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An organizational typology : the nature of an incongruent organization

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AN ORGANIZATIONAL TYPOLOGY: THE NATURE
OF AN INCONGRUENT ORGANIZATION

A Thesis
Presented to
the Faculty of the Graduate School
University of the Pacific

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts
in Sociology

by
Ursula Loree Shepherd

May 1973

This thesis, written and submitted by

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CHAPTER I

INTRODUCTION

This study began in the fall of 1966 at the University of the Pacific in Stockton, California. An existing research team was approached by the Sacramento County Welfare Department. It was asked to study that agency with particular reference to making recommendations for improvements within the agency structure.

The group was made up of Dr. Donald Duns and students of Sociology, Economics, and Psychology. This study was of interest for several reasons. Several members of the team had been particularly interested in organizational studies. The members of the team felt that there were many questions unanswered or untested by modern theory. A welfare agency seemed a very good experimental group for study.

The research group was also anxious to take on this study because it was just following the first welfare worker's strike in California. This had occurred at the agency in question and provided a situation in which the team would receive maximum cooperation. It was expected that the agency would be more likely to implement the team's suggestions.

As the study progressed the questions which became of most interest were those which related to the issues of whether or not the organization could function well, where the sources

of power and goal-setting lay, and what could be done. After a review of the literature in related fields, it was decided that Amitai Etzioni's work would be the most helpful to us in understanding organizations.

For the purpose of the present study there will be no discussion of the practical application of specific recommendations. This article will concern itself only with the theoretical issue which surrounded the original study.

AMITAI ETZIONI

Amitai Werner Etzioni was born in Cologne, Germany in 1929. He was educated at Hebrew University in Israel. There he received his Bachelor of Arts in 1954 and his Master of Arts in 1956. He received his Doctorate from the University of California in 1958. He is an Associate Professor at Columbia University and has written extensively in areas of social change and organization.

His most important work has been in organizational studies emphasizing comparative analysis as the primary method of study. This analysis makes sense of much previously fragmented work. He provides a common ground between individual studies and grandiose theories, offering substantial hypotheses to be tested.

Etzioni's Primary Concern

Etzioni is concerned that the study of organizations demands a "middle range" organizational theory which would provide a place between high-level abstractions and detailed

observations about single cases. He adheres to Robert Merton's theory that middle range theories provide the most important ingredient for developing social science into a discipline which can be applied and used to the fullest. From this belief he determines that organizational models must be constructed which would allow the testing of theories through adapting individual case studies. In his book, The Comparative Analysis of Complex Organizations, he develops such a model.

Organizational analysis has reached the stage where it becomes crucial to study systematic differences among the various social units classed as organizations. At the same time, the large number of empirical studies now available makes such a comparative examination possible.

The comparative analysis of organizations will lead to a richer and more precise organizational theory. It will be richer because, to the statements on "universal" characteristics of organization, many new statements concerning "specifics" will be added. It will be more precise because many of the propositions which make up general organizational theory are not yet validated.¹

Etzioni points out that comparative analysis of social units of whatever size is a method of study which makes it possible to see the various patterns of human interaction which are possible.

¹ Amitai Etzioni, The Comparative Analysis of Complex Organizations (New York: Free Press, Inc., 1961), p. xii.

CHAPTER II

REASONS FOR THE STUDY

REASONS ORGANIZATIONS ARE NOT STUDIED MORE

Social Science has made only limited study of whole organizations. There is a general assumption that knowledge about organizations can be gained from studies dealing with individual variables or separate subjects, e.g. morale, efficiency.

The preceding assumption may have developed from the difficulty in studying such a complex mechanism. There are so many variables to be dealt with that analysis is extremely difficult. For these reasons our knowledge of organizations has been gained in snatches and there is not a current grand theory to deal with organizational study.

SOURCES OF ORGANIZATIONAL THEORY AND DATA

Though social scientists have not paid great attention to organizational studies, we do have some sources available which provide data and theories.

There are many books by executives and administrators from the business world. These men have written both biographical and systematic books and articles on their experiences and knowledge. Alfred Sloan provides an example of such a businessman writing on his years as the President of General

Motors. He provided interesting information on the uses of centralization and decentralization in running an efficient corporation. He also offered descriptions of men and how they fit company needs.

Related to these business executives have been the researchers involved in the scientific management movement. This movement has been concerned with organization theory in large part to determine how to run an organization more effectively. Frederick Taylor was one of the earliest of this group. He was concerned with the "use of men as adjuncts to machines in the performance of routine productive tasks."² Taylor dealt at length with time and method study dealing with such issues as the time needed to use a particular muscle to perform a task and the most effective design of time and work area.

All of the members of this movement were concerned with the interaction between characteristics of humans and social and task environments created by organizations. It can be said, therefore, that they dealt primarily with physiological variables. Their theory is sometimes referred to as physiological organization theory.

Sociologists have become interested in organization theory. This interest largely began with Max Weber and his work on bureaucracy. The earliest group of people have been

²James G. March and Herbert A. Simon, Organizations (New York: John Wiley & Sons, Inc., 1959), p. 12.

referred to as the classicists and include such people as Gulick, Urwick and others. This group somewhat overlaps with that discussed above, as can be seen from the chief problem of interest to them. They concerned themselves with organization by purpose. That is, given a general purpose for an organization, they felt they should be able to identify the unit tasks necessary to achieve that purpose. The members of this group viewed organizational members as inert instruments performing tasks. They saw personnel as a giver, not a variable. And, in general, they ignored factors associated with individual behavior.³

Another group of sociologists and social psychologists have shown interest in organizations. They have done so in relation to the specific interests of leadership and supervision and communication patterns, and that of morale and employee attitudes. They have included men like Rensis Likert and Chris Argyris.

The last two groups who have been interested in organizations are the political scientists and the economists. The political scientists have been concerned with the efficient operation of governmental agencies and economists concern themselves with the debate of planning vs. laissez faire as regards organizations.

THE IMPORTANCE OF ORGANIZATIONS

Organizations make up a vast portion of a person's

³Ibid., p. 29.

life. We are born in a hospital, go to school, and continue on through life in various organizational groups. For this most obvious reason alone, organizations are worthy of our study. But, in addition, there is the related reason purposed by Hage and Aiken. They remind us that

mankind, unlike other biological organisms, has not developed species. Instead he has chosen the path of evolving forms of social organizations. Understanding the dynamics of organizational life and change over time can provide students with a better appreciation of man's evolution and suggest how to exercise some measure of control over destiny.⁴

Etzioni points out that the way to the "understanding of modern man and the society in which he lives is through study of complex organizations."⁵

Since formal organizations represent a large portion of the individual's environment, a knowledge of these environments is important in understanding behavior. We know that other societal processes have significant effects on people and should more fully understand those related to organizations. With a greater understanding of organizational processes we could gain an important ability to better coordinate the dealings of the organization with the environment.

Simon and March feel the importance goes deeper:

Organizations are assemblages of interacting human beings and they are the largest assemblages in our society

⁴Jerald Hage and Michael Aiken, Social Change in Complex Organizations (New York: Random House, 1970), p. 5.

⁵Amitai Etzioni, Complex Organizations, A Sociological Reader (New York: Holt, Rinehart & Winston, Inc., 1961), p. vii.

that have anything resembling a central coordinative system. Let us grant that these coordinative systems are not developed nearly to the extent of the central nervous system in higher biological organisms -- that organizations are more earthworm than ape. Nevertheless, the high specificity of structure and coordination within organizations -- as contrasted with the diffuse and variable relations among organizations and among unorganized individuals -- marks off the individual organization as a social unit comparable in significance to the individual organism in biology.⁶

SOCIOLOGICAL SCHOOLS OF THOUGHT ON ORGANIZATIONAL STUDY

Within the social science field there have been several schools-of-thought regarding the study of organizations. Some have been briefly discussed above. However, the sociologists may be divided into more specific groups.

Classicists

The earliest were the classicists. The foremost of these was, of course, Max Weber. His primary interests in organization were four-fold. First, he was concerned to identify the characteristics of an entity he labelled bureaucracy. Second, he wished to describe its growth and the reasons for its growth. He was also concerned to isolate concomitant social changes. Finally, he wished to discover the consequences of bureaucratic organization for the achievement of bureaucratic goals (primarily the goals of a political authority).⁷ Weber wished to show how bureaucratic organizations

⁶March, op. cit., p. 4.

⁷Ibid., p. 36.

overcome the decision-making or 'computational' limitations of individuals or alternative forms of organization through specialization, division of labor, etc.

The classicists who followed him have had similar concerns and may be exemplified by men like Luther Gulick, who was mentioned above. These men concentrated primarily on formal structure and on processes. They tended to ignore or at least minimize the importance of the human factor -- largely because they implicitly believed that "the carrot, the stick, and understanding would motivate people to carry out organizational intention pretty much as directed, under an authoritarian system."⁸ While Weber had gone beyond this 'machine model' he was not especially attentive to the character of the human organism. Learned and Sproat point out that these beliefs were oversimplified and that such principles did not bring about the desired result. Because of this, say the two, the second school grew up. This was the human relations or human behavior school.

Human Relations School

This school developed from the now famous Hawthorne Study at Western Electric. According to Learned and Sproat, the researchers for this school focused on previously neglected aspects; that is, observation and seeking to understand the behavior of people in organizations. This school

⁸Edmund P. Learned and Audrey Sproat, Organization Theory and Policy (Homewood, Illinois: Richard D. Irwin, Inc., 1966), pp. 3-4.

has contributed research on motivations, small groups and the social controls they exercise over members to secure conformity to group norms and values, conflict-cooperation phenomena, communication barriers, the informal organization, and many other topics -- mostly less than company-wide in scope.⁹

Included in this group are men like Chris Argyris and Rensis Likert. Neither of them accept individuals as given, but rather as resources of the organization which must be dealt with in order for the organization to function effectively.

Argyris writes on issues like mental health and the organization and points out that among the many sources of organizational energy is that of the psychological energy of individuals. It can act as either negative or positive energy. He deals with very different concerns from those of Weber when he lists the requirements he sees for psychological success and sees them of importance to organizational success. First, individuals must value themselves and aspire to experience an increasing sense of competence. Second, the organization must provide opportunities for work in which the individual is able to define his immediate goals, to define his own path to these goals, to relate these to the goals of the organization, and to evaluate his own effectiveness and increase the challenge of his work. Third, society and culture must place a relatively high

⁹Ibid., p. 4.

value on the work thereby influencing self-esteem.¹⁰

At the same time, Rensis Likert defines good communication, high morale, high performance of goals and other similar human interests as basic components for an outstanding organization.¹¹

The studies of these and other men like them have been of value in the business world and have given us some basic information for organizational theory. However, it has been nearly impossible for these people to deal with the organization as a whole. It is in answer to this need that the third school developed.

The 'Social System' School

The third major school of organizational theory is the 'social system' school. This school is concerned "with the total organization as a cooperative coalition, viable only so long as it can yield satisfaction to its member parts sufficient to assure their continued contribution."¹² They are concerned with the relationship of the parts to the whole and on the interdependencies among a wide range of variables.

Systems-oriented thinkers are concerned with the system as a whole, including its goals; with the parts of the system and the interrelationships and mutual dependencies among the parts (which they like to model); and with the processes that link the parts together,

¹⁰Chris Argyris, Integrating the Individual and the Organization (New York: John Wiley & Sons, Inc., 1964), p. 33.

¹¹Rensis Likert, New Patterns of Management (New York: McGraw Hill, Inc., 1961), p. 240.

¹²Learned and Sproat, op. cit., p. 5.

facilitate their mutual adjustment, and contribute to -- or impede -- goal-directed activity.¹³

Among those representing this school are such men as Herbert Simon and James March, Philip Selznick and Amitai Etzioni. Since Etzioni's theory will be dealt with at length below, he will not be discussed here. Of course, there are differences among these men. Simon and March have dealt with tracing the impact of variables on decision-making. They have explored the impact of perception and cognitive activity on organizational behavior. This group has emphasized a descriptive, analytical approach while Selznick is interested in a normative approach. He traces the impact of variables upon purpose and is concerned with organizational value.¹⁴

It should be remembered that a system is defined as being composed of dynamic elements which are recognizable and are in a certain number. These elements are somehow interconnected and interdependent. These relationships operate over and over again, according to certain laws which can only be determined by that system. This behavior creates a characteristic effect. Analysis of any system (not just social) is based on these assumptions. While this has been an important school with important information to be gained from it, there have been still others.

New School of Management Science

A fourth group is the 'new school of management

¹³Ibid., p. 5.

¹⁴Ibid., p. 6.

science'. However, it has been pointed out that its field of interest is too narrow to warrant this classification. The members of this school are concerned with improving the rationality of decision-making. Hence, they deal with that class of decisions which can put to use new mathematical techniques and computers.¹⁵

Empirical School

A fifth school may be called the 'empirical school'. This group comprises scholars who see management as a study of experience. Sometimes they intend to make generalizations, but usually they are only interested in transmitting knowledge from this experience to practitioners or students. This includes such people as writers for journals such as Fortune and management consultants. They have made some contribution in the area of organization and strategy.¹⁶

Critique of the Schools

All of the schools of thought are subject to criticism. The first three tend to see organizations in static terms rather than as changing and on-going systems. They often assume that organizations operate in a vacuum. The remaining two schools are extremely limited in scope. They have made contributions to theory but these have remained small and have

¹⁵Ibid., p. 6.

¹⁶Ibid., p. 7.

sometimes occurred with no regard for theory.

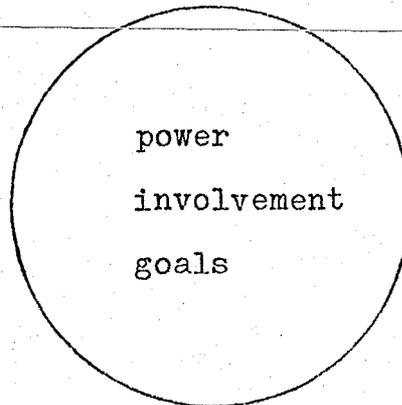
Despite the drawback of being generally static, systems theory has the greatest possibility for contribution. It is possible to discuss systems in terms of dynamic situations. It also allows for the greatest breadth of description of organizations. Thus, it offers to provide the highest level of theoretical postulates.

~~Since Etzioni uses a systems analysis approach and~~ offers hypotheses concerned with organizations on a broad base it was decided to attempt to deal empirically with some of his theories. The particular area chosen for study was a review of his organizational typology with special concern to verify one of the hypotheses central to his analysis. This study deals specifically with incongruent types and the resulting modes of compliance, power and involvement. There was special interest in fitting a particular organization into the model and then to discover whether this organization responded as he predicted.

CHAPTER III

A RECENT MODEL

Etzioni sees the internal nature of organization to include these variables.



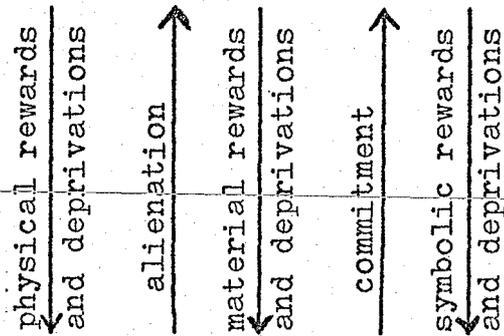
To him the important issue is the relation of these three variables. On the basis of this relationship he has devised a typology of organizations. The relation between power and involvement he calls compliance. He then divides organizations into groups according to the nature of their compliance structures and the goals they seek.

Compliance is a relationship consisting of the power employed by superiors to control subordinates to this power. Thus, the study combines a structural and a motivational aspect: structural since we are concerned with the kinds and distribution of power in organizations (as units which exercise power over them). It seems to us that the articulation of the social system and the personality reflected in this combination is one element essential to organizational analysis.¹⁷

¹⁷Etzioni, The Comparative Analysis of Complex Organization, p. 15.

Etzioni's theory of how the power of a superior relates to the response of the subordinate can be represented in this way:

Superior's means of power



Subordinate's response to power

There are three means of power which can be used to gain compliance. They are physical, material, and symbolic rewards and deprivations. Organizations generally allocate these means systematically and try to use them in conformity with organizational norms.¹⁸ A subordinate may feel either a positive (commitment) or negative (alienation) orientation to this power. What orientation is adopted depends in part on how legitimate the power is seen to be by the subordinate and in part on how the line of action fits his desires. This orientation is called 'involvement' and may be positive or negative.

Simmel noted in 1896 that compliance is a major element in the relationship between those who have power and

¹⁸Ibid., p. 4.

those who are affected by that use of power.¹⁹ Etzioni agreed with this definition and saw that compliance is a central part of any organizational structure. The differing characteristics of organizations such as size, specificity, complexity, and effectiveness create specific compliance needs.

Etzioni uses compliance as a base for the classification of organizations by differentiating three kinds of power then specifying three kinds of involvement. Then several compliance relationships based upon power and the kinds of involvement are indicated.²⁰

VARIOUS COMPLIANCE STRUCTURES

Pure types of compliance structures would be formed in the following manner.

Compliance Structure = Type of Power + Type of involvement

normative	symbolic	commitment
utilitarian	material	calculative
coercive	physical	alienation

Organizations with normative compliance rely on the allocation of symbolic rewards and deprivations. Two kinds of normative power exist. One is based on acceptance and positive response (i.e. reinforcement). The other is based

¹⁹Georg Simmel, Conflict and the Web of Group Affiliations, trans. by Kurt H Wolff and Reinhard Bendix (Glencoe, Illinois: Free Press, Inc., 1955), p. 92

²⁰Etzioni, The Comparative Analysis of Complex Organizations, p. 4.

on the manipulation of esteem, prestige, and ritualistic symbols.²¹ Moral involvement is required to go with this power to form a normative compliance structure ("a positive orientation of high intensity").²² Etzioni identifies two types of moral involvement. One is pure and the other is social. As might be assumed, pure moral involvement grows out of the internalization of norms and identification with authority while a social commitment stems from sensitivity to pressure of primary groups and their members.²³

At the same time, organizations based on utilitarian compliance utilize material resources and rewards such as salaries and wages, commissions and contributions, 'fringe benefits', or services and commodities.²⁴ In a remunerative compliance relationship calculative involvement is predominant. This signifies either a low intensity positive orientation or a low intensity negative orientation of the participants.²⁵ The businessman's relation to his job is an example of calculative compliance. The commitment is low and the worker remains for the material rewards.

Coercive compliance structures use the application of, or the threat of physical sanctions such as restrictions of movement, pain or death. These structures create alienative involvement. Alienative involvement is a highly negative orientation to the power used. It is predominant in

²¹Ibid., p. 5.

²²Ibid., p. 10.

²³Ibid., p. 11.

²⁴Ibid., p. 5.

²⁵Ibid., p. 10.

prisons, concentration camps, boot camps, and other organizations where people are forced to remain or act due to physical harm.²⁶

While we have discussed three types of compliance relationships as forming from a natural congruence between power and involvement, Etzioni mentions that there are other combinations of these variables. However, he points out that while they do occur, the vast majority of cases fall into the categories described above. In future, it will be assumed that these types are being discussed.

VARIOUS TYPES OF GOALS

The other principle variable for organizational study is the nature of goals found within organizations. Etzioni defined three kinds of goals which an organization may attempt to fulfill. Organizational goals refer to that state of affairs which the organization is attempting to realize.²⁷

Organizational goals serve many functions. They give organizational activity its orientation by depicting the state of affairs which the organization attempts to realize. They serve as sources of legitimation which justify the organizations's attitudes and its very existence, at least in the eyes of some participants and in those of the public or subpublic.²⁸

Order goals are established to control deviants who are defined as such by some social unit. These goals are

²⁶Ibid.

²⁷Ibid., p. 7.

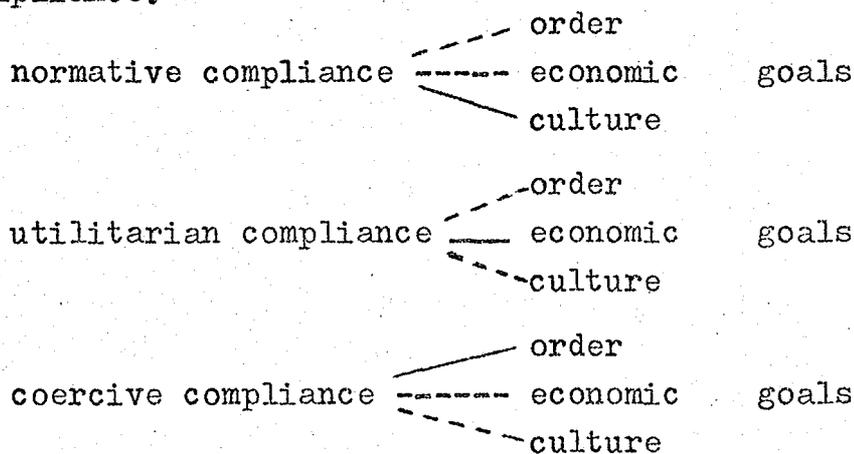
²⁸Amitai Etzioni, Modern Organization (New Jersey: Prentice-Hall, Inc., 1964), p. 5.

negative since they involve restraint of some action. The most obvious example is a prison.

Economic goals center on production of commodities and services. These are produced for outsiders in return for a profit. Manufacturing firms provide us with a typical example of organizations with economic goals.

Culture goals attempt either to create new culture or to apply culture in some way. In other words, organizations with culture goals institutionalize conditions needed to create or preserve symbolic objects or to reinforce the commitment to such objects.²⁹ Volunteer organizations and research organizations provide an example of groups with this type of goal.

The following table was devised by the author to illustrate the relationship between the variables of goals and compliance.



key:

congruent relation - unbroken line

incongruent relation - broken line

²⁹Etzioni, The Comparative Analysis of Complex Organizations, p. 72.

Etzioni provides a somewhat different table for the purposes of identifying organizations.

Typology of Compliance

Kinds of Compliance	Kinds of Goals		
	Order	Economic	Culture
Coercive	1	2	3
Remunerative	4	5	6
Normative	7	8	9

We can see from the table that types 1, 5, and 9 are congruent since they evidence matching compliance structure and kinds of goals. He adds that certain combinations are more effective than others.³⁰ For Etzioni it appears natural that the incongruent types are less effective in achieving goals than those which are congruent. He explains why this is so with each of the types of goals possible. In the case of economic goals it is noted that

production is a rational activity which requires systematic division of labor, power, and communication as well as a high level of coordination. It therefore requires also a highly systematic and precise control of performance. This can be attained only when sanctions and rewards can be readily measured and allocated in close relation to performance. Remunerative sanctions and rewards are the only ones that can be so applied, because many differentials are far more precisely measurable than force, prestige, or other differentials.³¹

At the same time, if people carry out orders and pay no attention to the spirit of directives great harm can be done. Therefore, some element of voluntary cooperation must exist

³⁰Ibid., p. 71.

³¹Ibid., p. 87.

for effective performance. For that reason coercive powers are not effective.³²

Where the effective fulfillment of normative goals is involved Etzioni indicates that a positive and intense commitment on the part of the lower participants must be present. These commitments cannot be attained by either remunerative or coercive powers. He points out that

the attainment of culture goals such as creation, application, or transmission of values requires the development of identification with the organizational representatives ... since normative power is the least alienating and the most conducive to the development of identification with representatives and hence to effective service of cultural goals.³³

Coercion is not likely to create identification and remunerative rewards do not tend to build commitments which are strong enough.

In the third situation, the maintenance of order goals, coercive methods of control are necessary partly because remunerative powers are seen to be too mild, and it is deemed necessary by most institutions that to carry out the goals they must provide a depriving situation. At the same time, normative compliance is virtually useless since it is almost impossible to maintain normative compliance in an order-oriented institution.³⁴

Therefore, in all of the cases above it is apparent

³²Ibid., p. 80.

³³Ibid., p. 83.

³⁴Ibid., p. 84.

that a severe crisis may ensue if incongruent goals and compliance are mixed. The most obvious case is that of utilizing order goals with either remunerative or normative compliance. When the goal is to restrain and restrict a person, a pay-off or a pat on the back will not be adequate to interrupt his activity. Without the wholehearted goal of aiding and rehabilitating the person restrained, there may be danger of escape or violence. Hence, the organization will not be effective. Strain within the organization might also be present as inmates would not trust those receiving benefits, and guards could not know how far to trust those being given benefits.

METHODS OF DETERMINING GOALS

Having established the various kinds of organizational goals and how they fit with various compliance relationships, methods are needed to determine the kinds of goals a particular type of organization has. It has been pointed out by Charles Perrow, and it is accepted in this paper, that official goals may not be the most relevant to understanding organizational behavior. More important are those embedded in major operating policies and daily decisions of personnel.³⁵ Perrow defines the two categories of goals -- official and operational. Official goals are the general policies of the organization as put forth in the charter, annual reports, public

³⁵Charles Perrow, "The Analysis of Goals in Complex Organizations", American Sociological Review, vol. 26, 6 (December 1961), p. 854.

statements by key executives.³⁶ Operational goals, on the other hand, "designate the ends sought through the actual operating policies of the organization; they tell us what the organization actually is trying to do, regardless of what the official goals say are the aims."³⁷ It is also indicated that there are two types of operational goals.

Where operative goals provide the specific content of official goals they reflect choices among competing values. They may be justified on the basis of an official goal even though they may subvert another official goal.³⁸

There are also unofficial operative goals. These are "tied more directly to group interests and while they may support, be irrelevant to, or subvert official goals, they bear no necessary connection with them."³⁹

We can determine the goals of an organization in the same way that other organizational characteristics are established. That is, through an examination of the organizational process, such as work flow and the attributes of its structure, priorities in the allocation of means (reflected in a balance sheet or budget), and through the assignment of personnel.⁴⁰ Since stated goals may not be actual goals it is necessary to examine on-going organizational processes.

³⁶Ibid., p. 855.

³⁸Ibid.

⁴⁰Ibid.

³⁷Ibid.

³⁹Ibid., p. 856.

CHAPTER IV

A SPECIFIC ORGANIZATION

The question now arises, on the basis of the previous discussion, is it possible to determine whether a particular organization is congruent or incongruent?

A WELFARE AGENCY

The organization under study is a state welfare agency. Participants of such agencies do not work voluntarily. They receive pay and may be rewarded with benefits and raises. Workers receive regular ratings during which they are judged according to such things as the number of cases handled and the accuracy and completion of records. Workers are not required to have any prior training in the field. While they must be college graduates, a degree in any field will qualify them. The only areas requiring special training are those of adoption and care of the blind. In those cases a worker must hold a Master of Social Work degree. Since no particular training is required workers do not necessarily subscribe to a professional code, i.e., the acceptance of a code of ethics related to a particular vocation. It is quite possible then, for some workers to form loyalties only toward the organization rather than to identify with normative social goals as a result of professionalism.

Nevertheless, the major stated goal of the organization is to help people as noted in the San Joaquin County Director's Message.

In the spirit of the philosophy of the State law, the San Joaquin County Board of Supervisors, I, and my staff are dedicated to the objective of helping people help themselves to the very maximum extent possible.⁴¹

If, by aiding the poor, we may presumably decrease the opportunity for rebellion and aid the maintenance of our social system, it can be seen that this falls within Etzioni's definition of a culture goal. He cited the example of a therapeutic mental hospital in discussing culture goals:

. . . if we see in the mental patient a deviant whose commitment to social norms and beliefs must be restored, it is clear why therapeutic goals have to be classified as culture goals.⁴²

The welfare recipient is similar to the mental patient. He is a deviant whose commitment to social norms may be threatened by his inability to live at a minimal standard.

Charles Perrow describes a different aspect of the nature of a welfare agency when discussing non-voluntary service organizations. Included in this grouping are those organizations sponsored by governmental agencies such as county or military hospitals, city or county welfare agencies, juvenile and adult correctional agencies.⁴³

Authority for goal setting, regulation, and provision of capital operating expenses does not rest with voluntary

⁴¹See Appendix A.

⁴²Etzioni, The Comparative Analysis of Complex Organizations, p. 73.

⁴³Perrow, op. cit., p. 862.

trustees, but with governmental officials appointed to commissions. In contrast to volunteers on the board of a private service organization, commissioners are not likely to be highly identified with the organization, nor do they derive much social status from it. The organizations themselves often are tolerated only as holding operations, or as 'necessary evils'. Commission dominance is sporadic and brief, associated with public clamor or political expediency. On the other hand, the large size of these organizations and the complex procedures for reporting to the parent body gives considerable importance to the administrative function from the outset, which is enhanced by the tenuous relationship with the commissioners. Consistent with this and reinforcing it is the low level of professionalization found in many of these agencies. The key skills are often non-professional custodial skills or their equivalent in the case of public welfare agencies (and schools).⁴⁴

At the same time that it must be recognized that there is a very low degree of professionalism at present in such agencies, Perrow also noted that this is in the process of changing. Outside professional groups have exerted an influence on some organizations and the professional influence within has begun to grow. In some cases professional groups have taken control or outside administrators have been hired who have a commitment to the positive goals of the organization, such as rehabilitation of clients rather than custodial care.⁴⁵ This appears to have happened in the case of a few penal institutions, a few juvenile correctional institutions, and several Veteran's Administration mental hospitals. By way of description he says

. . . the sequence of tasks, power structure, and

⁴⁴Ibid., p. 863.

⁴⁵Ibid.

goals may be different in non-voluntary service organizations. The importance of administrative skills with system maintenance as the over-riding operative goal does not encourage a shift in power structure; but where new technologies are introduced we are alerted to such shifts along with change in goals.⁴⁶

SUMMARY OF ORGANIZATION

To clarify let us summarize the nature of the welfare agency. The agency is governmentally controlled. Therefore, the nature of administrators is important as is community opinion of its function. This is a non-voluntary organization staffed with some professionals and many non-professionals. However, this is changing and there is a growing feeling of professional identity throughout ranks. Therefore, goals are set by governmental bodies who may not identify with the organization, and the organization is run by people who may or may not view themselves as accepting the policies established above. The organization has as a reason for existing the need to help people financially and otherwise. It also has the goal of continued existence (system maintenance) for itself even though it might well be stated that ideally it would perform so well as to totally alleviate the problems it was created to handle. Finally, it has as a goal the maintenance of our social structure.

Knowing these things it is apparent that there are divergent goals being sought and maintained. They are to rehabilitate clients, to satisfy the taxpayer that not too

⁴⁶Ibid.

much is being spent, and to maintain itself as an organization. The organization must devote a great deal of time and effort to the maintenance of records and yet serve the needs of clients. At the same time it has conflicting compliance structures at work with some of the work force there solely to earn a living and some there to serve a human need. Unlike many other organizations the split over goals and types of compliance does not take place vertically but rather occurs all through the hierarchy. For these reasons we can classify this welfare agency as an incongruent organization. Its goals are both cultural and utilitarian. Its compliance structure is not based on a high moral commitment, though there is such a commitment on the part of certain individuals.

HYPOTHESIS

Etzioni hypothesized that incongruent organizations would evidence "not only wasted means, psychological and social tension, lack of coordination, and other signs of ineffectiveness but also a strain toward an effective type."⁴⁷ He went on to add that there should be some "indication of pressure on goals, compliance, or both, to bring about an effective combination."⁴⁸ Etzioni produced a theoretical model which could be tested and either supported or refuted.

⁴⁷Etzioni, The Comparative Analysis of Complex Organizations, p. 87.

⁴⁸Ibid.

by the data. It is the subject of this study to test for effects of incongruity. It is the hypothesis of this study that a welfare agency will evidence wasted means, psychological and social tension, lack of coordination, other signs of ineffectiveness, and evidence of a strain toward an effective or congruent type.

CHAPTER V

METHODOLOGY

The data which were used to test the hypothesis of this study came from one formal organization. This chapter describes the manner in which the data were collected and interpreted.

SOURCE OF THE DATA

The data for the study were taken from a pilot study for a larger research project which was carried out for a special welfare agency. It was conducted during the academic year 1967-1968. For the original study a 112 item, administered questionnaire was constructed by the research team.

The schedule was completed by approximately fifty employees, or one-fourth of the organization. The sample was chosen by making a list of all employees in each classification from the top down. Then the subjects were chosen randomly from each job classification with proportionately larger numbers of subjects taken from each larger classification. That is, a larger proportion of the people at the top of the organization were required to respond so that all job categories would be represented.

At the time of the study the subjects had been employed with the agency for various lengths of time from a few months to several years. Both sexes were represented.

The subjects represented all existing job classifications. The nature of their jobs varied from clerical workers to professional staff.

Anonymity was guaranteed since identification of respondents was not necessary. The respondents, however, were asked to give their area and job classification in order to make comparisons between different programs or positions possible.

The data used to test the hypothesis of this study consisted of the responses of these employees to those questions which related to psychological and social tension, coordination, wasted means, and strain towards an effective type. The instrument was originally grouped around other categories provided by Rensis Likert. These included goals, communication, interaction-influence, decision-making, confidence and support, job-satisfaction and economic rewards. This was done to facilitate aiding the agency by isolating problem areas. However, for the purpose of the formal study the questions were regrouped under the headings mentioned above, and questions which were not applicable were discarded. For this reason there are flaws in the test instrument which could be easily rectified if a later study were to be made. These problems will be pointed out as they appear.

ADMINISTRATION OF QUESTIONNAIRE

The questionnaire was presented to employees at their place of work during the course of an otherwise normal working

day. The agency released them from work to answer the questionnaire and all were allowed sufficient time to complete the questions. All those who were requested to attend did so. The test administration took approximately one hour. All subjects met at the same time and reported to the same place to answer the questions.

RELIABILITY

Statistical analysis for the study was taken from psychometric theory. A test item cannot be considered useful until the issue of its reliability is dealt with. Reliability depends entirely on the average correlation among items and the number of items.⁴⁹ An equation representing this relationship is $r_{kk} = \frac{k}{k-1} (1 - \frac{\sum \sigma^2}{\sigma_y^2})$. In this equation r_{kk} equals reliability, k equals the number of items in the test, σ^2 equals the summation of variances, and σ_y^2 equals the total variance. The answer received when values are plugged in "represents the expected correlation of one test with an alternative form containing the same number of items. The square root of coefficient alpha is the estimated correlation of a test with errorless true scores."⁵⁰ Thus, coefficient alpha is the expected correlation of one test with another test of the same length when the two tests purport to measure

⁴⁹Jum Nunnally, Psychometric Theory (New York: McGraw-Hill, Inc., 1967), p. 193.

⁵⁰Ibid., p. 196.

the same thing. "Coefficient alpha can also be derived as the expected correlation between an actual test and a hypothetical alternative form, one that may never be constructed."⁵¹

The measure was tested for reliability in each area and was generally found to be quite reliable. This was done by sections so as to keep the number of items to the statistically necessary maximum. The total instrument was also tested for reliability and received a score of .93 reliability. Since a .6 factor of reliability is considered acceptable for research when using a new instrument this test is quite reliable. The reliability factor of each section will be discussed at the beginning of the discussion of that section.

The correlations between items on the test were sought and used to indicate how meaningful the responses were. In coorelation analysis these are different indices of correlation but they all have one thing in common: they describe the degree of relationship between variables.⁵² It must be remembered that the most an experimenter can hope for is a trend toward correspondence between two variables.

The correlations between two measures can be thought of as the co-variance of the two measures divided by the product of the standard diviation of the two measures. That is: correlation = $\frac{\text{co-variance}}{\text{product of the standard deviation}}$.⁵³ The co-variance ₁₂ is defined as the average cross product of two

⁵¹Ibid., p. 197.

⁵²Ibid., p. 108.

sets of deviation scores: $r_{12} = \frac{\sum x_1 x_2}{N}$ where x_1 equals the deviation scores on one measure, x_2 equals the corresponding deviation scores on another measure, and N equals the number of pairs.⁵⁴ Co-variance is interrelating a set of variables.

At the same time, variance is "explained" by studying co-variance among measures of different attributes. The scientist hopes to find a relatively small number of basic variables that will explain the variation in many other variables. The variance of one variable is "explained" by another to the extent that the variables co-vary or correlate. Thus, if performance in school correlates highly with measures of intelligence, social background, motivation, and others, the performance in school is explained by the other variables.⁵⁵

Therefore, variance was measured and used in calculating co-variance and ultimately correlation between items. These figures will be dealt with in the chapter dealing with interpretation of data for the individual sections.

⁵⁴Ibid., p. 113.

⁵⁵Ibid., pp. 104-105.

CHAPTER VI

ANALYSIS OF THE DATA

The original data from the testing instrument were divided into four main categories to fit Etzioni's model. These categories are psychological and social tension, coordination, wasted means, and strain towards an effective type. The questions are matched with the areas to which they apply. Correlations vary greatly with some very high correlations recorded in the two large groups of psychological and social tension, and coordination. In the short sections, however, the correlations do not go above the normal range for experimental studies. After a review of the literature on psychometric theory it was discovered that the variation of correlations between the short sections and the long ones is statistically normal. This variation is caused by the ratio of respondents to the number of questions asked in each section. Nunnally gives as a rule of thumb that there should be a minimum of five respondents for each question asked (i.e., if there are ten questions in a section, there should be fifty respondents). Without this safety precaution, too much is left to chance.

On this basis it was decided that the four groups be broken down into smaller areas to allow a better ratio. This also allowed for a more manageable treatment of the factors involved in this study. The data included in the four

categories were turned over to a trained research scientist unfamiliar with the study. This was done to avoid inadvertant tampering with results through the knowledge of the previously found correlations. The judge was given the instruction to divide the two long sections (psychological and social tension, and coordination) into small groups and to place the relevant questions in each group. He was not given a minimum or maximum number of questions allowed to a group, as it was felt this could create unreal categories. Once the selection was completed, the new groupings were used to run correlations again. There still remained some quite high correlations and some low, but the categories selected looked satisfactory based on the correlations.

Each category is handled separately. At the beginning of each section there is a table which shows which questions are being discussed, the individual question's correlation with the section studied, and the correlation of that question with the total test. The mean score is also included, and if the score indicated a negative response to the agency it is placed in parentheses. Statements with an asterisk are written in the negative form, but their mean scores are to be read as if the statements had appeared in the positive form. This procedure was done to facilitate the tabulation of scores.

It should be mentioned that under proper statistical conditions an acceptable correlation is approximately .25, and a very good correlation .40 (see Nunnally). However, since

it was not possible to use an appropriately large sample initially, the correlations must be viewed with that in mind. Therefore, a correlation of .35 will be considered the first reasonable correlation.

COMMUNICATION

This section deals with the factors involved in the communications network. All questions correlate acceptably with this section although there is a wider distribution than occurred in the previous section. This section had a reliability factor of .85.

The questions on information generally brought a negative response. There is too much information to be handled; information is not communicated well; it does not arrive in time to be of use; and it is not clear. Apparently, not only is there enough information, but in fact, there is too much with which to deal. (Information received by the respondents is accurate but it is not clear). A view emerges of the worker delayed with instructions and policies which he finds of little use, both in terms of timing and on the basis of clarity. The worker seems frustrated by time necessarily spent going through communications and there is evidence of lack of coordination. Less information, more compact and more timely, might be more beneficial to the agency.

The only question which remained genuinely positive was that dealing with satisfaction concerning communication with co-workers.

TABLE 3. Communication

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score</u> ^a
		<u>c</u> ^b	Total	
93	I am satisfied with my communication with my co-workers.	.41	.30	1.58
89	I can deal with all the information I receive during the day.	.57	.37	(3.00)
108	I have adequate information to make my decisions.	.63	.43	2.46
85	I am satisfied with the way information is communicated.	.68	.50	(3.28)
99	Information pertaining to my job arrives in time to be of use.	.72	.57	(2.77)
87	Information pertaining to my job is accurate.	.77	.44	2.28
88	The information pertaining to my job is clear.	.78	.53	(2.73)
86	I receive a sufficient amount of information to perform my job.	.81	.52	2.40

^aParentheses indicate negative Mean Score.

^bCommunication.

JOB SATISFACTION

In this section only questions 103 and 16 do not correlate with the other factors measured. Unlike the questions in the previous section these two questions have mean scores which are within the normal range for all the questions in this section. They did not deal with the same factors as did other questions. Question 103 proved irrelevant to this test but might be useful for another test group. Question 16 showed that in general, respondents do not feel they are asked to do too much work.

The rest of the questions correlate moderately to well with one another. The factors dealt with are the attainment of personal and professional goals, the relation of the respondent to his supervisor, the evaluation of job performance, and the availability of information. Many of the questions ask whether the respondent receives adequate support from his supervisor and others to keep him satisfied. The answer is generally yes. However, this is not true in the case of job evaluation. This topic and that of continued attainment of professional goals are the only two negative areas in this section. Therefore, in general, the respondents are satisfied with the topics studied here. This section had a .72 reliability factor placing it well within the acceptable range for experimental data.

TABLE 2. Job Satisfaction

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score^a</u>
		<u>J.S.^b</u>	<u>Total</u>	
103 ^c	I feel that decisions are made at levels lower than where accurate and adequate information exists.	.14	.23	2.20
16 ^c	I am asked to do too much work.	.22	.28	1.80
17	Working in the agency contributes to the fulfillment of my personal goals.	.39	.28	2.32
38	My immediate supervisor allows me to handle my job in the way I see fit.	.41	.43	2.12
65	My supervisor agrees with my job-related goals.	.42	.42	1.92
40	I am treated as if I were well qualified for my job.	.44	.39	1.96
15	I find my work challenging.	.51	.40	1.80
12	I am able to fulfill my professional goals in my present position.	.57	.30	2.26
13	With normal advancement in the agency I will be able to continue fulfilling my professional goals.	.62	.43	(2.70)
86	I receive a sufficient amount of information to perform my job.	.65	.52	2.40

TABLE 2 (continued)

<u>Number</u>	<u>Statements</u>	<u>Correlation</u>		<u>Mean Score^a</u>
		J.S. ^b	Total	
84	The agency's method of evaluating job performance is fair.	.66	.67	(2.64)
102	People at my level have adequate decision-making responsibility.	.65	.62	2.36
108	I have adequate information to make my decisions.	.69	.43	2.46

^aParentheses indicate negative Mean Score.

^bJob Satisfaction.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

TRAINING

While the first three questions show no correlation either with the section or the total test, it should be noted that this is caused, at least in part, by the fact that they are the most extreme for the section. A lack of correlation does not negate the importance of an answer but may show that all respondents feel the same about the questions asked regardless of their answers on other subjects. That is clearly the case here. The respondents agree and feel strongly that; (1) their training and experience are consistent with the qualifications of their classification; (2) that agency goals should be more clearly defined during the recruiting interview; and (3) they feel their orientation was not adequate prior to assuming their duties.

What do these three answers taken together mean? At first glance they appear inconsistent. However, the respondents clearly felt that they were not since there was strong agreement among them. Therefore, the researcher must recognize that while training and experience fit with the qualifications needed for the respondent's various jobs, neither is adequate. This may indicate not only dissatisfaction with the training but also with the job itself. It does show a decided dissatisfaction with the information the worker received about the job during the recruiting interview as compared with what he actually experienced on the job.

The next two questions appear to have low correlations

because they seem not to pertain to things covered in the rest of the test. Question 32 does show a feeling of inadequate training, however Question 33 may show a lack of concern over the training manual and alone is not a useful question.

The rest of the questions did correlate well enough to signify their relevance to the purpose of the questionnaire. All of them have negative mean scores showing an overall dissatisfaction with training. These questions did not, except in one instance, relate to training by particular supervisors, but rather by the agency. The only question relating to training by a particular supervisor was answered positively. All but Question 111 and Question 34 had good total correlations with the total test. This section had a reliability factor of .79.

The section on training is very revealing. Respondents state more than once that they are not well trained and that resources are inadequate to allow proper training. This feeling must only lead to tension for the individual who continues to operate under such conditions. Also a lack of adequate training indicates a lack of coordination within the agency. Proper coordination of resources with needs would seem to require proper training. If the agency does not stress training as a prime objective it indicates that it does not consider the work to be done as difficult or involved. However, the workers have stated emphatically that training does not equal the job to be performed.

TABLE 1. Training

Number	Statements	Correlations		Mean Score ^a
		T ^b	Total	
26	My training and experience are consistent with the qualifications of my classification	.10	.11	2.02
29 ^c	Agency goals should be more clearly defined during the recruiting interview.	.04	.33	(4.81)
31 ^c	I feel my orientation was adequate prior to assuming my duties.	.03	.23	(4.10)
32	I have been adequately trained to interpret the regulations governing my job.	.23	.14	(2.67)
33	I have been adequately trained to interpret the manual.	.27	.00	2.48
34	I have had adequate training for my present position.	.37	.06	(2.62)
111	My supervisor trained me so that I could competently fill a higher position.	.37	.09	2.41
28	My duties were adequately explained before I assumed my position within the agency.	.67	.50	(3.02)
36	The training resources are excellent.	.76	.61	(3.20)

TABLE 1 (continued)

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score</u> ^a
		T ^b	Total	
37	I feel well trained.	.77	.51	(2.95)

^aParentheses indicate negative Mean Score.

^bTraining.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

COMMUNITY FEELINGS

This section has several questions which appear closely related. However, the responses do not indicate this to be the case. Employees at the same level do not agree in the interpretation of the goals of the agency. Neither do fellow workers share the respondents' opinion on topics related to the agency. However, others in the same position share similar goals. Therefore, the subjects felt that, as individuals, they have the same goals but different interpretations of agency goals. Respondents recognize their disparity with the organization's goals but they refuse to attribute this to disagreement among their peers over goals. The responses to this group of questions points to internal fragmentation of the agency over what the goals are and how to carry out goals.

The feeling of fragmentation is further supported by the response to Question 82 that there is not a substantial amount of teamwork within the agency. This is certainly caused in part by differences in the interpretations of goals. Surely a person who does not feel that those around him share his opinions about the agency or his interpretations of goals must feel isolated. If this feeling is accurate there must be both a lack of coordination and a feeling of social or psychological tension. The responses to these questions do then, in fact, provide support for Etzioni's theory.

The question on the usefulness of unit meetings is a bit difficult to fit with the other questions of this section but there is apparently some common factor as it correlated quite well with the rest of the section. It may be that the respondent feels more sense of unity within his unit. While it cannot be certain at this point, the worker may feel a distinction between his peers within his unit and those elsewhere in the agency.

TABLE 4. Community Feelings

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score</u> ^a
		C.F. ^b	Total	
68	Employees at my level agree in the interpretation of the agency.	.58	.56	(2.97)
82	There is a substantial amount of teamwork within the agency.	.58	.58	(3.10)
96	I find my unit meetings helpful.	.63	.56	2.46
64	Others in my position share my job-related goals.	.65	.33	2.22
79	I find that most of my fellow workers share my opinions on topics relating to the agency.	.65	.48	(2.68)

^aParentheses indicate negative Mean Score.

^bCommunity Feelings.

OBJECTIVES OF THE AGENCY

Most of this section is negative. Communication is generally inadequate and this is carried into areas relating to the job itself. This takes place within the categories of job description and with policy pertaining to a particular job.

The only question which was answered positively stated that the respondent did know what the goals of the agency were. (However, there was conflict over the respondents' professional goals and those of the agency).

Decisions are often delayed thus causing problems, and when they are not, they are often made at levels too high in the agency.

All of the responses in this section contribute to a feeling of social and psychological tension. Several contribute to a lack of coordination. A worker responsible to others must come under great stress when decisions are made higher up which he feels are based on inadequate information. Also, long delays cause embarrassment and stress when subordinates or clients are involved. Delayed decisions also indicate a lack of coordination. Conflict over professional and agency goals indicates either inadequate training and orientation or a divergence of opinion on what are appropriate goals. The knowledge of agency goals might on the surface appear to be a positive reflection on the agency. However, coupled with the knowledge that personal professional goals

are at variance with them cannot but add to a sense of frustration on the part of the employees.

TABLE 5. Objectives of the Agency

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score^a</u>
101 ^c	I feel that more direct lines of communication should be opened.	0.A ^b	Total	
		.52	.47	(4.50)
104 ^c	I feel that decisions are made at levels higher than where accurate and adequate information exists.	.52	.41	(3.34)
27	My job is adequately described by Civil Service.	.61	.54	(3.02)
62	I feel that I know what the goals of the agency are.	.61	.48	2.40
106 ^c	I must frequently reinterpret policy statements of the agency to fit my circumstances.	.62	.49	(3.44)
69	There is rarely a conflict between my professional goals and the goals of the agency.	.65	.48	(3.12)
107 ^c	Problems are frequently created because decisions are delayed.	.71	.49	(3.46)

^aParentheses indicate negative Mean Score.

^bObjectives of the Agency.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

GOALS

Many of the questions in this section appeared under objectives of the agency. As with that section all the correlations are rather high. Only Question 59 and Question 67 need be examined here because the relationship between the other questions has already been discussed in previous sections. ~~Almost all the questions in this category were answered negatively.~~

There was a strong feeling evidenced both in answer to Question 59 and in discussions with workers that the evaluation system did not prevent personal bias. This was a disturbing issue among those with whom we spoke. It is tension producing to many people and seems to support Etzioni's theory.

Also, a problem for the respondents is the fact that they felt that the administration and the social worker do not agree in their interpretation of the agency. This signifies both tension and lack of coordination. This is an important factor in light of Etzioni's theory and will be more fully discussed later.

TABLE 6. Goals

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score^a</u>
		G ^b	Total	
104 ^c	I feel that decisions are made at levels higher than where accurate and adequate information exists.	.52	.41	(3.34)
59	I feel that the present system effectively prevents personal biases in personnel evaluations	.57	.62	(3.69)
106 ^c	I must frequently reinterpret policy statements of the agency to fit my circumstances.	.57	.49	(3.44)
62	I feel that I know what the goals of the agency are.	.62	.48	2.40
67	The administration and the social worker agree in their interpretation of the goals of the agency.	.62	.53	(3.43)
107 ^c	Problems are frequently created because decisions are delayed.	.64	.49	(3.46)

TABLE 6 (continued)

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score^a</u>
		G ^b	Total	
69	There is rarely a conflict between my professional goals and the goals of the agency.	.68	.48	(3.12)

^aParentheses indicate negative Mean Score.

^bGoals.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

INTERACTION/INFLUENCE

While the last two sections were very positive, this section is quite negative. There is a high degree of correlation throughout the section. Evidently this section does deal with interrelated factors.

The first question was the only one answered positively and it does not substantially correlate with some of the others. This instance was discussed in a previous section.

Possibly the most important questions are 19 and 18. There is not a positive feeling perceived either within the organization or in the community. This section shows great discontent. There are grounds for tension and dissatisfaction in people who feel no respect for their job coming from the community they serve and a negative atmosphere where they work.

TABLE 7. Interaction/Influence

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score^a</u>
		I/I ^b	Total	
64	Others in my position share my job-related goals.	.50	.33	2.22
68	Employees at my level agree in their interpretation of the agency.	.57	.56	(2.97)
79	I find that most of my fellow workers share my opinions on topics relating to the agency.	.52	.48	(2.68)
85	I am satisfied with the way information is communicated.	.52	.50	(3.28)
84	The agency's method of evaluating job performance is fair.	.55	.67	(2.64)
19	I find the community response to my work is positive.	.57	.54	(3.54)
18	There is a positive atmosphere in the agency.	.62	.52	(3.10)
82	There is a substantial amount of teamwork within the agency.	.63	.58	(3.10)

^aParentheses indicate negative Mean Score.

^bInteraction/Influence.

SUPERVISOR/EMPLOYEE RELATIONS

The items in the section correlate well with one another except for the first question. This may well be because this is the only question in this section about supervisors which was answered negatively. The only other negatively answered item questions the evaluation system rather than particular people.

The rest of this section, as with the last, is answered very positively. It indicates satisfaction over the relationship with the supervisor as well as with the ability of the supervisor. The worker feels that he receives adequate support from his supervisor. All these things make for a pleasanter place to work and can build a good morale. However, taken with other sections this positive relationship appears undercut by disagreements with superiors and may well put the supervisors into a very difficult position between employees with whom they once worked and administration whom they now represent.

There is a discrepancy between Question 47 and Question 42. Possibly this means that in personal situations workers feel that supervisors show some bias but in decision-making on the job, such as what policy to follow, supervisors do not, generally, allow bias to enter into the process. However, this cannot be adequately determined from the data.

TABLE 8. Supervisor/Employee Relations

Number	Statements	Correlations		Mean Score ^a
		S/E.R. ^b	Total	
47 ^c	My immediate supervisor tends to support some employees more than others.	.24	.28	(2.86)
59	I feel that the present system effectively prevents personal biases in personnel evaluations.	.34	.62	(3.69)
58	Personnel evaluations are useful in my work.	.46	.44	2.44
111	My supervisor trained me so that I could competently fill a higher position.	.46	.09	2.41
39 ^c	I feel that the supervision is excessive.	.47	.64	2.20
49	When my supervisor corrects me I do not feel I have lost his basic support.	.55	.52	1.66
41	My supervisor's decisions display an accurate evaluation of the department.	.56	.54	1.10
42	My supervisor does not let personal emotions color his decisions.	.56	.43	2.03
50	My immediate supervisor encourages me to discuss aspects of my job with him.	.56	.53	1.72
48	When I make mistakes I feel free to report them.	.58	.51	1.78

TABLE 8 (continued)

<u>Number</u>	<u>Statements</u>	<u>Correlation</u>		<u>Mean Score^a</u>
		S/E.R. ^b	Total	
92	I am satisfied with my communication with my supervisor.	.60	.49	1.89
43	My immediate supervisor is well qualified for his job.	.64	.57	1.70
51	I feel free to discuss aspects of my job with my immediate supervisor.	.69	.50	1.76
45	I know that if an incident should arise where my actions were being questioned my immediate supervisor would give me his full support.	.70	.69	2.14
44	If I have a problem I know my supervisor will be able to give me a helpful and reliable solution	.77	.59	1.86
46	My supervisor's decisions are consistent.	.80	.67	2.20

^aParentheses indicate negative Mean Score.

^bSupervisor/Employee Relations.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

CONFIDENCE AND SUPPORT

All the questions in this section correlate meaningfully. The questions dealing with the respondent's particular supervisor were answered positively. Therefore, the respondents are, in general, satisfied with their own supervisors, though they do not like to be evaluated. The reason for this lack of conflict is at least partially explained by the response to Question 65 in which the respondent reveals that supervisor and worker share the same job-related goals. However, Question 67 indicates that this agreement does not continue throughout the agency. The fact that the policy-makers do not agree with the workers would cause frustration, tension, and probably lack of coordination.

However, for the most part this section shows that workers are satisfied with their supervision. This is a very positive input for the agency.

TABLE 9. Confidence/Support

Number	Statements	Correlations		Mean Score ^a
		C/S ^b	Total	
60	Personnel evaluations are viewed with equal importance throughout the agency.	.37	.42	(4.10)
41	My supervisor's decisions display an accurate evaluation of the department.	.43	.54	1.10
67	The administration and the social worker agree in their interpretation of the goals of the agency.	.52	.53	(3.43)
43	My immediate supervisor is well qualified for his job.	.53	.57	1.70
65	My supervisor agrees with my job-related goals.	.59	.42	1.92
38	My supervisor allows me to handle my job in the way I see fit.	.61	.43	2.28
102	People at my level have adequate decision-making responsibility.	.65	.62	2.36
39	I feel that the supervision is excessive.	.68	.64	2.20
66	Worker and supervisor discuss the goals of the department.	.70	.53	2.44

^aParentheses indicate negative Mean Score.

^bConfidence/Support.

WASTED MEANS

The section on wasted means deals with questions on information, decisions, supervision, and time. The efficient or inefficient use of these factors does indicate wasted or well used means. Means may be seen as all the tools, tangible and intangible, which may be used to reach one's goal.

~~This section was one of the original divisions. It~~ was the same length through both statistical compilations. Only Questions 107, 97 and 98 do not adequately correlate with the other items and those are only slightly below the acceptable standard.

The highest correlations for the section deal with information and how it is used, and communication. Generally, the respondents are displeased with how information is communicated and how fast it arrives. When it does come they feel that it is adequate. As mentioned elsewhere, they do feel that it is excessive.

Several results supported Etzioni's theory. They indicate wasted means as far as information was concerned, especially when it is recalled that the workers feel they receive much too much information.

On the other hand, workers do feel that their unit meetings are helpful and that supervision is not excessive, which shows means well used.

It may be that this section should have included other areas of interest such as time spent in the filing of reports vs. client meetings, etc. However, the questionnaire

was not originally designed to fit this thesis and so some things were regrettedly omitted.

TABLE 10. Wasted Means

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score^a</u>
		W.M. ^b	Total	
85	I am satisfied with the way information is communicated.	.66	.50	(3.28)
99	Information pertaining to my job arrives in time to be of use.	.62	.57	(2.77)
86	I receive a sufficient amount of information to perform my job.	.60	.52	2.40
108	I have adequate information to make my decisions.	.44	.43	2.46
39 ^c	I feel that supervision is excessive.	.40	.64	2.20
107 ^c	Problems are frequently created because decisions are delayed.	.31	.49	(3.46)
105	Most decision-makers use the information available to them effectively.	.45	.53	2.60
98 ^c	I find the time spent in meetings (other than unit) does not conflict with my work.	.34	.31	(3.32)

TABLE 10 (continued)

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score</u> ^a
		W.M. ^b	Total	
97	I find that time spent in unit meetings is not excessive.	.34	.40	2.12

^aParentheses indicate negative response.

^bWasted Means.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

STRAIN TOWARD AN EFFECTIVE TYPE

This section did not meet experimental reliability requirements. It had a reliability factor of .54. The reason for this is simple. When the measure was designed there was no intention of testing for this. Therefore, questions were sought out later rather than devised for this specific purpose. Most correlations were quite low with only four questions having correlations within the acceptable range. It is difficult to determine whether the questions with acceptable correlations are particularly meaningful for this section since they obviously deal with related subject matter. Therefore, it is felt that this section cannot be used to determine whether the agency is in the process of straining toward a more effective type of organization.

TABLE 11. Strain Towards an Effective Type

Number	Statements	Correlations		Mean Score ^a
		S.E.T. ^b	Total	
106 ^c	I must frequently reinterpret policy statements of the agency to fit my circumstances.	.01	.49	(3.44)
104 ^c	I feel that decisions are made at levels higher than where accurate and adequate information exists.	.06	.41	(3.44)
103 ^c	I feel that decisions are made at levels lower than where accurate and adequate information exists.	.07	.23	2.20
101 ^c	I feel that more direct lines of communication should be opened.	.18	.47	(4.50)
102	People at my level have adequate decision-making responsibility.	.27	.62	2.36
67	The administration and the social worker agree in their interpretation of the goals of the agency.	.28	.53	(3.43)
68	Employees at my level agree in their interpretation of the agency.	.39	.56	(2.97)
73	My job-related goals have changed significantly since I entered the agency.	.41	.30	(2.72)
69	There is rarely a conflict between my professional goals and the goals of the agency.	.45	.48	(3.12)

TABLE 11 (continued)

<u>Number</u>	<u>Statements</u>	<u>Correlations</u>		<u>Mean Score</u> ^a
		S.E.T. ^b	Total	
63	I feel a personal investment in the goals of the agency.	.53	.56	2.34

^aParentheses indicate negative Mean Score.

^bStrain Towards an Effective Type.

^cThis question was worded so that a positive score indicates a negative response to the agency, therefore, when the Mean Score was determined the score was reversed so that the Table indicates how much negative response is felt toward the agency.

CHAPTER VII

CONCLUSIONS

The hypothesis proposed in this study is that incongruent organizations will show certain characteristics. These are wasted means, lack of coordination, psychological and social tension, and strain toward an effective type. A social welfare organization was selected for study. Previous discussion has specified why this type of organization may be seen to be incongruent. Therefore, this study has examined the welfare organization for the expected characteristics.

WASTED MEANS

Within the section on wasted means there were only a few indicators. There was a feeling that excessive time was spent in meetings. There was dissatisfaction over the communication of information. However, other parts of the questionnaire contributed greatly to the findings of this study. While there is too much information dispersed it is not clear and it does not arrive in time. Therefore, energy and time are being wasted in the process of writing and dispersing information as well as in the process of delaying decisions until such information arrives. The communications network is failing, at least on an organizational and official level. One of the highest negative scores for the entire test was

received by the question regarding the opening of more direct lines of communication.

There was mention of problems over training. It was viewed as largely inadequate. People did not know what was expected of them as they entered the agency and then did not receive the training to perform well on the job.

All of these problems show a degree of wasted means. ~~It is impossible to feel that an organization is functioning~~ effectively with all the problems which have been cited above. As mentioned above, time and energy is being wasted. Money must also be being lost in the process. In a future study it might be possible to seek out other indicators such as whether the organization uses the right people for the right job or whether records and files that are required are utilized.

LACK OF COORDINATION

Virtually all of the problems discussed above pertain to this section. Communication does not fit the organization or lend itself to understanding. Workers do not feel themselves to be a part of a smooth-running organization. Training does not fit the job. The question "there is a substantial amount of teamwork within the agency" received a negative response. The presence of teamwork would indicate some degree of coordination. The fact that workers think more highly of their own supervisors than of anyone else in the agency may be an indication that the units do not have

sufficient knowledge of other units. Agreement is lacking on goals. Decisions are often delayed or made at levels considered inappropriately high by the respondents. Policy statements are considered so inappropriate that they must frequently be re-interpreted to be of use to those who receive them. From all these observations it is possible to support Etzioni's theory. There is an apparent lack of coordination within the agency.

SOCIAL AND PSYCHOLOGICAL TENSION

The traits of social and psychological tension among the respondents were well tested by the instrument. The questionnaire was designed to test for these characteristics. There seems to be no tension between workers and their immediate supervisors. Both sides show respect for their counterparts. However, there is a large degree of alienation between the workers and the agency. Goals are not agreed upon between the agency and the worker. Communication is badly handled. Personnel evaluations are seen as unfair. The agency does not provide adequate training facilities. As a result the worker does not feel well-trained. He feels uncertain about his goals vs. agency goals. He does not feel well-thought of in the community. He does not feel close to other workers since he has stated that there is no teamwork and since he does not feel that others generally agree with him in his interpretation of the agency. He feels frequent conflicts between his professional and his personal

goals. This summary of the respondents' feelings present a grim picture. Such a work situation cannot be conducive to a relaxed atmosphere or a happy individual. Thus, social and psychological tension are strongly indicated and further substantiate Etzioni's theory.

STRAIN TOWARD AN EFFECTIVE TYPE

~~A tendency to attempt to become a more effective~~
type of organization was not adequately shown. The researcher feels, however, that a more precise study might well point up strains upon the organization to fit into a congruent type. This is based on responses to individual questions.

The problems of agreement over goals between worker and agency provides a profound clue to this. When the welfare system is viewed as a whole and the sources of power recognized, the researcher gains insight into this problem over goals. It may be that, as established, a welfare department necessarily suffers from attempts by the various interest groups (citizen, government, worker, and client) to transform the agency into a body which functions to serve its particular goals. That is, since there are several distinct groups representing separate goals, a struggle may be unavoidable. This struggle may be equated to some degree with an attempt to become an effective type because should one faction finally win, contradictory information would cease and the organization could function more effectively. It would, by virtue of having only one set of goals, have the

possibility of becoming a congruent type.

Other clues are provided by the response that policy statements must be reinterpreted as they filter down. This may indicate attempts by both agency and worker to make the agency fit a more congruent model. In other words, it may be an attempt to make policy coincide with the picture each wishes to promote of the agency. However, this was not further substantiated by other questions and so must wait for validation from some further study.

All but one of Etzioni's traits have been substantiated. That one (strain toward an effective type) is inconclusive rather than negated. Therefore, the hypothesis that incongruent types of organizations do, in fact, evidence attributes which work against the smooth and efficient running of that organization is accepted. It is hoped that further study will be done to substantiate this typology and its accompanying characteristics.

CRITICISMS OF THE STUDY

There were problems with the study which could be corrected in follow-ups. The instrument was not originally designed to deal with the theoretical question which it later tested. It is possible to design additional questions which would benefit the measurement of characteristics. It is suggested that for future studies a new section be designed to deal with the specific problems of measuring the degree of strain occurring with organizations to adapt themselves

to more effective types of organization.

New measures for observing wasted means could also be used. Such things as studies of work output and time spent in particular jobs would be beneficial.

Also, it would be well to use more respondents. In this study there were fifty respondents. This was 25% of the agency. However, to achieve a higher degree of statistical reliability a better ratio of respondents to questions would be valuable.

It is also suggested that some other devices be used along with the written questionnaire. This could provide further support of the findings. The use of interviews and written records would be useful.

FURTHER STUDY

The questionnaire was designed not only to test workers in a welfare agency. It was felt that the instrument could easily be amended to be used in other organizations. An interesting study which would greatly aid in acceptance of Etzioni's model would be the use of this instrument in a normative voluntary service organization (e.g. a nursing convent) to test for the presence of the characteristics found here. According to the model this should provide the antithesis of the findings for this study and might offer interesting comparative information. However, studies of utilitarian, coercive, and incongruent types of organizations would be of great value. It is hoped that these studies will

take place to either substantiate or negate the theory offered by Etzioni.

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APPENDIXES

Appendix A

DIRECTOR'S MESSAGE

Public welfare is a three-way partnership between the Federal Government, the State and the County. Historically, the objective has been solely to provide financial aid. However, with passing of the 1962 Federal Social Security Act "Service" Amendments, a dramatic change has evolved. This agency is now trained and staffed to provide meaningful and helpful social services to individuals in addition to monetary aid.

Reflecting the "service" emphasis, the California Welfare and Institutions Code now refers to the former "Public Assistance" as "Public Social Services." The Code states its purposes as:

1. Providing on behalf of the general public, and within the limits of public resources, reasonable support and maintenance for needy and dependent families and persons.
2. Rendering appropriate services to assist individuals to develop or use whatever capacity they can maintain or achieve for self-care or self-support.
3. Giving protective services to handicapped or deprived persons subject to social or legal disability and to children and others subject to exploitation jeopardizing their present or future health, opportunity for normal development or capacity for independence.

In the spirit of the philosophy of the State law, the San Joaquin County Board of Supervisors, I, and my staff are dedicated to the objective of helping people help themselves to the very maximum extent possible.

The contents of this brochure are intended to set forth the services which today are available to our clientele.

RUSSELL GRAY

Director

¹San Joaquin County, Public Assistance Services in San Joaquin County (Stockton, California: July 1969), p. 1.

APPENDIX B

SOCIAL SERVICE PROJECT QUESTIONNAIRE

1. Sex M F
2. Marital Status _____
3. Program area _____
4. Job Classification _____
5. Main support of family unit Yes No
6. Do you own (or are buying) your own home ? Yes No
7. Spouse's occupation _____
8. Length of service in public welfare ? _____
9. Length of service in this agency ? _____
10. Did you have any formal orientation prior to assuming your first position in the agency ? Yes No
11. Did you complete formal orientation ? Yes No

Please indicate your answers to the questions below by selecting one of the following responses.

- 1 = agree strongly
- 2 = agree moderately
- 3 = agree slightly
- 4 = disagree slightly
- 5 = disagree moderately
- 6 = disagree strongly

- ___ 12. I am able to fulfill my professional goals in my present position.
- ___ 13. With normal advancement in the agency, I will be able to continue fulfilling my professional goals in the future.
- ___ 14. My acceptance of a promotion would depend on the program in which it were offered.

- ___15. I find my work challenging.
- ___16. I am asked to do too much work by the agency.
- ___17. Working in the agency contributes to the fulfillment of my personal goals.
- ___18. There is a positive atmosphere within the agency.
- ___19. I find the community response to my work positive.
- ___20. The present salary plan is adequate for my needs.

- ___21. With normal advancement in the agency, my projected salary will meet my needs.
- ___22. My present salary is competitive with other similar occupations.
- ___23. My projected salary increases are competitive with other similar occupations.
- ___24. There are other jobs available in this city which offer equal salary for my qualifications.
- ___25. I am relatively free to move outside this county to accept a job.
- ___26. My training and experience are consistent with the qualifications of my classification.
- ___27. My job is adequately described by Civil Service.
- ___28. My duties were adequately explained before I assumed my position within the agency.
- ___29. Agency goals should be more clearly defined during the recruiting interview.
- ___30. The goals are stated adequately during the training period.
- ___31. I feel my orientation was adequate prior to assuming my duties.
- ___32. I have been adequately trained to interpret the regulations governing my job.
- ___33. I have been adequately trained to interpret the Manual.

- ___34. I have had adequate training for my present position.
- ___35. Others in similar positions have received adequate training.
- ___36. The training resources of the agency are excellent.
- ___37. I feel well trained.
- ___38. My immediate superior allows me to handle my job in the way I see fit.
-
- ___39. I feel that the supervision is excessive.
- ___40. I am treated as if I were well qualified for my job.
- ___41. My supervisor's decisions display an accurate evaluation of the department.
- ___42. My supervisor does not let personal emotions color his decisions.
- ___43. My immediate supervisor is well qualified for his job.
- ___44. If I have a problem, I know that my immediate superior will be able to give me a helpful and reliable solution.
- ___45. I know that if an incident should arise where my actions were being questioned my immediate superior would give me his full support.
- ___46. My superior's decisions are consistent.
- ___47. My immediate supervisor tends to support some employees more than others.
- ___48. When I make mistakes, I feel free to report them.
- ___49. When my supervisor corrects me, I do not feel that I have lost his basic support.
- ___50. My immediate superior encourages me to discuss aspects of my job with him.
- ___51. I feel free to discuss aspects of my job with my immediate superior.
- ___52. When a problem within the agency arises, employees are encouraged to give suggestions.

- ___53. When suggestions are given, they are taken into consideration.
- ___54. My subordinates are capable and well qualified for their positions.
- ___55. I feel that it is necessary for me to closely supervise my subordinates.
- ___56. Due to pressure from above, it is necessary for me to closely supervise my subordinates, though I would rather give them less supervision.
-
- ___57. I fully support the personnel evaluation procedures of the agency.
- ___58. Personnel evaluations are helpful to me on my work.
- ___59. I feel that the present system effectively prevents personal biases in personnel evaluations.
- ___60. Personnel evaluations are viewed with equal importance throughout the agency.

Directions: Rate each category in question #61 in order of importance (1, 2, 3).

61. My job related goals are:

- ___a. giving service to the client.
- ___b. reducing the number of clients on the rolls.
- ___c. rehabilitation of the clients.
- ___d. speed and precision in the completion of reports.
- ___e. reduction of amount of grants received by the client.
- ___f. other (please state) _____

Please indicate your answers to the questions below by selecting one of the following responses.

- 1 = agree strongly
2 = agree moderately
3 = agree slightly
4 = disagree slightly
5 = disagree moderately
6 = disagree strongly

___62. I feel that I know what the goals of the agency are.

- ___63. I feel a personal investment in the goals of the agency.
- ___64. Others in my position share my job-related goals.
- ___65. My supervisor agrees with my job-related goals.
- ___66. The worker and the supervisor discuss the goals of the department.
- ___67. The administration and the social worker agree in their interpretation of the goals of the agency.
-
- ___68. Employees at my level agree in their interpretation of the goals of the agency.
- ___69. There is rarely a conflict between my professional goals and the goals of the agency.
- ___70. Those whom I supervise understand clearly the goals of the agency.
- ___71. I trust those under me to seek the attainment of agency goals.
- ___72. Unit goals are usually established by means of group participation.
- ___73. My job-related goals have changed significantly since I entered the agency.

Directions: Please rank in order of importance, your choice of the top three items in the questions below.

74. I have the most social contact with:
- ___a. workers in my unit.
 - ___b. workers in another unit.
 - ___c. workers in the program in which I am employed.
 - ___d. workers in another program.
 - ___e. supervisors of my unit.
 - ___f. supervisors of another unit.
 - ___g. workers in the same orientation class.
 - ___h. supervisor or workers who were formerly in my unit.
 - ___i. other (please state) _____

75. I have the most job-related contact with:
- a. workers in my unit.
 - b. workers in another unit.
 - c. workers in the program in which I am employed.
 - d. workers in another program.
 - e. supervisors of my unit.
 - f. supervisors of another unit.
 - g. workers in the same orientation class.
 - h. supervisor or workers who were formerly in my unit.
 - i. other (please state) _____

76. The following individuals motivate me to do a good job:
- a. employees on the same level as myself.
 - b. those employees at a higher level in the agency than myself.
 - c. those employees at a lower level in the agency than myself.

77. The following individuals offer the greatest assistance in my job:
- a. fellow workers.
 - b. my direct supervisor.
 - c. the supervisor of the bureau.
 - d. the higher level administrators.
 - e. the workers I supervise.

78. I feel free to express my feelings about my job to:
- a. employees on the same level as myself.
 - b. those at a higher level in the agency than myself.
 - c. those at a lower level in the agency than myself.

Please indicate your answers to the questions below by selecting one of the following responses.

- 1 = agree strongly
- 2 = agree moderately
- 3 = agree slightly
- 4 = disagree slightly
- 5 = disagree moderately
- 6 = disagree strongly

79. I find that most of my fellow workers share my opinions on topics relating to the agency.
80. An employee anywhere in the agency can exert an influence on high level administration.

- ___81. All parts of the agency can exert an equal influence on the total agency.
- ___82. There is a substantial amount of teamwork throughout the agency.
- ___83. The agency has a way for me to express my grievances without fear of having it affect my position.
- ___84. The agency's method of evaluating job performance is fair.
-
- ___85. I am satisfied with the way information is communicated.
- ___86. I receive a sufficient amount of information to perform my job.
- ___87. The information pertaining to my job is accurate.
- ___88. The information pertaining to my job is clear.
- ___89. I can deal with all the information I receive during the day.
- ___90. My communication with my supervisor takes place in an informal atmosphere.
- ___91. I find that most of job-related communication to my supervisor is written.
- ___92. I am satisfied with my communication with my supervisor.
- ___93. I am satisfied with my communication with my co-workers.
- ___94. I frequently contact persons other than my immediate supervisor to solve my job-related problems.
- ___95. There are times when I would like to contact persons other than my supervisor to solve an agency-related problem.
- ___96. I find that my unit meetings are helpful.
- ___97. I find that time spent in unit meetings is not excessive.
- ___98. I find that time spent in meetings (other than unit) does not conflict with my work.

- ___99. Information pertaining to my job arrives in time to be of use.
- ___100. I have frequently made suggestions to improve communications.
- ___101. I feel that more direct lines of communication should be opened.
- ___102. I feel that people at my level have adequate decision-making responsibility.
-
- ___103. I feel that decisions are made at levels lower than where adequate and accurate information exists.
- ___104. I feel that decisions are made at levels higher than where adequate and accurate information exists.
- ___105. Most decision-makers use the information available to them effectively.
- ___106. I must frequently reinterpret policy statements of the agency to fit my circumstances.
- ___107. Problems are frequently created because decisions are delayed.
- ___108. I have adequate information to make my decisions.
- ___109. I do not have enough time to give adequate consideration to all my decisions.
- ___110. I feel responsible for training my workers to eventually assume supervisory positions.
- ___111. I feel my superior trains me so that I could competently fill a higher position.
- ___112. I feel a personal responsibility for improving my professional skill.