colleges system libraries.

There are 319 library faculty and 581 library staff responsible for oversight of library operations in the California Community Colleges system (CCL, 2018). The target population of this study is California community college library faculty and staff who participated in the implementation and oversight of categorically funded student success programs integrated into academic library services and instruction between 2014 and 2017. Based on Student Equity Assessment Plans submitted to the California Community Colleges system Chancellor's Office, (CCCCO 2017a), 50 colleges met the criterion of establishing either library services or library instruction partnerships with 139 library faculty and 194 library staff in the target population. A sample size of 10 colleges across the state of California was considered sufficient to represent geographic and program diversity while ensuring time and resources existed to allow for in-depth interviews to be conducted to collect information-rich narratives for inductive analysis. A total of 15 library personnel participated in this study.

### **Sample**

This study employed non-probability, purposeful sampling to explore the lived experience of community college library personnel engaged in the new student success funding partnerships. The sample for this research consisted of 15 library personnel at 10 California community colleges who were directly involved in the implementation, deployment, and oversight of the phenomenon under exploration. Effort was also made to select colleges that reflected geographic and demographic diversity across the California's community colleges. Names and all signifying information were absent from the presentation of data and findings. The 15 interview participants were identified with

numeric representation (e.g., Participant 1 (P1); Participant 2 (P2); Participant 3 (P3), etc.).

### **Presentation of the Data**

To answer the central research question, the researcher coded emergent themes from the data by each participant and by each sub-question. The data were organized to reflect codes that emerged in the context of Mezirow's framework of transformational learning. This theoretical framework is especially applicable to adult learners who experience a trigger event that puts into motion a process of reflection and analysis. The data are presented in this chapter according to each research sub-question followed by a summary that synthesizes the findings to address the central question of the study. The researcher organized the data according to how library professionals (1) identified and described value conflicts, (2) experienced operational concerns during program implementation, and (3) described actions taken to overcome these concerns and successfully implement the new partnership programs. Each research sub-question is further addressed with a presentation of emergent themes relevant to Mezirow's framework.

#### **Sub-question 1**

The first sub-question of this study sought to answer, "How do community college library personnel describe the perceived value conflicts they experienced while implementing new partnership-based library services that carry out legislated programs for underserved student populations?" Three themes were identified as value conflicts relating to the partnership phenomenon (see Table 2).

Table 2

*Challenges to Address Value Conflicts Presented by the Partnership*

Theme	Frequency
Conflict regarding offering profile-driven library services restricted to target populations	30
Conflict regarding patron privacy vs program assessment requirements	28
Conflict regarding library services being dictated by restricted funding sources	11

**Conflict regarding offering profile-driven library services restricted to target populations.** The intent of Student Equity funding to target disadvantaged student populations who may be impacted by issues of equal opportunity presented a conflict for library personnel. With a frequency count of 30 drawn from 14 data sources including 13 interviews and one e-mail communication artifact, participants struggled with the idea of creating restricted services intended to reach subsets of student populations, noting that “the library serves all students” and that libraries are “champions of access and students are used to coming in to libraries with an expectation of equal service” (P2). This conflict over the matter of developing services for specific populations was manifest in observations by interview participants regarding the philosophical mission of the two partners. When asked to reflect on mission alignment between library services and the Student Equity funded programs, 11 of 15 participants felt there was alignment, but six emphasized that the library mission was larger in scope:

There was alignment. However, the library’s scope of service is much broader than the scope of Student Equity. The mission of Student Equity is to give a leg up to students who have been underserved. And these students have been broken

into various population groups that were identified at the state level. The library mission of service to students is the same but broader in that libraries serve all of our students. Our mission as a whole is very open to serving everyone, no matter what their situation (P5).

This broader, more encompassing scope of mission was further defined by its inclusivity:

Well, the mission of the college libraries is to serve all people so there is definitely alignment, but our scope is much broader and, frankly, more inclusive. We are not just concerned with those groups that have been identified by Equity and that Equity is concerned with funding (P14).

While acknowledging mission alignment, this variation in emphasis and scope created tensions in conceptualizing ways to develop and deliver partner programs. The logistical challenges inherent in this conflict were also raised in the context of this theme: “We're not able to provide materials to a particular group, right? It's a challenge because the execution of our missions are quite different even though the philosophies driving Equity are shared by libraries” (P6). Other references to being asked to “type cast” (P6) or “profile” (P2) students were mentioned as points concern when participants discussed the challenge of offering services to specific populations.

**Conflict regarding patron privacy vs program assessment requirements.** A second theme that emerged as a value conflict was interview participants’ perception that they were being asked to compromise student privacy in order to accommodate grant requirements to track student activity in the library. This theme was referenced 28 times, triangulated in 13 interview transcripts and one e-mail communication artifact. Direct references to the American Library Association code of ethics regarding the library

professional standard of protecting user privacy and confidentiality were present when participants were asked to reflect on grant requirements for user data collection. “I believe it is contrary to ALA philosophy of intellectual freedom. I don't think we should be asking every patron at the reference desk for their ID. It is intrusive” (P1, Artifact 5, e-mail communication to colleagues). Differences in the orientation of the two partner groups were also acknowledged: “The concept of guarding student privacy is very familiar to the library world, but perhaps less so to other educators or administrators” (P10). When data collection was viewed through the lens of the library professional code of ethics, participants voiced that “tracking and reporting” were “big issues for me” (P14) that caused participants to question this funding requirement:

I definitely had pause about privacy... I had the ALA ethics in mind coming in as a librarian and from the position that there's no possible way that we should or could track information about our students and their use of the library (P15).

This tension between being asked to collect patron usage data and wishing to uphold professional values of privacy protection led interview participants to share the personal struggle with the dilemma they faced:

We either, you know, risk using people's private information which we're not comfortable with versus having fewer services for students for all. It's not a black or white issue. Many times, you're given different core principles from your own and you have to make some sort of decision (P14).

The conflict led to dialogue among library colleagues as they discussed how to meet the funding requirements that called for data collection for program assessment: “We talked among ourselves, like maybe we need to keep track of this? As you can imagine, that did

not go over well. Tracking checkouts for identity or ethnicity or economic status wasn't anything we adopted" (P6).

While discussion of ways in which library values regarding protecting patron privacy conflicted with grant funding requirements for data collection to assess program outcomes was prevalent, an exception to this viewpoint existed. One interview participant provided an alternate view of data collection of library users, noting that the "ALA's code of ethics doesn't prevent us from understanding our users" (P11). This participant viewed library user data collection as necessary to make inroads to achieve equity among underserved populations:

If you're using this data to try to reach Equity groups, then you're essentially trying to affirm that you're doing the right thing and then adjust your course if you're not so in my view capturing user data supports intellectual freedom, rather than inhibits it (P11).

Although this participant's view of relating library user data collection to support of intellectual freedom was an outlier concept among interview participants, it supports the observation that the concepts of patron privacy and the professional ethic of preservation of intellectual freedom were acknowledged and considered by all participants.

**Conflict regarding library services being dictated by restricted funding sources.** An additional theme related to value conflicts between program partners emerged as the researcher analyzed the data. With a frequency count of 11 drawn from 7 data sources, participants expressed concern over developing library services that were potentially counter to their professional values because of the funding requirements that

made these services possible. One interview participant referred to the struggle of accepting restricted funding sources, noting:

I have really had to fight for funding for both resources and for adjunct hours. So, I get caught in being in agreement with taking a stance to prevent intrusive privacy but since assessment is tied to program success and program success is tied to funding, I get caught wanting to run assessments in order to get money (P1).

This conflict elicited emotional discussions when addressing the need to create partnerships in order to fund library operations as one participant observed, “You know, it felt like we were putting our hand out all the time. I hate that kind of groveling” (P6).

This focus on using restricted funding for library services was viewed as a point of tension: “Student Equity as a concept was well intended but this entire movement among the community colleges hijacks and redirects funds and it is a mess. It prevents logical distribution of money and interferes with logical development of programming” (P14).

This interview participant went on to address the concept of operating under categorical (or restricted) funding: “I don't like the idea of categorical funding. We may want to take advantage of it, but we have to ensure that our users' rights are protected and that we're not serving one group at the expense of everyone else” (P14).

**Theoretical framework.** Mezirow's (1978) theory of transformational learning presents a development process through which adult learners reflect, reposition, and ultimately integrate life events into their world view based on an initial dilemma. The value conflicts presented by the new partnerships served as the catalyst for this process and a theme of critical reflection emerged as participants shared the introspection caused



by trigger events. This introspection and subsequent analysis of assumptions was coded 23 times in interview transcripts (see Table 3).

Table 3

*Responses to the Partnership as a Trigger Event*

Theme	Frequency
Critical reflection and assessment of assumptions	23

Twelve interview participants shared their thought processes of reflection, either individually or with their library colleagues as a result of the partnership. The researcher categorized most of these reflections as epistemic in nature. According to Kitchenham (2008), in his elaboration of Mezirow's concepts of self-reflection on assumptions, epistemic analysis considers the influences on and consequences or impacts of one's frame of reference to understand one's world view. When reflecting on the assumption that anonymous information collection about student library usage behaviors may be acceptable, one participant considered the lack of consequential impact to be one factor that challenged this assumption:

The information was anonymized, so we never knew who the students were, but we could see usage patterns that enabled us to make rough reports to meet the funding reporting requirements. But I've had problems with the reporting because of the privacy issues. These reports did not make a strong enough correlation to justify violating patron privacy. Since we can't really make that correlation, there is even less motivation to sacrifice student privacy for weakly correlated reports (P10).

Another participant addressed the assumption that data collection would bring funding that would benefit all students by considering the consequential barriers to service that would arise if students were asked to present identification when they asked questions of librarians. This was a suggestion made in some partnerships as a means to justify funding library staff for additional library operating hours:

The idea came up to collect student IDs at the reference desk to report on who would benefit from [increased] library hours. Wow. We thought we were going to do that. One of my colleagues sent out an email about her concerns about privacy [concerns] of this idea and the invasive nature of it. This was a wakeup call about data collection and privacy. What were we thinking? The lure of the money! We ended up pulling the idea and to this day we have not proceeded (P1).

The process of self-reflection led some participants to explore the extent to which they might push the boundaries associated with their assumptions of data privacy and targeted services. Some participants were steadfast in their convictions on these values and did not present shifts in perspective. Others, however, examined these assumptions and identified shifts in perspective that allowed them to consider making changes in world view in order to participate in the partnerships. These outcomes of these shifts in assumptions will be addressed in a discussion of Sub-question 2, which presents an analysis of operational concerns participants experienced in the implementation of new partnership-based library services.

### **Sub-question 2**

The second sub-question of this study sought to answer, “How do community college library personnel describe the perceived operational concerns they experienced

while implementing new partnership-based services that carry out legislated programs for underserved student populations?” These operational concerns were manifest in four emergent themes (see Table 4).

Table 4

*Operational and Logistical Challenges Presented by the Partnership*

Theme	Frequency
Establishing alternative policies and services	15
Meeting increased workload demands	14
Managing separate funding sources and timelines	11
Meeting reporting requirements	5

**Establishing alternative policies and services.** Challenges associated with the development of programs to reach specific student populations were identified with a frequency of 15 across 10 data sources. Student Equity partner requests to change library loan policies to allow long-term check outs of Student Equity-purchased textbooks, laptops, calculators, and other resources for targeted student populations proved especially problematic from an operational standpoint. Interview participants noted the “confusion” and “disruption” created when operating under two sets of loan policies, as observed by one participant: “We had semester checkouts for students who were in learning communities, but we also had the same books available to students who are not in learning communities for shorter time periods, like three hours or one day” (P14). Another participant elaborated on the challenges this presented to confused students at the library service desks: “We had to explain that only certain books bought with certain program funds were for certain students” (P4). This problem became especially pronounced when service desks were busy:

It was a nightmare. I did not have a way to identify which student qualified for the semester long loans and which didn't without extensive dialogue that wasn't possible, especially when lines were long. The inherent inequality of checkout services created a real problem logistically at the service desks (P15).

For those libraries operating under the expectation that special services should be contained to students in targeted populations, information sharing among the students exacerbated the situation. This occurred despite efforts made to avoid calling attention to special loan policies and fee waivers by giving the libraries the names of eligible students in advance:

What happened was, students on a list got long-term laptops from the library. It was identified that these students could benefit from this leg up. But then they told their friends, 'Wow. I got this laptop from the library.' And then we got a large number of students coming in and saying, 'We want our semester-long laptops.' And it was uncomfortable to have to say, 'We're sorry. That's only for students in a certain program' (P5).

**Meeting increased workload demands.** The partnerships between Student Equity programs and the California Community Colleges system libraries provided a way to deploy the legislated funding support for Student Equity programs into existing college academic support services by using library staff, infrastructure, and processes, as evidenced by the annual activity reports filed with the Chancellor's Office (CCCCO, n.d.). Nine of the 15 interview participants shared operational challenges associated with increased workload in the partner libraries. Some expressed challenges with initial project development, "I think the main disruption was in the work flow...[I]t was

especially challenging the first semester when we were scrambling to build the collections and get the books to the shelves before the start of classes” (P10).

Others saw the impact on the library staff at the service desks as being a pressure point due to increased demand for distribution of materials. Participants noted “increased volume of work that was generated” (P12) as students came to the libraries to receive their materials, creating a “huge rush at the circulation desk” (P15). Two participants noted the need to “work overtime” (P4), hire more students” (P4), and need to “dedicate one staff member” to Equity program operations (P9) in response to the increased workload demand.

**Managing separate funding sources and timelines.** Library partners struggled to keep track of the separate Student Equity funding streams for delivery of shared library services. One interview participant articulated the challenge when discussing the need to manage two payment sources for library staff as part of an Equity-funded program to extend library service hours:

We faced tremendous administrative headaches when we were attempting to move [Student Equity] funding into the staff wage and different employee benefit accounts to cover three extra hours of pay one day a week for the extended hours program. Tracking the two funding sources was a real nightmare. So much so that we were glad to end that particular Equity program because of the grief involved in managing the funding (P1).

Other participants noted the operational challenges associated with the timing when Student Equity funds were released to libraries. The release of funds for textbooks came “two weeks before the start of the semester” (P7) which “put a lot of pressure on the tech

services team to complete the acquisitions, cataloging, and distribution in time for the start of classes” (P5). Others shared the challenge of receiving carry-over funds that had to be quickly spent:

Other times we were told there were left over funds we had to spend quickly.

They’d say, ‘You’ve got to spend it by March.’ Okay, but I really need to wait to start buying in May when I have a better idea of what will be required by instructors for Fall classes (P4).

Lead librarians who had responsibility for development of partnership programs expressed a unique pressure. Unlike the classified library personnel who work year-round, faculty librarians are employed under a 10-month contract which meant they were not employed over the summer months, when much of the program development occurred. One participant noted that “we underestimated the logistical challenges that take place outside of my contracted hours” (P15) and emphasized the unsustainable nature of this presented: “We are 10-month contract librarians. I’m coming in anyway, on my own time to make sure we got the books and rosters in time” (P15). This concern highlighted the need for sustainable solutions to address the disconnect between librarian contract-regulated availability and Student Equity funding timelines.

**Meeting reporting requirements.** Separate from the value conflicts observed in Sub-question 1 regarding the tension between protecting library patron privacy and the need to collect usage data for program assessment requirements, three participants mentioned logistical challenges associated with meeting reporting requirements. One participant struggled with the obligation of assessment and reporting:

I'm struggling with it now because I need to do more assessment. You are responsible for doing the assessment, not the Student Equity committee, they're not doing the assessment. The data comes back to me and I have to write each program report and send it to them (P6).

Others noted the need for more analytical support to conduct “analysis to see which groups were using our resources” (P11) and identified the technical inability presented by legacy library software to provide the type of information requested by Student Equity, regardless of ethical concerns:

I cannot figure out once the book has been checked in how to even track which student had it. So our Sierra software kind of keeps us ethical in that way. Or at least keeps me from dealing with that ethical issue around data collection (P15).

**Theoretical framework.** The self-reflection of individual assumptions that occurred among participants from the lens of Mezirow’s framework of transformational learning was discussed in Sub-question 1. This process of critical analysis led to transformational shifts in perspective as new strategies and approaches emerged as a result of this introspection. Fourteen participants in 40 references explored to what extent they might – and might not – adjust the boundaries associated with their initial assumptions, particularly those related to values of user privacy and equal access to services (see Table 5).

Table 5

*Exploration of New Strategies and Approaches to the Partnership*

Theme	Frequency
Shifts in boundary assumptions of acceptable practices	40

With regard to data collection and library expectations of privacy, some participants voiced a willingness to find ways to capture information on library usage to meet reporting requirements while being mindful of acknowledged commitments to patron privacy. Strategies that were considered acceptable included modifying library circulation software to capture checkout information for sample time periods, such as the “first two weeks of the semester” (P1) or asking students to “voluntarily give their student identification numbers” (P14). Others gathered usage data but refused to share names or identifying information: “Our boundary point is, we’re not revealing names or actual materials borrowed.” We’re just saying these are the kinds of students that borrow materials. Truly anonymous. Yeah” (P15).

Others agreed to some data collection for programs where students were already identified, such as those in identity-based learning communities, but declined to gather data where privacy is generally guarded, such as when a student comes to the library to study or approaches a reference desk to ask a question. One participant noted that their library decided to collect data for learning community textbooks because they were purchased for specific, known student groups. That shift in thinking did not extend to all Equity programs, however: “We did not agree to data collection for our extended library hours program and did not ask for IDs at the reference desk. We saw that as a change that would create barriers to students seeking help” (P5).



Similar shifts in perceived boundary lines occurred with regard to the Student Equity goal of using program funding to reach targeted groups of underserved student populations. One strategy included negotiating a percentage of open access materials to be purchased and circulated to the general student population along with the purchase of materials that would be earmarked for students meeting specific Student Equity-identified profiles:

Our team, the library team, did negotiate with Student Equity to establish some framework, or a boundary around what we could do. It was really instigated by me because I did really feel like some of the laptops that were being purchased needed to be available to any student, not just the ones in the Student Equity program. The library serves all students, so it's hard to limit a program like that, that is so attractive to so many students to just a very small group. I explained that libraries are champions of access and students are used to coming in to libraries with an expectation of equal service. To their credit, Student Equity did agree to make a limited number purchased from their funds and available to anyone on a first come first served basis. I think the first number was 10 or so. We're up to about 25 open access computers now" (P2).

Other participants agreed to offer services to specific groups, but in order to avoid the appearance of inequitable service, these libraries established new delivery routines to remove those services from occurring directly under library auspices. "We removed distribution of special, targeted services from the library. That's the textbooks for learning communities. We just removed that from being a distribution service we could offer since it would be too awkward to manage" (P4). With the elimination of that

potential conflict, other Equity purchased textbooks were “equally available to any student through the library” (P4).

This stage of exploration that participants experienced as a result of the partnership also presented an opportunity for some to reaffirm and solidify their existing perceptions. One participant noted that the experience “helped us articulate and crystallize some of those boundary points. And they were boundary points that might have been unspoken” (P9). These convictions sometimes meant that certain partnerships did not occur: “The experience helped us to say that’s not what we’re here to do so we were unable to partner with [Student Equity] for certain programs” (P9). Another interview participant reiterated this intentional commitment to existing values as a result of the partnership experience: “We declined any of those requests. We will not serve a subset of the population to the detriment of serving all populations. The function of the library is to equitably serve our students and provide access to all students regardless” (P3).

### **Sub-question 3**

The final sub-question of this study sought to answer, “What actions and services do community college library personnel identify and describe as being necessary for the successful implementation of new partnership-based library services that carry out legislated programs for underserved student populations?” When asked to reflect on those elements of a successful partnership, themes emerged pertaining to having a greater voice in the partnership, with emphasis on decision making, fund allocation and communication (see Table 6).

Table 6

*Actions and Services Necessary for Partnership Success*

Theme	Frequency
Greater role in decision-making	17
Increased allocation of funds	11
Increased communication between partners	10

**Greater role in decision-making.** Ten of the 15 interview participants shared a desire to be more actively involved in the decision-making process of the partnership. With a frequency count of 17, library personnel expressed a wish to “have a seat at the table” (P11) and voiced frustration at not being part of the governance groups that were charged with oversight of Student Equity programs. This frustration was reiterated in conversations with similar phraseology:

We were not given a seat on the table to present the case for libraries. There was a big Student Equity committee. I did request that we have a representative from the library and a designated library position and it was rejected. We didn't have anybody on that committee. And so we were not really involved in the conversations that went on, unfortunately, yeah (P8).

Others concurred with the wish to have greater influence in the partnership, noting, “I wasn't involved in those decision-making meetings and would have liked to influence those discussions” (P13). This inability to be present during decision making sessions created “a sense of powerlessness when you aren't on the committee, aren't in the room to state your case, and don't have a way to influence decisions” (P8). Others felt that

being involved would have “improved logistical planning” (P4) and would have created “really strongly conceptualized programs” (P1).

**Increased allocation of funds.** Related to the theme of decision-making, participants voiced a need for a larger portion of Student Equity funds. This theme emerged as 11 participants shared frustration with the process (or lack thereof) used to allocate funds, noting that the Equity allocations were “separate from the long-range planning” activities that occurred in annual program review cycles (P3). This lack of integrated planning led some participants to feel that the libraries were given funds as an afterthought and that these funds were not sufficient:

I was frustrated that the funding we did receive was only at midyear, when Equity realized that their choice programs weren’t able to deliver. They couldn’t spend the funding in the timeframe needed and turned to the library. Even then it was rarely enough because our full proposals were not considered. We were given the leftovers (P8).

Others unequivocally stated, “I would have asked for a lot more money” (P12) and “having a lot more money would have greatly improved library impact” (P2) in the partnership. Participants shared feeling “disheartened” (P7) by the lack of funding received and expressed a wish that they had been “more aggressive” (P8) in advocating for a greater portion of the Student Equity funding allocations that were disseminated: “I think had we been more aggressive we might have gotten Equity funds for other projects which would have expanded program reach much further than some of the ways I saw being funded” (P9).

**Increased communication between partners.** Seven participants voiced ways in which increased communication would have contributed to the success of the partnership. When addressing the challenges of adhering to the assessment and reporting requirements that accompanied the Student Equity funding, one participant felt that “a lot more conversation, a lot more communication” was needed in order to “manage the expectations” (P1) of the Equity partners in this regard. The need for more frequent communication would have led to greater understanding among partners:

I also think I could have done a better job making sure the Student Equity teams understood how libraries work and our processes. We were so busy trying to deploy that we often didn't communicate as well as we should. I was very absorbed by the program execution that I sometimes did not communicate to our Equity partners so that they could truly see the value of our programs rather than learn about them in the year-end reports (P15).

One participant emphasizes the happenstance way partnerships were formed as a result of the lack of direct communication channels:

Actually, I tried for about, I'd say over a year for the library to get Equity money through proposals. But without any direct communication with decision makers we were not getting any money. What occurred was, at the end of their first fiscal year, they had a ton of money and in a completely unrelated conversation with VP of Student Services during an exercise class, she said, “Could you spend \$80,000 in two weeks?” And I said, “Of course I can.” So that was a stressor, of course, because they were very quickly needing to expend funds that the other programs that they had chosen to fund instead of the library could not ... I mean we had put in proposals, but

they had been ignored, ignored and all of a sudden Equity was like, ‘Crap! We need to spend this money’ (P3).

Participants also noted that increased communication would have created “better options and models” for partnership programs (P15) because library personnel would have been more aware of broader program needs across the campus and “been able to reach more students through possible collaborations that could have been formed” (P2).

**Theoretical framework.** Critical reflection, examination of assumptions, and exploration of alternative approaches and viewpoints were stages in Mezirow’s (1978) framework of transformational learning experienced by participants as a result of the partnership phenomenon. This theoretical framework posits that one’s world view is shaped by psychological, social, and cultural assumptions that are subject to change and revision based on life experiences (Taylor, 1997). All 15 interview participants shared ways the partnership had shaped and influenced their view of the college library in culmination of this learning process (see Table 7).

Table 7

*Integration of Perspectives and World View as a Result of the Partnership*

Theme	Frequency
Perspectives on the role of the college library	47

The partnerships offered library personnel an opportunity to examine the values and motivators that drive existing operations and services as well as the chance to consider changes in the role of libraries on the college campus that acknowledge and incorporate external influences:

I think the partnership and the services we developed gave us a wonderful opportunity to explore new ways to improve the life circumstances for many students. It opened my eyes to making sure we provide services that are up to date and I hope the library will continue to move in that direction. I was really proud of that (P2).

Viewing library services through the lens of the Student Equity funding resulted in perspective integrations that reflect these expanded world views:

I think this work with Student Equity contributed to a whole movement to be both aware of the evolving needs of students and to keep responding to them. As student needs change, the library can't be static. Our collaboration with Student Equity was wonderful that way (P5).

Another participant noted the satisfaction that came from learning new perspectives in the process of partnership collaboration:

This was a really positive experience for me. Setting up the partnership with the Student Equity Office and collaborating on creating the agreements, finding consensus, and determining where the Student Equity team had certain intentions that I needed to understand was a challenge but different and exciting in a way (P4).

Participant perspectives on the role of libraries were also influenced by the relationships they formed with colleagues as a result of the partnerships: "This experience helped me connect and create stronger bonds with colleagues in Instructional Services and Students Services that gave us both the chance to reach a better understanding of what we do" (P9). And yet, others expressed a sense that this shift in perspective did not

go both ways, as they perceived the role of libraries to be unchanged in the eyes of their colleagues: “I’m not sure other departments recognize how valuable we are, although projects like this one help us do a better job of promoting our role at the college” (P6).

Other shared ways in which their perspective on the role of the library as a force for equity evolved and were solidified as a result of the partnerships: “This experience reminded me that we are constantly needing to update our colleagues as to the broad social and societal mission that libraries serve, and of the equitable and equity mission that we already fulfill” (P3). Another participant concurred with this perspective, noting: “We came to the conclusion that we’re probably the most equity-oriented facility on the campus” (P11). A sense of the library’s “ethical role in championing and protecting students” and the importance of the library as a place of “safety” that “humanized and connected with students” (P7) was also shared. These varying perspectives, when viewed through the stages of Mezirow’s transformational learning theory, present insight into the introspection on individual values that occurred, and the consideration of world views of others that followed as participants incorporated this experience into their evolving perspectives as a result of the partnership.

### **Summary**

Chapter IV presented the collected data and findings of this qualitative inquiry. This study focused on the lived experiences of academic library personnel who formed equity-focused partnerships as a result of legislated programs that target segments of the student population with specific emphasis on underserved populations. Mezirow’s (1978) theory of transformational learning was used as a theoretical framework from which to analyze and understand their experiences. The population for this study was academic



library faculty and staff responsible for oversight of library operations in California Community Colleges system libraries. The target population of this study is California community college library faculty and staff who participated in the implementation and oversight of categorically funded student success programs integrated into academic library services and instruction between 2014 and 2017. The study employed a purposeful sampling strategy to identify participants and facilitate an in-depth analysis of a phenomenon. The sample for this research consisted of 15 library personnel at 10 California community colleges who were directly involved in the implementation, deployment, and oversight of the phenomenon under exploration. Effort was also made to select colleges that reflected geographic and demographic diversity across the California community college system.

The following central research question guided this study: “How do library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations identify and describe the value conflicts and operational concerns created by the programs and the actions and services necessary for their implementation?”

Three sub-questions were used to examine the central question:

1. How do community college library personnel describe the perceived value conflicts they experienced while implementing new partnership-based library services that carry out legislated programs for underserved student populations?
2. How do community college library personnel describe the perceived operational concerns they experienced while implementing new partnership-

based services that carry out legislated programs for underserved student populations?

3. What actions and services do community college library personnel identify and describe as being necessary for the successful implementation of new partnership-based library services that carry out legislated programs for underserved student populations?

A semi-structured interview instrument was designed in consultation with three expert panel members. This interview protocol guided the researcher through the interview process and ensured that each participant was asked the same framework of questions while allowing flexibility for individual reflection in responses. Fourteen interview questions were presented to each participant in person or in video-conferenced interviews. Each interview was recorded and transcribed. The interview transcripts were then analyzed for emergent themes by the researcher using NVivo software as a tool by which to organize the codes, correlated to the study's research questions. Artifacts were collected that supported the interview data findings. Five artifacts were shared by participants that reflected internal communications as the partnerships were being developed. An independent review of the data was conducted by a senior researcher familiar with phenomenological research design in order to ensure intercoder reliability.

Themes were categorized in the following manner: Value conflicts experienced by library personnel relating to the partnership phenomenon, operational and logistical concerns experienced by the participants, and elements considered by the library participants to be necessary for partnership success. Each category was further analyzed through the lens of Mezirow's stages of transformational learning. Findings indicated that

the library personnel experienced conflict over being asked to offer profile-driven library services to target populations and struggled with program assessment requirements that they perceived threatened patron privacy. A third area of value conflict that emerged was regarding discomfort that library services were being dictated by restricted funding sources that were not in accordance with library mission and operations.

Pertaining to operational and logistical concerns experienced by the participants, findings indicated that library personnel were challenged to establish alternative policies and services that were at times difficult to deliver and struggled to meet increased workload demands brought about by the partnerships. The nature of the restricted funding used to create the partnerships also created problems in managing separate funding sources and budget timelines, and in meeting reporting requirements necessary for program outcomes assessment. When reflecting on the elements necessary for partnership success, three findings emerged. Library personnel wished for a greater role in partnership decision-making, access to an increased allocation of partnership funds, and a general need for increased communication between partner colleagues. Chapter V presents conclusions based on these findings as well as implications for action and recommendations for further research.

## CHAPTER V: FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The purpose of this phenomenological qualitative study was to identify and describe the value conflicts and operational concerns experienced by community college library personnel who implemented new partnership-based library services that carried out legislated programs for underserved student populations. This research also sought to identify and describe the actions necessary for implementation of the programs. The study was guided by one central question that addressed these partnership-based services as experienced by library personnel and viewed in the context of Mezirow's theory of transformational learning. The central question asked, "How do library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations identify and describe the value conflicts and operational concerns created by the programs and the actions and services necessary for their implementation?" This broad question was divided into three sub-questions to investigate value conflicts, operational concerns, and possible solutions.

Qualitative methodology using non-probability, purposeful sampling was employed to explore the lived experiences of library personnel who participated in the development and implementation of new library-equity partnerships in the California Community Colleges system. Semi-structured face-to-face and videoconferenced interviews were used to collect data. The population for this study consisted of academic library personnel responsible for oversight of library operations in the community colleges. The target population was California community college library faculty and staff who participated in the implementation and oversight of categorically funded student success programs integrated into academic library services and instruction

between 2014 and 2017. The sample population consisted of 15 library personnel representing 10 colleges across the state of California who were directly involved in the implementation, deployment, and oversight of the phenomenon under exploration.

### **Major Findings**

The major findings of this qualitative study are organized and presented by research sub-question.

#### **Sub-question 1**

The first sub-question inquired, “How do community college library personnel describe the perceived value conflicts they experienced while implementing new partnership-based library services that carry out legislated programs for underserved student populations?” Participants shared perspectives on three areas of concern relating to the new partnership phenomenon. The creation of restricted services for subsets of student populations was the most frequently identified concern. Providing support services for underserved populations was not at issue, but the concept of developing exclusive access to materials and services that inadvertently omitted equitable access to other students was at the crux of the conflict discussed. The findings indicated that the library personnel felt there was strong mission alignment between the two programs to reach vulnerable and diverse populations. While philosophical mission alignment existed, the variation in ways to approach the operational aspects of offering targeted services created tensions among library personnel as they sought to create and administer partner programs.

A second area of concern was the perception by participants that the partnerships threatened library commitments to student privacy in order to meet grant assessment

requirements. Direct references were made to the American Library Association code of ethics (ALA 2004) regarding the library professional standard of protecting user privacy and confidentiality when participants were asked to reflect on grant requirements for user data collection. Participants acknowledged that although the special stance taken to guard student privacy was entrenched in the library mindset, it had less relevance to program partners. When data collection was viewed through the lens of the library professional code of ethics, participants shared strong concerns over the concept of tracking user activity and questioned this condition for funding. This tension between being asked to collect patron usage data and wishing to uphold professional values of privacy protection led to dialogue among library colleagues as they discussed how to meet the funding requirements that called for data collection.

While discussion of ways in which library values regarding protecting patron privacy conflicted with grant funding requirements for data collection to assess program outcomes was prevalent, an exception to this viewpoint existed. One interview participant provided an alternate view of data collection, offering an interpretation that the code of ethics which guides library professional behavior does not prevent taking measures to understand user needs. This participant viewed library user data collection as necessary to make inroads to assess user need and to be able to create equity among underserved populations.

An additional theme related to value conflicts between program partners emerged as the researcher analyzed the data. Library personnel expressed concern over developing library services that were potentially counter to their professional values in order to get funds to operate library services. This conflict around accepting restricted

funding was a point of tension as library personnel expressed concern that earmarked funding “redirects” operational monies and “interferes” with library values of intellectual freedom and protection of user privacy (P14).

These value conflicts presented by the new partnerships served as the catalyst for library personnel to embark on a perspective transformation process, as defined in Mezirow’s (1978) theory of transformational learning. This is a development process through which adult learners reflect, reposition, and ultimately integrate life events into their world view based on an initial dilemma. The process of self-reflection led some library personnel to explore the extent to which they might push the boundaries associated with their assumptions of data privacy and targeted services. Some were steadfast in their convictions on these values and did not present shifts in perspective. Others examined these assumptions and identified shifts in perspective that allowed them to consider making changes in world view in order to participate in the partnerships.

### **Sub-question 2**

The second sub-question of this study sought to answer, “How do community college library personnel describe the perceived operational concerns they experienced while implementing new partnership-based services that carry out legislated programs for underserved student populations?” These operational concerns were manifest in four emergent themes. Logistical challenges associated with establishing alternative policies and services for programs designed to reach specific student populations were identified with a frequency of 15 across 10 data sources. Student Equity partner requests to change library loan policies for specific student populations proved especially problematic from an operational standpoint and created confusion at the service desks.

The challenge of meeting increased work demands brought about by the partnership was a second area of concern, identified by nine of the 15 interview participants. Specific logistical issues identified by the library personnel included the increased work load involved in initial project development, disruption to work flows, and increased impact on service desks due to additional demand for distribution of materials. A third theme of concern related to the administration of separate funding sources and differences in project timelines that governed Student Equity funding and library operations. Some pressure points included the need to pay for staff and materials from multiple funding sources, challenges associated with the delayed release of funding that caused a last minute rush to obtain materials in time for the start of each semester, and staffing problems because of the absence of library personnel who operated on a 10-month contract and therefore were not present during the summer months when Student Equity funds were released.

The logistical challenges associated with meeting Student Equity reporting requirements was a final theme identified by library personnel. Separate from the value conflicts observed in Sub-question 1 regarding the tension between protecting library patron privacy and the need to collect usage data for program assessment requirements, participants identified logistical challenges associated with the process of assessment. A need for more analytical support, coupled with problems associated with obtaining relevant data in order to demonstrate successful outcomes were identified as areas of specific challenge.

The process of self-evaluation and critical analysis of assumptions that was discussed in Sub-question 1 represented the initial stages of Mezirow's framework of



transformational learning. This process led to some shifts in perspective among library personnel as new strategies and approaches emerged as a result of the partnership. This process also presented an opportunity for some library personnel to reaffirm and solidify their existing perspectives in areas of concern brought forth by the partnership.

Participants explored to what extent they might – and might not – adjust the boundaries associated with their values of user privacy and equal access to services, in particular.

Regarding data collection and library expectations of privacy, some participants voiced a willingness to find ways to capture information on library usage to meet reporting requirements while being mindful of acknowledged professional commitments to patron privacy. Similar shifts in perceived boundary lines occurred as library personnel tried to reach targeted groups of underserved student populations. Strategies were developed to find ways to directly and specifically serve Equity-identified populations without compromising equal access to library materials and services for all students.

### **Sub-question 3**

Sub-question 3 inquired, “What actions and services do community college library personnel identify and describe as being necessary for the successful implementation of new partnership-based library services that carry out legislated programs for underserved student populations?” When asked to reflect on those elements of a successful partnership, three themes emerged among library personnel. Ten of the 15 interview participants shared a desire to be more actively involved in the decision-making process of the partnership and “have a seat at the table” (P11). Library personnel voiced frustration at not being part of the governance groups that were charged with oversight of

Student Equity funding. Library personnel also expressed frustration at not being present during decision making activity and felt programs would have been better conceptualized and executed if they were given increased participation.

Library personnel also wished for an increased portion of the Student Equity funds that were spread across campus programs. This theme emerged as 11 participants shared frustration with the process used to allocate funds, and the lack of integration with college long range planning which occurs in annual program review cycles. This lack of integrated planning led some participants to feel that the libraries were given funds as an afterthought. Increased funding would have improved library program impact, leading library personnel to express a wish to more aggressively advocate for a greater portion of the Student Equity funding allocations that were disseminated. Library personnel also voiced a wish for increased communication between partners. Seven participants identified ways in which increased communication would have contributed to the success of the partnership, particularly with regard to assessment and reporting requirements that were conditional to receiving the funding. This conversation was needed in order to clarify expectations of partners and would have led to greater understanding of missions, values, and operations. The increased communication would also support the greater voice in decision making and resource allocation, offsetting the perception among library personnel that funding decisions were often made in a happenstance fashion.

All 15 participants reflect on ways the partnership shaped and influenced their perspectives regarding the role of college libraries in higher education. The partnerships offered library personnel an opportunity to examine the values and motivators that drive existing operations and services as well as the chance to consider changes in the role of

libraries on the college campus that acknowledge and incorporate external influences. Consistent with Mezirow's theory of transformational learning, these shifts in perspective integrated and expanded the world view of the participants as a result of the partnership. The positive impact on student access to materials, along with the personal satisfaction borne out of the process of collaboration were also noted. Relationships formed with Student Equity colleagues created opportunities for increased understanding across programs and solidified the library as a force for equity.

### **Conclusions**

The use of phenomenological methodology in this qualitative research presented an opportunity to explore and understand the lived experience of academic librarians involved in unique partnerships formed as a result of California-legislated funding to support Student Equity programs (CCCCO, 2017b). The data collected revealed complex and nuanced perspectives by the interview participants. Conclusions were developed based on the major findings of the research. These conclusions were further supported and reinforced by a review of the literature. This literature review confirmed that significant socio-economic and cultural barriers contribute to gaps in student academic achievement and that low success rates of educational goal attainment are especially pronounced among historically underserved students (Cooper et al., 2014, David et al., 2013; Dulabaum, 2016; Fisher, 2007 Lay, 2010; Sheppard, 2012; Shumaker & Wood, 2016). The review also confirmed that academic library contributions to learning assistance programs and wrap-around academic support services has not been recognized in general educational literature (Roselle, 2008) despite a growing body of evidence-based research that is documented in the literature of library science (Brown, 2016;

Cherry et al., 2013; Haddow, 2013; Oakleaf, 2010). The partnerships between academic libraries and Student Equity-funded programs that were formed in some colleges of the California Community Colleges system as a result of the legislated funding (CCCCO, 2017b) are significant to study because they represent a shift toward integration of library services into comprehensive academic and student support services.

### **Conclusion 1**

*Academic library integration into institution-wide priority initiatives challenges the conventional perceptions held by library personnel regarding what comprehensive academic and student support services should look like and how best to provide them.*

The data collected from the interviews revealed general mission alignment between academic libraries and Student Equity partners in terms of sharing priority objectives to narrow student achievement gaps and decrease the time taken to reach educational goal attainment as an indication of student success. While both partners sought to improve student chances of certificate and degree completion, the research findings revealed the need for partners to articulate, examine, and discuss those critical philosophical and operational drivers that influence the conceptualization, implementation, delivery, and oversight of the new programs. Disconnects among these drivers surfaced as library personnel endeavored to build programs that met Student Equity assessment requirements and work within the resource allocation restrictions that governed partnership funds. It can be concluded that all parties involved in institution-wide collaborative initiatives would benefit from greater exposure to the values, operations, restrictions, and requirements governing each partner group early in the process when collaborations are being formed.

## **Conclusion 2**

*Deeply ingrained library values which conflict with trends toward demonstrable program assessment in education must be addressed as academic libraries shift from provision of traditional collection, instruction, and research services toward integrated institution-level academic and student support.* The data collected from the interviews showed the presence of professional values held by library personnel that were called into question as they worked with Student Equity partners to develop, deliver, and assess new library services to advance institutional goals. Value conflicts surrounding perceptions of equity versus equality and privacy versus patron data capture must be addressed. The literature reinforced the divergent nature of these dilemmas, particularly regarding tensions surrounding patron privacy as libraries have moved toward data gathering for assessment purposes while remaining stalwart champions of an individual's private right to discovery without surveillance. Similarly, the literature noted the special focus of academic libraries on diversity outreach and cultural competence while ensuring delivery of inclusive and full access to collections, facilities, and services to all.

## **Conclusion 3**

*Library personnel who are partners in integrated institutional initiatives require an expanded role in the decision-making process regarding resource allocation to ensure the successful development of specialized, categorically funded programs.* The study revealed that library personnel were equal stakeholders in the development and delivery of integrated student support services but did not enjoy an equal voice in the decision-making process pertaining to how the Student Equity categorical funds were allocated on each partnership campus. As state appropriation of educational funding imposes an

external framework on both the institutional objectives and fiscal operations of a college, libraries and other critical academic services that are turned to for execution of these legislated objectives have crucial operational insights that will contribute to the successful deployment of these policy-driven appropriations. The research indicated that there is an ongoing and substantial allocation of educational fiscal resources by California legislature to restricted funds for specialized purposes across community colleges. Library personnel are vital stakeholders in carrying out the objectives of these programs. Their contribution to the successful planning of resource allocation and their input into offsetting the negative impacts caused by the likely reduction of general-purpose funding that is vital to the sustained operation of established library operations is significant.

#### **Conclusion 4**

*An adaptive and flexible approach to library services is necessary to address logistical and operational challenges experienced by library personnel as they deploy institutionally integrated partnership services.* A major finding revealed that library personnel faced many changed conditions as a result of the new programs offered through the partnerships. Participants shared their experiences responding to increased workload, changed work flows, creation of new policies and processes, increased complexity of fiscal administration, and shifts in personnel assignments in response to the new partnerships. Differing timelines for the release of categorical funding were at odds with contractual staffing availability and created short lead times within which to mobilize resources and launch services to meet academic calendar schedules. Despite these impacts on the work environment of library personnel, the participants expressed a sense of mission fulfilment and personal satisfaction at having participated in programs

that positioned the library to work closely with other constituents to support student achievement. The nimble approach to organizational change exhibited by the library personnel was a key factor in the rapid and successful deployment of the programs.

### **Implications for Action**

This study presented an exploration of the lived experiences of library personnel who engaged in the creation of new library services to support underserved student populations in collaboration with institutional partners. The research revealed major findings for the successful development and deployment of joint programs that are designed to carry out categorically funded program objectives. Because partnerships of this nature are new to academic libraries in California community colleges, this research also contributes to the literature on successful models of integrated support partnerships for student academic achievement. Based on this research, a series of implications for action are directly correlated with the conclusions drawn from the major findings and are presented as follows:

1. The stories shared by participants revealed that conventional approaches to delivery of library services were challenged by the funding objectives set forth in the partnership. In order to position academic libraries to most effectively expand their impact to best support institutional goals, library personnel must be given greater exposure to institutional priorities. High level engagement in college-wide strategic planning and exposure to information about strategic objectives is needed to create a more comprehensive understanding of institutional drivers that affect resource allocation and define program objectives. Being situated more directly in the flow of critical information will position library personnel to work

in alignment with partners and allow library personnel to effectively understand and meet the larger scope of challenges facing their institutions.

2. A major finding revealed pressure points between the deep-rooted professional values that frame library operations that were at odds with emerging institutional practices. As libraries expand outreach into services that are tailored to the needs of specific users, new ways of developing these services in accordance with funding expectations while addressing concerns for their inclusive delivery must be solved. Similarly, the engrained protections of user privacy held so deeply by library personnel require reflection and conversation in the context of rapidly changing expectations for data analysis in order to inform and improve programming and services. There is opportunity for library leadership in the academy to raise these concerns, initiate dialogue, and seek solutions that do not compromise the equal rights and protections of library users. These solutions need to be consistent with the broadly held values of the library profession. Finding ways to provide both inclusive and targeted support, and ways to responsibly collect, secure, and use selected elements of patron data for assessment and improvement are philosophical and operational matters that, once solved, create opportunity for additional library engagement in institutional partnerships.
3. The lived experiences of the participants indicated the need for greater communication between partners. Open communication is necessary to create a basis of understanding of the guiding principles that are required of each partner and facilitate effective program design. As new partnerships are being developed, these new collaborations must take foundational steps to share the standards,



rules, and guidelines that govern each partner's operations. The partnerships should establish and assign a program manager to the collaborations who is responsible for ensuring that communication flows between all participants. The need for communication loops and feedback mechanisms is necessary so that all participants are fully informed of variant timelines and administrative requirements that may impact program success. This is particularly important at junctures where decisions are being made so that new services are designed to successfully support the responsibilities of both partners.

4. While the value of libraries in meeting partnership program objectives was highly acknowledged, the value of receiving input from the library personnel in high-level resource planning processes was not. Library personnel shared feelings of exclusion from decision making, particularly regarding how institutions allocated the fiscal resources that fueled the partnerships. The findings revealed the need to ensure an equal voice among all stakeholders in new partnerships. A two-pronged response is required: librarians need to leverage the shared governance pathways present in the California Community Colleges system to advocate for a voice in meetings where funding allocations are being made, and funding partners need to take a more inclusive approach to gathering the input from the partners they need in order to accomplish program objectives.
5. An investment in training to foster effective change management skill development should be integrated into program planning for far-reaching institutional initiatives. As educational institutions respond to changes in strategic direction, large operational units such as libraries must be positioned to quickly

bring to fruition these changes. Allocating funding to support development of change management strategies and skills among library personnel as well as among their partners would support the transformative nature of the collaborations and position libraries to serve as crucial strategic partners in evolving educational initiatives. Library personnel shared a wide range of operational and logistical impacts that affected working environments as they launched the new library services in the partnerships. Their stories reflected an adaptive, positive, and nimble response that significantly improved the chances for program success. Library personnel must be given the opportunity to reinforce and expand these adaptive strategies.

6. The use of categorical funding for core academic library operations should not replace or supplant institutional commitment to reliable and unrestricted funding. The findings indicated participant concern over the use of earmarked and restrictive funds for fundamental library materials and services. This practice creates the potential to redirect general purpose fiscal resources away from core library operations and reduce institutional commitment. Categorical funding is by nature both restrictive and subject to change in direction and emphasis in response to educational issues. Libraries are integral to student success and academic achievement and should be included in special programming and unique funding initiatives. However, libraries also have continued responsibility to support instruction, learning, scholarly research, and knowledge creation across all academic and career education programs in the community college system and must be afforded a stable and adequate general-purpose resource base.

## **Recommendations for Further Research**

The following recommendations, derived from the findings and conclusions of this study, were made for further research:

- As this partnership was the product of specific legislated funding which placed restrictions placed on how monies could be spent, investigate the unintended consequences that categorical funding has on educational institutions, particularly if that funding shifts fiscal resources away from general, unrestricted operational use.
- The findings of this study implicated a fundamental lack of consideration of academic libraries in critical policy development at the highest levels of the California Community Colleges system. Research how effective advocacy for, and integration of library and learning resource allocation occurs into the policy development process at the Chancellor's Office.
- Undertake a study to identify and describe the ecosystem in which policy decisions are made regarding library services in the California Community Colleges system. A more holistic approach to policy and associated resource allocation that promotes greater understanding of the ways in which integrated academic support services – including library services – create a basis for student success is needed.
- The findings of this study call into question the relationship between established resource allocation models that use a shared governance system versus the separate systems that develop at the college level for the distribution of restricted categorical funds tied to time-sensitive legislation. Explore the impact shared

governance systems have on resource allocation in the California Community Colleges system and where this governance system is subverted by other pathways for resource allocation.

- The literature review indicated a growing body of research surrounding the role of academic libraries in academic achievement and educational goal attainment. Further research is needed into the correlation between specific library services and student achievement in the California Community Colleges system.
- The collaborations brought about by the partnerships represented an opportunity for cross-department interaction that potentially reduced entrenched organizational siloes. Explore the organizational impacts that develop as library personnel are increasingly involved in institutional partnerships and as they create new networks of professional relationships.
- Investigate the reasons why a significant number of academic libraries in the California Community Colleges system did not receive Student Equity categorical funding in order to participate in legislated student success initiatives.
- The role of the academic library evolves in response to factors ranging from technological developments and externally driven institutional priorities to changes in student information usage behaviors. Explore user perceptions of academic libraries to inform efforts to continuously develop and provide essential user-centered library services that improve the user experience.
- Explore methods to create efficiencies that adjust the work flows of library personnel to best align with the objectives of the college and increase the value and relevance of libraries to their home institutions.

- Explore ways libraries can make a sustained and tangible commitment to equity, diversity, and inclusion. Addressing inequality and fighting against discrimination and information privilege by providing fair and equal access to information is integral to the mission of libraries. The role of libraries in confronting inequity, however, is more complex and requires increased attention.
- In the face of rising costs of textbooks and increasing demand for high quality, accessible alternative instructional materials, explore ways academic librarians can become leaders of Open Education Resources (OER) and campus student affordability initiatives.
- Investigate models of library outreach to specialized populations to ensure that target groups are not marginalized with segregated library services that are expendable due to their funding source and which may be vulnerable to cancellation.

### **Concluding Remarks and Reflections**

Academic libraries are often considered to have a central position in college and university life, frequently referred to as being “the heart of the campus.” Within institutions of higher education, libraries are recognized as physical and virtual spaces that offer exceptional environments for learning and research. Librarianship as a profession is principled. It is defined by a deep commitment to the right to discover, the right to equal access to information, and the right to intellectual freedom and privacy. Believing that lives can be changed through opportunity and access, academic librarians are guided by these ethical responsibilities as they create academic support services that shape and strengthen student-centered learning. As one who entered the profession in

1982, I have seen librarians invite discovery, spark intellectual curiosity, and foster academic excellence as they respond with inventive creativity to demographic, pedagogic and technological change.

And yet, I have also watched academic librarians struggle to be recognized for their intrinsic value in higher education. Under-resourced budgets, exclusion from institution-level decision making, and omission from participation in timely educational initiatives are indicators of types of erosion that librarians experience in the academy. These circumstances create professional and institutional isolation that is to the detriment of libraries and the constituents they serve. As I shifted into community college library administration, I found myself asking questions that have become commonplace in the professional literature of library science. Namely, how do libraries participate in institutional priorities for student success? How do libraries demonstrate their contribution to institutional effectiveness? How can libraries create and sustain long-term collaborative relationships with partner educators to create effective, actionable strategies for student success?

After the California legislature passed the Student Success Act of 2012, substantial funds became available to community colleges to address student achievement gaps. At first, there was no evidence of library involvement in student success programs that grew from this new categorical funding source. Subsequent legislation that expanded student success initiatives to fund Student Equity programs, however, created opportunity for library participation based in part on the need for rapid deployment of the new funding, and, hopefully, on the recognition that libraries reach high concentrations of equity-challenged student populations. Approximately one third of the 115 community

colleges in the California Community Colleges system forged partnerships with libraries, presenting an opportunity to study how libraries can contribute to institutional priorities when integrated into holistically-approached success programs.

Through this research process, I was able to speak with 15 extraordinary library professionals across the state of California who shared their experiences as they built these partnerships. I was able to explore the complex tensions that were manifest as they examined how their defining professional principles fit into institutional frameworks. I was able to collect data that documented the ways in which they responded to environmental and institutional change through collaboration and creative problem solving. This research allowed me to identify the actionable strategies that were developed by the libraries as they contributed to the immediate goals of their institutions and as they served as critical partners in supporting student success. It is my hope that this research not only contributes to the growing body of evidence supporting library engagement in institutional effectiveness but that it also creates greater understanding across the academy of the value of libraries as a central force in the creation of pathways for goal attainment that makes higher education accessible to all.

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APPENDICES

APPENDIX A – SYNTHESIS MATRIX

	Demand for a college educated workforce	Funding strategies to promote degree attainment	Barriers to academic achievement	Factors to improve academic achievement	Role of academic libraries in student success	Libraries and Equity	Libraries and Privacy	Theoretical framework
Acemoglu & Autor (2010)	X							
Achieve (2012)	X	X						
Agosto (2005)					X	X		
American Library Association [ALA] (2004)						X	X	
ALA (2008)						X	X	
ALA (2017)						X	X	
Arsel (2017)								
Association of College and Research Libraries (2011)						X	X	
Autor & Dorn (2013)	X							
Autor, Levy, & Murnane (2003)	X							
Ayre (2017)							X	
Bailey (2016)	X							
Bailey & Cho (2010)		X	X	X				
Bell (2017)	X	X	X					
Berman (2018)	X							
Bertone, Collier, Lamb, Usina, & Virtue, 2017					X	X	X	
Biando Edwards (2015)				X	X	X	X	X
Biroonak & Kaleba (2010)					X		X	
Boehm (2014)	X							
Bohn (2014)	X							
Branum & Masland (2017)	X	X						
Brass (1997)						X		
Breeding (2018)					X		X	X
Brown (2016)								
Burrowes, Young, Restuccia, Fuller, & Raman (2014)					X	X		
CCCCO (n.d.)	X							
CCCCO (2016)				X	X			
CCCCO (2017a)	X	X						

	Demand for a college educated workforce	Funding strategies to promote degree attainment	Barriers to academic achievement	Factors to improve academic achievement	Role of academic libraries in student success	Libraries and Equity	Libraries and Privacy	Theoretical framework
CCCCO (2017b)	X							
CCCCO (2017c)	X			X	X			
CCCCO (2017d)		X		X				
Canfield (2013)		X						
Carnevale & Rose (2015)	X							
Carrasquillo (2013)			X	X				
Cart (1992)					X	X		
Center for Community College Student (2012)		X		X	X			
Cherry, Rollins, & Evans (2013)					X	X		
Clotfelter, Ladd, Muschkin, & Vigdor (2013)	X	X		X				
Collins (2018)							X	
Cooper, et al (2014)		X	X	X	X			
Council of Chief Librarians (2018)					X	X		
David, et al (2013)		X	X					
Diaz & LaRue (2017)							X	
Dowling (2017)						X		
Farkas (2018)							X	
Fisher (2007)	X	X	X					
Foundation for California Community Colleges (2017)	X			X	X			
Garnar & Maji (2015)							X	
Gillespie (2015)	X							
Gordon (2017)	X	X	X					
Haddow (2013)					X	X		
Heller & Cassaday (2017)		X	X					
Hill (2017)				X			X	
Holt & Holt (2010)				X			X	
Horrigan (2015)					X	X		
Illowsky (2008)	X	X	X	X	X			
International Labor Office [ILO] (2010)	X							
Jantti & Heath (2016)				X	X			
Jenkins & Bailey (2017)		X	X	X	X			



	Demand for a college educated workforce	Funding strategies to promote degree attainment	Barriers to academic achievement	Factors to improve academic achievement	Role of academic libraries in student success	Libraries and Equity	Libraries and Privacy	Theoretical framework
Johnson, Cuellar Mejia, & Bohn (2015)	X							
Johnson, Adams Becker, Cummins, Estrada, Freeman, & Hall (2016)					X		X	
Jones & Salo (2018)					X		X	
Katsarova (2015)	X							
Kitchenham (2008)								X
Koerber (2016)					X	X		
Korn (2017)		X	X	X				
Kuttner (1983)	X							
Lay (2010)	X	X						
Larrotta (2017)					X	X		
Legislative Analyst's Office [LAO] (2016)	X				X			
Leins (2017)	X							
Leung (2015)								
Macrina (2016)							X	
Mälkki, K., & Green, L. (2014)								X
Mars (2012)						X	X	
Meltzer, Steven, & Langley (2013)	X							
Mezirow (1978)								X
Mezirow (1994)								X
Mezirow (1998a)								X
Mezirow (1998b)								X
Nichols Hess, LaPorte-Fiori, & Engwall (2015)							X	
Oakleaf (2010)				X	X	X		
Oakleaf (2016)				X	X	X		
Organisation for Economic Cooperation and Development [OECD] (2014)	X							
Osborne (2004)							X	
Pekala (2017)					X		x	
Pezalla, Pettigrew & Miller-Day (2012)								
Real, Bertot & Jaeger (2014)					X	X	X	

	Demand for a college educated workforce	Funding strategies to promote degree attainment	Barriers to academic achievement	Factors to improve academic achievement	Role of academic libraries in student success	Libraries and Equity	Libraries and Privacy	Theoretical framework
Renaud, Britton, Wang & Ogiwara (2015)							X	
Resolution on the USA PATRIOT Act. (2003)					X		X	
Roselle (2008)				X	X	X		
Roy, Barker, Hidalgo, & Rickard (2016)							X	
Sheppard (2012)		X	X		X			
Shumaker & Wood (2016)		X	X		X			
Sousa (2013)		X	X		X			
Student equity (n.d.)		X				X		
Switzer (2008)							X	
Taylor (1997)								X
Usherwood (2007)							X	
Vine (2018)					X	X	X	X
Welburn (2010)					X		X	
Willett (1998)					X			
Zimmer (2013)							X	

## APPENDIX B – INVITATION TO PARTICIPANTS

**Research Study Title:** Community College Library Personnel Value Conflicts with Library Services that Target and Track Segments of Student Populations

September \_\_\_\_\_, 2018

Dear Prospective Study Participant:

You are invited to participate in a phenomenological qualitative study to examine the perceptions of library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations. The main investigator of this study is Alicia Virtue, Doctoral Candidate in Brandman University's Doctor of Education in Organizational Leadership program. You were chosen to participate in this study because you participated in a partnership program to deliver library services and access to library materials with Student Equity funding.

Approximately six community college academic libraries located in different geographic regions of California totaling 15 library personnel will participate in this study. Participation should require about one hour of your time and is entirely voluntary. You may withdraw from the study at any time without any consequences.

**Purpose:** This study explores a new issue facing academic library personnel who are asked to deliver services from legislated programs that target segments of the student population. The purpose of this phenomenological qualitative study is to identify and describe any value conflicts and operational concerns perceived by community college library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations and to identify and describe the actions necessary for implementation of the programs.

**Procedures:** If you decide to participate in the study, the researcher will interview you. During the interview, you will be asked a series of questions designed to reflect on your experiences as you participated in the conceptualization, development, and/or implementation of library services delivered as part of the Student Equity partnership. The interview session will be audio-recorded and transcribed. You will also be asked to provide access to project communications, reports, materials, or documentation that would provide insights into the development and implementation process you experienced.

**Risks, Inconveniences, and Discomforts:** There are minimal risks to your participation in this research study. It may be inconvenient for you to arrange time for the interview questions, so for that purpose online surveys will also be made accessible.

**Potential Benefits:** This study fills a research gap that investigates the value conflicts between academic library services and categorically funded grant programs that will contribute to the successful development and delivery of legislated services that are

offered through academic libraries. The results of this study will contribute to the literature about the mission and role of libraries in foundational education at the community college level and be of use in the successful design of outcomes-based student achievement programs that rely on library partnerships. In addition, the results of this study may assist higher education policy makers to understand unintended logistical consequences that arise as newly legislated programs are integrated into the existing landscape of academic library programs, policies, and services. The information from this study is intended to inform researchers, policymakers, and educators.

**ANONYMITY:** Records of information that you provide for the research study and any personal information you provide will not be linked in any way. It will not be possible to identify you as the person who provided any specific information for the study.

You are encouraged to ask questions, at any time, that will help you understand how this study will be performed and/or how it will affect you. You may contact me at (707) 695-1806 or by email at [avirtue@mail.brandman.edu](mailto:avirtue@mail.brandman.edu). You can also contact Dr. Phil Pendley by email at [pendley@brandman.edu](mailto:pendley@brandman.edu). If you have any further questions or concerns about this study or your rights as a study participant, you may write or call the Office of the Executive Vice Chancellor of Academic Affairs, Brandman University, 16355 Laguna Canyon Road, Irvine, CA 92618, (949) 341-7641.

Respectfully,

Alicia Virtue

Alicia Virtue  
Doctoral Candidate, Brandman University

APPENDIX C – INFORMED CONSENT, AUDIO RELEASE FORM, AND  
PARTICIPANT BILL OF RIGHTS

CONSENT TO PARTICIPATE IN RESEARCH

BRANDMAN UNIVERSITY  
16355 LAGUNA CANYON ROAD  
IRVINE, CA 92618

**Research Study Title:** Community College Library Personnel Value Conflicts with Library Services that Target and Track Segments of Student Populations

**Responsible Investigator:** Alicia Virtue, Doctoral Candidate

**Title of Consent Form:** Consent to Participate in Research

**Purpose of the Study:** This study is being conducted for a dissertation for the Doctor of Education in Organizational Leadership program at Brandman University. The purpose of this phenomenological qualitative study is to identify and describe any value conflicts and operational concerns perceived by community college library personnel who implemented new partnership-based library services that carry out legislated programs for underserved student populations and to identify and describe the actions necessary for implementation of the programs.

**Procedures:** In participating in this research study, I agree to partake in an audio-recorded semi-structured interview. The interview will take place in person at my school site or by videoconference and lasts about an hour. During the interview, I will be asked a series of questions designed to allow me to share my experiences as a librarian who participated in the development and/or delivery of library services supported through Student Equity funded participation. I also agree to provide relevant project communications, reports, materials, or documentation that would provide insights into the development and implementation process of the Student Equity funded library programs.

I understand that:

- a) The possible risks or discomforts associated with this research are minimal. It may be inconvenient to spend up to one hour in the interview. However, the interview session will be held at my school site or at an agreed upon location, to minimize this inconvenience. Surveys will also be utilized depending upon participants scheduling availability.
- b) I will not be compensated for my participation in this study. The findings and recommendations from this study will be made available to all participants.

- c) Any questions I have concerning my participation in this study will be answered by Alicia Virtue, Brandman University Doctoral Candidate. I understand that Ms. Virtue may be contacted by phone at (707) 695-1806 or email at avirtue@mail.brandman.edu. The dissertation chairperson may also answer questions: Dr. Phil Pendley at pendley@brandman.edu.
- d) I may refuse to participate or withdraw from this study at any time without any negative consequences. Also, the investigator may stop the study at any time.
- e) The study will be audio-recorded, and the recordings will not be used beyond the scope of this project. Audio recordings will be used to transcribe the interviews. Once the interviews are transcribed, the audio and interview transcripts will be kept for a minimum of five years by the investigator in a secure location.
- f) No information that identifies me will be released without my separate consent and that all identifiable information will be protected to the limits allowed by law. If the study design or the use of the data is to be changed, I will be informed and my consent re-obtained. If I have any questions, comments, or concerns about the study or the informed consent process, I may write or call the Office of the Executive Vice Chancellor of Academic Affairs, Brandman University, 16355 Laguna Canyon Road, Irvine, CA 92618, (949) 341-7641. I acknowledge that I have received a copy of this form and the Research Participant's Bill of Rights.

I have read the above and understand it and hereby voluntarily consent to the procedure(s) set forth.

\_\_\_\_\_  
**Signature of Participant or Responsible Party**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Signature of Witness (if appropriate)**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Signature of Principal Investigator**

\_\_\_\_\_  
**Date**

**Brandman University IRB September 2018**

AUDIO RELEASE FORM

**Research Study Title:** Community College Library Personnel Value Conflicts with Library Services that Target and Track Segments of Student Populations

**BRANDMAN UNIVERSITY  
16355 LAGUNA CANYON ROAD  
IRVINE, CA 92618**

I authorize Alicia Virtue, Brandman University Doctoral Candidate, to record my voice. I give Brandman University and all persons or entities associated with this research study permission or authority to use this recording for activities associated with this research study.

I understand that the recording will be used for transcription purposes and the information obtained during the interview may be published in a journal/dissertation or presented at meetings/presentations.

I will be consulted about the use of the audio recordings for any purpose other than those listed above. Additionally, I waive any right to royalties or other compensation arising correlated to the use of information obtained from the recording.

By signing this form, I acknowledge that I have completely read and fully understand the above release and agree to the outlined terms. I hereby release any and all claims against any person or organization utilizing this material.

---

**Signature of Participant or Responsible Party**

---

**Date**

## RESEARCH PARTICIPANT'S BILL OF RIGHTS



### BRANDMAN UNIVERSITY INSTITUTIONAL REVIEW BOARD

#### Research Participant's Bill of Rights

Any person who is requested to consent to participate as a subject in an experiment, or who is requested to consent on behalf of another, has the following rights:

1. To be told what the study is attempting to discover.
2. To be told what will happen in the study and whether any of the procedures, drugs or devices are different from what would be used in standard practice.
3. To be told about the risks, side effects or discomforts of the things that may happen to him/her.
4. To be told if he/she can expect any benefit from participating and, if so, what the benefits might be.
5. To be told what other choices he/she has and how they may be better or worse than being in the study.
6. To be allowed to ask any questions concerning the study both before agreeing to be involved and during the study.
7. To be told what sort of medical treatment is available if any complications arise.
8. To refuse to participate at all before or after the study is started without any adverse effects.
9. To receive a copy of the signed and dated consent form.
10. To be free of pressures when considering whether he/she wishes to agree to be in the study.

If at any time you have questions regarding a research study, you should ask the researchers to answer them. You also may contact the Brandman University Institutional Review Board, which is concerned with the protection of volunteers in research projects. The Brandman University Institutional Review Board may be contacted either by telephoning the Office of Academic Affairs at (949) 341-9937 or by writing to the Vice Chancellor of Academic Affairs, Brandman University, 16355 Laguna Canyon Road, Irvine, CA, 92618.



APPENDIX D — NIH CERTIFICATE



## APPENDIX E – INTERVIEW PROTOCOL

**Research Study Title:** Community College Library Personnel Value Conflicts with Library Services that Target and Track Segments of Student Populations.

**Opening Statement:** [Interviewer states:] Thank you for participating in this study. I realize that your time is valuable and very much appreciate your willingness to be interviewed. To review, this is a study that seeks to identify and describe any value conflicts and operational concerns experienced by community college library personnel who implemented new partnership-based library services using categorical funding to support underserved student populations. The study also intends to identify and describe the actions necessary for successful implementation of the programs. The questions are written to elicit this information.

**Interview Agenda:** [Interviewer states:] I anticipate this interview will take about an hour today. As a review of the process leading up to this interview, you were invited to participate via letter, and signed an informed consent form that outlined the interview process and the condition of complete anonymity for this study. We will begin with reviewing the Letter of Invitation, Informed Consent Form, Brandman University’s Participant’s Bill of Rights, and the Audio Release Form. Then after reviewing all the forms, you will be asked to sign documents pertinent for this study, which include the Informed Consent and Audio Release Form. Next, I will begin the audio recorder and ask a list of questions related to the purpose of the study. I may take notes as the interview is being recorded. If you are uncomfortable with me taking notes, please let me know and I will only continue with the audio recording of the interview. Finally, I will stop the recorder and conclude our interview session. After your interview is transcribed, you will receive a copy of the complete transcripts to check for accuracy prior to the data being analyzed. Please remember that anytime during this process you have the right to stop the interview. If at any time you do not understand the questions being asked, please do not hesitate to ask for clarification. Do you have any questions before we begin?

### **Introduction**

1. Please share a bit about your professional experience in libraries. How long have you worked in libraries and in what capacities?
2. Describe your current position and role.

### **Library-Based Student Success Partnership Projects**

3. You were involved in the introduction and launch of library student success programs that involved collaboration with Student Equity funding partners. What type of services did your library offer through this partnership?
4. When reflecting on the mission of the Student Equity program to serve underserved student populations, how much alignment was there with the mission of your college library?

5. Did you have any privacy concerns about collecting information about student library use required as part of the Student Equity program?
  - If yes, ask the following probing questions:
    - What were your privacy concerns and what event or action brought them to your awareness?
    - Please provide as much detail as possible.
    - What, if anything, did you do about these concerns?
    - How were you able to reconcile your concerns with your understanding of the ALA code of ethics?
    - Did this experience change your view on the matter as it relates to your library's operations and services?
6. Did you have any concerns about the Student Equity partnership need to provide special access to collections and services for specific groups of students?
  - If yes, ask the following questions:
    - What were your concerns and what event or action brought them to your awareness?
    - Please provide as much detail as possible.
    - How were you able to reconcile your concerns with your understanding of the ALA code of ethics?
    - Did this experience change your view on the matter as it relates to your library's operations and services?
7. Please describe any disruptions or changes to library operations that arose out of this new partnership model of library services?
8. What operational challenges did you face as you implemented the new library services?
9. How did you ensure equitable access to all library users while ensuring support to the underrepresented student groups being served by the Student Equity funded library services?
10. What strategies did you devise to collect the needed library student usage data for the Student Equity library programs?
  - What was required to bring about these strategies?
  - How did the process of implementing these new approaches go? Please provide as much detail as possible.
11. A primary goal of the student success funding is to promote student access to library services and library materials. Were there any particular services that were introduced into the library that you felt were especially successful?

- If so, what do you believe were the reasons they were successful?
12. What was that experience like to be involved in the development of a new model of library services?
  13. Upon reflection, is there anything you would change or handle differently?
  14. After participating in this partnership, did your views of the role of your college library change in any way, and if so, how?

### **Conclusion and Invitation to Share Project Artifacts**

This is a time to share any additional insights, comments, and reflections you may have about your experience participating in the library partnerships.

Do you have any project communications (such as e-mail discussions), reports, materials, or documentation that you are able to share that would provide insights into the development and implementation process you experienced?

APPENDIX F – INTERVIEW QUESTION DEVELOPMENT MATRIX

<b>Research Questions</b>	<b>Interview Question</b>	<b>Rationale</b>
<b>RQ1 - Value Conflicts</b>	IQ1	R1 – Demographic; establish baseline of library experience
	IQ2	R2 – Demographic
	IQ3	R3 – Identify scope and nature of partnership services
	IQ4	R4 – Capture perceptions of experience of participants in phenomenon; Mezirow’s exploration of relationships to define world view
	IQ5, 5a,b,c	R4 – Investigate presence of value conflict regarding privacy; explore Mezirow’s stages of trigger event, reflection, and potential integration of changed world view
	IQ6, 6a	R6 – Investigate presence of value conflict regarding equitable access; explore Mezirow’s stages of trigger event, reflection, and potential integration of changed world view
<b>RQ2 - Operational Concerns</b>	IQ7	R7 – identify disruptions to existing operations associated with partnership
	IQ8, IQ9	R8 – identify operational challenges associated with implementation of programs; explore response to Mezirow’s changed situation
	IQ10	R10 – identify operational challenges associated with partnership nature of program development and implementation; new strategies of action explored in context of Mezirow’s new approach and impact thereof
<b>RQ3 - Actions for successful implementation</b>	IQ11	R11 – identify strategies associated with implementation correlated with value conflict area
	IQ12	R12 – identify strategies associated with implementation correlated to value conflict area; gauge Mezirow’s confidence with new understanding
	IQ13	R13 – identify elements necessary for successful implementation
	IQ14	R14 – identify elements necessary for successful implementation; Mezirow’s possibility of transformational learning and development of new world view

## APPENDIX G – CODE OF ETHICS OF THE AMERICAN LIBRARY ASSOCIATION

As members of the American Library Association, we recognize the importance of codifying and making known to the profession and to the general public the ethical principles that guide the work of librarians, other professionals providing information services, library trustees and library staffs.

Ethical dilemmas occur when values are in conflict. The American Library Association Code of Ethics states the values to which we are committed, and embodies the ethical responsibilities of the profession in this changing information environment.

We significantly influence or control the selection, organization, preservation, and dissemination of information. In a political system grounded in an informed citizenry, we are members of a profession explicitly committed to intellectual freedom and the freedom of access to information. We have a special obligation to ensure the free flow of information and ideas to present and future generations.

The principles of this Code are expressed in broad statements to guide ethical decision making. These statements provide a framework; they cannot and do not dictate conduct to cover particular situations.

- I. We provide the highest level of service to all library users through appropriate and usefully organized resources; equitable service policies; equitable access; and accurate, unbiased, and courteous responses to all requests.
- II. We uphold the principles of intellectual freedom and resist all efforts to censor library resources.
- III. We protect each library user's right to privacy and confidentiality with respect to information sought or received and resources consulted, borrowed, acquired or transmitted.
- IV. We respect intellectual property rights and advocate balance between the interests of information users and rights holders.
- V. We treat co-workers and other colleagues with respect, fairness, and good faith, and advocate conditions of employment that safeguard the rights and welfare of all employees of our institutions.
- VI. We do not advance private interests at the expense of library users, colleagues, or our employing institutions.
- VII. We distinguish between our personal convictions and professional duties and do not allow our personal beliefs to interfere with fair representation of the aims of our institutions or the provision of access to their information resources.
- VIII. We strive for excellence in the profession by maintaining and enhancing our own knowledge and skills, by encouraging the professional development of coworkers, and by fostering the aspirations of potential members of the profession.

Adopted at the 1939 Midwinter Meeting by the ALA Council; amended June 30, 1981; June 28, 1995; and January 22, 2008.

The previous version of this file has long held the **incorrect amendment date of June 28, 1997**; the [Office for Intellectual Freedom](#) regrets and apologizes for the error.