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INCREASED CLIENT AUTONOMY IN A MODEL CITIES ORGANIZATION DEVELOPMENT PROGRAM.

The University of Oklahoma, Ph.D., 1973
Political Science, public administration

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THE UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

INCREASED CLIENT AUTONOMY IN A MODEL CITIES ORGANIZATION DEVELOPMENT PROGRAM

A DISSERTATION

SUBMITTED TO THE GRADUATE FACULTY

in partial fulfillment of the requirements for the

degree of

DOCTOR OF PHILOSOPHY

BY

F. ADAM YAGODKA

Oklahoma City, Oklahoma

1973

INCREASED CLIENT AUTONOMY IN A MODEL CITIES

ORGANIZATION DEVELOPMENT PROGRAM

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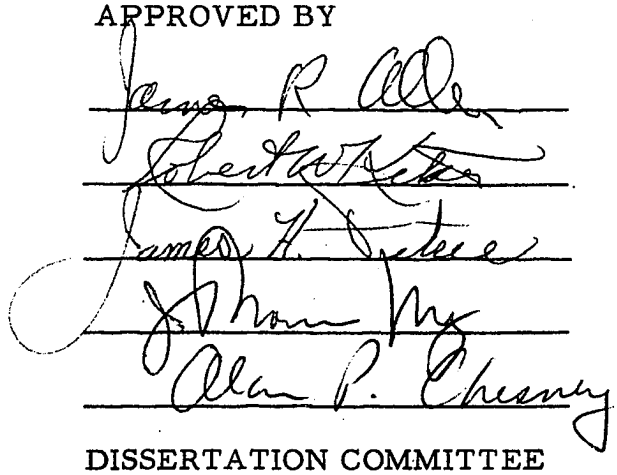

DISSERTATION COMMITTEE

ACKNOWLEDGEMENTS

Many people have helped me through their understanding, guidance, support, tolerance, and encouragement in the preparation of this dissertation. They know who they are. I hope they all know that I am deeply grateful for their assistance. I have made no attempt to single out and compartmentalize their contributions.

A partial list includes: H. Gene Walker and the Model Cities staff, Kay Hobbs, Ronnie Davis, Dr. Robert W. Ketner, Dr. and Mrs. James R. Allen, Dr. James H. Petree, Dr. John Bruhn, Dr. Thomas R. McGowan, Dr. J. Thomas May, Dr. Alan P. Chesney, Dr. Edward Porter, Lynn Carr, Maury Gollob, Dick Johns, Susan Earley, Betty Frensley, Barbara Altstatt, Bill Wollitz, James Featherston, Mr. and Mrs. John A. French, Jeff White, Mr. and Mrs. T. A. Yagodka, Mr. and Mrs. Ray Davidson, and, of course, my wife Maureen.

One man, however, through his devotion, friendship, and genuine help most made it possible for me to be a student who could complete a dissertation. He was a teacher whose students grew from their association with him. He never told you what to do, he just helped you figure it out so that you could do it yourself. It is his memory I would like to simply acknowledge.

William R. Hood, Ph. D.

1921 - 1972

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INCREASED CLIENT AUTONOMY IN A MODEL CITIES ORGANIZATION DEVELOPMENT PROGRAM

CHAPTER I

INTRODUCTION

Large corporations and governments have introduced numerous organizational strategies geared toward their more effective adaptation to the expanding complexity and demands of organizational life. Most of these efforts and the lion's share of research concerning organizational behavior have taken place in industrial settings. The profit motive and productivity have been dominant considerations in undertaking such activities and studies. Thus, while certain economic and/or political interests might have been served by recent movements toward organizational change and effectiveness, there have been very few new increments in knowledge about changing the nature of work group organization in natural environments. Further, very few recent studies on organizational style have studied the entire organization--the population. Management has comprised the population of study in most of the research; it does not appear to have been considered necessary to understand other members of the organization in terms of interactions,

preferences, and perceptions relating to organizational style.

Very little knowledge has been documented concerning small, nonindustrial work groups, such as those represented by public agencies, particularly federally-funded local entities that are intended to fulfill coordination and service delivery functions in specified geographic areas. Customarily, such entities, significantly related through funding to larger bureaucratic structures, adopt traditional bureaucratic styles of operation; i. e., those based on hierarchical structures. It is generally accepted that bureaucratic arrangements can become stultifying, and that they can make it difficult if not impossible for an organization to respond quickly and effectively to change.

This exploratory study addresses several hypotheses concerning a relatively small federally-funded local Model Cities agency that adopted a style of management and system of operation which represented a departure from the traditional bureaucratic form. The research involves all staff members of the organization as subjects over a ten-week period during which direct involvement on the part of external consultants who had helped to design and implement the planned change program was withdrawn from the organization. Certain standardized instruments were administered before and after the experimental period.

Literature Review

Only a brief picture is presented here of the major historical theoretical directions in the area of organizational knowledge. The major

part of this review is concerned with the notions and research from the 1950's to present.

From the early 1900's until 1950, two major theoretical directions might be delineated by the now common terms, "scientific management" and "human relations." Since 1950, a variety of directions have been pursued. These more recent approaches are collectively referred to by Bennis (1966) as "revisionist."

The scientific management, or bureaucratic structural approach, which viewed man as a passive, inert, mechanistic instrument to perform organization tasks, is generally attributed to Max Weber (Miller & Form, 1964) and Frederick Taylor (1948). Major contributors to the human relations approach--which viewed man as more than a passive instrument, as having social and psychological needs that could be viewed as congruent with organizational goals--included Fritz Roethlisberger and W. J. Dickson, Elton Mayo, Kurt Lewin, J. L. Moreno, Leland Bradford, and Carl Rogers. For further discussion of the human relations approach see Bennis (1966), Faunce (1967), Knox (1959), Miller and Form (1964), Roethlisberger & Dickson (1939), and Viteles (1953). The revisionist approaches, starting around 1950, added to the human relations approach the notion that there is a basic incongruity between individual and organizational goals. Key contributors among the revisionists include Rensis Likert (1961, 1967), Douglas M. McGregor (1960), Chris Argyris (1957, 1964, 1970), and Warren Bennis (1965, 1966, 1969).

The third era of conceptualization concerning organizational behavior, with its proliferation of interdisciplinary approaches was influenced by the work of The National Training Laboratories (NTL). NTL was established in 1947 in Bethel, Maine under the guidance of Leland Bradford, Kenneth Benne, and Robert Lippitt, all of whom were influenced by Kurt Lewin. NTL developed the T-group, or sensitivity training approach. This approach has flourished and grown over the past 25 years and is often used in attempts to bring about organizational change.

The NTL T-group approach typically entails sending upper-level managers of large organizations to a training site--perhaps a remote resort area--for a period of 5-14 days. In unstructured laboratory groups, numbering 8-15 members, the managers begin to develop a sensitivity to and awareness of, their own and others' feelings. Through the process of feedback and other laboratory techniques, members are reported to develop clearer views as to how others see them. Theoretically, the lab experience provides for the participant a heightened sensitivity to his own feelings, and an understanding of how others see him, which is translated into improved work relationships when he returns to his job (Bradford, Gibb, & Benne, 1964).

The literature concerning the utilization of laboratory approaches to bring about organizational change raises important questions about the durability of training results when participants return to their "back-home" work situations (Bennis, 1966; Golembiewski & Blumberg, 1970; Shepard,

1960).

Mann has summarized studies done in connection with the traditional laboratory approach, suggesting that this type of training has "little or no general effect.... Training which does not take the trainee's regular social environment into account will probably have little chance of modifying behavior. It may very well be that human relations training--as a procedure for initiating social change--is most successful when it is designed to remold the whole system of role relationships..." (in Golembiewski & Blumberg, 1970, p. 478). Similarly, Lippitt (1949) and Riecken (1952) found that participants in laboratory programs who attended as a group, or who maintained on-going contacts, were more likely than individual participants to retain attitude changes.

The limitations of laboratory training in bringing about organizational change have led to providing laboratory training within the natural work environment. While a number of programs of this type have been undertaken, relatively little scientific research has been reported. A number of writers point out the need for further research on the effects of laboratory training and related change efforts in the natural work setting (Argyris, 1970; Bennis, 1966; Friedlander, 1967; Likert, 1967).

Planned-change programs, utilizing laboratory training methods in the natural work environment are commonly called organization, or organizational development (OD). The term "organization development" is used throughout this report. Some writers and practitioners prefer

the term "organizational development." According to Blake and Mouton (1969), the basic distinction between the two is that organizational development refers to development that occurs in organizations, and organization development refers to the development of an organization as a total unit. The distinction appears to be primarily a semantic one. The present study is concerned with the development of the organization as a total unit, but it is necessarily also concerned with development that occurs within the organization.

OD programs typically endeavor to enhance, simultaneously, the benefits of human interaction for the good of the formal organization's growth, and to meet the individual members' needs for growth (Maslow, 1965; McGregor, 1960). They are usually conducted by external interventionists, over a one-to five-year period. Most commonly, they involve top management members of an organization; occasionally, subunits of an organization; and only rarely, the total membership of an organization. Among the current theorists and practitioners of organization development are Argyris (1957, 1964, 1970), Lawrence & Lorsch (1969), Likert (1961, 1967), Bennis (1966, 1969), Beckhard (1969), and Schein (1969). In a specialized sense, Blake and Mouton (1969) have also contributed importantly to the development of knowledge in the area of organization development.

Background of Present Study

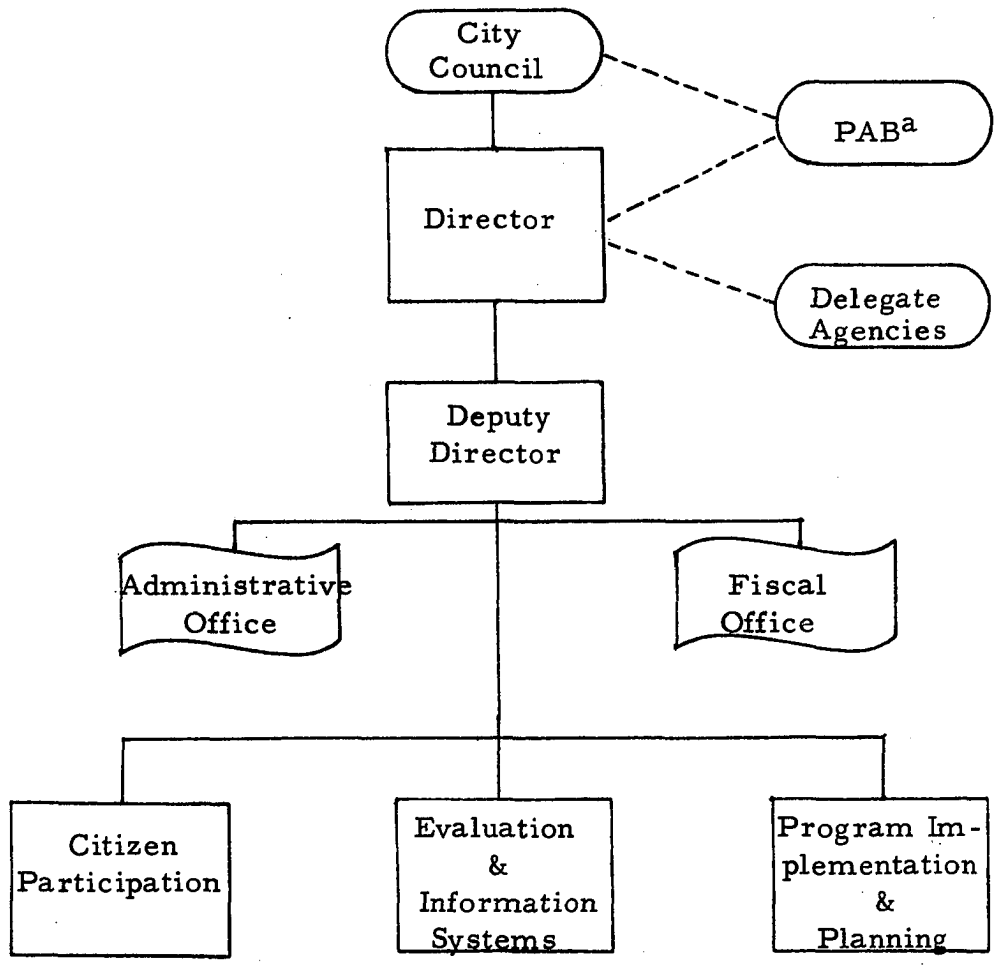
The Model Cities Program was brought into being by Title I of the

Demonstration Cities and Metropolitan Development Act of 1966. The term Model Cities replaced Demonstration Cities due to the negative contemporary connotation of the word demonstration. Agencies were to provide comprehensive planning and evaluation services and to serve as brokers of Federal funds to delegate agencies. Model Cities agencies were not intended to operate programs themselves.

The Model Cities agency involved in the present study had been in existence for approximately three years. The finalization of the agency's third year action plan coincided with the experimental period of this study. Overall funding for the agency had been approximately two million dollars annually. The agency served six poverty neighborhoods, in a larger community of 85,000.

Interest in this particular study was based, in part, on the investigator's experience prior to this research, working with a team of consultants in 1971, designing and implementing an organization development program with and for the total staff of a Model Cities agency in Oklahoma. This agency's formal organizational chart is shown in Fig. 1. The organization development effort entailed an integrated systems approach encompassing both management and operations. It emphasized group decision making at functional levels, data discussion, group problem solving, ongoing heterogeneous laboratory groups, overlapping group membership, and data feedback (Walker, 1971).

This investigator first became involved with the agency



[a]Policy Advisory Board

Fig. 1. Formal organizational chart, Model Cities Agency, present study.

in response to a request for assistance in improving its citizen participation component. In view of the apparent organizational problems internal to the agency at that time, it was this author's judgment that introducing a more participatory system in the organization itself would be an appropriate first step in the effort to strengthen community participation in the agency's activities. An understanding of, and appreciation for, a participatory system in the micro-ecological setting might enhance the probability of translating such a system to the larger community.

Argyris, Bennis, and Likert are among the many writers concerned about the fact that citizens are making much greater demands of public agencies for change. However, Argyris (1970) indicates that because of their organizational styles, these organizations are ill equipped to make internal or external changes. The agency involved in the present study began to make some important changes in its conceptualization of, and activities with, its citizen participation component approximately five months after the beginning of the internal organization development program.

Using knowledge and techniques from the behavioral sciences, the program was an attempt to develop a more trusting, open, participative type of organization. That is, it sought to legitimize individual needs for growth and development, to facilitate their expression, and to provide conceptual frames of reference for understanding them. At the same time, it sought to identify and elucidate organizational goals

and objectives through semi-structured workshop activities involving decision making by group consensus, negotiation, and consensual validation. The program took into account such concepts as Maslow's "hierarchy of needs" and "eupsychian management" (Maslow, 1962, 1965), and the concept of "high synergy" advanced by Ruth Benedict and discussed by Maslow (1964). That is, that work itself can promote mental health when people are working in a participative organization where cooperation becomes a norm for organizational behavior. When workers see themselves as constructively contributing to a cooperative whole, work then can become self-actualizing.

The design for systems change in the Model Cities agency was based on maximizing interactional patterns that would tend to integrate both individual and organizational goals in order to yield a more healthy, adaptive, and hopefully more effective organization. Central to the design was a dual group membership by every member of the organization; that is, membership in both a functional work group and a cross-sectional organization development laboratory group.

The role of the consultant team during the nine-month period prior to the investigation included bi-weekly "group leadership" of heterogeneous laboratory group meetings, and presentation of several workshops on group process, group interaction analysis, communications skills, transactional analysis, community organization, and citizen participation.

Self-report survey data collected anonymously--but indicating supervisory or nonsupervisory status--once during the early part of the seond month of the program, and again five months later, indicated some rather dramatic changes in employee perceptions of the organization. These shifts, though admittedly inconclusive, heightened the interest of the investigator in pursuing a more systematic avenue of inquiry. The following brief summary of survey findings is presented here as illustrative only. Walker (1971) provides a more complete description of elements of the program and further detail on survey results.

Morale was seen as "high or extremely high" by only 5.3% of the nonsupervisory staff and none of the supervisory staff at the beginning of the organization development program. Five months later 47.4% of the nonsupervisory staff, and 60% of the supervisory staff perceived morale to be "high or extremely high." Over 80% of both the supervisory and nonsupervisory personnel rated management controls "just about right" after the organization development program had been in operation for five months. Trust in management decisions showed a large increase. Almost all staff members reported having personally benefited from the organization development lab group sessions. The great majority of staff members felt that personnel problems decreased after the organization development program was implemented. (See Appendix I.) Thus, it became fairly evident from both the survey data and consultant observations that the group-oriented OD program was making an impact on

employee perceptions of organizational behavior. It appeared that a change in organizational style was taking place.

One of the very few reported attempts to apply the knowledge of the laboratory approach and organizational behavior to a total industrial manufacturing plant was begun in 1962. The Weldon Manufacturing Corporation was acquired by its leading competitor, the Harwood Manufacturing Company. Harwood's President was Alfred J. Marrow, a psychologist who had been a pioneer in the application of behavioral sciences to the problems of management. To summarize, the Weldon Plant was involved in a two-year organization development program which included sensitivity training for supervisors and executives, redesign of job functions, and implementation of certain technological improvements. The outcomes were improved supervisory relations, lowered costs, and improved return on investment (Marrow, Bowers, & Seashore, 1967). In spite of its successes, four factors appear to stand out as problematic elements in the Harwood-Weldon study: (1) the great cost of the program; (2) the relatively long period of time required to bring about planned organizational change; (3) the fact that nonsupervisory employees were generally not included in the training aspects of the program, and did not perceive the improvements to the degree they were perceived by management; and (4) the dependence of the Weldon staff on the external consultant-trainers and the executives at Harwood for bringing about the organizational change.

Basic to the Oklahoma Model Cities program was the premise of maximizing the organization's potential for utilizing its own resources. It was the goal of the consultants throughout to build upon and develop the organization's internal capacity to understand and manage its own organic growth. It is a common problem in organization development intervention efforts to increase, rather than to reduce, the dependency of an organization on the consultants. Occasionally during the nine-month active implementation phase of the organization development program, there were indications that the agency was responding in a dependent manner. Such indications were consistently countered by efforts to increase the agency's autonomy. The specific concern about increasing autonomy, thereby, also reducing costs for the organization, led to the subject for the present study--that of examining the effects of removing from the organization the influence of direct consultant involvement.

Rensis Likert is one of the most substantive contributors to organizational knowledge. Director of the Institute for Social Research at the University of Michigan, he has classified systems of organization into four categories: System 1: Exploitive Authoritative; System 2: Benevolent Authoritative; System 3: Consultative; and System 4: Participative Group. Extensive research by the Institute for Social Research and others (Likert, 1961, 1967) has established that organizations approximating System 4 style are more productive, have lower costs, and

result in more favorable attitudes than do those organizations approximating Systems 1 or 2. Those organizations using System 4 show "high productivity, low scrap loss, low costs, favorable attitudes, and excellent labor relations...." Conversely, Likert states that "the long-range consequences of shifts toward System 1 are unfavorable.... Science-based management," as Likert calls System 4, "is appreciably more complex than other systems" (Likert, 1967, p. 46). While requiring greater learning and greater skill to use it well, it yields impressively better results. Likert also found that in organizations employing a participative-group style of management top management executives actually have more influence in organizational affairs than in organizations employing more authoritative management systems.

System 4 organizational style embodies three basic concepts: (1) use by the manager of the principle of supportive relationships; (2) use of group decision making and group supervision; and (3) high performance goals for the organization. Examining these concepts further, Likert (1967) states the principle of supportive relationships as follows: "The leadership and other processes of the organization must be such as to ensure a maximum probability that in all interactions and in all relationships within the organization, each member in the light of his background, values, desires, and expectations, will view the experience as supportive and one which builds and maintains his sense of personal worth and importance" (p. 103).

Likert sees System 4 group decision making and group supervision using "...an overlapping group form of structure with each work group linked to the rest of the organization by means of persons who are members of more than one group. These individuals who hold overlapping group memberships are called 'linking pins'" (1967, p. 50). He points out that the interaction and decision making activities of the work groups rely heavily on group process. At each hierarchical level all subordinates in a work group affected by the outcome of a decision are involved in making the decision. According to Likert, the group's capacity for effective problem solving is maintained by examining and dealing with group process when necessary.

Likert (1967) emphasizes that this group method should not be confused with the committee method, which seldom results in group decisions, as such. The group method of supervision holds the superior fully responsible for building his subordinates into an effective group which makes the best decisions, and carries them out well.

According to Likert (1967), high performance goals should not be imposed, but should be mutually planned and agreed upon by all those working in an organization. Since participation in setting high level goals is required to satisfy employee needs for self esteem, there must be a mechanism by which employees can participate. Likert's System 4 style entails such a mechanism through group decision making and multiple, overlapping group structures. Participants are invested in the goals.

Another important contribution made by Likert and his associates (1961, 1967) is that leadership and organizational style are internally consistent. That is, if communications are seen by managers or workers as falling within System 2, it is extremely likely that decision making, interaction, and performance will also be seen as falling within System 2. Likert (1967) points out that "the management system of an organization must have compatible component parts if it is to function effectively.... When an organization seeks to apply the results of research dealing with leadership, management, and organizational performance, the application must involve a total systems modification and not an atomistic modification" (p. 123).

The literature review on organizational behavior and organization development leads to several generalizations about the current state of knowledge. A participative, democratic organizational style, such as Likert's System 4, maximizes productivity, inter- and intra-group relations, worker motivation and satisfaction, and organizational effectiveness. Organizational change can best be brought about by employing a systems concept, wherein there is a total shift from one organizational style to another in terms of all component parts of an organization. The application of traditional laboratory training approaches, involving non-natural work groups removed from the work environment, is of questionable value in bringing about organizational change.

Most of the writers on organizational change and development

lament the lack of a single, clear body of theory to serve as a guide to research activities. The need for theory development seems abundantly clear, but unfortunately efforts in that direction have been hampered by the interdisciplinary nature of the theoretical contributions of the past. That is, psychologists, political scientists, sociologists, economists, anthropologists and psychoanalysts have tended to make contributions that were discipline-bound rather than truly interdisciplinary ones.

In addition to the problem posed by the lack of a clear-cut body of theory, a number of knowledge gaps in the area of organizational behavior appear to exist. Perhaps foremost is the lack of recent studies involving the total staff of an organization, both in terms of involvement of all members of the natural micro-ecological setting in the change effort as well as in the research effort (Bennis, 1966). In most cases of planned organizational change, the change induction has been limited to a small, elite group. Blake and Mouton (1969) have viewed organizational change in a systems way, involving entire management organizations, but, even in their work, wage earners have been involved in the effort only rarely. Also, very few organizational change studies have been performed in non-industrial settings where profits and productivity are neither explicitly nor implicitly the goals of the change effort.

The literature review revealed no studies of the development of autonomy in maintaining an organization development system, independently of consultants, within the first year of initiating such a system.

Blake and Mouton (1969) estimate that five years are required to develop autonomy. Beckhard (1969) estimates two to three years.

The present study was in part based on an attempt to operationalize a concept of autonomy advocated by Argyris (1970). He explains:

> ...our view acknowledges interdependencies between the intervenor and the client system but focuses on how to maintain, or increase the client system's autonomy; how to differentiate even more clearly the boundaries between the client system and the intervenor; and how to conceptualize and define the client system's health independently of the intervenor's. This view values the client system as an ongoing, self-responsible unity that has the obligation to be in control over its own destiny. An intervenor, in this view, assists a system to become more effective in problem solving, decision making, and decision implementation in such a way that the system can continue to be increasingly effective in these activities and have a decreasing need for the intervenor (p. 16).

Bennis (1966) has identified the need for further research addressed to learning more about the characteristics of individuals who serve 'linking pin' functions, the required characteristics of temporary organizations, and the training of leaders and followers to collaborate and work toward atmospheres of authenticity where valid communication is the norm--not the exception.

The present study addresses several of the areas in which knowledge gaps were revealed in the review of the literature. That is, this study is concerned with the work organization in its natural environment. It explores the perceptions and attitudes of the total membership before, and two and one-half months after, the external interventionists were withdrawn from direct involvement in the organization development

effort. It is concerned with examining the membership characteristics in a small social agency that has adopted an organizational change strategy. The overall change strategy and the introduction of autonomy take place within a significantly shorter time frame than most such strategies that have been documented.

CHAPTER II

PROBLEM AND HYPOTHESES

This study addresses the effects of withdrawal of direct involvement on the part of external interventionists before the end of the first implementation year of an ongoing organization development system in the natural micro-ecological setting of a Model Cities agency. Perceptions of organizational style and attitudes toward the agency among the total staff are examined before, and ten weeks after, withdrawal of the external interventionists. Informal interaction and social choice patterns within the agency are also ascertained.

Hypotheses

I. Staff members at all levels of an organization that has implemented a planned-change system of organization development indicate preferences for a participative-group system of management.

   A. All functional groups within the organization, indicate System 4 organizational style "Ideal" preferences as measured by mean scores on the Likert Profile of Organizational Characteristics (Likert, 1967).

   B. Mean scores on the Likert Profile indicate a shift in a positive

direction--toward System 4--from "Past" to "Now," time 1.

C. Mean "Ideal" preference scores on the Likert Profile are not significantly different among subgroups compared by age, sex, race, and functional group.

D. Mean "Now" scores on the Likert Profile among the managerial group are closer to matched "Ideal" scores than are "Now" scores among nonmanagerial employees, at both times 1 and 2.

II. An organization that has moved in the direction of a participative-group organizational style maintains its position when external interventionists are removed from direct involvement in implementation of a planned-change strategy.

A. Mean scores on the Likert Profile do not shift in a negative direction--away from System 4--from "Now," time 1, to "Now," time 2.

B. Staff attitudes toward the agency, as measured by a Semantic Differential instrument do not shift in a negative direction from time 1 to time 2.

III. There is no difference in mean frequencies of sociometric choices made from own functional group as compared with nonfunctional group.

Operational Definitions

Direct involvement. Active, on-site participation in any aspect of implementation of an organization development effort.

Functional group. A group of individuals who have similar work functions within the organization. In this study there are four functional groups: managerial-supervisory, professional nonsupervisory, clerical, and para-professional.

Heterogeneous laboratory group. A learning interaction group comprised of individuals, varying with regard to age, sex, race, job function, etc. There are three such groups in this study.

Interventionist. Consultant external to an organization who intervenes at the invitation of an organization to bring about change or modification in the overall behavior system of the organization. Argyris (1970) identifies the primary goals of intervention as generating valid information about the client system, developing free and informed choice among alternatives, and developing internal commitment to the choices made. A fourth requirement is to maintain or increase the client system's autonomy from the intervenor over time. According to Argyris, "To intervene is to enter into an on-going system of relationships, to come between or among persons, groups, or objects for the purpose of helping them" (1970, p. 15).

Nonfunctional group. All staff members in the organization who are not members of one's own functional group.

Organization. A structured collection of individuals, who may or may not perform similar functions, working as an interdependent group to fulfill both internal and external requirements of the social unit.

Organization development. The intentional development of the capacity of an organization to adapt to and respond to its own changing internal and external expectations, requirements and needs. This educational process recognizes the importance of both individual and organizational goals.

Organizational style. The overall interactional, performance, and decision-making mode of an organization. For purposes of this study, the four organization and management systems described by Likert (1961) are used:

System 1--Exploitive Authoritative

System 2--Benevolent Authoritative

System 3--Consultative

System 4--Participative Group

These four systems are measured using the Likert Profile of Organizational Characteristics (1967). Subjects in the present study were asked to characterize the organization as they perceived it one year ago (Past), as they now perceive it (Now), and as they would perceive it ideally (Ideal).

Planned-Change system. A program based on an accurate diagnosis of the client system and designed to increase the adaptive capabilities of that system.

Time 1. Two days immediately preceding the beginning of the 10-week experimental period.

Time 2. Two days immediately following the end of the 10-week experimental period.

CHAPTER III

DESIGN AND METHOD

Basic to the overall design of this research study was concern for generating data that would be useful not only for purposes of the academic requirements of the dissertation research report, but also for purposes of feedback to the organization being studied. Further, the investigator was concerned with the system as a whole; not with any particular subgrouping within the system. Analyses of data, however, were not confined to the system as a whole. In summary, consideration of the client system's needs and concern for its involvement, was built into the research design in a number of ways, described below.

Initially, although cooperation in regard to the study had been assured by the director of the organization, it was decided to propose the question to the entire membership of the organization. Argyris (1970) recommends this approach. Meeting in their three heterogeneous lab groups without consultants present, the membership reached a consensus decision that the agency should participate in the research. They also explored the question of reservations about participation that might exist among the members and reported that there were none. In addition,

the groups posed a number of suggested research questions, some of which were incorporated in the hypotheses.

Again, in consideration of the client system, the investigator offered feedback on test scores to individual subjects on request, after all data had been collected. Group data would be available as feedback to the entire membership of the organization, upon completion of the research report. In addition, a Research Instrument Reaction Sheet was designed for use with all standardized instruments (Appendix II), so as to provide the subjects opportunities to react and respond to the research process as it progressed.

The Model Cities agency participating in this study, a city department supported by Federal funds, and charged with potentially far-reaching planning, coordination, and evaluation functions in relation to overall community development, had stabilized with a full-time staff of 32 members. All were included in the sample. Table 1 summarizes the characteristics of the subject population.

Initially, the possibility of using the staff of another Model Cities agency as a control group was considered. This idea was discarded for several reasons. First, it would have been difficult, if not impossible, to insure comparability of two samples. Perhaps more importantly, since this study was specifically concerned with the effects of increased autonomy in an organization development system, no other Model Cities agency that had adopted a comparable system, was accessible to the investigator.

Table 1

Summary Characteristics of Subject Population by Race, Sex, and Age for Functional Groups and Totals

FUNCTIONAL GROUP	Race			Sex		Age Group[a]			ALL GROUPS
	Black	White	Native Amer.	Male	Female	22-27	28-42	43-60	
Managerial, Supervisory	3	5	0	7	1	2	4	2	8
Professional Nonsupervisory	1	7	0	4	4	5	2	1	8
Clerical	8	1	1	0	10	6	4	0	10
Para-Professional	3	3	0	3	3	0	2	4	6
ALL SUBJECTS	15	16	1	14	18	13	12	7	32

[a] Selection of these particular age-group ranges was based on the investigator's unpublished work using these categories to distinguish young, middle, and old age groupings in the U. S. population. These groupings, which produce a clear bimodal curve, have been found useful in examining social problems from an ecological point of view.

Variables that functioned as formal controls in the study were few. The study was essentially an exploratory one; one that investigated a work organization and its membership, functioning normally according to the regular demands made on the system. This study might be considered quasi-experimental in that the degree and nature of the interventionists' influence on the organization was deliberately changed in the direction of increasing the autonomy of the organization in its OD program. During the research period, interventionists were physically present at the agency for research purposes only. They no longer functioned as "group leaders" of laboratory group meetings, nor in a trainer or consultative capacity with the entire staff, or any part of it, during the research period. However, it was evident that a fairly high level of trust had developed between the subjects and the investigator during the nine-month pre-experimental OD phase. Data collection, analysis, and feedback were component parts of the OD program, previously practiced by the interventionists. The experimental period appeared to be perceived by the subjects as a more systematic extension of the earlier OD data treatment phases. The specific elements of the interventionists' input during the research period are outlined in Fig. 2.

Another variable that served a control function in a general sense is that the time period selected for data collection was one which entails the heaviest work demands of the yearly cycle in the micro-ecological setting. This is the time period during which a Model Cities agency

prepares a Comprehensive Development Plan (CDP) for the following year's funding and program activities. According to informants from this particular organization, confirmed by observations of the interventionists, this time period in 1971 was followed by significant organizational unrest, disruption of work, emergence of informal groups in opposition to management goals, lowered morale, and a clear tendency on the part of management toward authoritarian solutions to interpersonal and organizational problems.

The selection of such a period, as opposed to a more routine and orderly period of activity, put the quasi-experimental effort to more stringent examination. This view is strengthened by the fact that during the period of preparation of the CDP, the Model Cities agency has more frequent and intensive contact with external systems--agencies, organizations, and groups--which generally operate in a more traditional bureaucratic fashion than appeared to be the case in the Model Cities agency at the beginning of the research period. It is acknowledged that heavy work activity may, in fact, have the effect of improving interpersonal relationships and effectiveness in a work organization, or at least of improving measurable productivity. However, based on the history of this particular agency, in view of the type of instrumentation employed, and since the study was not based on a productivity bias, it is this investigator's position that the stressful work period was the most suitable for the research effort.

Instrumentation

Multiple instrumentation to some extent provided a safeguard against spurious results. As noted by Webb, Campbell, Schwartz, and Sechrest (1966) no one research method, particularly in social science, is completely free of bias. They believe that "Once a proposition has been confirmed by two or more independent measurement processes, the uncertainty of its interpretation is greatly reduced. The most persuasive evidence comes through a triangulation of measurement processes. If a proposition can survive the onslaught of a series of imperfect measures, with all their irrelevant error, confidence should be placed in it" (1966, p. 3). While observational and archival data were available to assist in the interpretation of results, they were not specifically used for hypothesis testing.

Figure 2 summarizes the four phases of the research. Phase I represents the background and history of the organization development system covering the period from April through December, 1971; Phase II represents collection of pretest quasi-experimental data and took place during two days in early January, 1972; Phase III represents the period of removal of direct involvement on the part of the external interventionists and ran from January to mid March, 1972; and Phase IV represents the posttest data collection which took place during two days in mid March, 1972. Figure 2 indicates all instrumentation used in the order in which it was collected. Further detail on the instrumentation selected is provided below.

Phase I	Phase II	Phase III	Phase IV
Intervention History	Chronology Pretest Instrumentation	Introduction of Autonomy; Direct involvement of external interventionists removed	Chronology Posttest Instrumentation
OD System Adopted & Implemented Over 9-month Period. Two administrations of Self Report Survey. Involvement of Subjects in Research.	General Information Sheet--Demographic Information. Semantic Differential; Agency Description. Research Instrument Reaction Sheet (RIRS). Likert Profile--3 Scoring Categories; Ideal, Now, and Past. RIRS. New Lab Group Assignments.	10 Weeks Weekly--OD Lab. meetings with written suggested activities, but without external group leaders.	Semantic Differential; Agency Description. RIRS. Likert Profile--1 Scoring Category; Now. RIRS. Sociometric Questionnaire. RIRS.

Fig. 2. Phases of the research design.

General information sheet. This form, designed especially for purposes of this research, requests certain demographic data. (See Appendix III.) It includes information on age, race, sex, income, employment history, education, future plans, etc.

Semantic differential--agency description. This test, patterned after Osgood's Semantic Differential (Osgood, Suci, Tannenbaum, 1957) consists of 20 pairs of contrasting adjectives. One adjective in each pair represents a socially desirable attribute and the other a socially undesirable attribute. Using a 6-point scale, the subject describes his agency as being close to one or the other of each pair of attributes; then his ratings on the 20 adjective pairs are added to provide a measure of esteem held for the agency. Higher numerical values are in the direction of greater desirability.

Similar ratings are made of hypothetical least and most preferred agencies (Fiedler, 1958). Utilizing these data, an agency satisfaction index (Gottheil & Viechaser, 1966; Gottheil & Lauerbach, 1969) is obtained using the formula:

$$\frac{\text{Own agency minus least preferred agency}}{\text{Most preferred minus least preferred.}}$$

Likert profile of organizational characteristics. This is a 51 item questionnaire developed by Rensis Likert (1967) which provides a comprehensive description, using 20-point scales, of an organization across eight major organizational variables: leadership processes used; character of motivational forces; character of communication

processes; character of interaction-influence process; character of decision-making process; character of goal setting or ordering; character of control processes; and, performance goals and training. A profile of the system of organization can be obtained in one of the following predominant modes: exploitive authoritative (System 1); benevolent authoritative (System 2); consultative (System 3); and participative group (System 4). This questionnaire was used with permission of McGraw-Hill Book Company.

For purposes of this research, subjects were asked at the first administration of the questionnaire to describe the organization as they perceived it retrospectively one year ago (Past), as they perceived it at the time of completing the questionnaire (Now), and as they would like to see it ideally (Ideal) (See Appendix V). Past responses of subjects who had worked for the agency less than six months were dropped from the analysis of results on that measure. For the posttest administration subjects were asked to provide only a Now description.

Sociometric questionnaire. A sociometric questionnaire was especially constructed for this research. (See Appendix VI.) The items of this metric ask the subjects to make their social choices on the basis of desirability as business travel companions, desirability as coworkers on an overtime project, desirability as counselors in discussing personal problems, acceptability as sincere and helpful to Model Neighborhood Residents, acceptability as sincere and helpful to "City Fathers," and

desirability as helpful to others in organization development group meetings. This instrument was administered only once, at the time of collecting other posttest data.

All data were collected at the offices of the Model Cities agency. Meetings were called at pre-arranged times for this purpose. Pretest data was collected on two consecutive days to minimize the subjects' time required for this purpose on any one work day. The same procedure was followed for collection of posttest data. Follow-up arrangements were made with any absentees immediately after the group data was collected, and it was thus possible to achieve a 100% return on all instrumentation used in the study. There was no employee turnover during the experimental period, thus indicating stability of the organization over this time period.

CHAPTER IV

RESULTS

When a one-hundred per cent return on all data for all subjects had been obtained, all instruments were hand scored using standardized scoring procedures. All data were then key punched on IBM cards. Data were programmed for computer analysis utilizing prewritten and specially written programs. All data were processed at the Nuclear Engineering Laboratory computer facility at the University of Oklahoma, Norman Campus.

The initial computer run yielded descriptive statistics for the total research sample, as well as for functional subgroups. Where appropriate to the hypotheses, descriptive statistics were also calculated for race, sex, and age.

After descriptive statistics had been analyzed, programs were written for tests of significance relating to specific hypotheses. Except where hypotheses specifically required analysis by subgroups, statistical tests of significance were performed for the total sample. Independent or dependent t tests (Walker and Lev, 1953) were performed depending on the nature of the comparisons to be made.

Results are presented in the order in which the hypotheses are

listed. The results are summarized by hypotheses at the end of this chapter.

It was predicted that all members of the organization would indicate a preference for Likert's System 4 organizational style, regardless of functional group membership. The Likert Profile of Organizationa Characteristics (Likert, 1967)--used to measure organizational style preferences in this study, is scored on a one-to-twenty scale as follows:

System 1 (Exploitive Authoritative)	1-5
System 2 (Benevolent Authoritative)	6-10
System 3 (Consultative)	11-15
System 4 (Participative Group)	16-20.

Table 2 summarizes the mean Ideal ratings on the Likert Profile of Organizational Characteristics for all functional groups, by the eight organizational variables and by overall means. All groups on all variables fell within the 16-20 scoring range, indicating a System 4 preference. The overall sample mean on all variables was 18.46 with a standard deviation of 1.25. The lowest functional group mean by variable was 16.70--para-professionals' Ideal rating of leadership processes used. The highest functional group mean by variable was 19.22--professionals' Ideal rating of character of motivational forces. Among functional groups, the professional group had the highest overall Ideal mean, and the clerical group the lowest.

Table 2

Mean Ideal Preference Scores, Likert Profile by Functional Group, Organizational Variable, and Totals

Organizational variable	Functional group				All groups (n=32)
	Managerial (n=8)	Professional (n=8)	Clerical (n=10)	Para-professional (n=6)	
1. Leadership Processes Used	18.125	18.800	18.220	16.700	18.056
2. Character of Motivational Forces	18.588	19.215	18.241	18.477	18.615
3. Character of Communication Process	18.247	18.696	17.823	17.976	18.176
4. Character of Interaction-influence Process	18.040	18.352	17.450	18.222	17.968
5. Character of Decision-making Process	18.128	18.626	17.576	17.940	18.045
6. Character of Goal-setting or Ordering	17.585	18.417	17.233	17.335	17.636
7. Character of Control Processes	18.000	18.900	17.180	17.033	17.784
8. Performance Goals and Training	18.541	19.084	17.299	17.557	18.104
All variables	18.562	19.074	18.065	18.145	18.456

It was further predicted that Now time 1 ratings on the Likert Profile would indicate a positive shift from Past ratings. Table 3 summarizes the overall sample mean ratings for Past (a year ago) and Now time 1. All mean ratings by variable for Past fell in the System 2 scoring range. All mean variable ratings for Now time 1 were in System 3. The difference between sample sizes for Past and Now ratings is accounted for by the fact that responses of those who had worked for the agency for less than six months were not included in the analysis of Past data.

Figure 3 illustrates the profile of organizational characteristics, indicating Past, Now--times 1 and 2, and Ideal overall mean ratings for the total sample. The Past profile was clearly in the Benevolent Authoritative system. The profiles for both Now times 1 and 2 fell within the range of the Consultative system. However, Now time 2 scores did shift in the direction of the Participative Group mode. The Ideal profile was clearly in the Participative Group mode.

The observed difference between overall mean Now time 1 and Past ratings is statistically significant at the .001 level, with a dependent t value of 6.60 and 22 degrees of freedom.

It was hypothesized that there would be no significant difference in mean Ideal preference scores among subgroups in the organization. Table 4 summarizes independent t values of the observed mean differences. No mean difference scores were significant at the .05 level for

Table 3

Mean Ratings, Likert Profile, of Past, and Now, Pretest and Posttest, for Organizational Variables and Total

Organizational variable	Mean ratings		
	Past (n=23) Retrospective	Now 1 (n=32) Pretest	Now 2 (n=32) Posttest
1. Leadership Processes Used	7.608	12.731	13.544
2. Character of Motivational Forces	8.857	12.947	13.536
3. Character of Communication Process	8.512	12.625	13.258
4. Character of Interaction-influence Process	8.898	13.448	13.912
5. Character of Decision-making Process	8.540	12.764	13.858
6. Character of Goal-setting or Ordering	9.275	12.802	13.355
7. Character of Control Processes	9.052	12.700	12.912
8. Performance Goals and Training	8.333	11.573	11.699
All variables	8.775	13.011	13.479

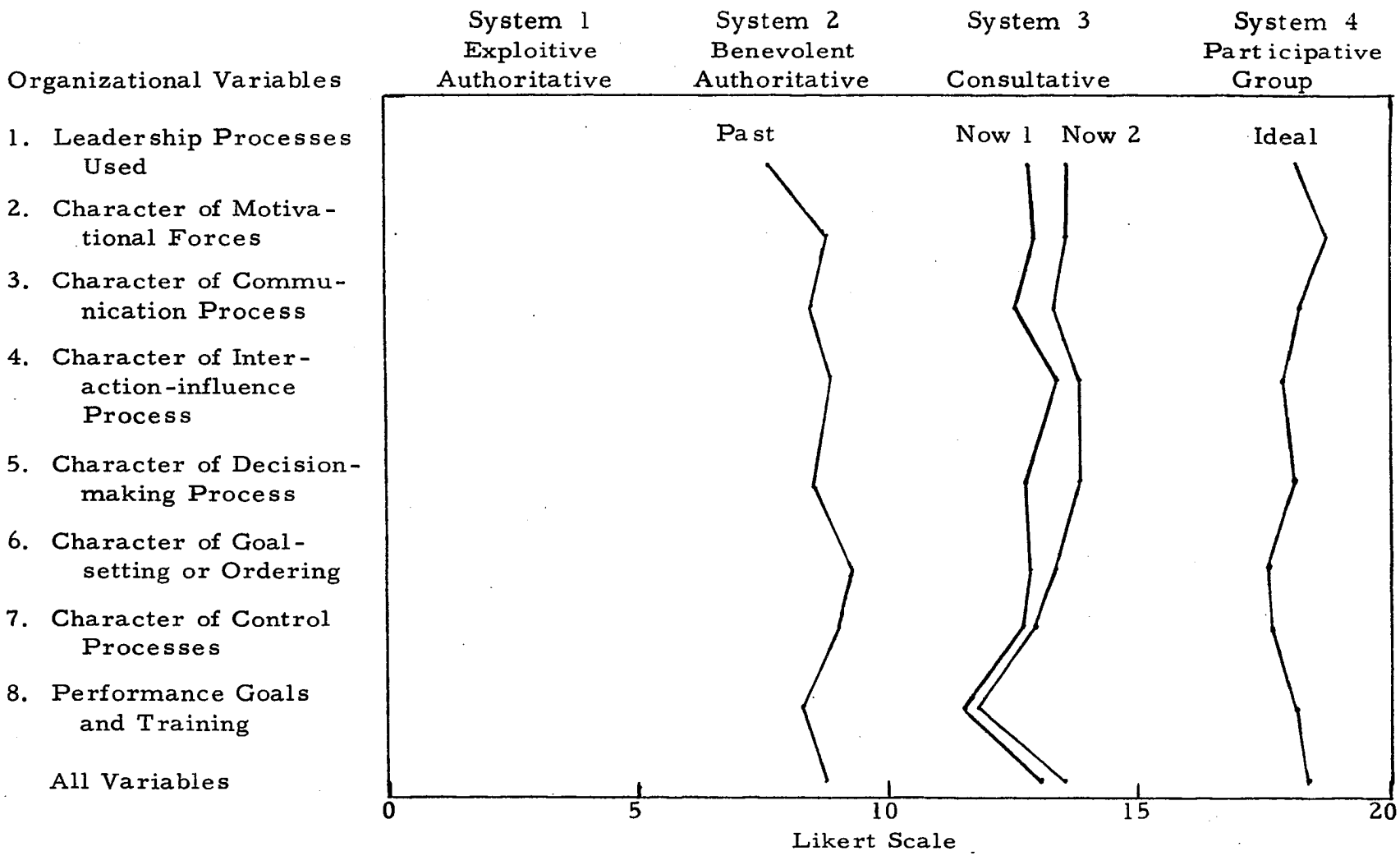


Fig. 3. Summary Likert Profile of Organizational Characteristics, Past, Now_1, Now_2, and Ideal; all groups (n=32).

Source: Tables 2, 3, 7, 8, 10 and 11

Table 4

Summary of Independent t Values for Mean Ideal Likert Preferences, Compared by Sex, Race, Age, and Functional Group

Conditions	df	t	P (two tail)
1. Sex			
Male vs. Female	30	1.338	>.10
2. Race			
White vs. Nonwhite	30	1.936	.10
3. Age Group			
22-27 vs. 28-42	23	-0.235	>.50
22-27 vs. 43-60	18	0.925	>.30
28-42 vs. 43-60	17	1.429	>.10
4. Functional Group			
Mgr. vs. Prof.	14	-1.084	>.10
Mgr. vs. Cler.	16	0.712	>.30
Mgr. vs. Para-Prof.	12	0.675	>.30
Prof. vs. Cler.	16	1.476	>.10
Prof. vs. Para-Prof.	12	1.579	>.10
Cler. vs. Para-Prof.	14	-0.108	>.50

any of the subgroups by race, sex, age, or functional group. Table 5 summarizes mean Ideal ratings by sex, race, age, and functional group. All mean ratings fell within the System 4 scoring range. The lowest mean Ideal rating was 17.91 for the 43-60 age group. The highest mean Ideal rating was 19.07 for the professional functional group.

It was predicted that the managerial group would perceive Now ratings closer to its Ideal ratings than would the other functional groups

Table 5

Mean Ideal Preference Ratings on Likert Profile by Sex, Race, Age and Functional Group

Group	Mean score	n
Sex		
Male	18.80	14
Female	18.19	18
Race		
White	18.88	16
Non-white	18.03	16
Age		
22-27	18.52	13
28-42	18.64	12
43-60	17.91	7
Functional Group		
Managerial	18.56	8
Professional	19.07	8
Clerical	18.06	10
Para-professional	18.15	6
All groups	18.46	32

at both times 1 and 2. Although the mean differences between Now and Ideal, at both times, for managers were smaller than for those among the nonmanagers, these observed differences were not statistically significant at the .05 level. Table 6 summarizes the independent t values of the observed differences between these two groups. While not statistically significant, the data in Tables 7 and 8 clearly indicate the consistency of these differences and their direction.

It was further hypothesized that when external interventionists

Table 6

Summary of Independent t Values for Mean Differences, Likert Ideal and Now Pretest and Posttest Ratings, for the Managerial Group vs. the Nonmanagerial Group

Managers, n=8 vs. Nonmanagers, n=24	df	t	P (one tail)
Pretest	30	.984	.10-.30
Posttest	30	1.414	.05-.10

Table 7

Summary of Mean Pretest Scores, Contrasting Now$_1$ and Ideal, Likert Profile, Managerial vs. Nonmanagerial Group

Organizational variable	Managerial (n=8)			Nonmanagerial (n=24)		
	N_1	I	Diff. ($I-N_1$)	N_1	I	Diff. ($I-N_1$)
1. Leadership Processes Used	13.70	18.13	4.43	12.65	17.91	5.26
2. Character of Motivational Forces	13.66	18.59	4.93	13.05	18.64	5.59
3. Character of Communication Process	13.92	18.25	4.33	12.39	18.17	5.77
4. Character of Interaction-influence Process	15.15	18.04	2.89	13.15	18.01	4.86
5. Character of Decision-making Process	15.33	18.13	2.80	12.22	18.05	5.83
6. Character of Goal-setting or ordering	14.38	17.59	3.21	12.61	17.66	5.05
7. Character of Control Processes	14.43	18.00	3.57	12.33	17.70	5.37
8. Performance Goals and Training	12.92	18.54	5.62	11.39	17.98	6.59
All variables	14.52	18.56	4.04	12.77	18.93	5.66

Table 8

Summary of Mean Posttest Scores Contrasting Now$_2$ and Ideal, Likert Profile, Managerial vs. Nonmanagerial Group

Organizational variable	Managerial (n=8)			Nonmanagerial (n=24)		
	N_2	I	Diff. (I-N_2)	N_2	I	Diff. (I-N_2)
1. Leadership Processes Used	15.62	18.12	2.50	13.14	17.91	4.77
2. Character of Motivational Forces	15.43	18.59	3.16	13.01	18.64	5.63
3. Character of Communication Process	15.80	18.25	2.45	12.53	18.16	5.63
4. Character of Interaction-influence Process	16.04	18.04	2.00	13.32	18.01	4.68
5. Character of Decision-making Process	15.46	18.13	2.67	12.19	18.05	5.86
6. Character of Goal-setting or Ordering	15.96	17.59	1.63	12.53	17.66	5.13
7. Character of Control Processes	15.55	18.00	2.45	12.26	17.70	5.44
8. Performance Goals and Training	14.21	18.54	4.33	11.07	17.98	6.91
All variables	15.87	18.56	2.69	12.84	18.43	5.59

were removed from an ongoing OD system, Now ratings on the Likert profile would not shift in a direction away from System 4 from time 1 to time 2. Table 9 summarizes the dependent t values for differences between pretest and posttest Now ratings, overall and by variable. None of the observed differences between the pre- and posttest conditions were statistically significant at the .05 level. However, the data suggest the possibility of a positive trend on the variable having to do with leadership processes used. Table 10 summarizes the differences between mean pretest and posttest Now ratings by variable. In all cases the differences were in a positive direction toward System 4. Figure 2 graphically presents these differences.

Table 11 summarizes the overall mean ratings on the Likert Profile for Ideal, Now times 1 and 2, and Past by functional group. For each functional group mean ratings fell within the ranges of System 2, System 3, and System 4 for Past, Now, and Ideal, respectively.

It was also hypothesized that staff attitudes toward the agency would not shift in a negative direction when external interventionists were withdrawn from active, on-site participation in the OD program. Table 12 summarizes the mean agency satisfaction index scores, derived from the semantic differential instrument, by functional group. It also presents the dependent t value for the total within sample mean differences between pretest and posttest. Since the observed mean differences were in a positive, not negative, direction a two-tailed t test was

Table 9

Summary of Dependent t Values for Differences between Pretest and Posttest Likert Now Ratings, Total and by Variable

Organizational variable n=32; df=31	t	P. (Two tail)
1. Leadership Processes Used	1.722	.10
2. Character of Motivational Forces	0.923	> .30
3. Character of Communication Process	1.235	> .10
4. Character of Interaction-influence Process	0.853	> .30
5. Character of Decision-making Process	0.165	> .50
6. Character of Goal-setting or Ordering	0.778	> .30
7. Character of Control Processes	0.347	> .50
8. Performance Goals and Training	0.155	> .50
All variables	1.016	> .10

Table 10

Summary of Difference Between Pretest and Posttest Mean Now Ratings on Likert Profile by Variable and Total

Organizational variable n=32	Pretest, N_1	Posttest, N_2	Difference between means (N_2-N_1)
1. Leadership Processes Used	12.731	13.544	+ .813
2. Character of Motivational Forces	12.947	13.536	+ .589
3. Character of Communication Process	12.625	13.258	+ .633
4. Character of Interaction-influence Process	13.448	13.912	+ .464
5. Character of Decision-making Process	12.764	13.858	+1.094
6. Character of Goal-setting or Ordering	12.802	13.355	+ .553
7. Character of Control Processes	12.700	12.912	+ .212
8. Performance Goals and Training	11.573	11.699	+ .126
All variables	13.011	13.479	+ .468

Table 11

Mean Scores on Likert Profile Past, Now_1, Now_2 and Ideal by Functional Group

Functional group	Mean Score			
	P	N_1	N_2	I
Managerial (n=8)	9.69	14.52	15.87	18.56
Professional (n=8)	9.91	12.49	11.73	19.07
Clerical (n=10)	7.00	11.35	12.45	18.06
Para-professional (n=6)	10.52	14.45	14.33	18.15
All groups (n=32)	8.77	13.01	13.48	18.46

Table 12

Mean Agency Satisfaction Index Scores by Functional Group and Total; Dependent t Value for Total

Functional group	Mean ASI Score				
	T_1	T_2			
Managerial (n=8)	.6971	.8704			
Professional (n=8)	.6295	.7444			
Clerical (n=10)	.6203	.9003			
Para-professional (n=6)	.4342	.9202	df	t	P two-tail
All groups (n=32)	.6069	.8576	31	4.870	.001

performed in order to account for the magnitude of the positive shift. The observed difference, in a positive direction, is statistically significant at the .001 level.

It was predicted that sociometric choices would be as likely to be made from among members of nonfunctional groups as from among members of functional groups. Tables 13 and 14 summarize social choices made from functional vs. nonfunctional groups for each item of the metric. In all cases, more choices were made from the nonfunctional category in roughly the proportion of the nonfunctional choice possibilities. These data are presented only descriptively, in view of the complexity of statistical tests of significance relating to this type of instrument for this sample. While further analysis of these data would be useful, it is beyond the scope of this report. Analyses of descriptive data indicated a possible important difference between the managerial group and other groups in the degree to which the former group made its choices from own functional group. Table 14 summarizes social choices made from functional vs. nonfunctional groups, by functional group. The overall percentage of social choices from nonfunctional groups was 66.48 (704 choices). When the managerial group was dropped from the analysis, 75.62 per cent of the choices (total 525) were from the nonfunctional group category. This percentage of nonfunctional group selections closely approximates that which would be expected by chance for this sample.

Table 13

Summary of Sociometric Selections from Subject's Own Functional Group vs. Nonfunctional Group, by Item and Total

n=32

Social choice items	Per cent and No. of Choices by Group		Totals (100%)
	Nonfunctional	Functional	
	% no.	% no.	
1. Training Conference in Dallas	61.49 (91)	38.51 (57)	148
2. Working Overtime Rush Assignment	61.43 (86)	38.57 (54)	140
3. Talking Over Serious Personal Problem	61.18 (52)	38.82 (33)	85
4. Most Acceptable to Model Neighborhood Residents	66.14 (84)	33.86 (43)	127
5. Most Acceptable to City Fathers	75.00 (66)	25.00 (22)	88
6. Most Helpful in OD Group Meetings	76.72 (89)	23.28 (27)	116
All items	66.48 (468)	33.52 (236)	704

Source: See Table 14 for more complete tabulation by functional group.

Table 14

Tabulation of Sociometric Choices by Functional Group, by Item

Functional groups	Selections from Nonfunctional %	Selections from Nonfunctional No.	Selections from Functional %	Selections from Functional No.	Total 100%
1. Managers					
Item:					
1. Training Conference	33.3	(12)	66.6	(24)	36
2. Overtime	48.5	(17)	51.5	(18)	35
3. Personal Problem	30.4	(7)	69.6	(16)	23
4. Acceptable MNR	35.5	(11)	64.5	(20)	31
5. Acceptable City Fathers	25.9	(7)	74.1	(20)	27
6. Helpful OD	45.9	(17)	54.1	(20)	37
2. Professionals					
Item:					
1. Training Conference	65.9	(25)	34.1	(13)	38
2. Overtime	57.5	(23)	42.5	(17)	40
3. Personal Problem	70.0	(14)	30.0	(6)	20
4. Acceptable MNR	68.6	(24)	31.4	(11)	35
5. Acceptable City Fathers	92.8	(26)	7.2	(2)	28
6. Helpful OD	86.2	(25)	13.8	(4)	29
3. Clerical Workers					
Item:					
1. Training Conference	65.2	(30)	34.8	(16)	46
2. Overtime	52.8	(26)	42.5	(24)	50
3. Personal Problem	66.6	(16)	33.3	(8)	24
4. Acceptable MNR	100.0	(34)	0.0	(0)	34
5. Acceptable City Fathers	100.0	(14)	0.0	(0)	14
6. Helpful OD	96.4	(27)	3.6	(1)	28
4. Para-professionals					
Item:					
1. Training Conference	85.7	(24)	14.3	(4)	28
2. Overtime	80.0	(20)	20.0	(5)	25
3. Personal Problem	83.3	(15)	16.6	(3)	18
4. Acceptable MNR	55.5	(15)	44.5	(12)	27
5. Acceptable City Fathers	100.0	(19)	0.0	(0)	19
6. Helpful OD	90.9	(20)	9.1	(2)	22

Summary of Results

Hypothesis I. All members of the organization prefer a Participative Group system of management. This hypothesis is supported by the sub-hypotheses below.

A. All functional groups in the organization prefer System 4 organizational style. This hypothesis is supported. All functional groups indicated mean ideal preferences in System 4.

B. There is a shift toward System 4 from Past ratings to Now time 1 ratings. This hypothesis is supported. There was a statistically significant shift from Past ratings in System 2 to Now ratings in System 3.

C. Ideal preference ratings are not different between subgroups in the organization. This hypothesis is supported. There were no statistically significant differences between subgroups by race, sex, age, and functional group.

D. Managers' Now ratings are closer to their own Ideal ratings than Nonmanagers' Now ratings are to theirs. This hypothesis is not supported at a statistically significant level, although managers' Now ratings were consistently closer to their Ideal ratings for each organizational variable.

Hypothesis II. An organization that has moved toward System 4 maintains its position when external interventionists are removed. This

hypothesis is supported by the sub-hypotheses below.

A. Now ratings do not shift away from System 4 from pretest to the posttest measurement. This hypothesis is supported. There was no statistically significant shift in Now ratings, although there was a perceptible shift in all mean Now ratings for all variables toward System 4.

B. Staff attitudes toward agency do not shift in a negative direction from pretest to the posttest measurement. This hypothesis is supported. Staff attitudes shifted in a statistically significant positive direction from pretest to posttest.

Hypothesis III. Sociometric choices are as likely to be made from nonfunctional group as from functional group. The proportional choice patterns of members of the organization generally support this hypothesis, although statistical significance was not demonstrated.

Subject Reactions

As mentioned in Chapter III, a Research Instrument Reaction Sheet (RIRS) was administered immediately following the administration of each of the tests used in this study. (See Appendix II.) The questionnaire ascertains whether the particular test held subject interest, whether subjects felt that it would adequately reflect their feelings and attitudes, whether a summary of the results would yield important information about the organization, and whether subjects found the test confusing and difficult to complete. Totals of these ratings yield possible instrument

acceptance scores ranging from four to twenty.

Based on mean RIRS scores, the most acceptable instrument was the sociometric questionnaire. This result was surprising since it was thought that the use of names in responding to the questionnaire might inhibit the subjects. Evidently it did not. Comments on the RIRS seemed to bear out the scores. One member of the clerical group commented, "I really dig on this test." A member of the management group stated, "Being humble, as I am, I left my name off of all questions." One of the para-professionals commented, "Of all the tests you have given, I enjoyed doing this one most. It helped to bring out my feelings about some of the people on the staff." One of the professionals remarked, "Excellent--would like to see the results."

The agency semantic differential instrument received the second highest mean acceptance score on the RIRS. Examples of the comments made included a manager's statement, "I am working with a great group of people--I wouldn't want them to change too much." A member of the para-professional group commented, "Model Cities is the only agency that I have ever worked for where I feel happy and relaxed while working regardless of the hours I put in."

The Likert Profile of Organizational Characteristics received the lowest overall mean acceptance rating on the RIRS. This instrument was designed for use with executive and managerial personnel, and includes quite a bit of management jargon. To those persons unfamiliar with the

jargon the test was experienced as somewhat confusing and difficult to complete. In view of this test characteristic, it was not surprising to find the highest mean RIRS score for this instrument among the managerial group. Comments on the RIRS included a para-professional's statement, "This test is difficult because the sets of questions are difficult to understand." A member of the clerical group commented, "I do hope I completed this test right--in other words, I hope I checked the right answers because my feelings toward this organization are very high. I like my work and all the people around me. I have learned a lot from them, from top rank to low rank." Another secretary remarked, "This test was a little confusing."

The RIRS was useful to the investigator. It also appeared to have value to the subjects. They were encouraged to use this means of giving the investigator immediate feedback, thus making them more active partners in the research effort. It was possible to quickly ascertain which instruments were confusing or less well received by the subjects. Although there were differences in mean acceptance scores for the several tests, none of the overall ratings were so low as to bring into serious question the utility of the instruments for the subject population. All overall means fell between 14 and 17 with a possible high score of 20.

CHAPTER V

DISCUSSION

This study demonstrated that external OD consultants can be withdrawn from active involvement in an ongoing OD program within the first year of its implementation without negative effects. That is, staff perceptions of organizational style continued to move in the direction of a participative-group system, and staff attitudes toward the agency significantly improved during the experimental period of increased agency autonomy. The study also suggested the potential of OD approaches in changing organizational style for small public agencies. The staff members of the agency involved in this study maintained perceived gains in the agency's movement from a benevolent authoritative style of organization toward a participative-group style during the period of increased independence from OD consultants.

This Chapter restates the Argyris (1970) concept of autonomy on which this study was partially based. Projecting into the future, it presents a general discussion of the need to explore alternative management systems, and points out some of the advantages of OD in bringing

about systems change. It proposes for consideration a circular conceptual model that might be useful in describing participative organizational systems. The particular results of the present study are re-examined with reference to questions for further research. Finally, the limitations of the present study are reiterated along with their implications for future research studies of this type, and the overall research design of this study is reviewed in terms of its strengths and weaknesses.

The present study was based in part on an attempt to operationalize a concept of autonomy advocated by Argyris (1970). As he pointed out:

> ... our view acknowledges interdependencies between the intervenor and the client system but focuses on how to maintain, or increase the client system's autonomy; how to differentiate even more clearly the boundaries between the client system and the intervenor; and how to conceptualize and define the client system's health independently of the intervenor's. ... An intervenor, in this view, assists a system to become more effective in problem solving, decision making, and decision implementation in such a way that the system can continue to be increasingly effective in these activities and have a decreasing need for the intervenor (p. 16).

It was shown here that, at least in the short range, autonomy can be increased much earlier in the life of an OD program than has previously been considered possible without negative results. This has important time and cost implications for organizations considering adopting a systems change strategy. Further follow-up studies are needed, of course, to assess the permanence of the condition.

It may be helpful to reiterate here that there was no staff turnover

or change in functional group composition during the ten-week experimental period of increased autonomy. The stability of the sample during the experimental period lends support to some of the assumptions on which this study was based. These assumptions and limitations of the study are discussed further later in this Chapter.

Many citizens, professionals, and government officials are critical of inefficiency and lack of responsiveness on the part of government agencies. Public agency officials often find themselves in positions that demand attention to agency survival as a primary goal. Perhaps, looking somewhat beyond the scope of the results of this particular study, organizational style changes toward more participative internal systems would be a major step in moving toward organizational effectiveness that would be perceived as responsive by consumers of public agency services.

Future technological, political, economic, and philosophical changes are expected to take place at an ever-increasing pace. There is increasing evidence of dissatisfaction on the part of both workers and consumers, students and faculties, and public agency employees and clients with currently predominant non-participatory organizational styles. As Bennis (1966) pointed out, "Bureaucracy thrives under conditions of competition and certainty, where the environment is stable and holds in its turbulent and emergent field of forces causal mechanisms so rapidly changing and unpredictable that it both imperils and implies

the end of bureaucracy" (p. 204).

Argyris (1970) expressed a similar view, "Two major changes that are presently occurring in our society, are (1) a break with traditional authority and (2) the growth of democratic ideology and accelerated rate of change. To the extent their [Bennis and Slater, McGregor, Maslow, Katz and Georgopoulos] observations are validated, mechanistic organizations will be in difficulty because they may no longer attract the youth that they will need to manage their organizations. Also, a society full of change may spill over to upset their stable equilibrium" (p. 87).

OD approaches, such as those utilized in the present study, seem to be the most effective and economic avenue available to bring about systems change in organizational style. That is, OD can facilitate movement toward more participative management systems, which may more adequately equip organizations to adapt to current and future conditions of change. The OD approach to organizational change is increasingly used in large industry. Some of the organizations currently engaged in organization development activities are: TRW Systems, several Bell System companies, American Airlines, Pillsbury, Syntex, Union Carbide, Texas Instruments, and the Hotel Corporation of America. The present study suggested that small public agencies, as well, can effectively and economically move toward more participative organizational styles.

A question concerning the nature of effective structural models for participative systems seems approrpiate at this point, particularly in view of the unanimous ideal preference ratings on the Likert profile for a participative group system found in this study. The traditional vertical organizational structural model most frequently employed in today's organizations may be in part antithetical to participative organizational systems. The traditional hierarchical model has the inherent danger of emphasizing status over function.

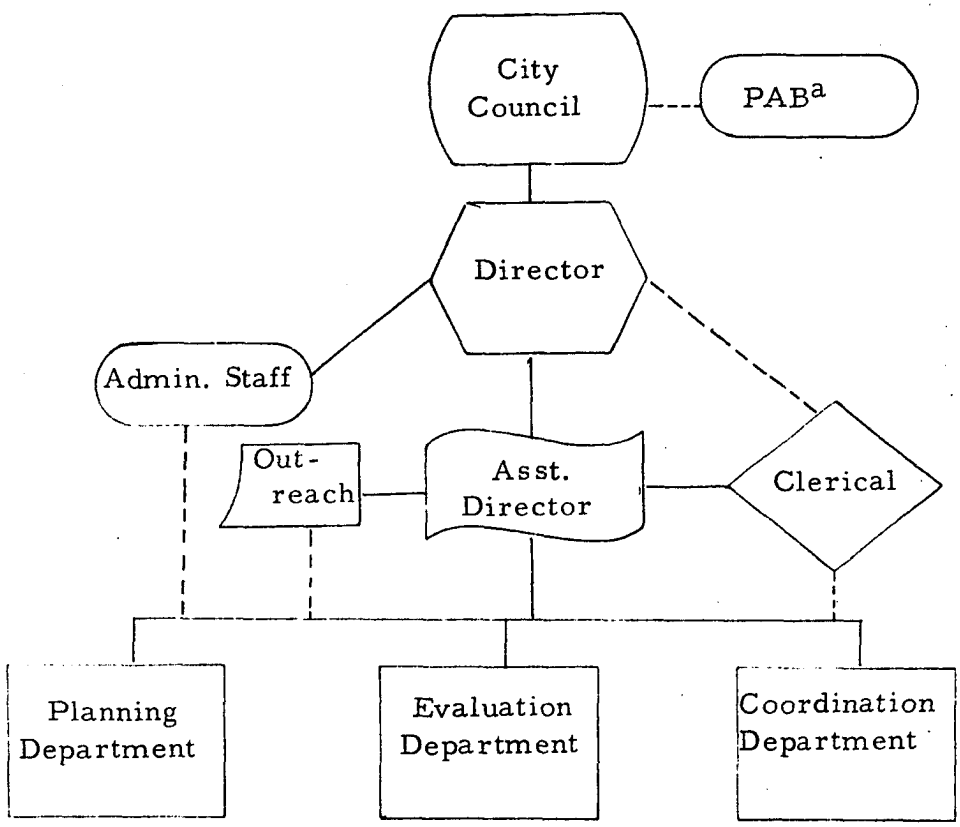
An interacting circular structural model might be helpful in conceptualizing an adaptive structure for a participative organizational system. Both OD lab groups and functional work groups could be incorporated in a circular model. In a participative system, sub-units of the organization are involved in those decisions which affect the sub-units as well as those which affect the total organization. Representatives of each major sub-unit would comprise a management group--the primary decision-making group in the organization. External constraints such as funding sources, performance guidelines, and contractual relationships would define the jurisdictional limits within which that decision-making group functioned.

In an interacting circular system, sub-units could call for meetings to resolve problems involving more than one sub-unit. Sub-units might also be responsible for calling meetings of the total organization where the organization would be the appropriate community of solution

to a problem. For example, in the agency involved in this study, the nonsupervisory professionals--planners, evaluators, and coordinators--called for a meeting with the management group to discuss the need for a unified and operational agency philosophy. This meeting led to a subsequent meeting of all agency staff wherein a philosophical position was developed and adopted.

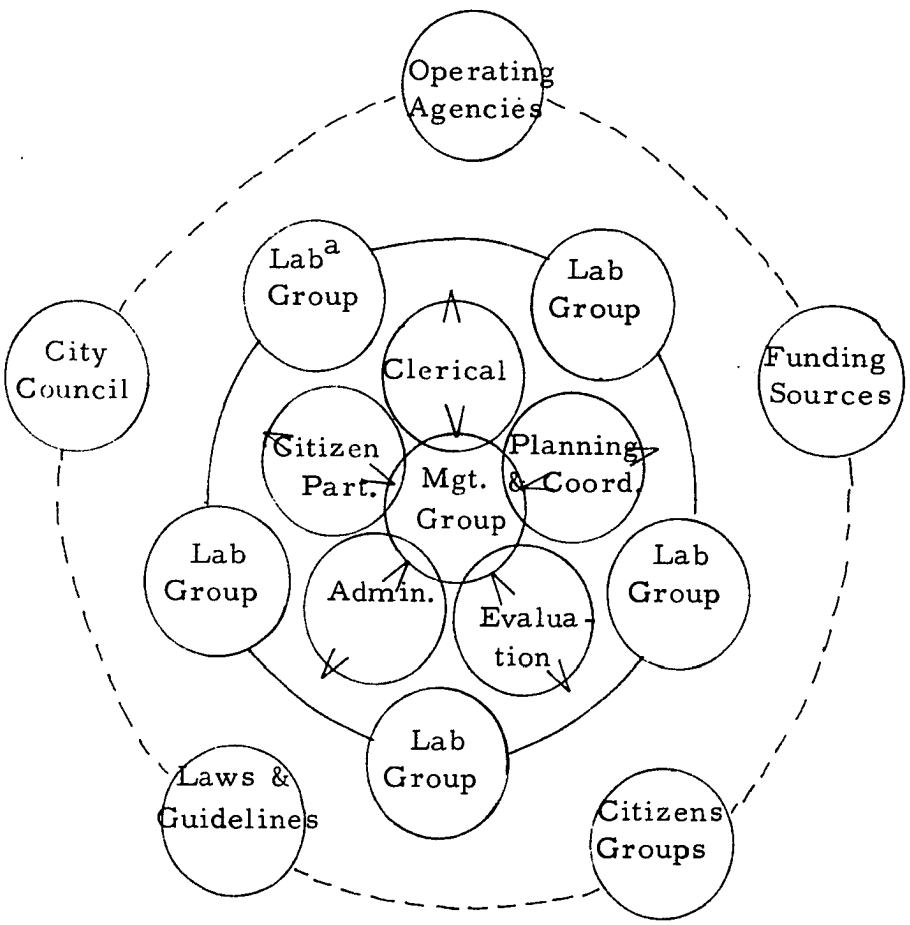
While decision-making is shared in a participative system, this does not imply that all functions are shared. Those functions requiring particular skills are performed by those staff members having such skills; for example, typing is done by typists. However, many functions requiring less specialized skills such as collating, duplicating, making coffee, and cleaning up can be distributed across functional work group lines. Indeed, after one of the data collection sessions in the present study, a cross-sectional group remained during the lunch period working together to finalize the collating of the third year Comprehensive Development Plan. An atmosphere of genuine cooperation was evident to the investigator who joined the group of managers, para-professionals, non-supervisory professionals, and clerical workers in this task. In this instance the clerical workers were the experts and provided the technical authority for the group.

Figure 4 illustrates a vertical organizational structure typical for Model Cities agencies. Figure 5 illustrates an interacting circular model that might better describe a Model Cities agency utilizing a



[a]Policy Advisory Board including citizen representatives.

Fig. 4. A typical hierarchical structural model for a hypothetical Model Cities agency.



[a]Lab groups would be comprised of a heterogeneous mixture of the primary functional groups in the organization, and could be modified to include representatives of appropriate outer circles.

Fig. 5. A circular structural model for a hypothetical Model Cities agency.

participative system. In an expansion or reduction of agency size or function, a vertical system usually requires reorganization of the model, basically a surgical procedure. The circular model would remain applicable without major changes since the more organic configuration has flexible boundaries. As Argyris (1970) comments, "Parts alone do not make a whole organization. One cannot conceive of adding parts of an organization any more than adding the hundreds of pieces that make up a watch. The crucial problem is to place the parts in correct relationship to each other" (p. 61).

Both size and age may be factors affecting the ease with which an organization moves to a circular structure. New organizations can establish circular structures with relatively less difficulty than older ones. However, OD approaches can also be effectively used to bring about organizational style changes in older organizations, where management clearly recognizes that their structures and systems are dysfunctional. In larger, more complex organizations, a longer time frame would be needed, particularly in the diagnostic phase, since a more sophisticated OD design would be required to accommodate the larger number of people. When management is committed to change, neither size nor age of the organization should discourage decisions to utilize OD approaches.

A circular model would seem to have the advantage of being expandable to include other components of the total community. That

is, consumers, clients, and recipients could more readily be included and represented in the decision-making process. As new components were added to a circular model, specialized OD programs could be designed to facilitate their inclusion into the mainstream of the organizations' life. These are exploratory notions, but ones which may be useful conceptually as a frame of reference for further inquiry.

The unanimous Ideal preference found for a participative-group organizational style in this study raises some interesting issues. Are there workers who do not really care about being involved in decision making? Are there those who are unconcerned and apathetic about organizational style? Does management feel threatened by a perceived loss of authority in a participative-group system?

Bennis and others have speculated about workers who have a high need for structure and a low need for participation. No such workers were identified in the present study. All members of the organization expressed clear preferences for a participatory system. Perhaps assumptions about workers having low needs for participation no longer apply when they have experienced a participatory model through the introduction of a group-oriented OD program. Assumptions about low needs for participation may be wrapped up in traditional experience and role expectations of certain types of workers.

It was anticipated that managers in the organization would show a "halo effect" in their Now ratings on the Likert profile. Their

responses on the previous survey (Walker, 1971) had indicated a dramatic decrease in their perceptions of personnel problems and improvement in their perceptions of agency morale. Indications of management satisfaction with the OD program were also evident in discussions between the consultant-trainer team and the management group. Now scores on the Likert profile among managers were consistently closer to their Ideal scores than were Now scores of members of other functional groups. These differences were small, however, and not statistically significant. Since a "halo effect" was not supported by the data, it was concluded that the systems change was felt generally throughout the organization. This finding is consistent with the finding of no difference among subgroups with regard to Ideal preference ratings. However, this finding differs from what was found in the Harwood-Weldon study. According to Marrow et al. (1967), "The changes in the control structure of the Weldon organization were not sufficient to be apparent to the nonsupervisory people. Such minor changes as did occur were of kinds intended, but they were very small. It may be that more time is required before major changes, affecting the lower ranks of such an organization, can be brought about" (p. 223).

In the present study it was demonstrated that major shifts in organizational style were perceptible throughout the organization. In fact, members of the para-professional and clerical functional groups showed the greatest improvement in attitudes toward the agency from

pretest to posttest. These differences from the Harwood-Weldon study may be explained by differences in the focus of the two OD programs. In the case of Harwood-Weldon, middle and upper management were the primary participants in the OD program. In the present study, the OD effort was directed to the entire membership of the organization. Including all members of the organization seems to be a significant advantage where the OD goal is a total systems change.

Now ratings on the Likert Profile at the end of the experimental period in the present study were closer to the participative-group system ideal than at the beginning of the experimental period, indicating continued movement. Follow-up studies to determine the permanence and stability of this movement are of course called for. It would be particularly useful to study the effects of any staff turnover at the management level of the organization.

Attitudes toward the agency as measured by a semantic differential instrument were found to be significantly more favorable at the end of the period of increased autonomy than they were at the beginning. This finding lends support to the positive movement found in Now ratings on the Likert profile. It is noteworthy that the para-professional group in this study changed its position among other functional groups from having the lowest attitude toward the agency on the pretest to having the highest attitude on the posttest. It might be hypothesized that the para-professional group had more involvement and contact with other members

of the organization during a busy time for the agency. Members of this group may have thus perceived themselves as more integral to the agency. It might also be speculated that the OD program had a greater impact on members of this functional group.

Questions might appropriately be raised concerning the possibility of a "Hawthorne effect" in the present study. That is, the factor of participation in the research itself may have influenced the outcomes of the study. This study was concerned with maintenance of attitudes and perceptions of organizational style; not with productivity and other work performance measures. It is interesting to note, however, that information beyond the scope of this study indicated improved work performance during the experimental period. While there is no way to refute the possibility of a "Hawthorne effect," it may be helpful to refer to the Harwood-Weldon study. The methods and program of the present study differed in several ways from Harwood-Weldon, but there were some important similarities in the results, particularly in the case of movements indicated by the Likert Profile of Organizational Characteristics. Bowers and Seashore found that gains made during their two-year OD program with Weldon were maintained over the long term without continued intervention. Argyris (1970) quotes from a mimeographed paper by Bowers and Seashore who returned five years later to Weldon for a follow-up study:

> We confess a brief regret that there was not an opposite outcome, for we are rather better equipped with ideas about

> organizational stability and regression than we are with ideas about organizational change and continuing development. For example, before the data became available, we were prepared to make some remarks about the "Hawthorne effect"--about the superficiality and transient quality of organizational and behavioral changes induced under conditions of external attention and pressure; but it boggles the mind to think of a "Hawthorne effect" persisting for over eight years among people half of whom were not on the scene at the time of the original change. Similarly, we were prepared to make wise remarks about cultural forces, habits, and the natural predilection of managers for nonparticipative methods; these we thought would help explain a reversion to the prevailing conditions in organizations. We were prepared to assert that in the absence of contrary environmental forces, external influences, and purposive continuing change efforts of a vigorous kind, an organization would migrate back to some more primitive form of organizational life (pp. 85-86).

It would be encouraging to find similar data in a follow-up to the present study.

Interaction patterns were not based primarily on function and status in the agency involved in this study. Social choices were thus expected to be less influenced by functional similarities. It was predicted that sociometric choices would be made as frequently from nonfunctional as from functional groups. This prediction was generally upheld by the results of this study. However, further examination of these data, beyond the scope of the present study, suggests some important questions for continued analysis. There were several notable differences when the data were examined by functional group. Members of the managerial group made many more of their choices from their own functional group than did members of other groups. This may indicate that managers continued to perceive themselves as members of an elitist group in the

organization. If this fits with the agency's perception of the situation it will need to be examined as feedback and dealt with if there is to be continued movement toward the participative-group system.

Another noteworthy feature in the sociometric choice patterns was that none of the members of the clerical group saw their own group as acceptable to Model Neighborhood residents even though half of the members of the clerical group are Model Neighborhood residents themselves. It is not quite so surprising that they saw none of themselves as acceptable to the "City Fathers." Based on earlier observational data, it was expected that clerical group members would have made more than four percent of their choices from their own group on the item relating to helpfulness in OD meetings. It appears that role expectations and status considerations may have influenced the choices made by members of the clerical group.

In general, para-professional and clerical group members made fewer choices from their own functional groups. The implications of these data might profitably be examined by the agency as feedback for further organization development.

The research design for this study proved to be generally effective in ascertaining changes in perceptions of organizational style and member attitudes. Social choice patterns provided unanticipated insight into differential perceptions among functional work group members. It was demonstrated that the increased autonomy of the agency did not negatively

affect the variables studied. Certain limitations of the design, however, should be reiterated.

Perhaps the primary limitation of the present study was its failure to provide prospective data for all phases of the OD program. Only informal survey and observational data was available to supplement the retrospective Likert ratings as to perceptions of organizational variables prior to the active OD implementation phase of the program. Thus, it might be argued that the OD impact on the organization prior to the experimental period was not clearly established. Also, it should be restated that independent corroborative, objective measures such as work performance indices or client perceptions of organizational style were not utilized in this study. It was assumed that the OD program was responsible for the organizational style changes perceived by employees at the beginning of the experimental period.

The relatively small size of the organization, as well as its relative youth, should again be mentioned as a limitation of this study, with particular reference to the issues raised in the previous discussion of organization size and age in this Chapter.

It should again be mentioned that the investigator was the same person who had previously functioned as an OD consultant and trainer in the organization's change program. The potential limitation is this regard was not measurable in the present study, but the possibility that some problem might occur should be acknowledged. Undoubtedly, prior

experience in regard to data collection and feedback during the nine-month active phase of the OD program was a factor in the high degree of subject involvement and cooperation in this study. The fact that the subjects were involved in the research design from the beginning of the project, however, was experienced by this investigator as an important advantage of the design. It could be argued that this was a disadvantage, or a weakness, of the research design. As Argyris (1970) purports, no social research is totally free of contamination, and no experimenter is viewed by research subjects as totally neutral. In the present case, the investigator was probably viewed as helpful by the subjects. The subjects responded to the investigator helpfully, but it is crucial to acknowledge that they had learned through experience the value of generating valid information for organizational feedback. The limitations mentioned above were considered in the design of the present study, but were found to be unavoidable in view of the circumstances present.

Several implications for designing future studies of this type are to be found in the limitations re-examined above. The results of the present study demonstrated the desirability of additional research that might well substitute prospective for retrospective measures in the case of the Likert Profile of Organization Characteristics, and add pre-OD measures of attitudes toward agency. It would also be desirable to consider additional ways to enhance the design through more extensive utilization of multiple instrumentation. It would be particularly useful

to introduce into the design some independent measures of organizational style change such as the perceptions of clients and members of externally related agencies and bodies. Consideration might also be given to collection of some independent work performance measures although the latter are often limited by interpretative difficulties.

A significant drawback in the design was the delay in providing feedback from this study to the organization. It had been decided not to provide feedback until the research report was finalized. The feedback should have been made available as soon as possible after the results were tabulated in order to maximize its value as organizational change data. This is a question that should be seriously examined in the design of organizational studies in the future.

It is hoped that the results of this study will stimulate further organizational research in public agencies, particularly concerning the dynamics of changing from authoritative to participative systems. As organizational and management systems become increasingly dysfunctional in adapting to future environments, work toward the understanding and maintenance of participative systems may become not only desirable, but mandatory.

CHAPTER VI

SUMMARY

This study explored the effects of increased client independence in an ongoing organization development (OD) program in a Model Cities agency. Staff perceptions of organizational style and attitudes toward the agency were examined before, and ten weeks after, the withdrawal of external interventionists from active involvement in the OD program. Social choice patterns were also examined.

Literature pertinent to organizational behavior and organization development was reviewed and summarized. It was found that very little research had been performed in public agencies. Particularly lacking were studies involving all members of an organization as subjects in the research. It was also found that very little work had addressed the question of organizational autonomy in an OD program.

The sample of this study comprised all staff members of a small Model Cities agency. The Likert Profile of Organizational Characteristics was administered, utilizing retrospective Past ratings, Now ratings before and after the ten-week experimental period, and Ideal preference ratings. A semantic differential instrument measuring attitudes toward

the agency was administered before and after the experimental period. A specially designed sociometric instrument was also used.

All data were key punched, programed and computer analyzed. Dependent and independent t tests were performed to ascertain statistical significance of the data where appropriate.

It was found that all subgroups in the organization, by race, sex, age group, and functional work group, held ideal preferences for a participative-group organizational style. There was a significant movement from Past ratings to Now ratings in the direction of a participative-group style. Now ratings were generally consistent among all functional work groups. Now ratings at the end of the experimental period were closer to Ideal ratings than at the beginning, but this improvement was not statistically significant.

Attitudes toward the agency were found to be significantly more favorable at the end of the experimental period than before. Questions for further study in this area were raised.

Sociometric choice patterns were generally made as frequently from nonfunctional work group as from functional work group, although managers tended to make more choices from their own functional group than did others.

The general hypothesis that a small public agency could assume more autonomy from external interventionists in an OD program without negative effects on attitudes and perceptions of the organization was

supported. Follow-up studies over time are required to establish the permanence of that autonomy. The practical value of the results as feedback to the organization was discussed.

Questions as to the nature of useful models for participatory systems of organization were raised for further research. The adequacy of vertical, hierarchical structural models to describe participatory systems was challenged and a circular model was proposed for further study. Possible applications of participative systems and OD approaches to include citizens, clients, and consumers were explored. The efficacy of participative systems for organizations in turbulent environments was posited, and a plea was made for further experimentation and research in this area.

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APPENDIXES

APPENDIX I

EXCERPTS SURVEY RESULTS

Before and After * Organizational Development Program. (For further detail on survey results see Walker, 1971)

How would you rate agency morale?

	Non-Supervisory Personnel		Supervisory Personnel	
	Before O-D	After O-D	Before O-D	After O-D
Extremely high or high	5.3%	47.4%	0%	60%
Average	42.1	36.8	20	40
Poor or Extremely low	27.3	10.5	80	0
No Response	5.3	5.3	0	0

How would you rate management controls?

	Non-Supervisory Personnel		Supervisory Personnel	
	Before O-D	After O-D	Before O-D	After O-D
Too Strong	31.6%	5.3%	20%	0%
Just About Right	36.8	84.2	0	80
Too Loose	15.8	0	80	20
Nonexistent	0	0	0	0
No Response	15.8	10.5	0	0

Does management project the "I count, you count, it counts" philosophy?

	Non-Supervisory Personnel		Supervisory Personnel	
	Before O-D	After O-D	Before O-D	After O-D
Yes, Always	15.8%	21.1%	20%	20%
Most of the Time	5.3	42.1	20	80
Sometimes	31.6	26.3	20	0
Almost Never	36.7	0	20	0
Never	5.3	0	20	0
No Response	5.3	10.5	0	0

Do you trust the management group to make fair and just decisions?

	Non-Supervisory Personnel		Supervisory Personnel	
	Before O-D	After O-D	Before O-D	After O-D
Yes, Always	5.3%	21.1%	20%	40%
Most of the Time	26.3	57.8	20	60
Sometimes	52.6	15.8	60	0
Never	0	0	0	0
Only on Certain Decisions	5.3	5.3	0	0

Have you, personally, benefited from the Organizational Development group sessions?

	Non-Supervisory Personnel	Supervisory Personnel
Yes	84.2%	100%
No	0	0
Undecided	15.8	0

In your opinion, do you feel that personnel problems have increased, decreased or remained the same since Organizational Development sessions have been conducted?

	Non-Supervisory Personnel	Supervisory Personnel
Increased	10.5%	0%
Decreased	79.0	60
Remained the same	10.5	40

*Before--Survey administration during early part of second month of O-D program.

After--Survey administration five months after first administration.

APPENDIX II

RESEARCH INSTRUMENT REACTION SHEET

Date: _____

Research Instrument or Test: _____

Your Name: _____

INSTRUCTIONS Please answer each of the following items by placing an "X" above the word or phrase that is closest to your own point of view about the research instrument or test you just completed.

1. In general, this test held my interest while I was completing it.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree

2. It seems to me that a summary of the results of this test will tell us something important about our organization and/or the people in it.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree

3. I found this test to be confusing and difficult to complete.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree

4. I believe this test will provide an adequate reflection of my own real feelings and attitudes.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree

COMMENTS:

APPENDIX III

GENERAL INFORMATION SHEET
-To Be Used for Research Analysis Purposes Only-

The following type of information will be requested only once, and will be held in strict confidentiality by the researchers. It will be used only for data analysis. It will be reported as group data only, and then only if significant trends are shown by such comparisons.

Name: _____ Age: _____ Race: _____ Sex: _____

Social Security No.: _____ Marital Status: _____

Current Job Title: _____

EDUCATION

1. Please circle the last year of formal education you completed.

   8 9 10 11 12 — Secondary School; 1 2 3 4 — College; 5 6 7 8 — Graduate Work

2. Are you currently working on a formal education program?

   Yes _____; No _____. If yes, indicate what type of program, and where enrolled. _____.

EMPLOYMENT

1. When did you first go to work for the Model Cities Department?

   _____. (Show month and year).

2. Very briefly, please describe your job function in Model Cities.

   _____

   _____

3. What is your current monthly salary before taxes? _____

GENERAL INFORMATION SHEET

4. Have you received a promotion or salary increase since you started working for Model Cities? Yes_____; No_____. If yes, please explain the type of increase (i. e., promotion to new position, periodic step increase, cost-of-living increase, etc.). Mention each instance, if more than one. _____

_____

PREVIOUS EMPLOYMENT

1. Have you previously worked for another public agency, or governmental unit?

   Yes_____; No_____. If yes, what type agency, and for how long?

   _____

2. How would you compare the management style of the Model Cities Department with that of your previous employer?

_____	_____	_____	_____	_____
Very Similar	Somewhat Similar	Both Similar And Different	Somewhat Different	Very Different

RESIDENCE

1. Have you ever lived in one of the Model Neighborhood Areas?

   Yes_____; No_____.

2. Do you now live in one of the Model Neighborhood Areas?

   Yes_____: No_____.

FUTURE PLANS

1. Do you expect to be living in this city five years from now?

   Yes_____; No_____.

2. Do you expect to be working five years from now? Yes_____; No_____. If no, please indicate reason (i. e., retirement, to become full-time housewife, etc.)_____

3. If employed, what type of work do you expect to be doing five years from now?_____

GENERAL INFORMATION SHEET

4. What do you think will be the most important thing to happen in your life during the next five years?_____

_____

PLEASE CHECK HERE IF YOUR JOB WITH MODEL CITIES IS

YOUR FIRST FULL-TIME JOB_____

APPENDIX IV

87 890

AGENCY-DESCRIPTION

Name:_____ Date:_____

Use the words below to describe your agency as you ordinarily think of it.

1.	Unfriendly	____	____	____	____	____	____ Friendly
2.	Forceful	____	____	____	____	____	____ Meek
3.	Intelligent	____	____	____	____	____	____ Unintelligent
4.	Tense	____	____	____	____	____	____ Relaxed
5.	Confident	____	____	____	____	____	____ Timid
6.	Inconsiderate	____	____	____	____	____	____ Considerate
7.	Poised	____	____	____	____	____	____ Awkward
8.	Insincere	____	____	____	____	____	____ Straightforward
9.	Efficient	____	____	____	____	____	____ Inefficient
10.	Enthusiastic	____	____	____	____	____	____ Apathetic
11.	Quick-tempered	____	____	____	____	____	____ Easy-going
12.	Sociable	____	____	____	____	____	____ Shy
13.	Impractical	____	____	____	____	____	____ Practical
14.	Undependable	____	____	____	____	____	____ Conscientious
15.	Disinterested	____	____	____	____	____	____ Dedicated
16.	Gloomy	____	____	____	____	____	____ Cheerful
17.	Uncooperative	____	____	____	____	____	____ Cooperative
18.	Careful	____	____	____	____	____	____ Careless
19.	Considerate	____	____	____	____	____	____ Inconsiderate
20.	Grateful	____	____	____	____	____	____ Ungrateful

MOST-PREFERRED AGENCY

Use the words listed below to describe the kind of agency you would most like to work for.

1.	Unfriendly	____	____	____	____	____	____	Friendly
2.	Forceful	____	____	____	____	____	____	Meek
3.	Intelligent	____	____	____	____	____	____	Unintelligent
4.	Tense	____	____	____	____	____	____	Relaxed
5.	Confident	____	____	____	____	____	____	Timid
6.	Inconsiderate	____	____	____	____	____	____	Considerate
7.	Poised	____	____	____	____	____	____	Awkward
8.	Insincere	____	____	____	____	____	____	Straightforward
9.	Efficient	____	____	____	____	____	____	Inefficient
10.	Enthusiastic	____	____	____	____	____	____	Apathetic
11.	Quick-tempered	____	____	____	____	____	____	Easy-going
12.	Sociable	____	____	____	____	____	____	Shy
13.	Impractical	____	____	____	____	____	____	Practical
14.	Undependable	____	____	____	____	____	____	Conscientious
15.	Disinterested	____	____	____	____	____	____	Dedicated
16.	Gloomy	____	____	____	____	____	____	Cheerful
17.	Uncooperative	____	____	____	____	____	____	Cooperative
18.	Careful	____	____	____	____	____	____	Careless
19.	Considerate	____	____	____	____	____	____	Inconsiderate
20.	Grateful	____	____	____	____	____	____	Ungrateful

89 89C

LEAST-PREFERRED AGENCY

Use the words listed below to describe the kind of agency you would least like to work for.

1.	Unfriendly	____	____	____	____	____	____	Friendly
2.	Forceful	____	____	____	____	____	____	Meek
3.	Intelligent	____	____	____	____	____	____	Unintelligent
4.	Tense	____	____	____	____	____	____	Relaxed
5.	Confident	____	____	____	____	____	____	Timid
6.	Inconsiderate	____	____	____	____	____	____	Considerate
7.	Poised	____	____	____	____	____	____	Awkward
8.	Insincere	____	____	____	____	____	____	Straightforward
9.	Efficient	____	____	____	____	____	____	Inefficient
10.	Enthusiastic	____	____	____	____	____	____	Apathetic
11.	Quick-tempered	____	____	____	____	____	____	Easy-going
12.	Sociable	____	____	____	____	____	____	Shy
13.	Impractical	____	____	____	____	____	____	Practical
14.	Undependable	____	____	____	____	____	____	Conscientious
15.	Disinterested	____	____	____	____	____	____	Dedicated
16.	Gloomy	____	____	____	____	____	____	Cheerful
17.	Uncooperative	____	____	____	____	____	____	Cooperative
18.	Careful	____	____	____	____	____	____	Careless
19.	Considerate	____	____	____	____	____	____	Inconsiderate
20.	Grateful	____	____	____	____	____	____	Ungrateful

APPENDIX V

TEST ADMINISTRATION INSTRUCTIONS

PROFILE OF ORGANIZATIONAL CHARACTERISTICS

INTRODUCTION

This questionnaire was developed by a well known writer in the field of organization and management, Dr. Rensis Likert. Its purpose is to show a profile of an organization's style of management. Originally, this questionnaire was planned to be used only by managers of large organizations. However, it seems to us that in order to get a complete picture of an organization, it is necessary to have the views of all employees--not just those of managers.

Since the test was designed to be completed by top managers, it includes a number of words that are commonly used by managers, and in management textbooks, but which may be unfamiliar to some of the other workers in an organization. Therefore, we have included a list of words used in the questionnaire, and their definitions, so that all of you may use the same interpretation of the questions. If you are confused about the meanings of the words as you read the questions, you may refer to the following list of definitions. If you need further clarification, please raise your hand and one of the test administrators will help you.

DEFINITIONS

Superior -- A person with a higher rank or status in an organization (i. e., supervisor, manager, boss).

Subordinate--A person with a lower rank or status in an organization (i. e., employee, worker, etc.).

Condescending--Acting or behaving in a patronizing manner; "talking down" to someone.

Subservient--Behaving according to expectations of others, for those in lower status positions (i. e., as a private in the Army to an officer, or a servant to a master).

Supportive Behavior--Any behavior that supports or helps an individual or group.

Motivational Forces--Forces that bring about action or response; things that motivate people to do things; the underlying reasons for particular behavior.

Line Organization--Formal organizational structure (i. e., based on organizational charts and formal practices).

Rank and File--Those workers in the organization who are not supervisors or managers.

Upward Communication--Verbal or written communication from rank and file workers to supervisors or managers.

Downward Communication--Verbal or written communication from supervisors and managers to rank and file workers.

Sideward Communication--Communication between workers with the same rank or status in the organization (i. e., secretary to secretary; manager to manager, etc.)

Interaction--Communication (verbal or non-verbal) between two or more people.

Hierarchical--Type of organization based on classification of people according to rank or status positions in the organization.

Control Function--Formal control activities in the organization; i. e., record keeping, auditing, deadlines, checks, supervising, etc.

QUESTIONNAIRE INSTRUCTIONS

This questionnaire contains fifty-one items; each relating to an organizational variable. Below each item is a 20-point scale, which has descriptions written above each 5-point segment of the scale. You should treat the responses to each item as a part of a continuous scale from the extreme at one end to that at the other. You should place your responses in any one of the 20 spaces that seems closest to your own perception.

For each organizational variable (item), you should give three responses:

FIRST Place an "N" in one of the 20 spaces on the scale which, in your experience, best describes your organization at the present time.

SECOND If you have been with your organization for a year or longer, place a "P" (past) in one of the 20 spaces on the scale which, in your experience, best describes your organization as it was a year ago.

If you were not with your organization a year ago, please check here_____, and place a "P", in the space on the scale which, in your experience, best describes the organization when you first joined it.

THIRD Place an "I" (ideal) in one of the 20 spaces on the scale where you would ideally like to have your organization fall with regard to that item.

TO REPEAT: You should give three responses to each variable (item):

"N" for Now; present time.
"P" for Past; one year ago.
"I" for Ideal; how you would like your organization to be.

NOW, turn to the first item on the questionnaire and we will go through it together.

If there are no questions, proceed in the same manner to complete the rest of the questionnaire.

THANKS FOR YOUR COOPERATION!

Test copyrighted by McGraw Hill Inc, 1967. The Human Organization: Its Management and Value, by Rensis Likert.

APPENDIX VI

DATE_____

OPINION QUESTIONNAIRE

People who work together spend a great deal of time with each other, and learn a lot about each other. This knowledge could be expected to be very helpful in supplementing research information available through standardized tests and research instruments.

We ask that you give us your honest responses to the following questions, with the full understanding that your responses will be kept in strict confidentiality, and that they will be used for research evaluation purposes only.

The research will not report any names that are asked for here. Only group data will be reported, and then, only if such data is significant in relation to the other research results.

INTRODUCTION

Please list below the names of the people who work for the Model Cities Department. (You may refer back to this list as you answer the following questions).

INSTRUCTIONS

On each page that follows is a question, and space to list names in response to that question. Each question asks for you to "rank order" your responses. For example, if you were asked to list people in the agency in "rank order" by height, you would list the tallest first, the next tallest second, and so on.

On each page, list as few or as many names as you like.

1. If you were assigned to attend a three-day training conference in Dallas, which of the people who work for Model Cities would you like to also have attend?

   First, write down the name of the one person who works for Model Cities who best fits the above question. Next, write down the name of the person who next best fits the question, then third best, and so on. List as few or as many names as you wish.

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

NOTE: The actual research instrument format used only one item per page. Supplementary instructions for rank-ordering responses were repeated on each page (see item #1). The following additional items were included in the Opinion Questionnaire:

2. If you were assigned to work overtime for five nights in a row to complete a difficult rush work assignment, which of the people who work for Model Cities would you most like to have work on the project with you?

3. If you had a serious personal problem that you wanted to talk over with someone, which of the persons who work for Model Cities would you be most likely to talk with about your problem?

4. In your opinion, which of the persons who work for Model Cities are most acceptable to the Model Neighborhood Residents as a sincere and reliable source of help?

5. In your opinion, which of the persons who work for Model Cities are most acceptable to the City Fathers as a sincere and reliable source of help?

6. In your opinion, which of the persons who work for Model Cities are most helpful to others in Organizational Development group meetings?