

A STUDY OF INTER-ORGANIZATIONAL
RELATIONSHIPS AND COMMUNITY NEEDS
IN A COMMUNITY COLLEGE DISTRICT

Thesis for the Degree of Ph. D.

MICHIGAN STATE UNIVERSITY

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1971



This is to certify that the
thesis entitled
A STUDY OF INTER-ORGANIZATIONAL
RELATIONSHIPS AND COMMUNITY NEEDS
IN A COMMUNITY COLLEGE DISTRICT

presented by

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has been accepted towards fulfillment
of the requirements for

Ph.D. degree in Administration and Higher
Education

Major professor

Date 5/7/71

ABSTRACT

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By

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This study was concerned with analyzing inter-organizational relationships and community needs in a community college district. The purpose of the study was to develop a process of community and inter-organizational analysis which could be used by community service professionals to engage in community development efforts. The objectives of the process were to (1) identify patterns of inter-organizational interaction, (2) determine significant community organizations which have the potential to use their energies and resources in an organized way to provide for specific community needs.

An organization interaction scale, a community needs scale, and an interview guide were developed to obtain the data necessary to accomplish the purposes of the study. Seventy-one non-profit organizations located in eight communities in a rapidly growing suburban area were studied. The organizations were selected on the

basis of a reputational nomination process. The organizations were classified in nine subsystems: (1) economic; (2) governmental; (3) recreational; (4) family, religious and voluntary; (5) health; (6) educational; (7) social welfare; (8) political; and (9) planning and zoning. The chief administrative officers of these organizations were interviewed and given the community needs scale and organizational interaction scale, which was designed to determine which organizations engaged in cooperative and reciprocal interactions.

The major findings of the study were:

1. In the community studied, extensive inter-organizational interaction was identified by the process. Among the seventy-one organizations, 633 reciprocal interactions were identified and 26 potential constellations ranging in memberships from 9 members to 2 members were identified.

2. Organizations from the same subsystem, with the exception of economic organizations and planning and zoning boards, had more interaction with other organizations within their subsystems than with organizations outside their subsystem.

3. The analysis of community needs resulted in the identifications of five major need categories: the need for citizen involvement; the need for improved community planning and development; social pathology needs;

health, education and recreation needs; and minority group needs.

4. Within each subsystem some agreement as to perceptions of community needs was found, but the process did not clearly identify differences in perceptions of community needs between subsystems of organizations.

5. Agreement as to community needs within and between sub-subsystems of organizations was sufficient to identify coalitions of organizations which could be formed to meet specific community needs.

The major conclusions of the study were:

1. Interaction in a community can be identified by the process of studying inter-organizational interaction.

2. The community is made up of subsystems of organizations, and organizations within a subsystem interact with other organizations in their subsystem more frequently than they do with organizations outside their subsystem.

3. The process of studying community needs may be utilized to identify important community problems and to identify common concerns of organizations within subsystems or between organizations in different subsystems.

4. The distinction between community development, as a process for strengthening the horizontal patterns;

and community action, as a specific action episode to achieve specific project goals, may be useful for the community service professional in determining the goals for the community service program.

5. Community service efforts should include a major obligation to study the organizational structure of the community and perceived priorities of community needs in an effort to strengthen the inter-organizational cooperation of organizations in a community.

In a final portion of the study, implications for community services, community theory and future research were discussed.

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A THESIS

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

Department of Administration
and Higher Education

1971

8-20-77

ACKNOWLEDGMENTS

I wish to express my special thanks to Dr. Max R. Raines, Chairman of the doctoral committee, for his encouragement and the confidence he expressed in me.

I also wish to acknowledge the assistance and suggestions of the other members of my committee:

Dr. Gunder Myran, Dr. Jim Nelson and Dr. James McKee.

I also wish to express my deepest appreciation to Beverly, my wife, who patiently encouraged me throughout my graduate work; and to Todd and Deon, my sons, who were an inspiration for me to complete my degree.

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CHAPTER I

THE PROBLEM

Introduction

This study is designed to develop a process for studying inter-organizational relationships and community needs which could be used by community service workers to participate in efforts to improve communities. In a process of formulating a model for this community analysis, it became necessary to review the development of the community college and the community services function of the community college.

Development of Community Services Function of the Community College

The major purposes of community colleges have emerged during the three major periods of the two-year college: (1) the evolution of the junior college, 1850-1920; (2) the expansion of occupational programs, 1920-1945; and (3) the community college concept, 1945 to the present (74:45-56).

Corresponding to this historical development were socio-political forces which helped to shape American education and the community college as we know it today.

The socio-political forces have been classified as:

(1) the reactionary position forwarded by Mortimer Adler and Robert Hutchins that education should be for a select few in order to preserve absolute values; (2) the liberal position of Dewey which stressed the egalitarian view that educational programs should meet the current needs of students without regard to tradition; (3) the conservative view, espoused by James B. Conant, which was a compromise between the reactionary and liberal views and stressed the need for vocationalism at the same time stressing the need to preserve the culture and the fundamental ideas; and (4) the final force, the advocates of radical change, who argued that schools should be the agents of social change (8:7-13).

The impact of all these forces can be seen in the purposes of the contemporary community college. Thornton identified the generally accepted purposes as: (1) occupational education; (2) general education; (3) transfer or pre-professional education; (4) part-time education; (5) community service; and (6) counseling and guidance (74:59).

The emphasis on liberal arts, pre-professional and college transfer is a legacy of the educational tradition of the reactionary movement. However, liberal thinking insisted that public education should be for all and, therefore, vocational and technical programs as well

as programs for adults were developed. Mediating the reactionary and liberal stresses was the conservative interest in providing general education to meet the needs of expanded educational programs for expanding groups of people. Lastly, the community college assumed a role in social change by acknowledging a mission to provide programs to improve social, cultural, recreational and other community conditions.

This last force is reflected in the most recently developed task of the community colleges--community services. Myran noted (52:4):

The decade of the 1960's has been characterized by rapid social and technological change. It is in this period that community services has emerged as an identifiable component of the community college. Problems related to technology, race, poverty, and urbanization have mandated a broadening of the college mission to provide a more viable base for the development of human resources in the community. Response to this mandate is evident at many community colleges at two levels: (1) service to the community as a whole, and (2) the division of community services within the college is growing rapidly in terms of staff and scope of service.

The community service function has been a central result of the development of a community college.

Gleazer saw the developing community college as (26:20):

. . . both the catalyst to stimulate a community consciousness and the product of this consciousness. The college became a symbol of what the community, sometimes almost wistfully, wanted to become. The slow and difficult process of establishing new alignments and groupings of people into concentrations of somewhat common interests was unexpectedly facilitated by the development of the college.

The development of the community service function has been accompanied by many efforts to define it.

Medsker noted, "The term 'community service' has come to denote generally the various special services which an educational institution may provide for its community" (47:78). Reynolds suggested that community services are (59:142):

. . . provided through an extension of the regular school program in terms of the traditional school day, the traditional location of the instructional activities, the traditional curriculum, and the traditional concept of students. Community services, moreover, often transcend the traditional definition of education in the sense of teacher-student relationships.

Shaw and Cummiskey provided yet another definition of community services (63:4):

Community services, in the broad sense, are all of the programs and resources of the institution that serve the needs of the community and its citizens. In a more operational sense, they include the educational, cultural, recreational and community development services of the community above and beyond the traditional day and evening classes.

Although there is general agreement among practitioners and academicians as to the boundaries of the community service concept, explicit operational definitions do not exist. One important conceptual approach to community services was provided by Myran (52:12-14). He classified the educational approaches of the community college according to the likelihood that they would be identified as community services. Transfer programs, in

this approach, would not likely be called community services; however, public forums or conferences would. Similarly, he distinguished between community oriented and relatively non-community oriented programs. For example, subject-matter classroom oriented programs are less likely to be classified as community services than are problem-solving community oriented programs.

Raines categorized community services into three major types: self-development (directed toward goals of individuals); community development (directed towards goals of organizations and groups); and program development (directed to functions and activities of the community services staff) (57). In a taxonomy of community service functions, Raines defined self-development functions of the community ". . . as those functions and activities focused upon the needs, aspirations and potentialities of individuals to help them achieve a greater degree of personal self-realization and fulfillment." The self-development effort included: personal counseling, educational extension, educational expansion, social outreach, cultural development, and leisure-time activity (57).

In contrast, Raines defined the community development functions of the community college as,

Those functions and activities of the college primarily focused upon cooperative efforts with community organizations, agencies and institutions to

improve the physical, social, economic, and political environment of the community (e.g., housing, transportation, air pollution, human relations, public safety, etc.).

Among the community development functions are: community analysis, inter-agency cooperation, advisory liaison, public forum, civic action, and staff consultation.

Community development functions have been implicitly referred to throughout the community college movement. Fields noted that the, ". . . introduction of opportunities for adults led to the broadening of the aims of the community life, not just through educational opportunities, but through research and planning activities as well." Thus, the college, to realize its fullest potential as a community service institution, began to utilize its resources for the study of community problems and for the planning of needed improvements as well as for the organization of educational opportunities for community members (21:345).

The focus of this research is on two aspects of the community development functions: community analysis and inter-agency cooperation. Basic to this research is the assumption that the emerging and legitimate role of the community college is to actively participate in constructive development of the community. Thus, it is assumed, the community college has an obligation to serve as a catalyst to analyze community needs and to provide

leadership in the cultural, social, physical, and economic development of the community. This reflects the need for public institutions to rationally plan to provide for individual and collective needs in the community setting.

As community colleges develop at an increasing rate, and their societal impact is escalated, it can be anticipated that communities will have rising expectations for the community college. To meet these expectations, community service administrators will need models for community development based on relevant research. Experience of community service administrators most likely trained in colleges of education, prepares them to coordinate self-development functions but they are ill prepared by reason of education or experience to mount community development programs. For this reason, there is clearly a need for research methods and concepts that the practitioner can utilize in his own community if he is to constructively participate in efforts to meet community needs. There is also a need for him to understand the role of the community college in the inter-organizational environment and the factors which affect purposive change in the community.

Statement of Purpose

The purpose of this study was to develop a process of community and inter-organizational analysis which could

be used by community service workers to actively engage in community development efforts. It is the explicit purpose of this investigation to identify significant community needs and organizational interaction in a community college district, and to determine what constellations of community organizations have the potential to use their energies and resources in an organized way to provide for specific community needs. It is the hope that this research will suggest a rational procedure for the community service worker to identify community needs and mobilize organizations to use their resources to provide for these needs.

It was the intent that this study would examine the following assumptions:

1. The process of identifying inter-organizational interaction of organizations in a community reveals interrelations which may be called constellations.
2. There are differences in levels of interaction between organizations within similar subsystems and organizations in different subsystems.
3. The process of identifying community needs reveals commonality of agreement among organizations as to the priority of community needs.
4. The process of identifying community needs reveals differences between the priority of community needs as perceived by organizations of different types.
5. The process of identifying inter-organizational interaction and perceived community needs reveals commonality of agreement among constellations of organizations as to priorities of community needs.

Background of Theory and Research

This study examines the interaction of many interdependent organizations in a geographic environment. The theoretical basis is derived from several converging lines of theory. First, it draws on the concepts of social systems as they apply to communities and community change. Second, the study addresses itself to the research and theory on the interaction and behavior of specific organizations in the environment. Third, it utilizes the concepts of community action and community development models and theory. Finally, it focuses on the concepts of community college community service.

Social System Theory and Community

The basic sources for social system concepts are the contributions of Loomis (45), Parsons (56), and Homans (33). Out of these works come the fundamental definitions of social systems and related concepts. Among the concepts basic to social system theory are the distinctions between external and internal patterns of group behavior. Homans defined the external system as "a set of relations among the members of the group that solve the problem: How shall the group survive in its environment?" (33:193). He defined the internal system as (33:109-110):

. . . the elaboration of group behavior that simultaneously arises out of the external system 'internal' because it is not directly conditioned by the environment, and we speak of it as an 'elaboration' because it includes forms of behavior not included under the heading of the external system. We shall not go far wrong if, for the moment, we think of the external system as a group behavior that enables the group to survive in its environment and think of the internal system as group behavior that is an expression of the sentiments towards one another developed by the members of the group in the course of their life together.

The distinction between internal and external systems can be compared with another set of concepts known as task and maintenance functions. The external system could be described in terms of the tasks the group is supposed to accomplish in relationship to its environment. Maintenance functions are similar to the internal system's spontaneous relations, based principally on sentiment, which arise in the course of a group's activities. Thibant and Kelley defined task functions of a group as, ". . . controlling its social and physical environments so that they will yield high outcomes for its members." They further defined maintenance functions as ". . . those activities by which the interdependence of members is maintained" (71:274-275).

Community Patterns

The relationships of these particular concepts--external, internal patterns and task-maintenance functions--have particular relevance to the social system approach to the study of the community. In his book,

The Community in America, Warren identified two rather distinct types of systemic ties characteristic for local community units. First, were the relationships through which community units are oriented to larger society beyond the community. This constitutes the community's vertical pattern. Second, were the relationships which local units share with each other on the local level. This constitutes the community's horizontal pattern. According to Warren, the vertical ties (81:237)

Are multiplying and strengthening to the extent that it is questionable whether the ties of community units to each other on the local level are sufficiently strong and meaningful for them to constitute a localized social system called the community.

Vertical pattern.--Generally speaking, vertical ties are stronger than the horizontal ties of any single community. Warren noted, in addition, that the changes in society continuously operate to strengthen the vertical ties and to establish new ties between community organizations and extracommunity organizations. Thus, the branch plant of the corporation is likely to be more closely oriented to its corporate headquarters and to suppliers and customers who are outside the community than to local organizations located in the same community (33:242).

The external system as described by Homans is similar to the vertical pattern of the community described

by Warren. The community functions in relation to its environment as it performs tasks which relate it increasingly to the surrounding geographic environment. The specific organizations (subsystems) which provide for community needs tend to have strong formal organizations designed to get the job done and dictated by the extracommunity organizations of which they are a part. For example, the local schools are oriented vertically to the state education offices which provide capital or operating funds. The local branch plant of a manufacturing company requires services from headquarters staff and develops objectives and procedures to satisfy the next higher bureaucratic unit.

Horizontal pattern.--As a community functions, relationships develop which are based on sentiment and not dictated by the environment. These relations correspond to what Homans (33:109-110) called the internal system and are a part of what Warren (81:267-302) meant by the community's horizontal pattern. In simple terms the horizontal pattern of the community could be identified as the systematic manner whereby community units relate to each other on the local level to hold the community together. These are the interrelationships based on common locality which provide for many types of local action. Warren noted that "despite their strong ties to extracommunity systems, the functioning of such

local units characteristically involves at least a minimum of local interaction" (81:268). From the practical standpoint, no local unit, no matter how strongly integrated in the extracommunity system, can function in complete disregard of the impact which its own behavior makes on other units in the locality. Part of this present study seeks to explore and delineate the nature of relationships among units on the locality level.

Community as a Social System

In a community the interaction of its local units performing locality-relevant functions often is strongly related to extracommunity systems in a combination of vertical relationships. These same units also interact on the local scene in a somewhat different combination of relationships which are known as horizontal patterns. At different times the dynamic interplay of these two patterns will cause the vertical pattern to be brought into sharp focus at one time and the horizontal pattern at another time. It is important to recognize that each unit in a community has both vertical and horizontal aspects. Emery and Trist emphasized the importance of the social system concept as it applies to communities when they made the point that (17:21):

In a general way it may be said that to think in terms of systems seems the most appropriate conceptual response so far available when the phenomena under study--at any level and in any domain--display

the character of being organized, and when understanding the nature of the interdependencies constitutes the research task.

In summation, then it can be said that at the local level there appears to be a structured interaction which displays characteristics as described in a social system.

Inter-Organizational Relationships

Sociology concentrates upon the social relationships which are patterned into groups and larger social systems. Much study has been devoted to the interaction among persons and the interaction among groups; however, we know little about the interaction among organizations. In our modern bureaucratic society, organizations increasingly perform the locality-relevant functions. Terreberry noted (70:601):

In modern industrial societies the evolutionary process has resulted in the replacement of individuals and informal groups by organizations as actors in the social system. Functions that were once the sole responsibility of families and communities are increasingly allocated to formal organizations; child-rearing, work, recreation, education, health, and so on. Events which were long a matter of chance are increasingly subject to organizational control, such as population growth, business cycles, and even weather.

While performing the locality-relevant functions organizations operate in the inter-organizational environment. The interaction of two organizations is affected by the nature of the inter-organizational environment or

field. Aiken and Hage reviewed the growing literature and research on the relation of organizational behavior to various aspects of the environment and on the interaction of specific organizations (1).

Particularly relevant to the field of inter-organizational study were the basic postulates set forth by Anderson in his study of inter-organizational relationships (2:2). These basic postulates were as follows:

1. Social power is structured.
2. The social structure of a region is made up of constellations of interdependent heterogeneous interacting organizations. These represent basic resource holding, allocating, and receiving units.
3. The organizations within a region can be seen as having a fabric of roles that constitute the social organization of that region. Within this structure, individual organizations act and contribute in accordance with role prescriptions or expectations. They perform and coordinate their activities with one another in accordance with the relationship of their own roles to other roles in the structure.
4. Organizations are the basic units of power.
5. Organizations represent the basic social units responsible for development. Societal development is carried out by some combination of large, small, simple, complex, public or private organizations.
6. Organizations are in themselves basic resources of development activity, as are air, water, iron, trees, etc.
7. Organizations are control mechanisms through which power for development is generated and flows.
8. Organizations form constellations in order to achieve development goals. As specific issues arise, overlapping constellations of special-interest organizations are formed. A specific organization sometimes cooperates, at other times competes, and at still other times is not involved with other organizations in issue resolvment.

9. A given organization's involvement and influence in issue resolvment and/or development depend upon the place it occupies in the legitimate order of the organized constellation of organizations affected by the issue and/or the developmental activity. For any given issue, some organizations are more powerful than others. An organization's power rank will generally vary with the issue to be resolved.

The postulates noted above indicate the potential value of studying inter-organizational relationships. Concepts and techniques which reveal the dynamic interactions of organizations could be valuable in identifying organizations which typically work together performing the relevant community functions. Further knowledge of the effects of status arrangements, influence hierarchies, and vertical or horizontal patterns could provide the practitioner a sound basis for systematic mobilization of community organizations to provide for fundamental needs.

Community Development

The study of inter-organizational relationships is one aspect of the field of community development. The concepts of inter-organizational analysis were developed to study the effectiveness or ineffectiveness of organizations in providing for community needs. In a broader sense, the field of community development has been concerned with local action to achieve developmental goals. Sanders categorized the various definitions of community development according to the major approaches

people use when writing or speaking about community developments: As a process, a method, a program and a movement (61:4).

Warren distinguished between community action and community development. He viewed community actions

As individual episodes which activate the 'horizontal pattern' for the period of the action episode bringing together in a specific action system, units of the community which are not otherwise so related.

Community development, on the other hand, emphasized "the long run," and its primary goal is to strengthen the horizontal pattern. It represents an attempt deliberately to "administer" a program of strengthening the horizontal pattern, rather than leaving it to the operation of the interactional market (81:323). The social system involved in community development, according to Warren, "is the total community's horizontal pattern," while the social system involved in community action is a specific ad hoc action system (81:327).

Warren noted that because of the great change in American society which tends to strengthen the vertical ties of community units to extra-community systems, and the concomitant weakening of the horizontal ties between community units, the focus on the horizontal pattern is crucial (81:327-329). The importance of helping communities strengthen their horizontal pattern appears to be a significant objective of community development; however,

frequently, the methods which would ultimately strengthen the horizontal pattern must be abandoned to achieve a specific task goal. In short, the process of encouraging people to make their own decisions as to what is good for them gives way to the process of convincing them of what a change agent or a small group of "leaders" thinks is good for them. Broadly based decision-making is replaced by decision-making by a few who "sell" the task objective to others. The net effect is that the goal of strengthening horizontal ties is displaced by more immediate task goals of the action system. In short, community action episodes may replace long-term community development goals. Closely linked to the concepts of community development are the concepts of planning.

Urban Planning and the Community

Urban planners' presentation of physical solutions to complex physical and social problems has received mounting criticism. Planners are calling for a greater interest in the total social system for planning purposes. Herbert Gans has stated that (25:39):

City planning has traditionally sought community betterment through so-called physical methods, such as the creation of efficient land use, and transportation schemes, the sorting of diverse types of land use, and the renewal of technologically obsolescent areas and buildings to achieve functional as well as aesthetically desirable arrangements of structures and spaces.

Gans in noting that contemporary planning has somewhat over concentrated on "physical" methods of problem solving called for a "new planning concept which places greater emphasis on economic and social methods of improving community life" (25:39).

Melvin Webber has also noted that systematic research has shown that the simple relationships between physical and social aspects in the city are no longer substantiated. He commented (85:10):

The simple one-to-one cause-and-effect links that once tied houses and neighborhoods to behavior and welfare are coming to be seen as but strands in highly complex webs that, in turn, are woven by the intricate and subtle relations that mark social, psychic, economic, and political systems.

Norton Long succinctly summarized the long-standing planning interest in physical factors when he said (44:67):

At long last non-physical considerations are receiving belated and still hopelessly inadequate attention in city planning. At the federal level the Model Cities Program represents at least a gesture toward alteration of the overwhelming physical preoccupation of urban renewals.

With the Demonstration Cities Act of 1966, the federal government acknowledged the deficiencies of traditional urban renewal. The Model City Program, as it came to be known, was making an attempt to integrate social, economic, and physical factors into the renewal process in order to deal more effectively and realistically with the urban problem (76:1).

Closely related to this concept is the idea of policy planning. Henry Fagin described the concept of policy planning as, ". . . a new instrument necessary for bringing physical, social, economic and political considerations into an adequate state of coherence" (20:109). He visualized policy planning as an effort to integrate all aspects of planning into a comprehensive approach.

Fagin introduced five functions of planning necessary to produce a policy plan: First, the gathering, analyzing, and reporting of physical, social, economic and political facts. Second, the formulation of goals, which involves the process of interaction among: (1) the public and its voluntary organizations; (2) the government as embodied in the elected representatives and their appointive administrative officials; and (3) the professional and technical aides and consultants who staff urban planning offices. Third, the specific plan performed by a planning staff. Fourth, coordination in the planning office of factual research, liaison with groups and organizations, and on the policies plan. The fifth function of planning is furnishing assistance and advice (20:110-111).

The crux of the planning problem is how it deals with social problems. Frieden noted that "much of city planning deals with social policy issues--who is to live

where, how are public services to be distributed--but these issues are seldom the object of systematic analysis on planning" (24:311). Frieden further observed that in the future planning agencies will be more concerned with devices for communication and interaction (24:321).

The implication of the development of planning from the Urban Planning viewpoint is that before planning can be effective and programs developed, planners need to know what the needs and what the interactions really are. The study to be developed here will describe one approach to a more rational social planning and community development.

Overview of Study

In general, community services are concerned with identifying unrealized community potentialities and unmet community needs, drawing together resources in the college and in the community, and creating appropriate educational programs. To do this effectively, the community college must bring to bear the theory and knowledge of previous community development efforts to achieve their specific goals. This is research on one aspect of the community services function of the community college--community development. It is based on the idea that community development represents efforts to strengthen the horizontal pattern in the community. Thus, of central importance

is an understanding of the horizontal pattern. In order to obtain this understanding, at a minimum, the elements, structure, and interaction of the horizontal pattern must be analyzed.

In Chapter II, the literature on inter-organizational interaction, inter-organizational environments, and community development is reviewed and discussed. The hypotheses, the community studied, subjects, design, analysis, and instruments are described in Chapter III. Results of the data gathered in the study are analyzed in Chapter IV. The final chapter includes a summary, conclusions, discussion and recommendations for future research and implementation of techniques in community service programs.

Terminology and Definitions

For purposes of this study, the terminology and concepts of the social systems approach to sociology will be used. Warren's definition of community will be used: ". . . that combination of social units and systems which perform the major social functions having locality relevance" (80:9). The social system terminology is utilized because it places emphasis on relatively enduring systems of action shared by groups of people or organizations. The idea for this study is that social relationships are not random expressions of human activity, but part of a

systematic arrangement of social units found in a locality called a community. In other words, there is a need to better understand the community as a social system.

This study further assumes the idea advanced by Moe that a community is a system of systems (51:29). Organizations and groups are part of the social system of the community.

Further guidance for the study was taken from Sanders contention that "the basic unit of analysis for the study of a community is the subsystem (combined into major systems) and that the behavior of a community as a total system is greatly dependent upon the interaction among these subsystems" (60:192). Sanders identified major systems as the economy, family, government, religion, education, and public information, health, welfare and recreation and modifications of these were used in this study.

Other important definitions were: constellation--two or more organizations who indicate they engage in cooperative activities or programs; community development--activities of organizations primarily focused on cooperative efforts to improve the physical, social, economic, political or other aspects of the environment of a community; inter-organizational relationship--any cooperative activity, program, or project which requires reciprocal coordination by two or more organizations.

CHAPTER II

REVIEW OF LITERATURE

The focus of this research is on several converging fields of theory and research. Selected studies and theories will be reviewed for each relevant area. Where possible, references to more extensive reviews will be cited. The literature reviewed will cover three major areas: (1) community studies and theory; (2) inter-organizational environment and analysis; and (3) community development theory.

Community Studies

Concept of Community

Writing in 1928, Jesse Steiner noted (68:3):

A quarter of a century ago the growing interest in the community as a social unit began to express itself in social surveys designed to reveal the actual conditions existing in the local areas studied. Through a wide application of this survey method, a flood of light has been thrown on the nature and extent of community problems in many different types of places.

With the more recent emphasis on community organization, it has become apparent that this older type of social survey is inadequate. From the point of view of the community organizer it is essential that there should be an understanding of the nature of the community as well as of the ills to be corrected. The cross section of the community as revealed by the

survey must be supplemented by a vision of the community in action if progress is to be made in uniting people in support of a common project.

The growing concern of the general public and of individuals involved in community development work is that the growth of the community has been accompanied by a series of forces hastening its decline, namely, centralization, specialization, and the increase in impersonal relationships. Nisbet identified the growing concentration of power in the sovereign political state as one of the most important social facts in our world. He cautioned that the state has taken up the vacuum created by the decline of the religious, kinship and locality groups, and commented "the decline of community has made ours an age of frustration, anxiety, disintegration, instability, breakdown and collapse" (53:7).

Brownell in support of this concept related, "this public and private tendency toward indiscriminate centralization and mass control of life in fields of economics, corporate industry, technology, art, religion, politics, recreation, education, agriculture, and human affairs in general, may be a tendency toward death" (9:5).

The interest in community change and decline has resulted in a sizable volume of research in community or closely allied fields. Hollingshead reviewed the community research in the forties and classified research on the basis of its central focus into three categories:

ecological, structural and typological (31). Hillery listed 94 definitions of community and did not claim to exhaust the conceptions. He did reveal that most scholars were "in basic agreement that community consists of persons in social interaction within a geographic area and barring one or more additional ties" (30-111). Sanders reviewed the qualitative, ecological, ethnographic and social systems approach to viewing the community (60:11-23). Kaufman discussed available definitions of any use in isolating this unit for study (36). Simpson presented an overall classification of community studies (64). Comprehensive review of the theoretical and historical development of approaches to community study were provided by Sanders' text, The Sociology of Community (60), and Warren's readings on community, Perspectives on the American Community (79).

Kaufman noted that, in general, it could be said that some consensus existed concerning the definition of community. First, community is a social unit of which space is an integral part, community is a place. Second, community indicated a configuration as to way of life, both as to how people do things and what they want--their institutions and their collective goals. Third, is the notion of collective action. Persons in a community should not only be able to, but frequently do act together in the common concerns of life (37:9).

Changing Emphasis in Community Study

The changing emphasis in community study is upon the search for principles of process and the nature of change in contrast to the original description and taxonomic orientation. Arensberg and Kimball stressed that the development of methods for system, interaction and event analysis have proven to be important theoretical tools in this advance (3). The trend is toward studying the community in action and thus dynamics, interaction and process have become important concepts.

Interaction Concept of Community

Jesse Bernard (4:13) wrote:

For the most part, the sociologists have been interested in the community structures which result from interaction rather than the interaction processes themselves. . . . It would seem . . . that the time may be ripe for a greater emphasis on dynamic interaction in community studies and also, perhaps, for greater recognition of the community aspect of all interaction studies.

Kaufman made the significant point that the convergence of contributions of several types of work would be valuable in developing the notion of community as an interactional field (37:10). One is the conception of the community as a group presented by Hiller, one of the most referred to treatments of the community as a group (29). The second type of contributions to the notion of the community as an interaction field is the community action analysis. The studies of Sower et al. (66),

Miller (49), Bruyn (10), and Biddle (5) represent this type of analysis.

Additional types of research which contribute to the concept of community as an interactional field are Lasswell and Kaplan's studies of local leadership and power structure (39), Lewin's notions of field (40), and Cottrell's emphasis on the situation (13).

Elements of the Interactional Model

In order to make the concept of interaction understandable it is important to describe elements of interaction. Sanders noted that in describing the community function of a particular group such as the Chamber of Commerce, one does not merely ask what are the purposes of the Chamber as drawn up in its charter and as believed by its members; instead, one assumes that the Chamber has connections with many other groups and groupings of the community and that one can best describe the actual functioning of the Chamber, from the community viewpoint at least, by tracing these social relationships between it and other groups (60:348).

Sanders further noted that function is more than interaction in a general sense, it is rather an analysis of interaction between some part of the community structure and other parts. This is why it is almost impossible to talk clearly of function without thinking of structure,

or the social organization through which functions are traced (60:349).

The dynamics of community also must deal with that which is moving or changing. The concept of dynamics adds the element of change to interaction, which itself usually has a neutral tone. Without interaction, change would not occur. Thus, social dynamics would look at the community as a changing system and would try to work out the laws that govern change within them. Sorokin noted that the concept of dynamics, added to that of structure and function, gives a more complete account of a social system (65).

A unit of study at the interaction level is the action or interaction. Kaufman identified three important analytical elements of any action, whether community or other: (1) the persons involved--participants or actors, (2) the associations or groups through which the action takes place, (3) the stages and phases of action through time (37:11).

Kaufman further developed a set of criteria of community action which set off community from non-community activities. First was the range of interests.

. . . It is essential that an action be identified with the locality and that it either express a number of interests in the local life or be closely related to other actions which express such interests. By definition, the ends of the community development program are entirely oriented toward improving and increasing identification with the locality.

Second, the identification with locality. Many activities are oriented to mass society and have little reference to the locality. An example of these orientations would be the community health fund drive which can be locality identifying if it is integrated with local effort but when carried out from district or regional headquarters, it is an activity of mass society.

The remaining criteria were: (1) the relative number, (2) status and degree of involvement of local residents, (3) the relative number and significance of local associations involved, (4) the degree to which the action maintains or changes the local society, and (5) the extent of organization of the action (37:13).

Community Design

An important part of the interaction model is to discover what people think the community ought to be. This is especially true given the fact that community action is to a large extent problem solving and change oriented. It is directed more to the creating of new associations and institutional forms than to maintaining the existing ones. For this reason, special attention needs to be given to the ends of community action. Thus, Kaufman noted that (37:16):

A legitimate and much needed task for the sociologist is to analyze those ends and goals which the average citizen as well as the leaders of thought and opinion regard as desirable and good. It is essential to

carry out this analytical function for two reasons: (1) in order to complete the analysis of the action process and (2) to make interaction analysis highly relevant for community improvement and development programs.

In summation, it seems that community study must focus both on the researcher and the man of action. The social value of community research may be measured by its contribution to realizing the types of community that people desire. It is a continuing process of examining alternate designs for good community and suggesting conditions under which these goals can be reached.

Inter-Organizational Environments and Analysis

Organization Environments

Since Darwin published The Origin of Species by Means of Natural Selection in 1859, modern genetics has altered our understanding of the factors which affect the processes of natural selection. In spite of that breakthrough, there has not been until recently much understanding of the evolution of environments. Even today most energy of theorists is directed toward the internal interdependencies of systems--biological, psychological or social--although the external environments are perhaps changing more rapidly than in any previous period.

Von Bertalanffy was the first to identify the importance of a system being open or closed to the

environment. He distinguished between living and inanimate systems and made it possible to look at a system's exchange process in a new perspective; however, he did not deal with those processes in the environment itself that are among the determining conditions for exchange (77:1-10).

Emery and Trist introduced the concept "the causal texture of environment" which encouraged an understanding of the potential connection between the organization and the environment. They offered the following proposition (17:21-31):

That a comprehensive understanding of organizational behavior requires some knowledge of each member of the following set, where L indicates some potential lawful connection, and the suffix 1 refers to the organization and the suffix 2 to the environment:

$$\begin{array}{cc} L_{12} & L_{12} \\ L_{21} & L_{22} \end{array}$$

L_{12} here refers to processes within the organization--the area of internal interdependencies; L_{12} and L_{21} to exchanges between the organization and its environment--the area of transactional interdependencies, from either direction; and L_{22} to processes through which parts of the environment become related to each other--i.e., its causal texture--the area of interdependencies that belong within the environment itself.

Emery and Trist indicated, "a main problem in the study of organizational change is that the environmental contexts in which organizations exist are themselves changing, at an increasing rate, and towards increasing complexity" (17:21). In their terms, L_{22} relations (i.e., interdependencies within the environment itself) comprise

the "causal texture" of the field which is the changing texture in the environment.

Emery and Trist postulate four types of environment which may be ordered according to the degree of system connections that exists among the components in the environment. The first type is called the "placid, randomized environment" in which goods and noxiants ("goods and bads") are relatively unchanging in themselves and randomly distributed. The second type is the placid, clustered environment: "characterized in terms of clustering of relatively unchanging goods and bads." The third type of environment is the "disturbed-reactive environment" which is characterized by the existence of a number of similar organizations in the environmental field. They commented that in this third type of environment (17:25):

Each organization does not simply have to take account of the others when they meet at random, but has to consider what it knows can also be known by the others. The part of the environment to which it wishes to move itself in the long run is also the part to which the others seek to move. Knowing this, each will wish to improve its own chances by hindering the others, and each will know that the others must not only wish to do likewise, but also know that each knows this.

Turbulent field.--The fourth type of environment is new and is called the "turbulent field." Emery and Trist suggested in this type of environment "dynamic processes, which create significant variances for the component organizations, arise from the field itself"

(17:26). Terreberry's alternate description of the "turbulent field" is "that the accelerating rate and complexity of interactive effects exceeds the component systems' capacities for prediction and, hence, control of compounding consequences of their action" (70:593). Warren provided a succinct elucidation of the turbulent field when he said, "The ground is in motion" (83:398).

Emery and Trist noted three trends which contribute to the emergence of these dynamic field forces (17:26):

1. The growth to meet type three conditions of organizations, and linked sets of organizations, so large that their actions are both persistent and strong enough to induce autochthonous processes in the environment.
2. The deepening interdependence between the economic and the other facets of the society. (This means that economic organizations are increasingly enmeshed in legislation and public regulation.)
3. The increasing reliance on research and development to achieve the capacity to meet competitive challenge.

Under type four environments there is a gross increase in the area of relevant uncertainty. The achievement of organization stability becomes precarious under these conditions because individual organizations cannot expect to adapt successfully simply through their own actions.

The significance of the type four or turbulent field is in the strategy and operations that organizations undertake to cope with the environment. Emery and

Trist concluded that "turbulent fields demand some overall form of organization that is essentially different from the hierarchically structured forms to which we are accustomed" (17:28). Turbulent environments require some relationship between dissimilar organizations whose fates are, basically, positively correlated. This means relationships that will maximize cooperation and which recognize the necessity of selection of goal paths that offer maximum convergence as regards interests of other parties.

Terreberry in elaborating and extending the environmental conceptions of Emery and Trist concluded (70:590-613):

The theoretical and case study literature of organizations suggests that these systems are increasingly finding themselves in environments where the complexity and rapidity of change in external connectedness (L_{22}) gives rise to increasingly unpredictable change in their transactional interdependencies (L_{21} and L_{12}). This seems to be good evidence for the emergency of turbulence in the environments of many formal organizations.

Terreberry postulated that just as living systems are progressing by the process of evolution from less to more complex states of organizations so does the environment of any living system evolve from less to more complex states of organization. In addition, she offered the corollary that the "evolution of environments is characterized by an increase in the ratio of externally induced change over internally induced change in a system's transactional interdependencies (L_{12} and L_{12})"

(70:599). A turbulent environment requires relationships between dissimilar organizations whose fates are independent or, perhaps, positively correlated. Put simply, in a turbulent environment the constituents of the environment are a multitude of other formal, complex organizations and systems.

Inter-organizational analysis.--The importance of studying inter-organizational behavior is related to the evolution of more complex environments. In the disturbed-reactive type of environment it was noted that survival depends upon the ability of the organization to anticipate and counteract the behavior of similar systems. The turbulent field, as was noted, also requires strategies for coping with similar as well as dissimilar systems in the environmental field. Thus, the study of organizational interdependence has become more important in more complex environments.

Sociology concentrates upon the social relationships which are patterned into groups and larger social systems. Much study has been devoted to the interaction among persons and the interaction among groups, and since the 1940's the systematic study of intra-organizational analysis has proceeded at a rapid pace. Peter M. Blau in his Bureaucracy in Modern Society has reviewed some of this literature (7). Compared to the problems of intra-organizational analysis, that is studies in bureaucracy,

little has been done to follow up the general problems of inter-organizational analysis.

General inter-organizational studies.--Studies of inter-relations have largely been confined to units within the same organizational structure or between a pair of complementary organizations such as management and labor. Dimock's study of jurisdictional conflict between two federal agencies is an exception (11). Another is Form and Nosow's study on the interaction patterns of local health organizations and community reaction to disaster. They observed that "organizational cooperation was facilitated among organizations with similar internal structures" (22:236). In a similar study of organizational independence and intra-organizational structure, Aiken and Hage found that "organizations with many joint programs tend to be more complex, more innovative, have more active internal communications channels and somewhat more decentralized decision making structures" (1:927). March and Simon suggest that inter-organizational conflict is very similar to intergroup conflict within organizations but present no supporting data (46). Etzioni specifies that the area of inter-organizational relationships is one of three meriting further intensive empirical study (18).

Other studies of inter-organizational interaction have recently been conducted. Clark studied

inter-organizational patterns in education and noted that "modern social forces have recast education as part of the economic and political institutions of society, which requires adjustments and adoptions within the single school system" (11). Litwak and Meyer developed a theory based on the idea that both bureaucratic organization and community primary groups are essential for achieving most tasks in our society. They proposed that organizations and primary groups should be linked at some mid-point of social distance (43).

Miller described inter-institutional conflict as a major impediment to delinquency prevention and implied this has more to do with the nature of relations among the various concerned institutions than with a lack of knowledge as to effective procedures (50:23). Reid in another study of inter-agency coordination in delinquency prevention and control noted the pervasive difficulty in getting agencies to coordinate (58).

Black and Kose studied the needs and problems of inter-agency cooperation in rehabilitation and mental health. They related the problems to changing environmental conditions such as (1) population, (2) medical needs of people, (3) methods of medical treatment and patterns of use of services, (4) changes in use of traditional services, and (5) changing concepts in professional practice (6:26-27).

Studies developing interactional concepts.--Additional studies of inter-organization interaction have utilized more operational definitions and concepts as methods for analysis. These studies develop such concepts as: organizational set; organizational exchange and domain consensus; and the consequences of goal setting as related to cooperative strategy.

Evan (19:177-180) utilized Morton's (48) "role-set" to develop the concept of "organization-set." He illustrated how relations between a focal organization and members of its organization-set are mediated by the role-sets of boundary personnel. Evan offered a conceptual tool for identifying transactions at a given time; however, Terreberry noted a shortcoming of Evan's theory was that he made "no explicit assumptions about the nature of environmental dynamics, nor did he imply that they are changing" (70:602).

Levine and White attempted to explain relationships among community health and welfare agencies by viewing them as being involved in an exchange system. They viewed organizational exchange as ". . . any voluntary activity between two organizations which has consequences, actual or anticipated, for the realization of their respective goals or objectives." They proposed that interaction becomes necessary under conditions of scarcity when the relevant resources are not available

from outside the region. They argued interdependence of agencies is contingent upon three related factors (39:583):

1. The accessibility of each organization to necessary elements from outside the health system;
2. The objectives of the organization and particular functions to which it allocates the elements it controls; and
3. The degree to which domain consensus exists among the various organizations.

In referring to "domain consensus" Levine and White commented, "obviously there will be no exchange of elements between two organizations that do not know each other's existence or that are completely unaware of each other's functions" (39:597). Exchange depends upon some agreement or understanding as to organization's domains. The domain is the organization's claim as to area of responsibility, population served and services rendered. Exchange agreements depend upon prior consensus regarding domain.

In another study of health and welfare organizations, Litwak and Hylton developed hypotheses concerning coordination. They began with an assumption that a situation of partial conflict exists in inter-organizational interaction and studied interaction under such conditions. Studying conditions of moderate interdependence, they hypothesized (42:25):

- (1) . . . coordinating agencies will develop and continue in existence if formal organizations are partly interdependent, and agencies are aware of this interdependence, (2) their transactions or exchanges are

in standardized units of action, and (3) . . . two or more organizational strategies for dealing with the environment.

One was competition; the remaining three were types of cooperative strategy: bargaining, co-optation, and coalition.

They argued that cooperative strategies require the organization to interact with other organizations and this increases the potential control of the environment over individual organizations. In bargaining, the negotiation of an agreement for exchange results in limits on the amounts of resources available, the way they may be employed; and, therefore, on the choice of goals. Co-optation means that final choice of goals is altered by the process of absorbing new elements into the leadership or structure of an organization. Coalitions were viewed by the authors as the ultimate form of environmental conditioning of organizational goals (42:25-28).

Thompson in a separate study developed a model for accounting for output roles of complex organizations. His typology accounted for the relationship between the output role of the focal organization and the reciprocal roles required of non-members or other organizations. He concluded (72:315):

Managerial or administrative influence over transaction structures rests less on authority to dictate standards or procedures than on ability to negotiate

changes in organizational posture; that is, a relationship between the organization and its relevant environment resulting from the joint action of both.

Thompson and McEwen's concepts contributed to the study of inter-organization interaction by distinguishing different kinds of inter-organizational relations and their existence in turbulent fields (73).

Summary of Inter-Organizational Analysis

Overall, the field of inter-organizational analysis is growing in significance. The important elements to the evolution and characteristics of organizational environments, the elements and nature of inter-organizational interaction, and the strategies for adapting to the environment. This theory and research provides a knowledge link for the practitioner seeking to understand the nature of his community and the methods for achieving purposive change. Of additional importance are the methods of analysis. What follows is a description of the sociometric method of analysis of inter-organizational interaction.

Community Development

It has been noted that community development is an old idea in a new dress (12:1). It uses new methods to achieve long-standing objectives. Simpson in his review of the status and prospects of the sociology of community noted (64:149):

. . . we have made no mention of one very important burgeoning activity of community sociologists: research and action programs in community development. We have left this area out of our discussion, not because it is unimportant, clearly it is of major importance, but because it is rather than a separate area of theoretical knowledge, an area in which different areas of knowledge intersect.

His comments reflect the importance of community development. Following is a selected overview of the theoretical formulations regarding community development of Irwin T. Sanders and Roland Warren.

Sanders' Conceptualizations

Sanders delineated some of the dimensions of what is currently called community development. He (1958) identified two possible levels of theoretical formulations of community development: "that of the practitioner, which is largely administrative and action-oriented in character, and that of the social scientist, which is largely conceptual in nature." He noted that community development evolved from two sources: (1) community organization which had as forebearers social welfare and adult education; and (2) economic development which had its genesis in agricultural extension, economic planning, rural reconstruction, planning, zoning, and urban renewal (61:1).

Sanders commented that the mixed lineage of community development makes it somewhat difficult to describe. Adding to the problem of an explicit identity for

community development are different theoretical formulations. At the practitioner's level, a series of principles which focused on "getting the job done" were found in case studies, evaluative reports, development handbooks and training materials. The practitioner's theory stressed applicability, not abstraction. On the other hand, the social scientists related the theoretical concepts and abstraction of their various disciplines to the important aspects of community development. Sanders expressed the opinion that the various theories at this second level--that of the social scientist--will probably never be very well integrated "because the practitioner will not be concerned with the systematics of social theory, and, also the contributions of social sciences to community development will no doubt reflect the uncoordinated state" of the social sciences (61:3).

Perhaps Sanders' most significant contribution has been his typological analysis of the four major approaches to community development. He offered the following explanation (61:10):

Some social scientists think of community development as a process and focus upon the sequences through which communities (or their segments) go as they move from a pre-industrial to an industrial type or a similar overall change; others who are action, rather than research oriented, think of community development as a method to be used in moving toward their objective. They do not lose sight of the fact that processes are involved, but they focus upon accomplishments rather than upon sequences. With a third grouping community development means a program that

has been carefully thought through in terms of content as well as procedures. The stress here is upon activities as set forth in the program, and the program itself becomes the objective. A fourth view, shared in different degrees by all who work full time in this area, is that community development is a movement. It is more than a mere program, important as programs are, but it is rather a special kind of program that holds unusual promise and one worthy of unabashed commitment by those in underdeveloped countries or who want to see poverty and illness alleviated among the great masses of underprivileged humanity.

Warren's Conceptualizations

A basic thesis of Warren's theory was that a great change has been taking place in Western institutional life, in recent decades, and the basic effect of this great change has been (81:327):

Strengthening the vertical ties of community units to extra community systems, making less viable the horizontal ties based on propinquity of community units to each other, and removing the local community types of decision about what will take place on the local scene.

Warren identified the dimensions of this great change as:

(1) progressive division of labor; (2) differentiation of interests and associations; (3) strong links to their extra-community occupational and interest groups; (4) development of bureaucratization and impersonalization; and (5) transfer of functions which were formerly performed by family, neighborhood, and local community, to voluntary organizations, profit enterprise, and governmental offices. He also argued that in addition, there has been a switch in values to a gradual acceptance of

governmental activity as a positive value in an increasing number of fields, as well as other value changes (81:2).

In a paper entitled "Community Theory and Community Development" Warren discussed the link between community theory and community development. He noted that as the "great change" is taking place in Western institutional life, in recent decades, as a part of this change a new component has been added to the process of social change; a developing body of experience and knowledge regarding the channeling or bringing about of change as a matter of rational interest (78).

A purposive change model was developed by Warren to focus on the combination of individuals or organizations who are trying to bring about the change. He has outlined the "action system," which focuses on the behavior of ad hoc constellations of parties who are working for change. The components of the five-stage model were: (1) initial systemic environment; (2) inception of the action system; (3) expansion of the action system; (4) operation of the expanded action system; and (5) transformation of the action system (78:10-11).

Leading from Warren's theory and research, Anderson (2) conducted a systematic conceptual and methodological approach to the phenomena of inter-organizational relationships, they developed an organizational inventory

profile of perceived organized structure of Michigan's Upper Peninsula. He identified organizations responsible for economic development of Michigan's fifteen-county Upper Peninsula region and accounted for the dependence relationships found to exist among them. Organizations included in the study were those who could significantly affect economic development activity in the region by taking three alternative courses of action (2:5).

As a result of the study they discovered organizational constellations formations for every organization, coalition formations in the form of blocks (organizations, all of which have some specified relation to one another), coalitions, memberships, coalition sets, and two types of liaisons--primary and secondary. He identified 21 coalitions among 61 heterogeneous Upper Peninsula organizations. He also identified coalition linkages where organizations hold membership in more than one coalition.

One aspect of Anderson's study was the analysis of influence patterns and status arrangements among organizations. By this analysis it was possible to identify the level of reciprocal interaction for each organization and, thus, status and influence. Anderson concluded (2:19-20):

1. The configuration of organizations around general recurrent activities indicates the centers of influence in the system and that some knowledge of nature of the bonds in the system can be detected by examining the interaction structures, influence patterns and status arrangements;

2. When the nature of these bonds are known, specific issues can be related to specific coalitions;
3. From a practical standpoint, knowing the relationships (or lack of them) among coalitions and among their members, a developer has some knowledge as to who should be included in the planning phase of an activity and who has the greatest access to and influence on the relevant elements of the system; and
4. He may be able to detect those whose interests are adversely affected by some plan, the extent of the opposition, and the degree of conflicting interest.

This study provided a fundamental analytical step for analyzing sociometrically the inter-organizational pattern, and suggested practical ideas for utilizing this understanding of inter-organizational structure to accomplish results in the form of community action or community development.

Community Action Studies

Directly related to the concept of community development and the significance of inter-organizational interaction to community development are the important approaches to community action. Given the understanding of inter-organizational relationships it is important to understand the process of community action.

Community Involvement

A significant contribution on the strategy of directed social action is the work of Sower et al. This is a study of the processes involved in achieving a goal of a house-to-house health survey of 10,000 families in

a midwestern county which was organized by a few professionals and involved 700 volunteers. The survey was developed because of lack of citizen interest and support in the County Health Council and for health planning in the community; and eventually involved leaders in twenty-three communities. Three salient stages of the community action process were identified: the initiation stage, the legitimation stage and the execution stage (66).

Initiation stage.--The first stage of the community action was the initiation stage where a common set of goals are established and concrete action takes place. The authors related "the essential difference between latency and initiation is that in the latter, some person or group must do something in order for community action to get under way" (66:63).

They identified the central problem in the process of interaction as understanding the manner in which an idea held by a few individuals moved to a specific proposal of action for the community to be accepted or rejected. They commented (66:63):

It would appear that the crucial element of this transition is that it be brought to the stage of attention where it is possible for others to decide whether or not it can be justified as being related to the welfare of the community.

Legitimation stage.--The second stage of community action, the social action--legitimation stage--was the intervening process between the initiation and execution

of community action. It involved the convergence of interest necessary before an acceptance of purpose is possible. Sower and Freeman noted that a convergence of interest dependent upon a process composed of (1) symbols and sentiments appropriate to the social order, (2) a rational appraisal of individual ends, and a rational perception of organized ends (67:28). Sower et al. noted that agreement on the charter does not provide means of achieving the ends. To do this, three tasks are left for the initiating set: (1) To be able to justify appropriately the proposed actions "good" for the welfare of the community; (2) to gain support from the appropriate "legitimizers" for the action; and (3) to be able to deal with any possible opposition in a manner to prevent the blockage of legitimation (66:97).

The authors commented (66:117),

There is one clear-cut difference between the involvement of the members of the legitimation set and those of the initiation set. While all except one of the members of the initiation group were full-time employees of either county or community agencies, this was the case for none of the next tier of the involvement pattern.

Execution stage.--In the final stage--the social action-execution--access to the means of completing goals is obtained. This is the stage where the involvement process finally resulted in the concerted social action of the people for a solution of a problem. The execution of action was described in detail and it was noted that no

action sequence divides itself into neat compartments (66:152).

The authors depicted the elements in the action sequence as (66:308-314):

1. Convergence of interest. In order for action to take place at all, there must be some convergence of interests of those actors in the social system who had appropriate sentiments, beliefs, and/or rationally calculated purposes with reference to a problem.
2. Establishment of an initiating set. Until establishment of an initiating set takes place, action is existent only in the minds of the individual actors.
3. Legitimation and sponsorship. The charter must become acceptable to a sufficient number of members of the larger community so that action goals can be realized. The right to initiate must be legitimized.
4. Establishment of an execution set. The execution set, as distinguished from the initiation set, must be established and accept the charter, and have access to the resources of the community.
5. Fulfillment of charter. The ultimate objective.

Further Studies of Community Involvement

Biddle and Biddle in their analysis of case studies offered a preliminary outline of the community development process which identified many stages similar to the ones mentioned above (5). Among the parts of their outline were the dependency upon the formation of a small community-serving group (initiation), the development of sub-associations with similar groups and initiation of all institutions, agencies, and class levels in helping (legitimation) and the process of

starting with a few people and continuing through the actions of small groups as it seeks a local wholeness that includes all people and all factions (participation).

They also identified the major skills of the community developer as growing out of a friendship that encourages self-respect and self-confidence. This means a lack of domination, a willingness to suffer with the group, and to work cooperatively on the activities chosen by the group, and a willingness to share ideas in the expectation that these will be examined on their merits (5).

Hoffer identified three similar aspects of the action process: Initiation of the action; legitimation of the proposed action; and execution of the action. He suggested that the final stage may be accomplished by (31:44-50):

1. Employing an agency to do the work.
2. Assigning the task to an existing organization.
3. Establishing an organization especially for the task.

Another significant study of community action was Miller's analysis of community health action. Using a questionnaire method, the authors attempted to fulfill what they believed to be important needs in community research:

1. The need for comparative studies of community action toward identical community goals.
2. The need to relate the community scene to such larger sociocultural systems as the state, region, and nation.

Using the decision-making process as a framework for viewing data and an interdisciplinary effort, the author investigated small communities' quests for major health goals--hospital facilities, public health resources, and devices to solve medical health costs (49:6).

Miller sought to understand community action in terms of who made the decisions and the way a maker acquired the "rightfulness" to make them legitimate. His objectives included (49:19):

1. Demonstrate the overall similarities and dissimilarities in the community action plans for acquiring hospitals, local health departments, and consumer-sponsored prepayment plans.
2. Portray some of the subtleties of decision-making in community action in various sections of the United States.
3. Reflect some phases of problems, method planning, cooperation as the citizens of small communities tune to the improvement of health facilities.

Of particular interest was Miller's analysis of the two major capacities of "rightful" decision-making, authority and influence. He argued that "decisions are made when the capacity of authority is possessed, or when the capacity of influence is possessed, or through combinations of both" (49:15).

The capacity of authority was identified as the body of rights and privileges belonging to certain roles in the community. These may be a result of holding office, family, kinship group, or even socio-economic status. He noted that the capacity of influence is primarily a collection of relevant resources or proficiencies which the maker of decisions brings to the action project. The resources of influence included wealth, respect, morality, success, access, obligation, and time. It was also related to subject matter, competence, and organization skill.

Miller's study suggests that the nature of the problem will make a difference in the style of community action appropriate. Other community problems, lying outside the area of health, may evoke responses from groups and decision-makers of an altogether different order. Such investigation would examine the extent to which there are distinctive social domains of decision-making within the field of community action.

Discussion of Previous Research

Research in inter-organizational relationships has resulted from converging research interest in the process of rational planning for social change. The impact of cultural as well as technological change and the ensuing social crises in contemporary society has accentuated the need to understand ways and means

society, through its organizations and institutions, provides for fundamental human needs.

Inter-organizational research is characterized by two distinct trends. First, research has proceeded from an orientation toward general concepts of community, community organization, and community development to more specific conceptualizations of the structure and elements of each of these concepts. There has been a funneling of interest to more operational concepts. The general framework for research has proceeded in a fashion similar to empirical investigation in other fields from general relating to the elements of the general subject. Accompanying the more explicit formulation of research concepts are efforts to account for more factors in research on community. For example, efforts to study decision-making processes must also account for previous findings in regard to arrangements, domain consensus and also implications of these factors in a turbulent field.

The second, and complimentary, trend of research in inter-organizational relationships has been the change from studies primarily descriptive of how the community is organized to studies of the commerce in action, i.e., processes. In short, the basic reason for the development of interest in inter-organizational behavior is to understand the answers to the following types of questions:

1. Who are the organizations that perform the basic community functions?
2. How are these organizations related to each other?
3. Why are these organizations effective or ineffective in performing the relevant functions?
4. What are the factors in the inter-organizational field (environment) which affect the performance of basic community functions?
5. How can the inter-organizational relations be altered to bring about change in the community?

Accompanying this second trend in inter-organizational research is a need for action research. In short, interest is in research in which the experiments seek to manipulate events and processes to achieve predictive results. The researcher is not as interested in description, but in making things happen. The effect of this is to apply cumulated principles to the community setting and see if they will work to promote a better quality of life in the community.

CHAPTER III

DESIGN OF STUDY

The design of this study included the following steps: (1) nomination and selection of subjects, (2) development of Community Needs Scale, (3) development of Organizational Interaction Scale, (4) completion of the Community Needs Scale and Organizational Interaction Scale by subjects, (5) analysis of inter-organization interaction, (6) analysis of inter-organizational interaction between subsystems, (7) analysis of community needs, and (8) analysis of community needs by subsystem.

Sample

Subjects for this study were non-profit organizations located in eight suburban communities in a rapidly growing suburban area of a midwestern metropolitan area. For purposes of the study, an organization was defined as three or more people in social contact who have given their relationship a formalized name and who have purported to--and in varying degrees were legitimated to--represent the interests of the community in some segment of broad community concern. For this study, the broad areas of concern were defined as

governmental, economic; educational and public information; family, religious and voluntary; health; social welfare; and recreation.

Organizations included in this study were selected as a result of the following procedures. An exhaustive list of over 500 organizations in these communities was developed, and organizations in this list were sorted into seven major types--economic; governmental; recreational; family, religious and voluntary; health; education and public information; and social welfare. From this list of organizations, three organizations from each major type were drawn in a random manner. These organizations were contacted to nominate ten organizations or agencies in the selected communities which they felt were the most effective in providing for community needs or community development in the seven major areas mentioned above (see Appendix A).

An effective organization was defined as an organization which by its program, staff, position, influence, or other resources provided desired services or action to meet community needs. Organization presidents were asked to nominate other organizations until a list of 79 organizations receiving at least two nominations was developed. One organization nominated was outside of the defined geographic area so the list was reduced to 78 organizations.

The final list of 78 organizations was classified by a chief officer in each organization into one of the following types:

Group A--Organizations providing for economic needs.

Group B--Organizations providing for recreational needs.

Group C--Organizations providing for family, religious, or voluntary needs.

Group D--Organizations providing for health needs.

Group E--Organizations providing for educational and public informational needs.

Group F--Organizations providing for social welfare needs.

Group G--Organizations providing for governmental needs of the:

1. Political type;
2. Municipal or Township Governing Board type;
3. Planning or Zoning Board type.

The Community

The community studied included three townships with a total population of over 250,000 people. Within these townships were eight municipalities of varying sizes. The largest being over 60,000. These communities are primarily suburban communities located on major commuter train and tollway routes to a major midwestern metropolitan city. The area includes large portions of unincorporated land which is governed by the county.

In addition, boundaries for school districts, park districts, municipalities, fire districts, and other districts overlap and intermingle in no coherent manner.

The major factor in these communities is growth from a base of about 50,000 in 1950 to the present 250,000 and projected growth to 350,000 by 1980. Housing, industrial and commercial development are growing at accompanying high rates.

Instruments

Community Needs Scale (CNS)

A special scale was developed to measure organizations' perceptions of community needs (see Appendix B).

The scale was constructed in the following steps:

1. A preliminary scale of 120 items concerning community needs was developed.
2. The preliminary scale was given to three experts to judge the content and to insure the universe of items was well represented, and to add additional items.
3. The items from the preliminary scale were given to three different experts who sorted the items on the revised preliminary scale into seven categories of needs--economic; governmental; educational and public information; social service; health; recreational; and family, religious, and fraternal.
4. The revised preliminary scale of 120 statements concerning community needs was administered to a selected sample of subjects. These subjects were organizations drawn randomly from the exhaustive list of organizations--three organizations from the seven organization types. The chief executive officer from these organizations was asked to complete the instrument.

5. The final scale consisted of 79 items chosen as a result of the pilot administration of the revised preliminary scale. Half of the items were selected because respondents to the pilot instrument strongly agreed that an item indicated the existence of a community need. Half of the items were selected because respondents to the pilot study strongly disagreed that it represented a community need. Items which did not elicit a strong response were systematically rejected based on a quantitative scheme for measuring strength of response. Eight items from each of the seven need categories were selected for the formal instrument.
6. On the final scale subjects indicated the extent to which they agreed or disagreed with each item by checking one of the alternatives: strongly agree, agree, undecided, disagree, and strongly disagree.
7. The alternatives on the final scale were weighted from 9 (strongly agree), 7 (agree), 5 (undecided), 3 (disagree), and 1 (strongly disagree) for positively phrased items. Weights for negatively phrased items were reversed. The score for an item was the sum of all the weights for the alternatives endorsed by the subjects. High scores indicated that the subjects saw the item as a major need; low scores indicated that the subjects saw the item as less of a community need.

Organization Interaction Scale (OIS)

A list of all the community organizations included in the study was developed for each organization to indicate with which other organizations in the study they work. Each organization was asked to determine whether or not it worked with another organization by considering if their organization engaged in cooperative projects, programs, or other activities which require

coordination with the organization named. If such a working relationship existed with the other organization, they were to place an "X" by the organization's name. The Organizational Interaction Scale is included in Appendix C.

Interviews

A structured interview was developed to ascertain the nature of the interaction and the degree of concern regarding community needs. The interview focused on identification of major community problems, the forms of interaction with other organizations, and the nature of the interaction process (see Appendix D).

Design and Procedures

The study was divided into two basic phases. Phase one consisted of determining perceived community needs by means of the Community Needs Scale (CNS) and assessing organizational relationships with the Organizational Interaction Scale (OIS). Phase two of the study was designed to probe for potential coalitions, inter-organizational cooperation, and priorities of community needs. In phase two, the structured interview was utilized (see Appendix E).

Analysis of Inter-Organizational Interaction

First, each organization's interaction was analyzed by determining all the scores received from and

given to other organizations and the reciprocal choices for each organization.

Utilizing the OIS, each organization's link with other organizations was traced sociometrically through its choices of other organizations in the study.¹ Each organization was matched on the basis of reciprocal sociometric choice by processing the choices by each organization to produce a matrix of choices. Each row of the matrix represented "mention or non-mention" of every other organization in the study. The purpose of this process was to detect constellations. A constellation was a number of organizations, all of whom mentioned each other.

The detection of constellations was accomplished by taking each pair of reciprocal choices and searching the matrix for a third organization which is the reciprocal choice of each of the first two. After all constellations based on the original pair of organizations were listed, these constellations were checked against constellations on a permanent list which had been selected on the basis of previous pairs of reciprocal choices. Any new constellation which was completely included in some other constellation was eliminated and others were added to the permanent list. The constellations were

¹The analysis phase of this procedure comes from Robert C. Anderson's "A Sociometric Approach to Analysis of Inter-Organizational Relationships," pp. 2-21.

then ordered by size and to reflect organizational interaction.

Constellation members and influence patterns were then analyzed or identified. Influence patterns were determined by adding, for each organization the number of constellation members chosen by that organization in each constellation. The sum for all organizations was determined and a membership score for each organization was calculated by dividing its sum by the overall total sum and multiplying the result by one hundred.

Constellation scores were also calculated for each constellation. The number of constellation members chosen for each constellation was totaled. The constellation score was this total divided by the overall total and multiplied by one hundred. A score, therefore, is merely a percentage of total interaction.

Inter-Organizational Interaction of Subsystems of Organizations

Next, the inter-organizational relationships between organizational members of each subsystem were analyzed. This was accomplished by completing the reciprocal interaction structures for all organizations in each subsystem in the same manner as it was completed for all organizations. Thus, the reciprocal interaction structures for each subsystem were developed.

In a like manner, the reciprocal interaction structures for combinations of two subsystems were also developed.

Interaction Between Subsystems

Further, the level of interaction between organizations of different subsystems was determined by calculating the percentage of the total reciprocal choices that each subsystem of organizations had with every other subsystem of organizations. This was contrasted with the percentage the organizations in each subsystem represented of the total number of organizations. A sociogram of organizational interaction was developed to depict graphically the reciprocal interaction between subsystems.

Interaction Between and Within Subsystems

The total number of reciprocal scores for all organizations in each subsystem was calculated. This was to show the relative amounts of interaction within and across organizational types. The reciprocal scores were determined to analyze the interaction between organizations of different types.

For each subsystem, the mean number of reciprocal choices of organizations within the same subsystem (\bar{X}_W) and the mean number of reciprocal choices of organizations outside a subsystem (\bar{X}_O) was determined using the following formula:

$$\bar{X}_W = \frac{W - N_S}{N_S}$$

$$\bar{X}_O = \frac{O - W}{N_T - N_S}$$

N_S = Number of organizations in a subsystem.

N_T = Total number of organizations.

W = Total number of reciprocal choices of organizations within a subsystem.

O = Total reciprocal choices of all organizations in the subsystem.

Analysis of Community Needs

The CNS was analyzed by utilizing standard descriptive statistics. The mean scores for each item and scale was determined for all subjects and for each subsystem.

Outstanding Needs

The 23 needs with the lowest mean scores were analyzed. A frequency distribution of item mean scores was developed to depict the distribution of scores as items.

Community Needs as Perceived by Subsystems

Next, community needs as identified by organizations in each subsystem was developed. The responses of all organizations in each subsystem to each item were analyzed.

Further analysis of the needs with the lowest mean scores was conducted to see whether there was agreement on these items by organizations in different subsystems. Thus, the scores of each subsystem on the 23 needs receiving the lowest mean scores were analyzed.

Subsystem Needs as Perceived by Subsystems

The mean score on each scale by each subsystem was next determined. Thus, the group of items related to each subsystem was analyzed in respect to the responses of organizations from each subsystem. For example, the scores of the organizations in the economic subsystem on each subscale were determined.

Community Needs as Perceived by Each Subsystem

Next, the items which received the highest and lowest mean scores by organizations in each subsystem were determined. Thus, the priorities of needs for each subsystem were determined.

Community Needs as Perceived by Two or More Subsystems

The items with mean scores below 2.99 and above 7.00 for each subsystem were next determined. These items were then analyzed to determine which items were perceived by two or more subsystems to be priority needs.

Analysis of Community Needs as Perceived by Potential Coalitions of Organizations

The final step was to determine what community organizations could be mobilized around specific community needs to form potential coalitions to meet community needs. This was accomplished by analyzing the constellations of organizations described in previous steps, the priorities of community needs and the interview data.

Application of Sociometric Methods to Inter-Organizational Analysis

The basic tenets of sociometry and sociometric techniques were advanced by J. L. Moreno, Gardner Lindzey, Eggar Borgatta, et al., and the modifications of these were used in the study presented. A review of the application of this technique to inter-organizational analysis and a critique of the method as applied to this study are included in Appendix F.

Summary of Design of Study

In general, the design and analysis will follow a sequential process. Each step will indicate the necessity for the next. First, the inter-organizational relationships between 71 organizations will be analyzed sociometrically. Next, the interaction between and within subsystems will be examined to make generalizations regarding the nature of inter-organizational interaction. The following two assumptions regarding interaction will be tested:

1. The process of identifying inter-organizational interaction of organizations in a community reveals interrelationships which may be called constellations.
2. Differences in levels of interaction between organizations within similar subsystems and organizations in different subsystems exist.

Next, the responses of the 71 organizations to the Community Needs Scale will be analyzed to identify the significant community needs. The following assumptions will be tested:

3. The process of identifying community needs reveals commonality of agreement among organizations as to the priority of community needs.
4. The process of identifying community needs may reveal differences between the priorities of community needs as perceived by organizations of different types.

Finally, the inter-organizational interaction and community needs of 71 organizations will be analyzed to ascertain if constellations of organizations identified could form coalitions to meet community needs identified. The following assumption will be tested:

5. The process of identifying inter-organizational interaction and perceived community needs may reveal commonality of agreement among constellations of organizations who have the potential to use their resources to meet these needs.

Finally, the implications of this process to the community college and in particular the community service worker in the community college will be drawn.

CHAPTER IV

ANALYSIS OF DATA

Introduction

As noted in Chapter III, a 79-item Likert-type scale identifying community needs and a check list of inter-organizational interaction assessing inter-organizational relationships were administered to 71 non-profit organizations in eight suburban communities. Organizations were identified through a nomination process; and interviews and responses to the instruments were obtained from the top administrative officers in each particular organization.

Analysis of Inter-Organizational Interaction

The first step in the analysis of the data was to calculate the sociometric scores given and received by each organization in relation to every other organization in the study. Table 1 lists the organizations included in the analysis by rank order of sociometric scores received from and given to all other organizations. High scores indicate high inter-organizational interaction; low scores indicate low inter-organizational interaction.

TABLE 1.--Rank Order of Sociometric Scores Received from
and Given to (Reciprocal Choices) All Other Organizations:
And Percentage of Reciprocal Choices to Total Choices
Given and Total Choices Received

| No. | Organizations | Sociometric Scores | | | | |
|-----|------------------------------------|--------------------|----|------|----|------|
| | | RC | TG | % | TR | % |
| 8 | High School District 896 | 36 | 39 | .92 | 46 | .78 |
| 3 | School District 51 | 26 | 30 | .87 | 33 | .79 |
| 1 | School District 95 | 25 | 28 | .89 | 37 | .68 |
| 4 | School District 89 | 23 | 28 | .82 | 31 | .74 |
| 9 | Center for the Handicapped | 22 | 28 | .79 | 31 | .71 |
| 5 | School District 78 | 19 | 26 | .73 | 27 | .70 |
| 6 | School District 85 | 19 | 23 | .83 | 28 | .68 |
| 10 | Community College | 19 | 24 | .79 | 36 | .53 |
| 14 | Mental Health Center | 19 | 25 | .76 | 26 | .74 |
| 16 | North Township Government | 19 | 33 | .58 | 21 | .90 |
| 17 | Heights Village Board | 18 | 23 | .78 | 24 | .75 |
| 15 | County Handicapped Center | 17 | 23 | .74 | 18 | .94 |
| 26 | Opportunity Council | 17 | 29 | .59 | 19 | .89 |
| 7 | School District 84 | 16 | 19 | .84 | 23 | .70 |
| 12 | Catholic Hospital | 15 | 15 | 1.00 | 22 | .68 |
| 20 | Grove Village Board | 15 | 27 | .56 | 18 | .83 |
| 27 | Opportunity Center | 15 | 28 | .54 | 20 | .75 |
| 33 | West Village Board | 15 | 29 | .52 | 16 | .94 |
| 32 | High School District 899 | 14 | 15 | .93 | 29 | .49 |
| 36 | Special Educational Center | 14 | 25 | .56 | 16 | .88 |
| 11 | Community Hospital | 13 | 19 | .68 | 24 | .54 |
| 35 | Boy Scouts Council | 13 | 18 | .72 | 21 | .62 |
| 55 | West Township Government | 13 | 28 | .46 | 15 | .87 |
| 25 | Grove Community Service | 12 | 15 | .80 | 16 | .75 |
| 22 | Grove Park District | 12 | 15 | .80 | 13 | .85 |
| 2 | School District 51 | 12 | 13 | .68 | 24 | .50 |
| 18 | Buffalo Village Board | 11 | 16 | .69 | 13 | .85 |
| 19 | East Village Board | 11 | 17 | .65 | 12 | .92 |
| 28 | Neighbor Youth Corps | 10 | 26 | .38 | 12 | .83 |
| 29 | State Employment Security | 10 | 21 | .48 | 17 | .59 |
| 31 | West League of Women Voters | 10 | 17 | .59 | 11 | .91 |
| 52 | Heights Park District | 10 | 16 | .63 | 17 | .59 |
| 23 | Central Industrial Park Assn. | 9 | 10 | .90 | 14 | .64 |
| 24 | Grove Chamber of Commerce | 9 | 15 | .60 | 9 | 1.00 |
| 49 | West Township Republican Org. | 9 | 17 | .53 | 11 | .81 |
| 13 | Welfare Council | 8 | 22 | .36 | 13 | .62 |
| 51 | Association of University Women | 8 | 17 | .47 | 15 | .53 |
| 53 | East Park District | 8 | 15 | .53 | 8 | 1.00 |
| 54 | West Lions Club | 8 | 13 | .62 | 11 | .73 |
| 21 | Grove Plan Commission | 7 | 9 | .78 | 8 | .88 |
| 34 | Council of PTA's | 7 | 9 | .78 | 15 | .47 |

TABLE 1.--Continued.

| No. | Organizations | Sociometric Scores | | | | |
|-----|------------------------------------|--------------------|----|------|----|------|
| | | RC | TG | % | TR | % |
| 38 | South Park District | 7 | 17 | .41 | 10 | .70 |
| 50 | West Chamber of Commerce | 7 | 16 | .42 | 9 | .78 |
| 30 | Heights League of Women Voters | 6 | 6 | 1.00 | 16 | .38 |
| 59 | Cancer Society | 6 | 17 | .35 | 8 | .75 |
| 41 | Buffalo Plan Commission | 5 | 6 | .83 | 7 | .71 |
| 45 | North Township Republican Org. | 5 | 9 | .56 | 8 | .63 |
| 57 | Center for Community Development | 5 | 11 | .45 | 10 | .50 |
| 60 | Heights Board of Local Improvement | 5 | 12 | .42 | 5 | 1.00 |
| 43 | Buffalo Park District | 4 | 5 | .80 | 7 | .57 |
| 44 | West Township Republican Org. | 4 | 21 | .19 | 5 | .60 |
| 47 | East Village Plan Commission | 4 | 4 | 1.00 | 6 | .67 |
| 56 | West Park District | 4 | 7 | .57 | 11 | .36 |
| 58 | Grove Village Zoning Board | 4 | 4 | 1.00 | 7 | .57 |
| 39 | South Village Board | 4 | 4 | 1.00 | 17 | .24 |
| 40 | South Village Plan Commission | 3 | 4 | .75 | 5 | .80 |
| 42 | Buffalo Village Zoning Board | 3 | 3 | 1.00 | 6 | .50 |
| 46 | North Township Republican Org. | 3 | 3 | 1.00 | 4 | .75 |
| 48 | East Village Zoning Board | 3 | 3 | 1.00 | 6 | .50 |
| 37 | South Village Zoning Board | 3 | 4 | .75 | 4 | .75 |
| 61 | Young Men's Christian Assn. | 3 | 4 | .75 | 15 | .20 |
| 62 | Heights Chamber of Commerce | 3 | 4 | .75 | 13 | .23 |
| 63 | Grove Township Government | 3 | 3 | 1.00 | 20 | .15 |
| 64 | Heights Lions Club | 3 | 6 | .50 | 7 | .43 |
| 65 | North Village Zoning Board | 3 | 4 | .75 | 3 | 1.00 |
| 66 | West Village Zoning Board | 3 | 5 | .80 | 5 | .60 |
| 71 | East Chamber of Commerce | 3 | 5 | .60 | 5 | .60 |
| 67 | Heights Village Zoning Board | 2 | 2 | 1.00 | 8 | .27 |
| 68 | North Township Democratic Org. | 2 | 5 | .40 | 3 | .67 |
| 69 | Grove Township Democratic Org. | 1 | 1 | 1.00 | 4 | .25 |
| 70 | Grove Township Republican Org. | 1 | 2 | .50 | 6 | .17 |

RC = Reciprocal Choices

TG = Total Choices Given

TR = Total Choices Received

Table 1 may also indicate the accuracy with which each organization viewed its relationship with other organizations in the study. The accuracy of each organization's perception was described as the percentage of reciprocal choices to total choices. In general, the accuracy of an organization's perception of its relationships could be expressed as:

$$\text{Accuracy} = \frac{\text{RC}}{\text{TG}}$$

where: RC equalled the reciprocal choices given and received and TG equalled the total number of choices given.

The accuracy with which other organizations perceived their relationships with an organization could be expressed as:

$$\text{Accuracy} = \frac{\text{RC}}{\text{TR}}$$

where: RC equalled the reciprocal choices given and received and TR equalled the total number of choices received.

Sociometric scores received by each organization from all other organizations in a study could indicate their dependency upon that organization. Note, for example, School District 896 has the highest number of reciprocal choices, which could mean that organizations included in the study tend to be highly dependent upon the District in the conduct of their normal activities. The Grove Democratic Organization, on the other hand, receives a very low sociometric score, indicating that

other organizations did not appear to depend on it in the execution of their normal activities.

Sociometric choices given by each organization to all other organizations in the study indicate an organization's dependence upon other organizations. An organization that is highly dependent upon organizations in the study will have a higher number of choices given; and an organization which has a low dependency relationship with other organizations will have a lower number of choices given.

Interaction Structures

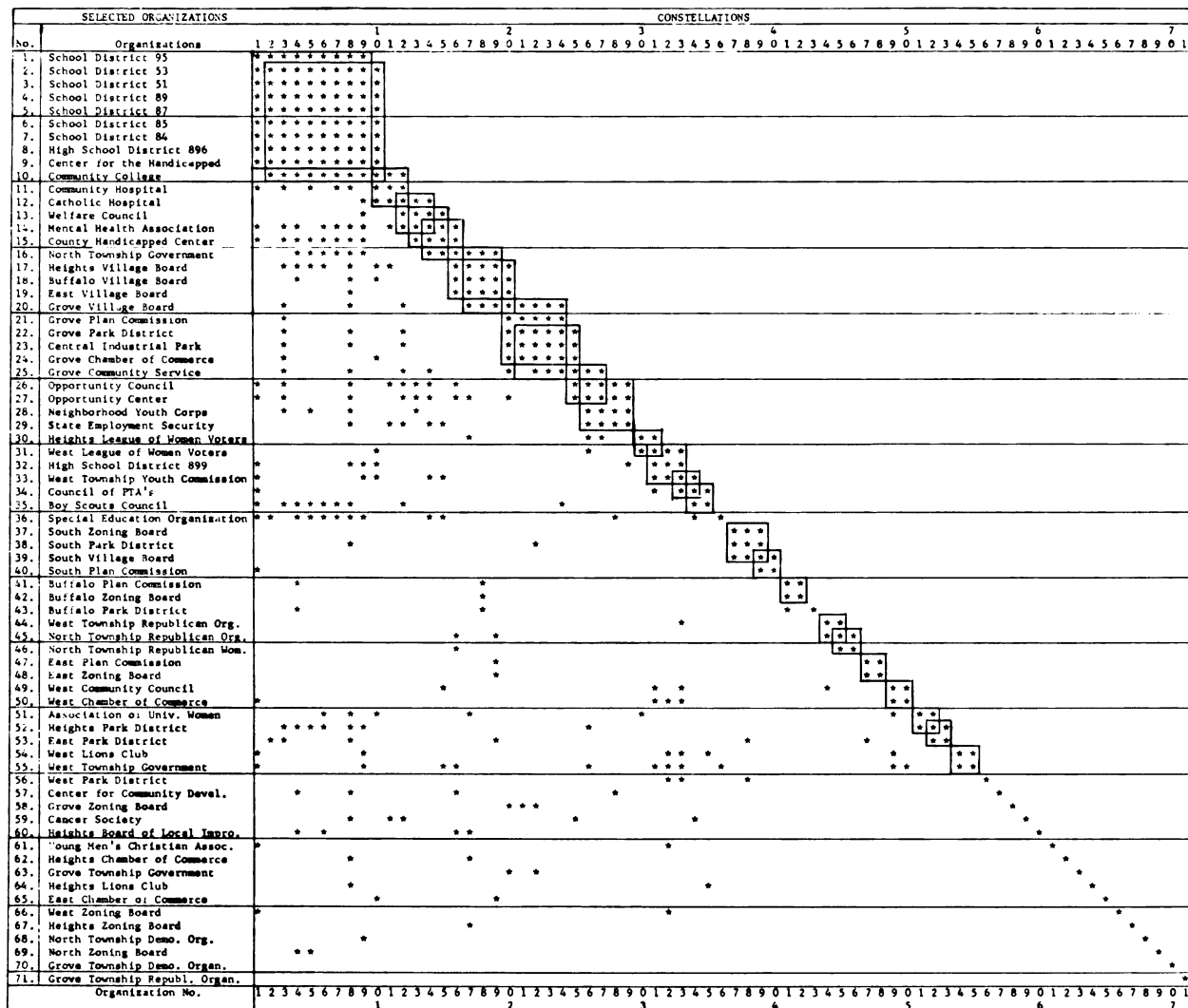
The inter-organizational structures emerge on the basis of matching reciprocal sociometric choices. Each organization's choices were listed with the choices of all other organizations to produce a matrix of choices. Each row of the matrix represented choices given by each organization to every other organization. Each column represented values received by each organization from every other organization in the study.

Constellations which represented a number of organizations all of which were reciprocally chosen by each other, were ordered by size and arranged so as to detect the inter-organizational patterns. The matrices of reciprocal choices along the matrix diagonal were arranged to reflect the inter-organizational patterns of the community. These clusters along the diagonals were

referred to as constellations. Constellations, as referred to by Anderson, represent specified groups of organizations, all of which are reciprocally chosen by one another (2:13). These are shown in Figure 1 along the diagonal and are labeled A through Z. Some reciprocal choices also appear off the diagonal. The number of these depends upon the complexity of organizational relationships.

Figure 1 is the matrix presentation of constellations based upon reciprocal choices of 71 selected organizations and indicates the extensive interaction of the organizations in the study.

There were 26 constellations identified among the 71 organizations, with 55 organizations or 77 per cent of the organizations shown in some form of constellation. The largest constellations (A and B) have nine members and the smallest (M, O, P, R, S, T, U, V, W, X, Y, and Z) have two members. These constellations could be analyzed according to whether they are grouped on the basis of similarity of function or similarity of location. For example, constellation A appeared to be composed of organizations involved in providing for educational needs. Constellation I, on the other hand, was composed of organizations all located in Grove Village. Constellation H was made up of the governing organizations of the local municipalities.



**Figure 1.--Matrix Representation of Constellations Based on
71 Selected Organizations**

The two largest constellations, A and B, were composed of educational organizations except for the Center for the Handicapped. In general, constellations appeared to be formed on the basis of either of two factors mentioned above--geographical proximity or similarity of function. A further indication of the extensive interaction is that there were 633 reciprocal choices or an average of 8.92 reciprocal choices per organization. Stated differently, the mean number of reciprocal choices for all organizations was 8.92.

If every organization chose every other organization, there would have been 4,970 reciprocal choices $[(71 \times 71) - 71]$. Since there were 633 reciprocal choices $(704 - 71)$, 12.9 per cent $(\frac{633}{4970})$ of the potential number of reciprocal choices existed at the time the study was conducted.

In summation, it was found that the 71 selected organizations made 633 reciprocal choices, which were organized into 26 constellations with an average of 8.92 reciprocal choices per organization.

Constellation Sets

Constellations, as shown in Figure 1, are a particular configuration of original blocks chosen in such a way as to display most clearly the structure of interaction between organizations. Thus, constellations represent specific groupings of organizations, all of

which are reciprocally chosen by one another. Some reciprocal choices also appear off the diagonal, the number of these depending on the complexity of organizational relationships.

In order to illustrate the interactions of each organization in relationship to the constellations thus formed, Anderson introduced the idea of constellation sets (2:13). A constellation set is a group of organizations, some of which are reciprocally chosen by all members of the constellation--primary members; and others which are reciprocally chosen by some, but not all, members of the constellation--secondary members. Organizations that interact with members of more than one constellation set will be called liaisons. Primary liaisons are members of two or more constellation sets; secondary liaisons are secondary members of at least one set and primary or secondary members of one or more additional sets. Anderson regarded liaisons as actual or potential links between constellation sets (2:15).

Figure 2 illustrates the constellation sets and the memberships of heterogeneous organizations. These constellation sets were based on reciprocal high frequency interaction linkages among organizations.

Constellation Frequency

The 71 heterogeneous organizations included in this study grouped themselves into 26 constellation sets

Primary Membership - ☒
Secondary Membership - ☐

Figure 2.--Constellation Sets Formed by 71 Selected Organizations

A through Z. Set A has 53 members and the smallest set, R, has only 3 (see Figure 2). The "constellation frequency" row at the bottom of Figure 2 indicated the number of organizations holding primary and secondary memberships in each constellation set. For example, Set A has nine primary members (organizations 1, 2, 3, 4, 5, 6, 7, 8, and 9) and 44 secondary members (organizations 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 32, 33, 34, 35, 36, 37, 40, 41, 43, 50, 51, 52, 53, 54, 55, 56, 57, 59, 60, 61, 62, 64, 65, 66, and 68) for a total membership of 53 organizations.

Constellation Memberships

The membership of each organization in a constellation is also illustrated in Figure 2. For example, organization 2 was a primary member of constellations A and B and a secondary member of constellation Y. The "membership frequency" column of Figure 2 indicates the number of constellation sets in which each organization holds primary and secondary memberships. From this we can see that High School District 896 holds primary memberships in nine constellations and secondary memberships in eight constellations for a total of 17. Center for the Handicapped, organization 9, and School District 51, organization 87, had the second greatest number of primary memberships in constellations. But School District

95 and School District 89 have more total (primary and secondary memberships) memberships than the Center for the Handicapped. The same was true for the Opportunity Center and West Community Council.

Linkages Between Constellation Sets

Every organization studied except two, organizations 69 and 70, occupied liaison positions. Figure 2 makes it possible to trace combinations of potential linkages to primary or secondary liaison relationships of members to individual constellation sets. The 128 primary memberships and 368 secondary memberships clearly illustrated the extensive interrelatedness of organizations as well as constellation sets.

Influence Patterns

Anderson analyzed influence patterns in terms of values assigned for reciprocal relationships (2:18). In the procedures, he assigned a value of one for each reciprocal bond an organization had with each primary member of each constellation set. For example, School District 53 had reciprocal bonds with all nine primary members of constellation set B; therefore, it was assigned a membership value of 9 in cell 2 of the matrix in Figure 3. It has nine reciprocal bonds with primary member organizations of set B, so the value assigned in matrix cell 2 was 9. The School District 53 had

| SELECTED ORGANIZATIONS | | CONSTELLATION SET MEMBERSHIP VALUE | | | | | | | | | | | | | | | | | | | | | | | | | | Membership Scores | Rank Order |
|-------------------------|--------------------------------|------------------------------------|--------|------|------|-------|-----|-------|-------|-------|--------|-------|------|------|------|-------|------|------|-----|-----|-----|-----|------|------|------|------|---|-------------------|------------|
| No. | Organization | A | B | C | D | E | F | G | H | I | J | K | L | M | N | O | P | Q | R | S | T | U | V | W | X | Y | Z | | |
| 1. | School District 95 | 9 | 9 | | 1 | 1 | 2 | 2 | | | | 2 | 2 | | | 2 | 2 | 2 | | 1 | | | | | 1 | | 2 | 2.68 | 9 |
| 2. | School District 53 | 9 | 9 | | | | | | | | | | | | | | | | | | | | | | 1 | | | 1.76 | 15 |
| 3. | School District 51 | 9 | 9 | 1 | 1 | 2 | 2 | 1 | 2 | 5 | 5 | 3 | 3 | | | | 1 | | | | | | | | 1 | 2 | | 4.35 | 2 |
| 4. | School District 89 | 9 | 9 | 1 | 1 | 2 | 3 | 3 | 2 | | | | | | | | 1 | | | | | | | | | 1 | 1 | 3.15 | 4 |
| 5. | School District 87 | 9 | 9 | 2 | 2 | 1 | 2 | 1 | | | | | | | | | 1 | | 1 | | | | | | | 1 | 1 | 2.78 | 8 |
| 6. | School District 85 | 9 | 9 | 1 | 1 | 2 | 3 | 2 | | | | | | | | | | | | | | | | | | 1 | 1 | 2.78 | 8 |
| 7. | School District 84 | 9 | 9 | 2 | 1 | 2 | 3 | 1 | | | | | | | | | 1 | | 1 | | | | | | | | | 2.59 | 10 |
| 8. | High School District 896 | 9 | 9 | 2 | 1 | 2 | 3 | 4 | 4 | 3 | 3 | 3 | 4 | | 1 | | 1 | 1 | | | | | | | 2 | 2 | | 5.00 | 1 |
| 9. | Center for the Handicapped | 9 | 9 | 2 | 3 | 3 | 3 | 1 | | | | | | | 2 | 3 | | | | | | | | | | 1 | 1 | 3.43 | 3 |
| 10. | Community College | 8 | 9 | 3 | 1 | | | 2 | 2 | 1 | 1 | | | 1 | 3 | | | | | | | | | | | 1 | 1 | 3.06 | 5 |
| 11. | Community Hospital | 5 | 5 | 3 | 2 | 1 | 1 | 1 | 1 | | | 1 | 2 | | | | | | | | | | | | | | | 2.04 | 13 |
| 12. | Catholic Hospital | 1 | 2 | 3 | 3 | 4 | 2 | | | 3 | 3 | 3 | 3 | | | | 1 | | | | | | | | | | | 2.31 | 11 |
| 13. | Welfare Council | 1 | 1 | 1 | 3 | 4 | 2 | | | | | 2 | 3 | | | | | | | | | | | | | | | 1.57 | 17 |
| 14. | Mental Health Association | 6 | 6 | 2 | 3 | 3 | 3 | 1 | | | 1 | 3 | 3 | | 1 | 1 | | | | | | | | | | | | 3.06 | 5 |
| 15. | County Handicapped Center | 8 | 7 | 3 | 3 | 3 | 3 | | | | | 1 | 1 | | 1 | 1 | | | | | | | 1 | | | | | 2.69 | 9 |
| 16. | North Township Government | 5 | 5 | | 1 | 2 | 3 | 4 | 3 | 1 | | 2 | 2 | | | | | | | | | 2 | | | 1 | | | 2.96 | 6 |
| 17. | Heights Village Board | 5 | 6 | 2 | | | | 1 | 4 | 4 | 1 | 1 | 1 | | | | | | | | | | | | | | | 2.31 | 11 |
| 18. | Buffalo Village Board | 2 | 3 | 1 | | | | 1 | 4 | 4 | 1 | | | | | | | | | | | | | | | | | 1.67 | 16 |
| 19. | East Village Board | 1 | 2 | | | | 1 | 4 | 4 | 5 | | 4 | 2 | 1 | | | | | | | 2 | | 1 | 1 | 2 | | 1 | 1.57 | 17 |
| 20. | Grove Village Board | 2 | 2 | 1 | 1 | | | 3 | 4 | 5 | | 4 | 2 | 1 | | | | | | | | | | | | 1 | | 2.31 | 11 |
| 21. | Grove Plan Commission | 1 | 1 | | | | | 1 | 5 | 4 | | | | | | | | | | | | | | | | | | 2.11 | 21 |
| 22. | Grove Park District | 2 | 2 | 1 | 1 | | | 1 | 5 | 4 | 1 | | | | | | 1 | | | | | | | | | | | 1.67 | 16 |
| 23. | Central Industrial Park | 2 | 2 | 1 | | | | 1 | 5 | 4 | 1 | | | | | | | | | | | | | | | | | 1.48 | 18 |
| 24. | Grove Chamber of Commerce | 1 | 1 | 1 | | | | 1 | 5 | 4 | 1 | | | | | | | 1 | | | | | | | | | | 1.39 | 19 |
| 25. | Grove Community Service | 2 | 2 | 1 | 2 | 1 | | 1 | 4 | 4 | 3 | 3 | | | | | | | | | | | | | | | | 2.13 | 12 |
| 26. | Opportunity Council | 3 | 3 | 2 | 3 | 3 | 2 | 2 | 1 | 1 | 3 | 3 | 2 | 1 | | | | | | | | | | 1 | 1 | 1 | | 2.78 | 8 |
| 27. | Opportunity Center | 3 | 2 | 1 | 3 | 3 | 2 | 2 | 2 | 1 | 1 | 3 | 3 | 1 | | | | | | | | | | | | | | 2.59 | 10 |
| 28. | Neighborhood Youth Corps | 3 | 3 | | 1 | 1 | | 2 | 2 | 1 | 1 | 3 | 3 | | | | | | | | | | | | | | | 1.30 | 20 |
| 29. | State Employment Security | 1 | 1 | 2 | 2 | 2 | 2 | | | | | 2 | 4 | | 1 | | | | | | | | | | | | | 1.57 | 17 |
| 30. | Heights League of Women Voters | | | | | | | 1 | 1 | | | 2 | 2 | 2 | | | | | | | | | | 1 | | | | .83 | 23 |
| 31. | West League of Women Voters | | 1 | | | | | | | | 1 | 1 | 2 | 3 | 2 | 1 | | | | | | | | | 1 | | 1 | 1.30 | 20 |
| 32. | High School District 899 | 3 | 3 | | 1 | 2 | 2 | | | | 1 | 1 | 3 | 1 | | | | | | | | | | | 1 | 2 | | 1.48 | 18 |
| 33. | West Township Youth Commission | 2 | 2 | | | 1 | 2 | 2 | | | | 1 | 3 | 2 | | | | | | 2 | | | | 2 | | 2 | | 2.94 | 14 |
| 34. | Council of PTA's | | | | | | | | | | | 1 | 2 | 2 | | | | | | | | | | | | | | .74 | 24 |
| 35. | Boy Scouts Council | 7 | 6 | 1 | 1 | | | | | | 1 | | | | | | 2 | | | | | | | | | | 1 | 1.76 | 15 |
| 36. | Special Education Organization | 8 | 7 | | | 1 | 2 | 2 | | | | 1 | | | | | | | | | | | | | | 1 | | 2.04 | 13 |
| 37. | South Zoning Board | 1 | 1 | | | 1 | 2 | 2 | | | 1 | 1 | | | | | | | | | | | | | | | | .65 | 25 |
| 38. | South Park District | | | | | | | | | | 1 | 1 | | | | | | | 3 | 3 | | | | | | 1 | | .37 | 28 |
| 39. | South Village Board | | | | | | | | | | | | | | | | | | 3 | 3 | | | | | | | | .46 | 27 |
| 40. | South Plan Commission | 1 | 1 | | | | | | | | | | | | | | | | | 2 | 2 | | | | | | | .37 | 28 |
| 41. | Buffalo Plan Commission | 1 | 1 | | | | | 1 | 1 | | | | | | | | | | | 2 | 2 | | | | | | | .56 | 26 |
| 42. | Buffalo Zoning Board | | | | | | | 1 | 1 | | | | | | | | | | | 2 | 2 | | | | | | | .37 | 28 |
| 43. | Buffalo Park District | 1 | 1 | | | | | 1 | 1 | | | | | | | | | | | | | | | | | | | .46 | 27 |
| 44. | West Township Republican Org. | | | | | | | | | | | | | | 1 | 1 | | | | | | | | | | | | .46 | 27 |
| 45. | North Township Republican Org. | | | | | | | 1 | 2 | 1 | | | | | | | | | | | 2 | 2 | | | 1 | | | .74 | 24 |
| 46. | North Township Republican Mom. | | | | | | | 1 | 1 | | | | | | | | | | | | | 2 | | | | 1 | | .37 | 28 |
| 47. | East Plan Commission | | | | | | | 1 | 1 | | | | | | | | | | | | | | 2 | | | 1 | | .46 | 27 |
| 48. | East Zoning Board | | | | | | | 1 | 1 | | | | | | | | | | | | | | | | | | | .37 | 18 |
| 49. | West Community Council | | | | | 1 | 1 | | | | | | | | | | 2 | 1 | | | | 1 | | | 2 | 1 | 2 | 1.11 | 21 |
| 50. | West Chamber of Commerce | 1 | 1 | | | | | | | | | | 1 | 3 | 1 | | | | | | | | | 2 | 1 | 1 | 2 | .93 | 22 |
| 51. | Association of Univ. Women | 1 | 2 | 3 | | | | 1 | 1 | | | 1 | | | | | | | | | | | | 1 | 2 | 1 | 1 | 1.11 | 21 |
| 52. | Heights Park District | 6 | 6 | | | | | | | | | 1 | 1 | | | | | | | | | | | | 2 | 2 | 2 | 1.67 | 16 |
| 53. | East Park District | 3 | 3 | | | | | | | | | 1 | 1 | | | | | 1 | | | | | | | | 2 | | 1.11 | 21 |
| 54. | West Lions Club | 2 | 1 | | | | | | | | | | | | | | 2 | 1 | 1 | | | | 1 | | | | 2 | .93 | 22 |
| 55. | West Township Government | 2 | 1 | | | 1 | 2 | 1 | 1 | | | 2 | 1 | 1 | 3 | 1 | 1 | | | | | | | 2 | | 2 | | 1.76 | 15 |
| 56. | West Park District | | | | | | | | | | | | | | | | 1 | | | | | | | | | | | .37 | 28 |
| 57. | Center for Community Devel. | | | | | | | 1 | 1 | | | | | | | 2 | 1 | | | | | | | | | | | .28 | 29 |
| 58. | Grove Zoning Board | | | | | | | | | | | | 1 | 3 | 1 | | 1 | | | | | | | | | | | .46 | 27 |
| 59. | Cancer Society | 1 | 1 | 2 | 1 | | | | | | 1 | 1 | | | | | 1 | 1 | | | | | | | | | | .83 | 23 |
| 60. | Heights Board of Local Impro. | 2 | 2 | | | | | 1 | 2 | 1 | | | | | | | | | | | | | | | | | | .74 | 24 |
| 61. | Young Men's Christian Assoc. | 1 | | | | | | | | | | | | | 1 | | | | | | | | | | | | | .19 | 30 |
| 62. | Heights Chamber of Commerce | 1 | 1 | | | | | | | | | | | | | | | | | | | | | | | | | .37 | 28 |
| 63. | Grove Township Government | | | | | | | | | 1 | 1 | 2 | 1 | | | | | | | | | | | | | | | .37 | 28 |
| 64. | Heights Lions Club | 1 | 1 | | | | | | | | | | | | | | | 1 | | | | | | | | | | .28 | 29 |
| 65. | East Chamber of Commerce | | 2 | | | | | 1 | 1 | | | | | | | | | | | | | | | | | | | .37 | 28 |
| 66. | West Zoning Board | 2 | | | | | | | | | | | 1 | | | | | | | | | | | | | | | .28 | 29 |
| 67. | Heights Zoning Board | | | | | | | | | 1 | 1 | | | | | | | | | | | | | | | | | .19 | 30 |
| 68. | North Township Demo. Org. | 1 | 1 | | | | | | | | | | | | | | | | | | | | | | | | | .19 | 30 |
| 69. | North Zoning Board | 2 | 2 | | | | | | | | | | | | | | | | | | | | | | | | | .37 | 28 |
| 70. | Grove Township Demo. Organ. | | | | | | | | | | | | | | | | | | | | | | | | | | | .00 | 31 |
| 71. | Grove Township Republ. Organ. | | | | | | | | | | | | | | | | | | | | | | | | | | | .00 | 31 |
| Constellation Set | | A | B | C | D | E | F | G | H | I | J | K | L | M | N | O | P | Q | R | S | T | U | V | W | X | Y | Z | | |
| Constellation Set Score | | 1.8505 | 2.1685 | 3.79 | 3.88 | 4.530 | 4.5 | 3.527 | 6.481 | 7.462 | 10.388 | 9.425 | 5.00 | 1.48 | 3.79 | 15.15 | 1.64 | 1.20 | .55 | .74 | .74 | .64 | 1.64 | 1.38 | 1.64 | 2.03 | | 100 | |
| Rank Order | | 1 | 12 | 21 | 8 | 3 | 3 | 6 | 7 | 10 | 9 | 5 | 19 | 13 | 15 | 16 | 21 | 26 | 22 | 23 | 25 | 24 | 17 | 20 | 18 | 14 | | | |

Figure 3.--Constellation Sets and Membership Scores of 71 Selected Organizations in 26 Constellations

reciprocal bonds with only one primary member of constellation set Y; therefore, values of one were assigned to this matrix cell.

The constellation membership values of School District 53 indicated that it was a highly influential member of sets A and B and a less influential member of set Y.

Status Arrangements by Membership Scores

Anderson analyzed the status arrangement variable in terms of scored measures (2:18). These measures consisted of a score for each organization, called a membership score, and a score for each constellation set, called a constellation set score. Figure 3 shows the scores derived from the constellation set membership value matrix. A total membership value for a given organization was obtained by summing across all columns for the organization in question; the organization membership score was then computed by expressing the organization's total membership value as a percentage of the sum of all total membership values obtained from the sample column multiplied by 100. For School District 95 the score was 2.87. This procedure was repeated for all organizations in the matrix.

Constellation Membership Scores

In a similar manner, constellation set scores were obtained by first summing over all rows for a given constellation set to obtain total constellation set values, and then converting these total constellation set values into constellation set scores by expressing them as percentages of the sum of all total constellation set values and multiplying by 100. In the case of constellation set A, the score calculated was 18.05. The data presented in Figure 3 indicated that the High School District 896, School District 51, Center for the Handicapped, School District 89, Community College, and the Mental Health Association exhibited the greatest amount of high level reciprocal interaction, with respective membership scores of 5.00, 4.35, 3.43, 3.15, 3.06, and 3.06. This data revealed that these organizations were highly influential and deeply involved in the inter-organizational activities of the community, and, on this basis, they may also be identified as high status organizations.

Figure 3 also indicates that constellation sets A and B exhibit the greatest amount of high level reciprocal interaction among their member organizations, as indicated by their respective constellation set scores of 18.05 and 16.85. These two constellation sets were most influential, high status sets affecting community development.

Assumption I

The data in Figures 1, 2, and 3 illustrated the reciprocal interaction patterns of 71 organizations studied. The assumption that potential constellations existed among the organizations in the study would have to be accepted based on this data. The 71 organizations interacted extensively as indicated by 633 reciprocal choices forming 26 constellations with an average of 8.92 reciprocal choices per organization.

Analysis of Interaction of Subsystems of Organizations

It was further assumed that differences in the level of interaction between organizations within the same subsystem and organizations in different subsystems would be found. To analyze these differences the reciprocal choices of each organization were analyzed to determine whether reciprocal choices were with other organizations in the same subsystem or organizations of other subsystems.

Reciprocal Choices Between Subsystems

Information for Table 2 was obtained by analyzing the number of reciprocal choices of organizations in each subsystem with organizations in every other subsystem (see Table 2). This shows the gross level of interaction between organizations in one subsystem with other

TABLE 2.--Summary of Reciprocal Choices

| | Eco | Rec | Fam | Heal | <u>Subsystem</u> | | | | Total |
|-----------------|------|------|------|-------|------------------|-------|-------|------|-------|
| | | | | | Ed | SW | GB | P/Z | |
| Economic | 2 | 2 | 2 | 5 | 11 | 6 | 5 | 2 | 35 |
| Recreational | 2 | 8 | 0 | 2 | 14 | 3 | 5 | 5 | 39 |
| Family, etc. | 2 | 0 | 6 | 2 | 12 | 6 | 4 | 0 | 33 |
| Health | 5 | 2 | 2 | 20 | 36 | 15 | 7 | 0 | 88 |
| Educational | 11 | 14 | 12 | 36 | 121 | 17 | 22 | 9 | 241 |
| Social Welfare | 6 | 3 | 6 | 15 | 17 | 16 | 7 | 0 | 70 |
| Governing Board | 5 | 5 | 4 | 7 | 22 | 7 | 22 | 11 | 86 |
| Planning/Zoning | 2 | 5 | 0 | 0 | 9 | 0 | 11 | 6 | 33 |
| Political | 0 | 0 | 1 | 1 | 0 | 1 | 3 | 0 | 10 |
| Total | 35 | 30 | 33 | 88 | 241 | 71 | 87 | 33 | 637 |
| Percentage | 5.49 | 6.12 | 5.18 | 13.81 | 37.83 | 11.14 | 13.65 | 5.18 | 99.9 |

organizations. The educational organizations accounted for 37.83 per cent of the total number of reciprocal choices. Health organizations accounted for 13.81 per cent and governmental organizations accounted for 13.65 per cent.

Reciprocal Choices to Total
Number of Organizations

Because there were more educational types of organizations than any other type, it was necessary to see whether educational organizations accounted for a disproportionate amount of the total reciprocal choices. Table 3 shows the percentage of total reciprocal choices for each subsystem compared to the percentage of the total number of organizations in each subsystem. Thus, 15 educational organizations were 15/71th of the total number of organizations or 21.12 per cent, but accounted for 37.83 per cent of the reciprocal choices. Health organizations were 8.45 per cent of the total organizations and accounted for 13.81 per cent of the reciprocal choices. At the other extreme, planning and zoning boards made up 16.90 per cent of the organizations, but accounted for only 5.18 per cent of the reciprocal choices.

TABLE 3.--Summary of Percentage of Total Number of Organizations for Each Subsystem Versus Percentage of Total Number of Reciprocal Choices for Each Subsystem

| Subsystem | Number of Organizations | Per Cent of Total Number of Organizations | Per Cent of Total Number of Reciprocal Choices |
|-----------------|-------------------------|---|--|
| Economic | 6 | 8.45 | 5.49 |
| Recreational | 6 | 8.45 | 6.12 |
| Family, etc. | 6 | 8.45 | 5.18 |
| Health | 6 | 8.45 | 13.81 |
| Educational | 15 | 21.12 | 37.83 |
| Social Welfare | 6 | 8.45 | 11.14 |
| Governing Board | 8 | 11.26 | 13.65 |
| Zoning/Planning | 12 | 16.90 | 5.18 |
| Political | 6 | 8.45 | 1.56 |
| Total | 71 | 99.9 | 99.9 |

Percentage of Reciprocal Choices
Between Subsystems

A further indication of the level of interaction between organizations in different subsystems could be determined by examining the percentage of reciprocal choices that each group of organizations within a subsystem had with every other subsystem (see Table 4). This was accomplished by totaling the reciprocal choices that each organization had with organizations from each subsystem. For example (see Table 2), the economic organizations had the following number of reciprocal choices with each system: Economic, 2; Recreational, 2; Family, Religions and Volunteer, 2; Health, 5; Educational, 11; Social Welfare, 6; Governmental, 5; Planning

and Zoning, 2; and Political, none. The total number of reciprocal choices for the economic organizations was 35; and of this number, 2 were with other economic organizations. The percentage of interaction of economic organizations to the total reciprocal interaction is, thus, $2/35$ th or 5.71 per cent. The percentage of reciprocal interaction of economic organizations with health organizations was $5/35$ th or 14.28 per cent. Table 4 summarizes the percentage of reciprocal choices that organizations in each subsystem had with organizations in each other subsystem. It can be seen from Table 4 that economic; recreational, family, religious, and voluntary; health; and social welfare organizations all had the highest percentage of interaction with educational organizations. This could be expected because there are more educational organizations in the study than any other kind. Governmental organizations had equal percentages of reciprocal choices with educational organizations and with other governmental organizations, 25.58 per cent. Planning and zoning boards interacted more with governmental organizations (33.33 per cent) than with any other subsystem of organization. Only educational and political organizations had higher percentages of reciprocal choices with other organizations within their subsystems than with organizations outside their subsystem with 49.79 and 40.00 per cent, respectively.

TABLE 4.--Summary of Percentages of Reciprocal Choices for Each Subsystem

| | <u>Subsystem</u> | | | | | | | Total |
|-----------------|------------------|-------|-------|-------|-------|-------|-------|-----------------|
| | Eco | Rec | Fam | Heal | Ed | SW | GB | |
| Economic | 5.71 | 5.71 | 5.71 | 14.28 | 31.43 | 17.14 | 14.28 | 5.71 0.00 99.9 |
| Recreational | 5.12 | 20.51 | 0.00 | 15.12 | 35.89 | 7.69 | 12.82 | 12.82 0.00 99.9 |
| Family, etc. | 6.06 | 3.03 | 18.18 | 6.06 | 36.36 | 18.18 | 12.12 | 0.00 3.03 99.9 |
| Health | 5.68 | 2.27 | 2.27 | 22.72 | 40.90 | 17.04 | 7.95 | 0.00 1.12 99.9 |
| Educational | 4.56 | 5.80 | 4.97 | 14.93 | 49.79 | 7.05 | 9.12 | 3.73 0.00 99.9 |
| Social Welfare | 8.45 | 4.22 | 8.45 | 21.12 | 23.94 | 22.53 | 9.85 | 0.00 1.40 99.9 |
| Governing Board | 5.81 | 5.81 | 4.65 | 8.13 | 25.58 | 8.13 | 25.58 | 12.79 3.48 99.9 |
| Planning/Zoning | 6.06 | 15.15 | 0.00 | 0.00 | 27.27 | 0.00 | 33.33 | 18.18 0.00 99.9 |
| Political | 0.00 | 0.00 | 10.00 | 10.00 | 0.00 | 10.00 | 30.00 | 0.00 40.00 99.9 |

Economic organizations appeared to have their greatest percentage of their reciprocal interaction with educational (31.43), social welfare (17.14), health (14.28), and governmental (14.28) organizations. Recreational organizations had their greatest percentage of interaction with educational (35.89), recreational (20.51), governmental (12.82), and planning and zoning (12.82) organizations. Family, religious, and voluntary organizations had their highest percentage of reciprocal interaction with educational (36.36), social welfare (18.18), and other family, religious and voluntary (18.18) organizations. It would appear that the health organizations had their major interactions with educational (40.90), social welfare (17.04), and other health (22.72) organizations. Educational organizations had almost 50 per cent of their interaction with other educational organizations; however, they also had reciprocal interaction with health (14.93) and governmental (9.12) organizations. Social welfare organizations had the highest percentage of reciprocal interaction with educational (23.94) organizations, followed by other social welfare (22.53) organizations and health (21.12) organizations. Governmental organizations had any percentage of interaction with educational (25.58) and other governmental (25.58) organizations. As would be expected, they had also reciprocal interaction with planning and zoning boards

(12.79). Planning and zoning boards indicated interaction with governmental (33.33), educational (27.27), recreational (15.15), and other planning and zoning boards (18.18). They also showed a small percentage of reciprocal interaction (6.06 per cent) with economic organizations. Reciprocal choices for political organizations were primarily with other political organizations (40.00) and governmental organizations (30.00).

Sociogram Representation of Subsystem Relationships

The sociogram presented in Figure 4 reflects the percentage of reciprocal interaction among subsystems in the community. Each sociometric bond reflects what could be high interaction among the organizations. The arrows attached to each bond indicate direction (score given or score received) of the relationship. Sociometric scores reported above each bond represent a measure of percentage of interaction between the subsystems connected by that bond. Scores presented in each circle represent interaction frequency among organizations within that particular subsystem. It could be interpreted that the higher the percentage score, the higher the intensity or strength of the bond.

This sociogram distinguishes one strong grouping of subsystems--the educational, health and social welfare organizations--and several lesser groupings of subsystems.

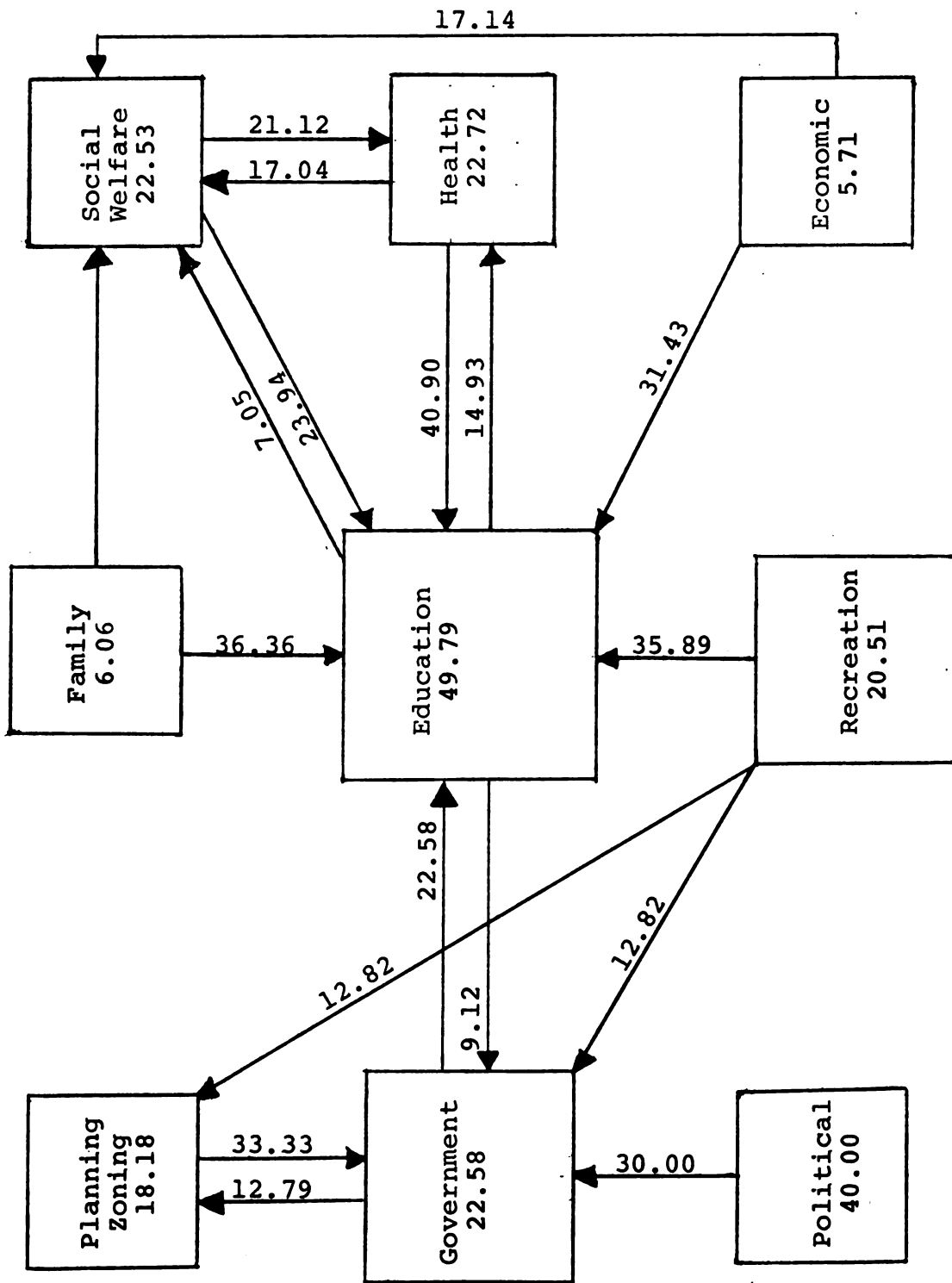


FIGURE 4.--Sociogram Reflecting Percentage of Reciprocal Interaction Among Subsystems in the Community

On the left hand side of the sociogram is the governmental sphere of organizations and on the right are the social welfare and health organizations. Educational organizations appear to the center as key linking agencies; and family, recreational and economic organizations appeared to play lesser linkage roles. Thus, the relationships between educational, social welfare, and health subsystems appeared to represent one set of relationship and relationships between governmental, planning and zoning, and educational organizations another. This latter relationship appears to be a chain type of relationship going from the planning and zoning to governmental organizations to educational organizations.

Reciprocal Interaction Between and Within Subsystems

The preponderance of reciprocal choices between organizations of the same subsystems was next determined. For each subsystem, the mean number of reciprocal choices of organizations within the same subsystem and the mean number of reciprocal choices of organizations outside a subsystem was determined using the following formula:

$$\bar{X}RC_W = \frac{RC_W - N_S}{N_S}$$

$$\bar{X}RC_O = \frac{RC_O}{N_T - N_S}$$

where:

N_S = Number of organizations in subsystem.

N_T = Total number of organizations.

RC_W = Total number of reciprocal choices within a subsystem.

RC_O = Total reciprocal choices of all organizations in the subsystem less number of organizations in subsystem (N_S) and RC_W .

Table 5 shows for each subsystem the summary of mean reciprocal choices of organizations within each subsystem and the mean reciprocal choices of organizations of all other subsystems.

TABLE 5.--Summary of Mean Reciprocal Choices of Organizations of Same Subsystem Versus Mean Reciprocal Choices of Organizations of All Other Subsystems

| Organizational Type | \bar{X}_{RC_W} | \bar{X}_{RC_O} |
|---------------------|------------------|------------------|
| Economic | .33 | .51 |
| Recreational | 1.33 | .48 |
| Family, Religious | 1.00 | .42 |
| Health | 3.33 | 1.05 |
| Educational | 8.06 | 2.16 |
| Social Welfare | 2.67 | .83 |
| Governmental | 2.75 | 1.01 |
| Planning and Zoning | .50 | .46 |
| Political | .67 | .08 |

Assumption II

With the exception of the economic subsystem, the mean reciprocal choices for each subsystem of other organizations within that subsystem is greater than the mean reciprocal choices of organizations outside the subsystem. Thus, in general, the assumption that there would be greater interaction within organizations of similar types would have to be accepted except for economic organizations and planning and zoning boards, which interacted on about an equal level with other planning and zoning boards as with other types of organizations.

Analysis of Community Needs

Community Needs Analyzed

The third assumption tested was that no significant differences in priorities of community needs could be found by the process of identifying community needs with the Community Needs Scale.

Distribution of Item Means

Table 6 shows the group frequency distribution of item mean scores. As can be observed from the table, six items had an average mean score of 3 or less, which would indicate that the average respondent agreed with this item. These six items were 7.5 per cent of the total

TABLE 6.--Frequency Distribution of Item Means

| Item Means | | Frequency |
|-------------|--------------------|-----------|
| 1.00 - 1.49 | | |
| 1.50 - 1.99 | | |
| 2.00 - 2.49 | 111 | 3 |
| 2.50 - 2.99 | 111 | 3 |
| 3.00 - 3.49 | 111111111111111111 | 17 |
| 3.50 - 3.99 | 111111111111111111 | 17 |
| 4.00 - 4.49 | 1111111 | 7 |
| 4.50 - 4.99 | 1111111 | 7 |
| 5.00 - 5.49 | 111111111 | 9 |
| 5.50 - 5.99 | 1111111111 | 10 |
| 6.00 - 6.49 | 111111 | 6 |
| 6.50 - 6.99 | | |
| 7.00 - 7.49 | | |
| 7.50 - 7.99 | | |
| 8.00 - 8.49 | | |
| 8.50 - 8.99 | | |

items. Twenty-three items had an average mean score of less than 3.50. These 23 items could be viewed as the items most agreed upon by the respondents.

Ranking of Item Means

Table 7 lists the 30 items with the lowest mean scores on the Community Needs Scale. The remaining items are in Appendix F. The need for citizens to become involved in community affairs received the lowest mean score of 2.18. Forty of the respondents strongly agreed

TABLE 7.--Mean Scores for the 30 Items with the Lowest Mean Scores on the Community Needs Scale

| Item No. | Item | Mean Score | Distribution of Scores | | | | | | |
|----------|--|------------|------------------------|----|----|---|---|--|----|
| | | | 1 | 3 | 5 | 7 | 9 | | |
| 6. | Citizens need to be stimulated to become involved in community affairs. | 2.18 | 40 | 26 | 0 | 4 | 1 | | |
| 46. | Air and water pollution does not pose a threat to this community. | 2.44 | 34 | 28 | 5 | 3 | 1 | | |
| 78. | There is a need to improve citizen participation in local government elections. | 2.46 | 23 | 45 | 2 | 1 | 0 | | |
| 27. | School planning needs to be integrated with other community planning. | 2.61 | 22 | 43 | 5 | 0 | 1 | | |
| 21. | Juvenile delinquency is not a community problem. | 2.80 | 27 | 33 | 4 | 5 | 2 | | |
| 7. | There is a need to increase the awareness of available social agency services. | 2.80 | 25 | 32 | 10 | 4 | 0 | | 98 |
| 35. | There is a need to encourage more individuals to seek local public office. | 3.00 | 12 | 52 | 3 | 3 | 1 | | |
| 36. | Local governments need to find ways to help citizens become more aware of local problems and issues. | 3.00 | 18 | 44 | 0 | 9 | 0 | | |
| 75. | There is a need to control types of housing construction (i.e., single, multiple dwelling, low, moderate, or high cost housing). | 3.06 | 20 | 38 | 5 | 7 | 1 | | |
| 39. | Educational programs on drug and alcohol abuse are needed. | 3.08 | 8 | 55 | 5 | 3 | 0 | | |

| | | | | | | | |
|-----|--|------|----|----|----|----|---|
| 19. | Adequate public transportation is needed in the community. | 3.14 | 27 | 27 | 4 | 11 | 2 |
| 55. | There is a need for a four-year college and graduate opportunities in the community. | 3.17 | 24 | 26 | 12 | 9 | 0 |
| 76. | There is a need to have common election dates for local government, park district and local school elections. | 3.17 | 19 | 34 | 11 | 7 | 0 |
| 3. | There is a need to improve citizen's pride in the community. | 3.20 | 21 | 34 | 5 | 10 | 1 |
| 43. | There is a need for more post-high school vocational training programs. | 3.20 | 14 | 44 | 6 | 6 | 1 |
| 10. | Crime is a growing community problem | 3.23 | 13 | 44 | 7 | 7 | 0 |
| 4. | Fire protection services are not adequate for the community needs. | 3.28 | 22 | 30 | 9 | 7 | 3 |
| 52. | Voluntary organizations (e.g., Rotary, Chamber of Commerce, League of Women Voters) need to improve cooperation and communications in their community service efforts. | 3.31 | 11 | 45 | 9 | 5 | 1 |
| 47. | There is a need for broader citizen involvement in local educational planning. | 3.31 | 14 | 40 | 9 | 8 | 0 |
| 5. | Recreation and leisure time activities for senior citizens are needed. | 3.37 | 12 | 40 | 14 | 4 | 1 |
| 60. | There is a need to improve community building codes, zoning and use of land. | 3.37 | 21 | 30 | 8 | 10 | 2 |
| 29. | Medical facilities should be improved and increased. | 3.62 | 14 | 36 | 6 | 15 | 0 |

that this was a community need and 26 agreed that this was a community need, while 7 disagreed that this was a community need, and one strongly disagreed. The need to improve citizen participation in local government elections had the highest total number of respondents who either agreed or strongly agreed that this was a community need. For this item, 23 strongly agreed and 45 agreed that this was a community need.

Items: 67, there are not adequate means available to promote change in the community (4.92); 37, there are too many zoning boards and authorities (4.94); and 57, low income housing is needed to attract the labor force to this area (5.08) had the mean scores closest to 5.00. This could mean that these were items most people were undecided about, and/or there was considerable disagreement concerning these items. Looking at the distribution of responses on these items it could be inferred that both reasons could have been the case.

The highest mean scores were on items 16, low income housing would solve the problems of the communities disadvantaged (6.52); and 33, cooperation between village, township and county governments is satisfactory (6.55); and item 45, resources to deal with mental health problems are adequate (6.75).

Assumption III

Judging from the item mean scores it would appear that differences in priorities of community needs as assessed by the Community Needs Scale did exist. However, the analysis of specific items did not indicate any outstanding patterns of needs. To analyze community needs in greater detail the 30 items with the lowest mean scores were further analyzed to see whether groupings or patterns of needs existed.

Commonality Among the 30 Items with Lowest Mean Scores

Besides subscales of needs, it became apparent that subgroupings of needs could occur which were not anticipated in the development of the Community Needs Scale. To account for this possibility the 30 items with the lowest mean scores were examined in detail to determine whether there were groups of needs which represented common factors.

The analysis of the 30 items with the lowest mean scores resulted in these items being grouped into five need categories: (1) citizen involvement; (2) community planning and development; (3) social pathologies; (4) health, educational and recreational needs; and (5) minority group needs. The items which make up these factors were as follows:

Citizen Involvement

6. Citizens need to be stimulated to become involved in community affairs (2.18).

- 78. There is a need to improve citizens' participation in local government elections (3.00).
- 35. There is a need to encourage more individuals to seek local public office (3.00).
- 36. Local governments need to find ways to help citizens become more aware of local problems and issues (3.00).
- 76. There is a need to have common election dates for local government, park district, and local school elections (3.17).
- 3. There is a need to improve citizens' pride in the community (3.20).
- 47. There is a need for broader citizen involvement in local educational planning (3.31).
- 48. There is a need to reduce the number of local election dates (3.51).

Community Planning and Development

- 46. Air and water pollution does not pose a threat to this community (2.44).
- 27. School planning needs to be integrated with other community planning (2.61).
- 75. There is a need to control types of housing construction (i.e., single, multiple dwelling, low, moderate, or high cost housing) (3.06).
- 19. Adequate public transportation is needed in the community (3.14).
- 4. Fire protection services are not adequate for the community needs (3.28).
- 60. There is a need to improve community building codes, zoning and use of land (3.37).
- 64. There is a need to build a master plan which includes all the villages (3.48).

Social Pathologies

- 21. Juvenile delinquency is not a community problem (2.80).

- 39. Educational programs on drug and alcohol abuse are needed (3.08).
- 10. Crime is a growing community problem (3.23).
- 28. Drug and alcohol abuse are major community problems (3.54).

Health, Education and Recreation Needs

- 55. There is a need for four-year college and graduate opportunities in the community (3.17).
- 43. There is a need for more post-high school vocational training programs (3.20).
- 5. Recreation and leisure time activities for senior citizens are needed (3.37).
- 11. There is a need for year-round park and recreation programs (3.51).
- 59. Moderately priced or free mental and psychiatric community counseling services are needed (3.51).
- 29. Medical facilities should be improved and increased (3.62).

Minority Group Needs

- 7. There is a need to increase the awareness of available social agency services (2.80).
- 9. There is a need for improved intercultural group relations (White-Spanish) (3.48).
- 40. Methods for resolving conflict among groups are needed (3.51).
- 61. Consumer education for the poor and disadvantaged is needed (3.54).
- 41. Recreation and leisure time activities for disadvantaged citizens are not needed (3.62).
- 54. Training opportunities for unskilled employees are needed (3.65).

The five categories of needs appeared to also be ranked in priority of importance themselves. For example,

of the eight items in the Citizen Involvement category, five of these items were in the lowest 15 mean scores. The mean of means for the eight items in the Citizen Involvement category was 3.05. The mean of means for the Community Planning and Development category was also 3.05 and three of its seven items were in the lowest 15 mean scores. The mean of means for the other categories were: Social Pathologies, 3.16; Health, Educational and Recreational Needs, 3.40; and Minority Group Needs, 3.43.

As a result of the above analysis it would appear that the need to get broader citizen involvement in community affairs and the needs for community planning and development were perceived by the leaders of the respective organizations in the study as of primary importance.

Community Needs by Organizational Type (Subsystem)

Item Means for Each Subsystem on 23 Items with Lowest Means

Table 8 shows the item mean scores for the 23 items with the lowest mean scores. Strong agreement among organizations in different subsystems on the 23 items with lowest mean scores can be identified from this table. For example, the lowest mean score on item 6, citizens need to be stimulated to become involved in community affairs, came from economic organizations (1.33). The recreational, social welfare, and planning and zoning boards all had a mean score of 1.67 on this item.

TABLE 8.--Item Means for Each Subsystem on the 23 Items with Lowest Mean Scores

| Subsystem | Items | | | | | | | | | | | | | | | | | | | | | |
|-----------------|-------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|
| | 6 | 46 | 78 | 27 | 21 | 7 | 35 | 36 | 75 | 39 | 19 | 55 | 76 | 3 | 43 | 10 | 4 | 52 | 47 | 5 | 60 | 64 |
| Economic | 1.33 | 3.00 | 3.00 | 3.00 | 3.00 | 3.33 | 3.00 | 3.33 | 2.67 | 2.67 | 2.67 | 4.33 | 4.00 | 2.33 | 5.67 | 1.67 | 4.33 | 4.00 | 3.67 | 3.33 | 3.33 | 4.67 |
| Recreational | 1.67 | 2.33 | 2.67 | 2.00 | 2.67 | 2.67 | 2.33 | 2.00 | 2.33 | 3.00 | 2.67 | 1.67 | 1.33 | 1.67 | 3.33 | 3.00 | 4.00 | 2.33 | 2.67 | 2.00 | 3.33 | 2.33 |
| Family, etc. | 2.00 | 2.67 | 2.33 | 2.67 | 2.67 | 4.33 | 3.00 | 2.33 | 4.00 | 3.00 | 4.67 | 3.67 | 3.33 | 3.00 | 3.67 | 4.00 | 2.67 | 4.00 | 2.33 | 4.33 | 4.67 | 2.67 |
| Health | 3.33 | 2.67 | 2.33 | 2.00 | 3.67 | 2.00 | 4.33 | 4.33 | 2.67 | 3.00 | 3.33 | 4.00 | 2.67 | 4.67 | 3.33 | 4.00 | 4.00 | 3.67 | 3.33 | 2.67 | 2.33 | 4.33 |
| Educational | 2.87 | 2.20 | 2.47 | 2.87 | 2.60 | 2.33 | 3.40 | 3.00 | 3.27 | 3.13 | 2.20 | 2.73 | 3.27 | 3.53 | 2.47 | 3.27 | 3.80 | 3.40 | 3.53 | 3.27 | 3.27 | 3.27 |
| Social Welfare | 1.67 | 2.00 | 2.33 | 2.33 | 1.67 | 1.67 | 2.67 | 2.33 | 5.00 | 3.00 | 3.33 | 2.33 | 3.33 | 3.67 | 2.67 | 3.00 | 4.33 | 1.67 | 3.00 | 4.00 | 3.00 | 3.00 |
| Government | 2.50 | 2.00 | 2.50 | 2.75 | 2.75 | 3.00 | 3.00 | 3.00 | 2.25 | 2.75 | 2.00 | 3.00 | 3.75 | 3.00 | 3.00 | 2.50 | 2.00 | 3.25 | 3.50 | 2.75 | 3.00 | 3.50 |
| Planning/Zoning | 1.67 | 2.83 | 2.50 | 2.67 | 3.00 | 3.50 | 2.67 | 3.83 | 2.83 | 3.67 | 3.83 | 3.33 | 3.50 | 3.50 | 3.00 | 3.83 | 2.17 | 4.00 | 3.83 | 4.17 | 4.00 | 4.00 |
| Political | 2.00 | 2.33 | 2.00 | 2.67 | 3.33 | 2.33 | 2.33 | 2.33 | 2.00 | 3.00 | 4.67 | 4.00 | 2.67 | 2.67 | 3.00 | 3.33 | 3.00 | 2.67 | 3.00 | 2.33 | 3.00 | 3.33 |
| All Subsystems | 2.18 | 2.44 | 2.46 | 2.61 | 2.80 | 2.80 | 3.00 | 3.00 | 3.06 | 3.08 | 3.14 | 3.17 | 3.17 | 3.20 | 3.20 | 3.23 | 3.28 | 3.31 | 3.31 | 3.37 | 3.37 | 3.48 |

On other items, organizations from particular subsystems appeared to feel more strongly than the organizations from other subsystems. An illustration of this may be found on items 21, 7, 52, and 9. The mean scores for the social welfare organizations on these items were 1.67, 1.67, 1.67, and 2.0. The corresponding mean score for all organizations on these items were (respectively) 2.80, 2.80, 3.31, and 3.44. One would infer from the above that social welfare organizations feel more strongly that juvenile delinquency is a community problem (item 21), and there is a need to increase the awareness of available social agency services (item 7), voluntary organizations need to improve cooperation and communications in their community service efforts (item 52), and there is a need for improved inter-cultural group relations (item 9) (e.g., White-Spanish).

In a similar manner, economic organizations appear to feel more strongly that crime is a growing problem (item 9) as they had a mean score of 1.67 while the mean score for all organizations on this item was 3.23.

Subscale Means for Each Subsystem of Organizations

Table 9 shows the mean score for each subscale on the Community Needs Scale for each subsystem of organizations. For example, in this table, the mean score for

TABLE 9.--Means for Each Subscale on the Community Needs Scale for Each Subsystem of Organizations in the Study

| Subsystem | Subscales | | | | | | Average | |
|----------------------------|-----------|------|---------|------|------|------|---------|------|
| | Eco | Rec | Fam-Rel | Heal | Ed | SW | | Gov |
| Economic | 5.42 | 4.07 | 3.58 | 4.87 | 4.11 | 4.79 | 4.60 | 4.50 |
| Recreational | 4.19 | 3.80 | 2.82 | 4.47 | 4.24 | 4.21 | 3.47 | 3.82 |
| Family, etc. | 4.92 | 4.27 | 3.73 | 4.53 | 4.04 | 4.88 | 4.22 | 4.34 |
| Health | 4.61 | 3.87 | 4.03 | 5.20 | 4.31 | 4.82 | 4.12 | 4.37 |
| Educational | 4.42 | 4.07 | 3.67 | 4.79 | 4.16 | 4.68 | 4.09 | 4.22 |
| Social Welfare | 4.28 | 4.13 | 2.73 | 4.80 | 4.33 | 4.73 | 4.22 | 4.14 |
| Governing Board | 4.88 | 4.65 | 3.52 | 4.55 | 4.03 | 4.68 | 4.02 | 4.25 |
| Planning/Zoning | 5.44 | 4.57 | 3.85 | 4.67 | 4.10 | 4.68 | 4.38 | 4.46 |
| Political | 5.69 | 4.31 | 3.33 | 4.80 | 4.24 | 4.61 | 3.63 | 4.26 |
| All Types of Organizations | 4.86 | 4.21 | 3.53 | 4.74 | 4.16 | 4.68 | 4.11 | 4.28 |

economic organizations on the economic, recreational, family, religious and voluntary, health, educational, social welfare, and governmental scales is shown. The table allows one to visually inspect whether the organizations from one subsystem viewed the community needs related to that subsystem as more important than community needs related to other subsystems. Inspecting these scores on the scales corresponding to a particular subsystem (along the diagonal), the lowest mean score was obtained by family, religious and voluntary organizations on the family-religious scale. Family, religious and voluntary organizations had a lower mean score on the family-religious scale than on all other scales. In contrast, economic organizations had lower mean scores on all other scales than they did on the economic scale. Recreational organizations had a lower mean score (2.82) on the family-religious scale and the governmental scale (3.74) than they had on the recreational scale (3.80). On all other scales, the recreational organizations had higher mean scores than they had on the recreational scale. The mean scores on the family-religious scale for all organizations was the lowest (3.53) of all the community needs subscales. The highest mean score on a community need subscale was on the economic scale (4.86).

Assumption IV

From the above data, it would be difficult to state precisely whether or not there was agreement among organizations within each subsystem as to perceived priorities of community needs. Obviously, some agreement does exist between organizations within different subsystems; however, the substance of the agreement could not be inferred from the data. The analysis of the subscales for each subsystem of organizations did not show consistent perceptions of community needs by each subsystem. In other words, clear differences in perceptions of community needs by different subsystems or organizations was not found.

Analysis of Potential Coalitions

Community Needs as Perceived by Organizations in Potential Coalitions

Referring again to Table 2, it was noted that, in general, reciprocal interaction appeared to be greatest among organizations within the same subsystem. As a general rule, this seemed to indicate that constellations of organizations tended to be formed among organizations with the same purpose or mission. Where organizations forming constellations were from two or more subsystems it was quite often because they had core functions which were common to both types of organizations.

The process so far described leads to the identification of potential coalitions of organizations which could use their resources to respond to community needs. For purposes of this study, it was determined that a potential coalition was a constellation of organizations who perceived community needs in a similar manner.

In examining whether or not a constellation of organizations met the requirements to be a potential coalition, it was necessary to analyze in detail the items receiving low mean scores in a selected subsystem. Subsystems were used as a base because the patterns of reciprocal interaction in the subsystems of education, social welfare, health, and governing boards were sufficient to believe that the organizations in these subsystems were linked to each other in a variety of ways.

Analysis of Items by Subsystem

The items receiving mean scores below 2.99 for each subsystem were examined closely to discover which items were particularly related to needs and problems within that subsystem. It was inferred that items which were related to a particular subsystem and received a low mean score would be priority needs or problems as viewed by organizations in that subsystem; and, thus, the potential existed to mobilize the organizations to use their resources to do something about meeting the

needs specified. Such an analysis was carried out for each of the subsystems.

Education.--The education organizations appeared to perceive the need for post-high school vocational training programs as important (2.47); the need for four-year college and graduate opportunities (2.73); and the need to integrate school planning with other planning (2.87) as important. These were the educational items receiving the lowest mean scores by educational organizations. Items closely related to education and receiving low mean scores were the need for mental and psychiatric community counseling services (2.60); and the problem of juvenile delinquency (2.60). Other items, although not related directly to education, also could be considered needs upon which educational organizations could act. They included: increasing awareness of available social agency services (2.33); developing adequate public transportation (2.20); air and water pollution (2.20); citizen's participation in local government elections (2.87); and stimulating citizens to become involved in community affairs (2.87). In addition, educational organizations disagreed that resources to deal with mental health problems were adequate (7.80).

Social welfare.--In general, the social welfare organizations viewed most social welfare items as important needs. The lowest mean scores included: increasing

awareness of available social agency services (1.67); methods for resolving conflict among groups (1.67); the need to improve community service efforts of voluntary organizations (1.67); need for improved intercultural group relations (2.00); need for disadvantaged representation in local government (2.00); recreation for disadvantaged (2.33); training for unskilled (2.33); need for local governments to be more sensitive to problems of disadvantaged (2.67); consumer education for disadvantaged (2.67); and free or low priced community counseling services (2.67).

Related to these social welfare needs was also a group of needs which seemed aimed at increasing awareness of problems in involvement of people. These needs were involvement of citizens in community affairs (1.67); encouraging disadvantaged to seek representation in local government (2.00); need for local governments to find ways to help citizens become more aware of local problems and issues (2.33); need to improve citizen's participation in local government elections (2.33); making local governments more sensitive to problems of disadvantaged (2.67); public forums on community issues (3.00); and the need to encourage more individuals to seek local public office (2.67).

The above items appeared to represent a cluster of concerns which relate to making citizens more aware of

community conditions and getting new individuals in public office. The apparent unity of perception regarding these needs would seem to indicate that a coalition could be formed with these organizations around these needs.

In addition, supporting the items agreed upon, the social welfare organizations disagreed that educational opportunities for out of school youth (7.33) and disadvantaged (7.33) were adequate. They also did not feel that community planning was adequate (7.67); social services sufficiently broad (7.67); the disadvantaged had adequate access to health services (8.00), financial assistance (8.33), and job placement (8.00); that resources to deal with mental health were adequate (8.33); and cooperation between village, township and county governments was satisfactory (8.67).

Governing boards.--Community needs related to government and receiving low mean scores by governmental organizations were: the need for fire protection services (2.00); adequate public transportation (2.00); air and water pollution (2.00); control of types of housing construction (2.25); involvement of citizens in community affairs (2.50); crime is a growing problem (2.50); juvenile delinquency (2.75); and citizen's participation in local government elections (2.50). Other items which were related to the functions of governing boards were

the need to integrate school planning with other community planning (2.75) and educational programs on drug and alcohol abuse (2.75). These latter two appeared to be needs which schools and governing boards could jointly meet.

Governing boards disagreed that villages need to give up some of their autonomy (7.25); opportunities for business and industrial growth were inadequate (7.00); and that cooperation between village, township and county governments was satisfactory (7.75).

Health organizations.--Health organizations perceived drug and alcohol abuse (2.00); increasing awareness of social agency services (2.00); improvement of medical facilities (2.67); and air and water pollution (2.67) as the major needs and problems related to health. They also disagreed that sufficient health personnel were available in the community (7.33) and that resources to deal with mental health were adequate (7.67). The number of items with low mean scores which did not appear to be related to health needs was interesting. These included: integration of school planning with other planning (2.00); training for unskilled (2.33); improved building codes, zoning and use of land (2.33); coordination of refuse and sewage disposal (2.33); improved participation in local government elections (2.33); and control of types of housing construction (2.67).

Health organizations disagreed that disadvantaged had adequate access to financial assistance (7.00); community planning was adequate (7.00); low income housing would solve the needs of the disadvantaged (7.00); and job placement for the poor or disadvantaged was adequate (7.67).

The Other Subsystems

Since interaction was not as evident among other subsystems, only the most outstanding needs related to each subsystem were analyzed. They were as follows:

Recreation: The need for recreation for senior citizens (2.00); the need for year-round park and recreational programs (2.33); and recreation for disadvantaged (1.67) were the recreational items receiving the lowest mean scores. Numerous other items received lower mean scores, including: the need to improve citizens' pride in the community (1.67); to stimulate citizens to become involved in community affairs (1.67); need to reduce number of election dates (1.67); need for four-year college and graduate opportunities (1.67); and need for common election dates for local government, park district, and local schools (1.33). This last need stresses the fact that there is a very small turnout for park district elections.

Family, Religious and Voluntary: Among the items most agreed upon by these organizations were: citizens' need to be stimulated to become involved in community affairs (2.00); local government's need to find ways to help citizens become more aware of local problems and issues (2.33); there is need for a broader citizen involvement in local educational planning (2.33); and there is need to improve citizens' participation in local government elections (2.33). The common thread to these items appeared to be involvement.

Planning and Zoning: The planning and zoning boards agreed on a need to stimulate citizens to become involved in community affairs (1.67); fire protection services are needed (2.17); school planning needs to be integrated with other planning (2.67); there is a need to encourage more individuals to seek local public office (2.67); and there is a need to improve citizens' participation in local government elections (2.50). They disagreed that there were too many zoning boards and authorities (7.17).

Political: The political organizations agreed that recreation and leisure time activities for senior citizens were needed (2.33); citizens need to be stimulated to become involved in community affairs (2.00); and there is a need to increase awareness of available social agency services (2.33). They also agreed that drug and alcohol abuse was a community problem (2.33); there was a need to encourage more individuals to seek local public office (2.33); local governments need to find ways to help citizens become aware of local problems and issues (2.33); air and water pollution poses a threat (2.33); there is a need to control types of housing construction (2.00); and there is a need to improve citizens' participation in local government elections (2.00).

They also disagreed that opportunities for business growth are adequate (7.00); low income housing would solve the problems of the disadvantaged (7.00); that resources to deal with mental health were adequate (7.00); and there is a need for a centralized suburban government (7.00).

Economic: The economic organizations agreed that citizens need to be stimulated to become involved in community affairs (1.33); crime is a growing problem (1.67); there is need to improve citizens' pride in the community (2.33); there is a need for year-round park and recreation programs (2.67); adequate public transportation is needed (2.67); and educational programs on drug and alcohol abuse are needed (2.67).

They disagreed that low income housing would solve the problems of the communities' disadvantaged (8.17); job opportunities should be created to attract disadvantaged to the community (7.33); and low income housing is needed to attract the labor force (7.67).

Subsystems and Sub-Groupings of Needs

The purpose of this process is to selectively identify community needs which would appear to be held sufficiently important by sub-groupings of organizations to indicate that these organizations may be encouraged to initiate programs to meet these needs. For this analysis the five major groupings of community needs were utilized to determine what subsystems held these needs as priorities. Tables were developed to indicate which subsystems of organizations had mean scores below 2.99 on the items in each of the five major categories of community needs. These needs were then analyzed in respect to the scores received by the subsystems.

Citizens' Involvement

Item 6, citizens need to be stimulated to become involved in community affairs and item 78, there is a need to improve citizens' participation in local government elections, both received mean scores below 2.99 in eight subsystems. The recreation and political subsystems followed by the family and social welfare subsystems appeared to perceive these groupings of needs to be of highest priority. About half of these items (35 out of 72) were perceived by the total subsystems as of high priority. (See Table 10.)

TABLE 10.--Citizens' Involvement Item Means Below 2.99 for Each Subsystem

| Item | <u>Subsystem</u> | | | | | | | | | Total |
|------|------------------|------|------|------|------|------|------|------|------|-------|
| | Eco | Rec | Fam | Heal | Ed | SW | GB | P/Z | Pol | |
| 3 | 2.33 | 1.67 | | | | | | | 2.67 | 3 |
| 6 | 1.33 | 1.67 | 2.00 | | 2.87 | 1.67 | 2.50 | 1.67 | 2.00 | 8 |
| 35 | | 2.33 | | | | 2.67 | | 2.67 | 2.33 | 4 |
| 36 | | 2.00 | 2.33 | | | 2.33 | | | 2.33 | 4 |
| 47 | | 2.67 | 2.33 | | | | | | 2.67 | 3 |
| 48 | | 1.67 | | | | | | | | 1 |
| 76 | | 1.33 | | | | | | | 2.67 | 3 |
| 78 | | 2.67 | 2.33 | 2.33 | 2.47 | 2.33 | 2.50 | 2.50 | 2.00 | 8 |
| Tot | 2 | 8 | 4 | 2 | 2 | 4 | 2 | 3 | 7 | 35 |

Community Planning

The items related to community planning also received mean scores of below 2.99 by about half of the subsystems (31 out of 63). Item 27, integration of school planning with other planning, and item 47, the need for broader citizens' involvement in local educational planning, both were perceived by all but the economic organizations as of high priority. Item 75, the need to control types of housing construction, and item 19, the need for adequate public transportation, were also perceived to be of importance by several of the subsystems. Fire protection services appeared to be a common concern of the family, religious, voluntary subsystem; governing boards; and planning and zoning boards. (See Table 11.)

TABLE 11.--Community Planning Item Means Below 2.99 for Each Subsystem

| Item | Subsystem | | | | | | | | | Total |
|------|-----------|------|------|------|------|------|------|------|------|-------|
| | Eco | Rec | Fam | Heal | Ed | SW | GB | P/Z | Pol | |
| 4 | | | 2.67 | | | | 2.00 | 2.17 | | 3 |
| 19 | 2.67 | 2.67 | | | 2.20 | | 2.00 | | | 4 |
| 27 | | 2.00 | 2.67 | 2.00 | 2.87 | 2.33 | 2.75 | 2.67 | 2.67 | 8 |
| 47 | | 2.33 | 2.67 | 2.67 | 2.20 | 2.00 | 2.00 | 2.83 | 2.33 | 8 |
| 60 | | | | 2.33 | | | | | | 1 |
| 64 | | 2.33 | 2.67 | | | | | | | 2 |
| 75 | | 2.33 | | 2.67 | | | 2.25 | 2.83 | 2.00 | 5 |
| Tot | 1 | 5 | 4 | 4 | 3 | 2 | 5 | 4 | 3 | 31 |

Social Pathology Needs

Juvenile delinquency, item 21, was perceived as a community problem by recreational; family, religious and voluntary; educational; social welfare; and governing boards. Economic and governing boards both perceived crime as a growing problem (item 10). Health and political organizations perceived drug and alcohol abuse as major community problems (item 28). Interestingly, economic and governing boards perceived the need to develop educational programs on drug and alcohol abuse (item 39), but other subsystems did not appear to perceive it as importantly. About one-third of the subsystems (11 out of 36) gave these items scores below 2.99. (See Table 12.)

Health, Education and Recreation Needs

Recreational; health; governing boards; and political organizations perceived the need for recreation

TABLE 12.--Social Pathology Item Means Below 2.99 for Each Subsystem

| Item | <u>Subsystem</u> | | | | | | | | | Total |
|------|------------------|------|------|------|------|------|------|-----|------|-------|
| | Eco | Rec | Fam | Heal | Ed | SW | GB | P/Z | Pol | |
| 10 | 1.67 | | | | | | 2.50 | | | 2 |
| 21 | | 2.67 | 2.67 | | 2.60 | 1.67 | 2.75 | | | 5 |
| 28 | | | | 2.00 | | | | | 2.33 | 2 |
| 39 | 2.67 | | | | | | 2.75 | | | 2 |
| Tot | 2 | 1 | 1 | 1 | 1 | 1 | 3 | 0 | 1 | 11 |

for senior citizens (item 5) of importance. Recreational, educational, social welfare, and governing boards perceived the need for free or moderately priced psychiatric services (item 59) as important. Social welfare and education perceived the need for more post-high school vocational training programs as a priority and organizations in these same two subsystems and recreational organizations perceived the need for four-year college and graduate opportunities (item 55) as significant. Economic and recreational organizations both viewed the need for year-round park and recreation programs. Less than one-third of the items (16 out of 54) received mean scores of less than 2.99. (See Table 13.)

Minority Group Needs

Five subsystems, recreational, health, educational, social welfare, and political, perceived the need to increase awareness of available social agency services

TABLE 13.--Health, Education and Recreation Item Means
Below 2.99 for Each Subsystem

| Item | Subsystem | | | | | | | | | Total |
|------|-----------|------|-----|------|------|------|------|-----|------|-------|
| | Eco | Rec | Fam | Heal | Ed | SW | GB | P/Z | Pol | |
| 5 | | 2.00 | | 2.67 | | | 2.75 | | 2.33 | 4 |
| 11 | 2.67 | 2.33 | | | | | | | | 2 |
| 29 | | | | 2.67 | | | | | | 1 |
| 43 | | | | | 2.47 | 2.67 | | | | 2 |
| 55 | | 1.67 | | | 2.73 | 2.33 | | | | 3 |
| 59 | | | | | 2.60 | 2.67 | 2.50 | | | 3 |
| Tot | 1 | 3 | 0 | 2 | 3 | 3 | 2 | 0 | 1 | 15 |

(item 7). Recreational, health and social welfare organizations agreed on the need to improve intercultural group relations (item 9). Recreational; family, religious and voluntary; and social welfare organizations perceived a need to find methods to resolve conflict among groups (item 40). Recreational, social welfare and political organizations agreed on a need to provide recreation for disadvantaged (item 41). Health and social welfare organizations both perceived the need to find training opportunities for the unskilled (item 54). Social welfare organizations perceived all of these items as important, with recreational organizations and health organizations also showing concern for the minority group needs. (See Table 14.)

TABLE 14.--Minority Group Need Item Means Below 2.99 for Each Subsystem

| Item | <u>Subsystem</u> | | | | | | | | | Total |
|------|------------------|------|-----|------|------|------|------|-----|------|-------|
| | Eco | Rec | Fam | Heal | Ed | SW | GB | P/Z | Pol | |
| 5 | | 2.00 | | 2.67 | | | | | 2.33 | 3 |
| 11 | 2.67 | 2.33 | | | | | | | | 2 |
| 29 | | | | 2.67 | | | | | | 1 |
| 43 | | | | | 2.47 | 2.67 | | | | 2 |
| 55 | | 1.67 | | | 2.73 | 2.33 | | | | 3 |
| 59 | | | | | 2.60 | 2.67 | 2.50 | | | 3 |
| Tot | 1 | 3 | 0 | 2 | 3 | 3 | 1 | 0 | 1 | 14 |

Assumption V

The final assumption was that no agreement would be found among constellations as to the priority of community needs. The process and previous results indicated that a change in this assumption was necessary. First, because it was found that the primary interaction for subsystems, with the exception of the economic subsystem, was within subsystems, it was determined that need priorities of organizations within a subsystem were of primary importance. Therefore, the agreement of needs within a subsystem was perceived as being important to analyze instead of the constellations. Second, it was determined that need constellations or categories existed, so these groupings were analyzed for each subsystem and needs which were common to two or more subsystems were identified.

The result was that specific needs and need groupings were determined for all subsystems. It was found that within subsystems specific needs could be identified which the respective organizations within a subsystem commonly perceived as of priority. From this analysis, it could be inferred that these organizations within a subsystem could be mobilized to use their resources to meet these needs. It was further found that groups of needs within the five need categories identified were also commonly perceived to be of priority by organizations in two or more subsystems. In short, specific needs were perceived as common concerns by organizations in two or more subsystems.

In summation, it could be said that agreement within and between subsystem organizations as to community needs was found in many areas. The assumption that agreement among potential coalition members would be found was confirmed.

Summary of Results

The analysis of reciprocal interaction patterns of 71 organizations resulted in the acceptance of the assumption that potential coalitions would exist among the organizations in the study. It was further found that with the exception of the economic subsystem, the interaction between organizations of similar types was greater than the interaction between organizations of

different types. Analyzing 79 community needs, it was determined that differences in priorities of community needs did exist for the 71 community organizations. In addition, the top priority needs could be grouped into five need categories: citizen involvement; community planning and development; community social and criminal problems; health, education, and recreation needs; and minority group needs. It was further concluded that these categories also could be ranked in terms of overall priority for the 71 organizations. Assumption IV was that organizations of different types perceived priorities of community needs differently. From the analysis of the data, it was determined that it was not possible to determine whether or not organizations of different types perceived priorities of community needs differently. Thus, the null hypothesis was accepted pending further research. Finally, it was determined that sufficient agreement did exist within and between subsystem organizations as to priorities of community needs so that the potential formation of coalitions of organizations to meet these needs would be possible.

CHAPTER V

SUMMARY AND CONCLUSIONS

Summary

The Purpose of the Research

The purpose of this research was to develop a process of community and inter-organizational analysis which could be used by the community service worker to actively participate in efforts to improve the community. It was designed to provide a rational base for planning programs to meet the individual and collective needs in the community studied through the following processes: (1) Identifying significant community needs and organizational interaction in a community college district; and (2) Determining what constellations of community organizations have the potential to use their energy and resources in an organized way to provide for specific community needs.

The Basic Theory of the Research

The basic theory for this research is derived from the concepts of social systems and focused in particular on the ideas of community development as developed

by Roland Warren (81). In particular, it grows out of Warren's contention that the vertical ties of organizations within a community to extra-community organizations are multiplying and strengthening to the extent that it is questionable whether the ties of community units to each other on a local level are sufficiently strong and meaningful for them to constitute a localized social system called the community. The major idea for this study was based on Warren's contention that a goal of community development should be the strengthening of relationships between local community units at the community level, the horizontal pattern. Thus, in this study, a process of analyzing the relationships between organizations at the local level was studied for its possible use in strengthening a community's horizontal pattern. This approach was considered appropriate for the community college because of the college's community service objective of identifying unrealized community potentialities, and unmet community needs, and drawing together these resources in the college and the community to meet these needs.

The study tested the following assumptions:

(1) no potential coalitions of organizations would be found in the community; (2) there would be no difference in the level of interaction between organizations of the same subsystem and the level of interaction between

organizations of different subsystems; (3) no differences of community needs would be found by the processes of identifying community needs; (4) no differences in the perceptions of community needs of organizations of different types would be identified; and (5) no agreement would be found among coalition organizations as to perceptions of community needs as identified by the processes utilized.

The Design of the Research

Subjects for this study were 71 non-profit organizations located in eight suburban communities in a rapidly growing suburban area of a midwestern metropolitan city. The organizations were classified by nine major types: (1) economic; (2) governmental; (3) recreational; (4) family, religious and voluntary; (5) health; (6) educational; (7) social welfare; (8) political; and (9) planning and zoning. The chief administrative officers of these organizations were given a community needs scale and an organizational interaction scale designed to determine whether or not organizations engage in cooperative activities or projects with other organizations in the study. To provide further information on the dynamics of the community, interviews were conducted with the chief administrators in each of the organizations.

As a result of a matching of reciprocal scores, each organization's link with every other organization in the study was traced sociometrically. A matrix representation of the choices of each organization was developed. The sociometric manipulation of the reciprocal choices showed interaction patterns of 633 reciprocal choices forming 26 constellations of organizations. In addition, influence patterns for each organization and coalition scores for each coalition were determined. The aggregate sociometric reciprocal choices for each organization in each subsystem was determined to show the relative amounts of interaction within and across subsystems. The scores given and scores received were determined to analyze the level of interaction of organizations of different types. The level of interaction was computed sociometrically for all the organizations in each subsystem; and the reciprocal interaction between each subsystem and every other subsystem was shown to study reciprocal interaction between subsystems. It was found that with the exception of the economic system, the average number of reciprocal choices for organizations in each subsystem was greater than the reciprocal choices outside the subsystem.

The priorities of community needs were next analyzed by examining the scores on the Community Needs Scale. Mean scores for the 21 needs showing greatest

agreement were identified. It was found that the greatest need seemed to be to get citizens involved in community affairs. Other needs of high importance were the threat of air and water pollution, citizen participation in local government elections, integration of school planning with other planning, and the need to increase awareness of social agency services.

Next, the items with the lowest mean scores were analyzed to determine whether they could be grouped into common categories. Five categories of needs were determined: citizens' involvement; community planning and development; community social pathologies; health, education and recreation needs; and minority group needs. Further, specific needs as perceived by each subsystem were analyzed in detail. The priority needs as identified for each subsystem's organizations were determined.

The final step was to analyze the five major sub-groups of needs for each subsystem and to determine community needs which were perceived as priorities by two or more subsystems. It was found that in many cases two or more subsystems had commonly perceived specific community needs or groupings of community needs as important, and, thus, it would be possible to identify organizations who could form coalitions to meet community needs which they commonly agreed were important.

Conclusions

The theory outlined in the first chapter of this study indicated that the great change in America's society was toward the weakening of the relationships between local community organizations with one another and the strengthening of relationships of local units with organizations outside the community. The theory was that the community college in providing for its service function could, thus, serve the community by seeking to strengthen the horizontal pattern of the community. To do this, it was felt that a better understanding of the inter-organizational relationships in the community college district was necessary. To date, few studies have been conducted which focused on inter-organizational relationships and these studies were primarily descriptive of relationships and not related to questions of needs. This study focused on interrelationships and related them to community needs and the role of the community college in strengthening relationships and meeting needs. The conclusions from this study are as follows:

1. The 633 reciprocal choices and 26 constellations indicated that there are relatively large amounts of interaction in the community. The limits to this interaction can be explained by the following principles:
 - a. The purpose of an organization determine what elements and resources the organization will need to carry out its functions. If these elements or resources are readily available to an organization, or if the

resources or elements may be obtained from sources outside the community, the need for interaction is diminished.

- b. An organization protects its territory by trying not to unnecessarily share power. Each organization estimates the position of the other relevant organizations to determine whether they are willing to enter into or to alter their existing relationships.
- c. Organizations enter into relationships with other organizations where there is consensus that the organization they are going to relate to has the resources and authority to carry out its function.
- d. The number and severity of local problems causes organizations to seek cooperative relationships. Organizations that perceive problems to be sufficiently numerous or severe will seek out cooperation.
- e. Limits of resources at the local level will also cause organizations to interact. Organizations seek to band together to gain more resources through taxation, state or federal support of resources at the local level. The theory that exchange occurs under conditions of scarcity holds in this case when the objective sought cannot be met with the means available.
- f. Limits on influence at the next higher levels will cause organizations to band together to have more "clout" at the state or federal level.
- g. Cooperation is enhanced when the environment changes so quickly that an organization must maintain contact with other organizations to learn about changing circumstances to make adjustments for survival. If an organization's relationships with other organizations are not adequate, its stability and existence may be threatened. The interdependency of park district and school district boards in the passing of bond and operation referendums is one example of the need to

maintain good working relationships with other organizations in the community. The constituency of a school district, for example, may be used against a park district to defeat a park district referendum if the school district does not agree with the goals and purposes of the referendum.

2. The community is made up of subsystems of organizations and organizations within a subsystem interact with each other on a more frequent basis than they do with organizations outside their subsystem.
3. The subsystems within the community of educational; economic; recreational; social welfare; governing boards; family, religious and voluntary; health; and political have two distinct types of systemic ties. First, is the interaction through which they are oriented to other organizations within their subsystem, and, second is the interaction through which they are oriented to organizations outside their system.
4. The process of studying community needs may be utilized to identify important community problems and to identify common concerns of organizations within the same subsystem or between organizations in different subsystems.
5. The horizontal pattern, relationships between organizations at the local level, may be strengthened by a process of need identification which requires organizations to examine the community need priorities.
6. The distinction between community development as a process for strengthening the horizontal patterns and community action as a specific action episode to achieve specific project goals may be useful for the community service professional in determining the goals for his community service program.
7. Community service efforts by the community college should assume as a major fundamental responsibility the obligation to study the organizational structure of the community and the community needs as perceived by these

organizations, and to engage in active projects which seek to strengthen the interrelationships between organizations in the college district. A criteria for evaluation of such efforts should be its contribution to that goal.

Observations from Interviews

The central theme of this research was that a community is essentially a system of interaction. Interaction in the community is affected by the components of the social structure and the setting in which the interaction takes place. The concept of interaction could be thought of as the observable and meaningful behavior of the groups and individuals with each other. Sanders has related interaction to the concepts of communication, process, function, and dynamics (60:345-373).

In this study, the following definitions were used: (1) communication--the interchange of meaningful symbols between two or more organizations; (2) process--a series of interactions; and (3) function--the contribution that an organization makes to the total community.

The interaction between some part of the community structure with other parts depends upon the function of each particular organization. Function, of course, is closely related to the structure of the community viewed from the standpoint of status. Thus, function, structure and status are all important in interaction.

A final concept which was used in this study is dynamics. This acknowledges that the effect of

interaction is change. No two organizations after they interact are ever the same after the interaction. Without interaction change might not occur. Thus, social dynamics looks at the community as a changing system, it tries to work out the laws governing change within it.

Interaction may also be of different types: conflict, accommodation, assimilation, competition, cooperation, and amalgamation. The interviews in this study were used to look at the nature of interaction in the community in terms of communication, process, function, and dynamics: to look for conflict, accommodation and cooperation in the community; and to validate the organizational interaction of each organization within the study area. Participants in the study were asked about their organizational goals, their assessment of major community problems, their efforts to study community problems, the nature of their interaction with other organizations within their village, outside their village, and outside this community. They were also asked what activities they thought should be undertaken to solve major community problems, and what role they saw the community college fulfilling in terms of community development. (See Appendix G for reports of interviews.)

The pervasive mode for most of the individuals interviewed was introspective and concerned with the problems of their own organizations. In general, the broader

the definition of the organization in terms of area and population served, the more there seemed to be the tendency to view the big picture and the need for cooperation, conservation and planning for the use of resources. Some viewed cooperation as important but not necessary. This attitude was in keeping with the view of most organizations that they could carry out their functions in isolation and that cooperation was necessary only when resources were scarce, citizens demanded it, or it was forced by the legislature.

Several problems or needs were identified as a result of the interviews which were not determined in the community needs study. The major overall problem mentioned by most heads of organizations was the pervasive growth of the community in terms of population, commerce, industry, and in all related factors of life. Many organizations had to devote so much energy to carrying out their basic functions that cooperation was not even possible if they were to meet their basic goals. As an example of this, many of the school districts noted they were building one or two new schools a year, which did not allow the individuals at the head of the organizations time to worry about cooperative relationships with other organizations.

Related to this problem of growth was also the multiple problem of overlapping geographical boundaries

for all the organizations mentioned. Most notable was the lack of congruity between municipal boundaries, park district boundaries, school district boundaries, and township boundaries. A related problem is the problem of continued congestion caused by the influx of population. Thus, mass transportation and the need for better transportation were viewed as important.

Another problem which was mentioned, which is more specific in nature, was the problem of water. One problem was getting enough water to meet the demands of the pervasive growth in the community, and the other was flooding. If these items had been on the community needs scale, they may have been noted as priority needs.

Cooperation in the Community

At the local level, there appeared to be some very practical reasons for certain organizations being engaged in cooperative efforts. Among these factors were the following:

1. The top level leadership of the organization had a predisposition for seeking out cooperative projects as part of a personal administrative attitude and as part of an institutional philosophy or policy towards cooperative relationships with other organizations.
2. Certain organizations were in an economic position which would allow them to utilize their resources to assist other organizations in not as favorable an economic position. For example, the township government's ability to create committees on youth is an example of this type of relationship.

3. Some organizations appeared to seek cooperative relationships in order to extend their power and influence in the community. The motivation for this type of activity was to move an organization into an influence position for the good of the organization, the benefit of its employees, and the preservation of a leadership position.
4. A further reason for cooperation was sympathy or common belief in the causes and functions. In fact, some organizations were formed to support the functions of other organizations. The League of Women Voters or the Association of University Women were examples of these types of organizations. A further example of this type of cooperation could be centered around the nature of issues involved. The thrust for clean air and clean water may be one such issue which would lead organizations to cooperate to attack a common concern.

Of equal importance to the reasons for cooperation were the practical barriers to cooperation. Among the barriers noticed in the interviews were:

1. Leadership: A negative attitude by the leadership of an organization toward the whole idea of cooperation. In some cases, the leadership may not be competent to work through the communication and structure in order to develop cooperative programs with other organizations. The provincial attitude was also evident in some of the interviews. In other cases, conflict among leaders prevented cooperation.
2. Availability of Time and Resources: A further barrier to cooperation was noted by many of the administrators interviewed and that was the available time and resources to continue and initiate cooperative relationships. The pervasive growth of the area had not allowed organizations to keep pace with their own growth and consequently little time had been left to developing cooperative relationships.
3. Preservation of Territory: Further reason for failure to cooperate was the desire of an organization to preserve its territory and not be threatened by other organizations.

4. Avoidance of Controversy: The desire to avoid controversy within the organization and with community groups was also evident.
5. Lack of Information About the Goals: Among the organizations there appeared to be a lack of information and understanding of the purposes or objectives of other organizations.
6. Nature of Man: Another practical barrier to cooperation was in the nature of man and cultures. By the sheer force of habit, organizations tend to do things the way they have always done things and efforts to establish new working relationships require the breaking of habits which is difficult to accomplish. The development of new relationships in this community appeared to be affected by this fact.

In general, the interviews produced a feeling for the dynamics of interaction in the community. It was apparent from the interviews that interpersonal relations, as well as other specific conflicts of interest, could and did have a bearing on interaction.

Implications for Theory

This study drew on four basic fields for its theory--social systems theory, inter-organizational theory, community development theory, and urban planning theory. Of particular importance was the concept that there is a distinction between the external and internal patterns of group behavior--task and maintenance. The interaction patterns of organizations within individual subsystems certainly indicated that this concept could be applicable to the subsystems of organizations within a community such as the education subsystem. For example, it can be

seen that the educational organizations engage in system maintenance functions which are designed to maintain the interdependence of the system's members; and task functions are designed to yield high outcomes for the system. An important question relative to this theory is the relative energy each subsystem finds it necessary to put into task and maintenance functions. Elaboration of the systems theories as they apply to organizational development seems essential.

The second emphasis of this study was on inter-organizational theory. A further elaboration of a theory of inter-organizational relationships as opposed to intra-organizational relationships seems justified, based on the nature of interactions found in this and other studies of inter-organizational relationships. Future research in community which would be valuable to professional community service workers could include a further investigation of social systems and inter-organizational theory. Perhaps the theory could suggest a method of continual monitoring of the needs and patterns of organizational interaction in our communities.

The theoretical framework of community development was the third basis for this study. A useful theoretical distinction was made between community development as the long-range goal of strengthening the relationships between organizations in the community; and community action as

specific action episodes to meet specific community needs or goals. The implications for each of these approaches should be fully investigated to determine whether the actual allocation of efforts to one or the other of these philosophies would result in any different long-term results.

The final theoretical foundation utilized in this study was the development of urban planning theory. It was suggested that urban planning should be the science of systematic analysis of communication, interaction and priorities of the community needs. The implications for community services are closely related to the development of urban planning strategies. Perhaps in the future we will have on-going systematic monitoring systems feeding community leaders information on needs and interaction; and suggesting possible methods for strengthening the community. It would appear that the development of both urban planning and community service would be strengthened by a systematic elaboration of social systems, inter-organizational, and community development theories to meet the needs of the professional community planner and worker.

In summation, the development of social systems, inter-organizational interaction, community development and urban planning theories promises to yield further insight into the complex task of meeting the individual and collective needs of citizens of our communities.

Elaboration of these theories should lead to greater insight into the methods that can be applied to effective community building.

Implications for Future Community
Service Efforts

A major implication of this research for community services is that any commitment by the community college to community development must be substantial or eliminated. In short, superficial attention to the objective of community development may be counterproductive. From this research, and other studies, it should become evident that human communities are mazes of complex interactions and needs; and these needs can only be met by careful and reasoned action by community groups who have the power to promote change.

The reasons for the above statement are two-fold. First, the identification of organizational interaction and community needs and goals is a complex process. No unrefined common sense can accurately identify the core needs and thus the fundamental goals of the community. Second, the achievement of community goals requires a substantial effort to utilize all available community resources, both individuals and organizations, to make but the slightest progress.

A look at the community needs identified in this study illustrates the fundamental nature of the task

ahead of anyone who claims the role of community development worker. The goal of increasing citizen involvement, for example, is so complex and pervasive that no superficial effort can be effective. The same is true of the needs for community planning and development; the problems of community social pathologies; health, educational and recreational needs; and minority group needs. Indeed, each of these sub-groupings of needs may represent merely the surface of subsystems of immense community problems which interact in countless ways.

In summation, community development requires sophisticated systematic efforts by competent professionals if communities are to meet the demands for change. The community college and other community service organizations must consider the possible serious consequences of any misdirected effort to perform functions and activities designed to increase cooperative efforts with community organizations, agencies and institutions to improve the physical, social, economic and political environment of the community. The task requires fundamental commitment of large resources, both human and otherwise.

The responsibility for community development and its subfunctions--community analysis, inter-agency cooperation, advisory liaison, public forum, civic action, and staff consultation, suggest the keenest analysis of available resources and skills before the community

college publicly accepts this role. Perhaps only the best staffed and most adequately financed organizations can afford to engage in comprehensive community development efforts.

Implications for Future Research

For the community service worker, future research on community development should focus on experimental efforts to achieve specific community development goals. Beyond efforts to identify community needs and organizational interaction, it would be most beneficial if specific techniques for updating communities, promoting change, and meeting needs were identified. In short, research should be on proactive efforts to change communities.

Because any inferences made about the community involve elements of a multitude of subsystems, it would seem that the best direction for future community research would be inter-disciplinary and would involve teams of researchers from the disciplines of sociology, psychology, economics, political science, urban planning, as well as biology and other natural and physical sciences. Ecologists have been telling us that we must take a complete look at our actions as they relate to each other and it would seem to follow that future community research should involve comprehensive analysis of single communities utilizing the competence of professionals from many disciplines. The combined efforts of many resources may lead

to better methods to study, build, and change communities in substantive ways.

In the press for public organizations to be increasingly accountable for their results, it may be imperative that specific community development goals be presented and debated by as wide a range of organizations in the community as possible to obtain the necessary legitimacy for this role. Without this process, there would seem to be little hope for the community development function becoming a mainline goal of the community college.

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APPENDICES

APPENDIX A

ORGANIZATIONAL NOMINATION FORMS

NOMINATIONS
COMMUNITY ORGANIZATIONS

Your Organization _____

Your Name and Position _____

INSTRUCTIONS

Please nominate significant community organizations which in your judgment could provide for community needs by active involvement and commitment of staff and other resources to given community projects.

For puposes of this study, the organizations should be located in the Villages of Arlington Heights, Buffalo Grove, Elk Grove Village, Mount Prospect, Palatine, Prospect Heights, Rolling Meadows, and Wheeling. Organizations which service these Villages as well as others should be included. If you are in doubt about the location of an organization please include it anyway.

In order to help you think of the types of organizations which might be included in this study, the Nomination Form is arranged for you to nominate organizations of different types. Examples of the types of organizations you may consider for nomination are attached. Nominate as many or as few organizations as you want. As previously stated, the criteria for nominations should be organizations which could have significant affect in providing for community needs. Be sure to designate the appropriate Village with the organization name, e.g., Zoning Board, Arlington Heights.

NOMINATIONS

A. Economic

E. Recreation

B. Government

F. Education and Public Information

C. Social Service

G. Family, Morality, and Religion

D. Health

H. Other

ORGANIZATIONAL TYPES

A. Economic

Chamber of Commerces
Unions
Retail Merchants Assn.
Professional Assn.
Employment Bureaus
Labor Councils
Area Development Councils
Manufacturers Assns.

B. Government

Political Party Organizations
League of Voters
Patriotic Organizations
Taxpayers Assns.
Planning Boards
Zoning Boards
Community Councils
Community Boards
Housing Assns.
Real Estate Assns.
Law Enforcement Organizations
Village Councils
Township Councils

C. Social Welfare

Charitable Organizations
Social Service Agencies
Welfare or Humane Assns.
Child Welfare Organizations
Big Brother Organizations
Human Relations Groups
Social Agency Councils
Better Housing Groups

D. Health

General Community Health Groups
United Appeals Groups
Hospitals
Safety Councils
Community Chests
Health Departments
Mental Health Agencies

E. Recreation

Park Districts
Recreation Groups
Youth Councils or Commissions
Cultural Groups
Concert Societies
Drama Groups
Art Societies
YMCA, YWCA

F. Education

School Districts
Colleges
Voluntary Education Organizations
Educational Cooperatives
Study and Forum Groups
Literary Societies
University Extensions
Public Libraries

G. Family, Morality, and Religion

Fraternal Groups
Lodges
Religious Groups
Ministerial Associations
Newcomers Organizations
Church Councils
Women's Clubs
Churches
Environmental Health Groups

APPENDIX B

COMMUNITY NEEDS SCALE

IMPORTANT

You are assured your name and your responses will
be held in strictest confidence.

David A. Groth

1. Name: _____

Last
First
Middle
2. Name of Organization: _____
3. Address of Respondent: _____

Street
Village
4. Position of Person Completing this Questionnaire:

☐ Board Chairman
☐ Board Member
☐ Organization Pres.

☐ Organization Officer
☐ Other - Specify:

5. Name of the Village in which your organization is located:

☐ Heights
☐ Buffalo
☐ Grove
☐ East
☐ West

☐ Heights
☐ South
☐ North
☐ Other - Specify

6. Read the following and select the classification which
best describes the functions your organization seeks to
perform.

☐ Economic
☐ Recreational
☐ Family, Religious, Moral or Fraternal
☐ Health
☐ Educational or Cultural
☐ Public Informational
☐ Social Welfare
☐ Governmental (Specify)

☐ Governing Board
☐ Planning and Zoning
☐ Political

SURVEY OF COMMUNITY NEEDS

Introduction

The purpose of this research is to study community needs in the section of the Community College District which includes the Villages of Heights, Buffalo, Grove, East, West, East Heights, South, and North. Although your name is essential for coding and statistical processing, you are unconditionally assured that your name and your responses will be held in strictest confidence by the author.

Directions

Below is a series of statements about specific community needs. There are no correct answers for these statements. They have, therefore, been set up in such a manner as to permit you to indicate the extent to which you agree or disagree that the need expressed is a major community need. Suppose the statement is:

| | |
|----------------------|---|
| Do Not Write | |
| Field | |
| XXXXXXXXXXXXXXXXXXXX | |
| Strongly Disagree | |
| Disagree | |
| Undecided | |
| Agree | x |
| Strongly Agree | |

Organizations should provide recreational opportunities for senior citizens.

As you read the statement, you will know whether you agree or disagree that the idea expressed is a major community need. You must then indicate the extent to which you agree or disagree. If you agree fully, place an x under the words, "Strongly Agree." If you agree but with some reservation, that is you do not fully agree, place the x under the word "Agree," as in the sample above. In like manner, if you disagree fully, place an x under the words, "Strongly Disagree." If you disagree, but with some reservation, that is you do not fully disagree, place an x under the word "Disagree." If you neither agree or disagree, that is you are uncertain, place the x under the word "Undecided." To indicate your attitude, read the statement carefully, then quickly check the position which best indicates your attitude. Do not spend much time with any statement; however, please be sure to answer every statement. You should be able to complete your responses in approximately 15 minutes.

1. The poor or disadvantaged of the community have adequate access to health services.
2. Depersonalization is not a problem in the community
3. There is need to improve citizen's pride in the community.
4. Fire protection services are not adequate for the community needs.
5. Recreation and leisure time activities for senior citizens are needed.
6. Citizens need to be stimulated to become involved in community affairs.
7. There is a need to increase the awareness of available social agency services.
8. Opportunities for business and industrial growth are inadequate.
9. There is a need for improved intercultural group relations (e.g. white-spanish).
10. Crime is a growing community problem.
11. There is a need for year round park and recreational programs.
12. There are not adequate means for communicating with local residents regarding local issues.
13. Quality of life is a major community problem.
14. The community is unaware of the needs and conditions of the community's disadvantaged.

| Do Not Write Field | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 |
|--------------------|---|----|----|----|----|----|----|----|----|----|----|----|----|----|
| Strongly Disagree | | | | | | | | | | | | | | |
| Disagree | | | | | | | | | | | | | | |
| Undecided | | | | | | | | | | | | | | |
| Agree | | | | | | | | | | | | | | |
| Strongly Agree | | | | | | | | | | | | | | |

15. Improved cooperation and communication among local businesses is needed.
16. Low income housing would solve the problems of the community's disadvantaged.
17. Individuals representing disadvantaged groups should be encouraged to seek representations in local government.
18. Educational opportunities for out of school youth are adequate.
19. Adequate public transportation is needed in the community.
20. Job placement opportunities for the poor or disadvantaged are adequate.
21. Juvenile delinquency is not a community problem.
22. The local governments need to be more sensitive to the problems of disadvantaged citizens.
23. Public forums on local community issues are needed.
24. Studies of community recreational needs should be undertaken.
25. There is a need to develop better employment bureau services.
26. Recreation and leisure time activities for adults are adequate.
27. School planning needs to be integrated with other community planning.
28. Drug and alcohol abuse are major community problems.

| Do Not Write Field | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 | 34 | 35 | 36 |
|-----------------------|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
| XXXXXXXXXXXXXXXXXXXX | | | | | | | | | | | | | | |
| Strongly Disagree | | | | | | | | | | | | | | |
| Disagree | | | | | | | | | | | | | | |
| Undecided | | | | | | | | | | | | | | |
| Agree | | | | | | | | | | | | | | |
| Strongly Agree | | | | | | | | | | | | | | |

43. There is a need for more post-high school vocational training programs.
44. There are sufficient health personnel (doctors, nurses) available in the community.
45. Resources to deal with mental health problems are adequate.
46. Air and water pollution does not pose a threat to this community.
47. There is a need for broader citizen involvement in local educational planning.
48. There is a need to reduce the number of local election dates.
49. There is need for a centralized suburban government for the northwest suburbs.
50. Units of local government should be combined or eliminated.
51. Job opportunities should be created to attract disadvantaged to the community.
52. Voluntary organizations (e.g. Rotary, Chamber of Commerce, League of Women Voters) need to improve cooperation and communications in their community service efforts.
53. The types of services offered by social service agencies are sufficiently broad to meet the needs.
54. Training opportunities for unskilled employees are needed.
55. There is a need for a four year college and graduate opportunities in the community.

| Do Not Write Field | Strongly Disagree | Disagree | Undecided | Agree | Strongly Agree |
|-----------------------|----------------------|----------|-----------|-------|-------------------|
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| 52 | | | | | |
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| 63 | | | | | |

56. A local community television station should be developed.
57. Low income housing is needed to attract the labor force to this area.
58. Educational opportunities for women are adequate.
59. Moderately priced or free marital and psychiatric community counseling services are needed.
60. There is a need to improve community building codes, zoning, and use of land.
61. Consumer education for the poor and disadvantaged is needed.
62. There is a need to coordinate refuse and sewage disposal services.
63. Duplication and coordination of fire protection services should be studied.
64. There is a need to build a master development plan which includes all the villages.
65. Law enforcement services need to be upgraded and increased.
66. Coordination and communication among educational institutions is adequate.
67. Village need to give up some of their autonomy.
68. There are not adequate means available to promote change in the community.
69. There is need to help unskilled workers find employment in the community.

| Do Not Write Field | XXXXXX | Strongly Disagree | Disagree | Undecided | Agree | Strongly Agree |
|-----------------------|--------|----------------------|----------|-----------|-------|-------------------|
| 64 | | | | | | |
| 65 | | | | | | |
| 66 | | | | | | |
| 67 | | | | | | |
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| 69 | | | | | | |
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| 75 | | | | | | |
| 76 | | | | | | |
| 77 | | | | | | |

70. Educational opportunities for the disadvantaged are adequate.
71. Additional medical specialists are needed in the community.
72. The poor or disadvantaged of the community have adequate access to financial assistance.
73. Redevelopment of declining neighborhoods is necessary for this community.
74. The tax structure should be changed to attract more industry.
75. There is a need to control types of housing construction (i.e. single, multiple dwelling, low, moderate, or high cost housing).
76. There is a need to have common election dates for local government, park district, and local school elections.
77. There is adequate coordination between local industry and local government.
78. There is a need to improve citizen participation in local government elections.
79. An adequate labor force is a major community problem.

| Do Not Write Field | 87 | 86 | 85 | 84 | 83 | 82 | 81 | 80 | 79 | 78 |
|-----------------------|----|----|----|----|----|----|----|----|----|----|
| Strongly Disagree | | | | | | | | | | |
| Disagree | | | | | | | | | | |
| Undecided | | | | | | | | | | |
| Agree | | | | | | | | | | |
| Strongly Agree | | | | | | | | | | |

APPENDIX C

CHECK LIST OF INTER-ORGANIZATIONAL
INTERACTION

CHECK LIST OF ORGANIZATION INTERACTION

Introduction

The purpose of this research is to study interorganizational interaction in the section of the Community College District which includes the Villages of Heights, Buffalo, South, East, West, Lyons and North. Although your name is essential for coding and statistical processing, you are unconditionally assured that your name and your responses will be held in strictest confidence by the author.

Directions

On the attached sheet is a list of organizations in the communities mentioned in the introduction. You are to indicate with which organization on this list your organization works. For example, suppose the organization is:

X 99. Wildwood Parks &
Recreation Commission

As you read the organization name, you will know whether your organization engages in cooperate projects, programs, or other activities which require coordination with the organization named, place an X by the organization's name, as in the sample above.

 100. Wildwood Chamber of Commerce

If, on the other hand, to your knowledge your organization does not engage in any cooperative project, programs, or other activities which require coordination with the organization named, indicate this by leaving the space by the organization's name blank, as in the sample above.

You should be able to complete your responses in about five (5) minutes.

- | | |
|--|---|
| ___ 1. Association of University Women | ___ 21. Community Consolidated School District 53 |
| ___ 2. Heights Lions Club | ___ 22. Community Consolidated School |
| ___ 3. Heights Plan Commission | ___ 23. YMCA |
| ___ 4. Heights Zoning Board of Appeals | ___ 24. Country Center for the Handicapped |
| ___ 5. Heights Board of Local Improvements | ___ 25. Grove Community Service |
| ___ 6. Cancer Society Suburban Branch | ___ 26. Grove Plan Commission |
| ___ 7. Heights Park District | ___ 27. Grove Township Government |
| ___ 8. Heights Board of Trustees & Village | ___ 28. Grove Township Regular Democratic Organization |
| ___ 9. Heights Chamber of Commerce | ___ 29. Grove Township Regular Republican Organization |
| ___ 10. Buffalo Park District | ___ 30. Grove Village Board of Trustees |
| ___ 11. Buffalo Plan Commission | ___ 31. Grove Village Chamber of Commerce |
| ___ 12. Buffalo Village Board | ___ 32. Grove Village Park District |
| ___ 13. Buffalo Zoning Board of Appeals | ___ 33. Grove Village Zoning Board of Appeals |
| ___ 14. Central Industrial Park Association | ___ 34. High School District 896 |
| ___ 15. Grove Township Regular | ___ 35. State Employment Service Suburban Branch |
| ___ 16. Community Consolidated School District 95 | ___ 36. Center for Community Education Development |
| ___ 17. Community Consolidated School District 89 | ___ 37. League of Women Voters of Heights |
| ___ 18. Community Consolidated School District 87 | ___ 38. East Board of Trustees |
| ___ 19. Community Consolidated School District 85 | ___ 39. East Chamber of Commerce |
| ___ 20. Community Consolidated School District 84 | ___ 40. East Lions Club |

- ___41. East Park District
- ___42. East Plan Commission
- ___43. East Zoning Board of Appeals
- ___44. Neighborhood Youth Corps.
- ___45. Opportunity Council
- ___46. Community Hospital
- ___47. Cooperative Mental Health Association & Clinic
- ___48. Opportunity Center
- ___49. Suburban Council, Boy Scouts of America
- ___50. Suburban Council of P.T.A.'s
- ___51. Suburban Special Education Organization
- ___52. Suburban Welfare Council
- ___53. West Community Council
- ___54. Township High School District 899
- ___55. League of Women Voters of West
- ___56. West Park District
- ___57. West Plan Commission
- ___58. West Township Government
- ___59. West Township Regular Republican Organization
- ___60. West Chamber of Commerce
- ___61. West Lions Club
- ___62. West Township Youth Committee
- ___63. West Village Board of Trustees
- ___64. West Zoning Board of Appeals
- ___65. South Chamber of Commerce
- ___66. South Park District
- ___67. South Plan Commission
- ___68. South Village Board of Trustees
- ___69. South Zoning Board
- ___70. Catholic Hospital
- ___71. North Township Government
- ___72. North Township Republican Organization
- ___73. North Township Republican Women's Organization
- ___74. North Township Regular Democratic Organization
- ___75. North Planning Commission
- ___76. North Village Board of Trustees
- ___77. North Zoning Board of Appeals
- ___78. Community College

APPENDIX D

INTERVIEW GUIDE

ORGANIZATIONAL LEADERS

INTERVIEW FORM

- I. Purpose of study (Dissertation, Interorganization Interaction and Community Needs).
- II. Organizational Goals
 - a. Copy of purpose - What is your major purpose?
 - b. Long term goals?
- III. Assessment of major community problems.
- IV. Organizational community studies.
- V. Organizational interaction
 - a. Within your village what are the most important organizations with which you work?
 - b. Outside your village, what is the most important organization with which you work?
 - c. Outside this community, what is the most important organization with which you work?
- VI. What activities do you think should be undertaken to solve major community problems?
- VIII. What role do you see for the community college in community development?

APPENDIX E

LETTERS OF INTRODUCTION
AND FOLLOW-UP

With the pervasive growth and change in our complex community, I am sure you are finding, as am I, increasing difficulty in maintaining communication with other organizations and agencies in the northwest suburbs. The time and energy required to manage growing organizations with demanding constituencies jeopardizes the important process of interorganizational cooperation and coordination.

In the next few weeks, one of our staff members, David A. Groth, will be studying organizational interaction and community needs in a portion of the Harper District. I would like to solicit your cooperation in this important study, which is part of a Michigan State University doctoral dissertation. Mr. Groth has a special interest and competence in community development and I am sure you will find your contact with him stimulating and his study of potential benefit to our community. Hopefully, it will help us identify opportunities to combine resources to meet priority community needs.

Mr. Groth will be calling to make an appointment to visit with you at your convenience, or sending materials which he would like completed and returned.

Be assured I encourage your assistance in this study.

Sincerely,

Robert E. Lahti
President

REL/nw

Having recent interaction with a variety of community leaders and understanding the pervasive demands on your time, it is with some trepidation that I now respectfully request your assistance in a project.

However, in pleading my own case, I would invite you to consider the topic of investigation. I think, by and large, we would all agree that our rapidly expanding community has abundant needs. We at Harper College are interested in making an assessment of community needs to assist in educational planning.

Enclosed is an instrument to be used to nominate organizations which you believe could, through active involvement and commitment, provide for various community needs. I respectfully request your assistance in providing the information requested.

Please return your nominations in the enclosed envelope. Be assured we will hold your responses in strictest confidence.

Your cooperation is most appreciated. If you have any questions, please call either 359-4200, extension 301, or 359-5625.

Sincerely,

David A. Groth

DAG/nw

APPENDIX F

APPLICATION OF SOCIOMETRIC METHODS
TO INTER-ORGANIZATIONAL ANALYSIS
AND CRITIQUE OF METHOD

APPENDIX F

APPLICATION OF SOCIOMETRIC METHODS
TO INTER-ORGANIZATIONAL ANALYSIS
AND CRITIQUE OF METHOD

Lindzey and Borgatta described sociometric techniques as being designed to effectively measure "the web of interpersonal relations, the attractions, the repulsions, and indifferences that characterize individuals in daily interaction, the informal organization of groups, (and) the social status of individuals" (41:405). This approach was not applicable to the measurement of organizational relationships; however, Weiss and Jacobson formulated a set of structured concepts in methodology which demonstrated the feasibility of using sociometric analysis in the study of complex organizations (85:661-668). Their efforts helped to promote the use of sociometric techniques in the analysis of complex organizations but they failed to extend the use of techniques beyond the intra-organizational level.

An advance in the use of the sociometric approach in the analysis of inter-organizational relationships was completed by the Institute for Community Development and

Services at Michigan State University (2). In this study, a sociometric measurement which (2:3-4):

Indicated dependency ties among an identified universe of organizations, as perceived and recorded by responsible organizational members empowered to speak for their respective organizations. The sociometric choices are made in terms of particular criteria (functional items), and the data obtained provided degree-of-dependency information relating to three inter-organizational variables: (1) interaction structures; (2) influence patterns; and (3) status arrangements.

Moreno reserved the general term, sociometric techniques, to refer to a cluster of devices, including the spontaneity tests, the various types of role tests and acquaintance tests in addition to the sociometric tests. Lindzey and Borgatta focused interest upon a small number of closely related techniques that may be used to elicit responses from members of a given group concerning the positive, neutral and negative relations existing in the group. They described the sociometric tests as (41:407):

The means of assessing the attractions within a given group. It usually involves each member of a group privately specifying a number of other persons in the group with whom he would like to engage in some particular activity and, further, a number of persons with whom he would not like to participate in an activity.

Potential Use of Sociometric Measures

Sociometric measures have potential usefulness to community workers. Lindzey and Borgatta have cited some of the reasons for the sociometric measures' utility (41: 405-406):

1. First, it is evident that the variables these measures represent are about as purely "social" as it is possible. The fact that these variables describe quality of interpersonal relationships within groups makes it clear that they deal with basic data with which the social psychologists have been most interested, both conceptually and imperically.
2. Second, the interdisciplinary popularity in appropriateness of these devices makes them of particular relevance to some disciplines. Consequently, the sociometric devices seem ideally equipped to function in a field where there is much interest in cross disciplinary integration.
3. Third, and this is related to the interdisciplinary popularity of these techniques, is their capacity to represent individuals in interaction within a miniature social system . . . the sociometric measures provide a means of representing an important part of the individual's social environment as it is perceived by the subject.
4. Fourth, ease and speed of administration and the related lack of expense are important qualities in an era where much investigation has become so expensive that only the wealthy or well endowed may hope to compete successfully. These are devices that the independent researcher can use effectively without large scale resources.
5. Fifth, increasing emphasis upon action in research, investigation where the findings have direct implications for the concrete events under study, gives further merit to sociometric techniques as they lend themselves to the introduction of social change in an efficient and compelling fashion without seriously adding to the labor of the investigator.
6. Sixth, sociometric measures can be used in such a way as to provide a much higher degree of interest and motivation on the part of participant subjects and is typical of most sociological measuring techniques. The possibility that this environment may be manipulated so as to comply with his wishes encourages a high degree of interest and cooperation on the part of the respondent.

Matrix Analysis and Sociometric Data

Matrix analysis has become a useful tool for looking at sociometric data. An early approach to

manipulating the matrix on which sociometric data are summarized was developed by Forsyth and Katz (23). In their method, the $n \times n$ table is taken as the raw matrix with n being equal to the number of members in the study. The entry in the x th row and the y th column, for example, represents the x th institution's response regarding the y th institution. They commented (23:341):

The method of manipulating the matrix consists of rearranging the rows and columns in a systematic manner to produce a new matrix which exhibits the group structure graphically in a standard form. The order of columns must always remain identical to that of the rows. The ordering (of rows and columns) is one of trial and error, in large part, with the main goal of forcing mutual responses to gravitate towards each other, or more specifically, to concentrate responses along the main diagonal.

Forsyth and Katz feel that their method has the following advantages (23:346):

1. The investigators will tend to produce the same or very similar matrixes from the same data.
2. Interpretation in the final matrix is fairly simple.
3. Grouping together as indicated by the principle minors of the matrix (i.e., "subgroup structures are evident in the concentrations along the main diagonal" (23:413)).
4. The study and ensuing results are only applicable to the number of individuals contained in the reduced matrix (which results from dropping non-respondents).
5. The economy and speed with which sociometric measures can provide information concerning the personal ties and repulses within relatively large groups have made them an efficient tool in the hands of individuals concerned with studying and facilitating various community functions (23:440).

A disadvantage of this method is the cumbersome manipulation of rows and columns. Computer techniques, where they are available, can minimize this problem.

Reliability of Sociometric Analysis

The first problem of reliability is the problem of the extent to which the description of data by a given investigator, once the data are on hand, can be repeated by other investigators given the same data. Lindzey and Borgatta (41:420-421) commented that interpretative reliability may be expected to vary with the particular technique chosen. Thus, if the data are analyzed in terms of indexes, the reliability of the procedure is apt to be very high. It is true that when the data are analyzed in terms of scores or indices, the picture of the group that results may vary depending upon the particular quantitative choices the investigator makes. The problems of reliability here are similar to any set of quantitative data that permits expression in terms of more than one set of scores. If the sociometric data are summarized in terms of the matrix and arranged according to procedures such as those suggested by Forsyth and Katz, there should again be high agreement between two investigators treating the same data independently (23:420-421).

Lindzey and Borgatta believed that test reliability was a more difficult problem than interpretative

reliability. They feel that (41:421):

The particular problems encountered vary with the kind of consistency in which the investigator is interested. Thus, if we are concerned with the repeat of reliability of the test, its capacity to produce consistent results over a period of time, appraisal of the reliability of the instrument is made difficult on the one hand by the effect of memory of original responses and on the other by the changes that the group may be reasonably expected to undergo.

In a study similar to the one conducted here, two factors are involved in reliability: The stability of the technique of measurements and the stability of the interactions measured over time. Thus, the techniques may accurately measure the interactions that exist; however, these interactions may change and be reflected by different patterns in the analysis. Thus, as Lindzey and Borgatta noted (41:421):

We are thus partially opposing test reliability to test sensitivity. If we accept human groups as more or less constantly undergoing changes in their internal composition, only an extensive test could give us consistent measure from two administrations widely spaced in time. In such circumstances, changes and response may be evidence of the sensitivity of the test.

They further commented that to talk of reliability of sociometric measures in general is like talking of the reliability of projective tests, questionnaires, or rating scales without noticing that the range of reliability coefficient within any one of these techniques (depending upon the particular variety examined, the group being studied, the variables used, etc.) is much

greater than the difference to attain these techniques (41:424).

Validity of Sociometric Data

A question of whether or not the sociometric test measures what it purports to measure is also important. In this study, emphasis was placed on incidence or actual facts of interaction or cooperation rather than projective responses as to whether or not an organization liked or disliked or cooperated or didn't cooperate with another organization. The organizations were asked to indicate whether they did cooperate in actual programs or projects or sharing of resources of other organizations. This did not rule out, of course, wishful thinking or misinformation on the part of respondents; however, it did tend to establish specifically the requirements of criteria necessary for indicating a working relationship.

Lindzey and Borgatta point out that there is a question of systematic biases on the part of the subject which may lead to deception in their responses. For reasons of dislike, a resentment, or insecurity the subjects may be motivated to give untruthful pictures of the organizations they would actually like to interact with in particular activities (41:223). In these cases such problems of dislike or insecurity are less likely to exist or interfere with validity because actual working

and planning relationships are being measured rather than desired interactions. In addition, there is a check upon systematic biases, since the crucial measure of interaction is the mutual agreement by two organizations that indeed such interaction does exist.

In summation, the concept of sociometry proposed by Lindzey and Borgatta and the method of data analysis conceived by Forsyth and Katz form the basis for looking at the interaction among organizations in this study.

Critique of Method

Sociometric Application

Damson analyzed the technical problems associated with the use of the sociometric method as used in this study (15:64-105). He also addressed himself to the question of the use of the sociometric approach as applied to an organizational setting. Golembiewski stated that there are at least three substantial difficulties concerning the use of sociometric techniques in group study. First, there is the problem raised of what sociometric choice conceptually "is"; second, there seems to be a similar difficulty on the operational level concerning the location of or quantification of sociometric choice. Finally, the predictive aspect of sociometric choice with regard to certain group goals is hindered by poor research design and "conceptual inprecision" (27:110-117).

Sociometric choice.--Damson noted that it has been found that at least two dimensions may be operating with regard to sociometric choice on a particular variable, as opposed to the previous thoughts (e.g., Lindzey that sociometric choice merely involves attraction, repulsion of persons for each other). These two dimensions are "affectional" and "instrumental." Related to these dimensions are the aspects of public and private choice, which involves the question of focus of sociometric choice. This is to say that private choice would reflect sociometric selection on the basis of an interpersonal type of feeling, whereas public choice would involve the taking into account of one's recognition of his role within the relative group or groups. In short, affectional and instrumental dimensions plus public and private considerations influence sociometric response. Damson commented that "recognition of these facts is necessary not only so that test design may be 'tightened' but also so that results may be interpreted more adequately" (15:66). The above items deal with the difficulties related to sociometric choice.

Sociometric scoring.--A second difficulty involved in the use of sociometric techniques, as outlined by Golembiewski, is the lack of refinement at the operational level (27:110-117). Essentially, the problem at this level is whether you can sum equally weighted attraction

values to arrive at a sociometric rank. The problem arising here is one of whether the scores given can be meaningfully combined in view of the variable individual motivations and degree of choice intensity operating. Damson also noted the associated difficulty of accounting for the relative sociometric standing of the choice makers themselves in the weighing of respective scores (15:67). In this study, admittedly, there was little in the scoring procedure to permit any valid discussion of intensity of sociometric choice. Northway suggested another difficulty involved with choice intensity in sociometric scoring (54:14):

The possibility is that the sociometric test itself will not provide the answer to the problem of personal intensity in human relations. This will have to be investigated through other measures. One attempt to take this factor of different intensity into account was to give weights of say 5, 3, 1 to a first, second or a third choice. This was criticized as being arbitrary. . . . It must be remembered, however, that to consider each choice statistically equivalent, in terms of psychological factors is in itself an arbitrary decision.

Another point was made by Criswell when she commented that (14:389):

Another scoring problem concerns the possible predictive usefulness of choices received not only by the individual himself but by those who choose him. Possibly it is better to receive six choices from individuals well chosen than to receive six choices from isolates. One solution to this problem is the scoring method recently completed by Leo Katz, in which individuals status measure takes into account not only the number of choices he receives but also the choice status of each individual who chooses him, the status of each individual who chooses him, the status of each who chooses these in turn, etc.

Predictability of sociometry.--Another problem is the predictability, concerning the productivity or effectiveness of sociometrically self-chosen groups. Simply because a group is sociometrically self-selected does not mean that it will of necessity form a functional effective unit. The implication is, of course, that reciprocal sociometric selection means optimal performance in groups, and this is not necessarily the case. In short, even though it may appear that if certain sociometric channels have been identified, there is no reason to believe that these arrangements will be effective in the initiation and implementation of development programs. No guarantee exists that those organizations which are perceived as having a high degree of interaction would maintain or permit such relations in a service operation such as the one implied. It is thus difficult to generalize or transpose a sociometric pattern to a new situation requiring cooperative relationships on a project. One cannot say that the sociometric patterns identified will lead to a viable development program, but one could say that the sociometric survey could affect or influence the nature of such a program.

Fixed choice.--Olmstead when he commented that "even when a respondent has a clear opinion, a fixed alternative question may not give an adequate representation of it because none of the choices corresponds exactly

to his position, or because they do not allow for qualifications" (55:95-99). Olmstead commented "this restriction is wonderfully convenient from the point of view of the investigator but leaves much to be desired as a method of apprehending the complexities of reality" (55:98). Selltiz, et al., commented further that (62:262):

The enclosed question has the advantage of focusing the respondent's attention on the dimension of the problem on which the investigator is interested; by the same token, it does not provide information about the respondent's own formulation of the issue, the frame of reference in which he perceives it, the factors that are salient for him, the motivations that underline his opinions.

In essence, the fixed choice situation, although it may be economically and statistically convenient, does not provide for in-depth information on dynamic on-going group process. Ideally then, an open-ended technique of some kind would be necessary to probe the depth of relationships.

Sociometric response and administration.--Another criticism is that the information received may be misleading or incomplete because the respondent deliberately seeks to conceal or protect actual opinions or attitudes. In short, organizations may be hesitant to submit to questioning concerning their relationships with other organizations. In addition, there is a tendency in the use of sociometric data to confer undue importance to it and the data gained. A complete dependence upon

sociometric data is unwarranted. It should be supplemented by other information and, if possible, by other testing procedures.

Sociometric transposition: individual to organization.--A final problem encountered in this technique is the assumption that the method utilized in small group situations can be transposed to an organizational milieu. This transposition to the organizational level assumes that the respondents do in fact accurately reflect organizational behavior. Thus, many of the merits of such a system are transferred to the organizational milieu as well as many of the faults. In this study the effort was to see that the individuals at the highest level of the organization would have an opportunity to indicate which organizations their organization interacted with. It was felt that personnel above a certain hierarchical level were in a better position to indicate or reflect organizational behavior than those incumbents of lower position. In this study an effort was made in each case to choose the personnel in the organization who were at the top of the operating aspect of the organization in day-to-day operations.

The role expectations indigenous to positions within the organizational hierarchy had a definite influence in shaping and molding the perspective role of the incumbent. In short, the respondent's hierarchical

position within an organizational structure influences his perspectives concerning organizational direction. The extent to which the control of positional variable has influenced the data is debatable (15:88).

APPENDIX G

INTERVIEWS WITH LEADERS OF
COMMUNITY ORGANIZATIONS

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Interviews with Educational Organizations

The predominate interaction for educational organizations was the development of an Educational Cooperative composed of board members of 10 school districts and a full-time professional staff. One superintendent referred to the Cooperative as an extra-legal political cooperative made legally possible through High School District 896. The nature of cooperation between school districts centered around services jointly received through the cooperative and through articulation of educational programs between elementary and secondary districts.

The specific examples of interaction between educational organizations and other organizations were often cited. One outstanding example was the work of High School District 896 with local park districts to build and share facilities. The Heights Park District held a referendum to build the building to hold a swimming pool with a 20-year agreement for use of the

facility by the high school for physical education and swimming teams. In addition, the high school contributed money to pay for one-half of the construction plus a prorata cost of operation.

An informal but influential form of interaction in the educational organizations took place in the regular meetings of the superintendents of each of the school districts. The Educational Cooperative actually grew out of this informal interaction when the superintendents came up with a substantial list of areas where they were willing to try to cooperate.

The educational organizations also indicated working relationships with the municipal governments in their districts. The School District 896 mentioned the use of information from the villages in helping develop their enrollment projections. District 85 mentioned an emerging cooperation with the Village of Heights in development of drug abuse programs, the development of a cultural commission and in joint planning. Several of the school districts mentioned the importance of cooperation with the planning commissions of each of the villages. One superintendent mentioned that a weak area of the schools was in working with the governmental boards to find out what construction was going on in the village. For some school districts, the problem of articulating with governing boards is compounded because the school districts overlap in several different villages.

Interviews with Health
Organizations

The health organizations were in the process of organizing to conduct a health referendum designed to provide comprehensive mental health services for the entire area. Several of the individuals interviewed in mental health organizations referred to the fact that the organizations were past the point where a small organization could meet the comprehensive mental health needs of the community. They saw their mission as combining resources to provide a comprehensive mental health service for the entire community. The interest in the referendum was developed because most of the local organizations were no longer receiving local tax money from the area townships. One director of an organization stated that cooperation depended upon money. If there wasn't enough to go around, they would have to cooperate. On the other hand, if two organizations were both able to provide the services needed, there would be no need for cooperation.

Both of the hospitals in the community studied expressed interest in developing comprehensive health services. One director of the Catholic Hospital mentioned that we had a sick system program in the community-- not a health system. He felt that there was a need to organize resources better to meet the existing needs. One way mentioned was to avoid duplication of services in the

several health institutions. The director of the Community Hospital noted that people living in the community would not tax themselves to provide for health services so that they in effect push the responsibility up to the next higher level of government which means more control from federal money in the health field. He also mentioned that the hospitals were being forced to act cooperatively because of the economics of the situation. Economics had also prevented the hospitals from taking a pro-active role in prevention of health problems and in rehabilitation.

Overall emphasis of the health organization seemed to be on strengthening cooperation with other health agencies and, secondarily, the interest was in developing cooperation with organizations in other subsystems.

Social Welfare Organizations

Social welfare organizations appeared to be tied closely to their funding sources. The West Youth Commission was dependent upon the West Township Government, and the Grove Community Service was dependent upon the Village of Grove. The other social welfare organizations seemed to indicate a need to extend their cooperative relationships so as to expand their financial and influence base. It seemed as though the social welfare organizations were seeking support from other organizations

but lacked influence because of limited funds, misinformation about their programs, and a general mistrust of the purpose of social welfare organizations.

Governing Boards--Village
and Township

Most of the participants in the study representing village and township governing boards indicated that there was a tremendous duplication of services among governing boards in equipment, services and other areas. One village president mentioned that the relationships between governing boards generally could be reduced to the relationships between the presidents of the respective boards. If these two individuals got along, cooperation would follow. He further mentioned existing mutual aid in fire, police, water, purchasing of salt, and central dispatching. Four communities had formed a corporation to work on the problem of increasing demands for water.

A common problem mentioned by the village presidents was that of zoning and building of apartments. The location and density as well as esthetic and economic concerns of residents seemed to present many problems for the village governments. A source of potential conflict existed between the authority of township government and the authority of municipal governments. Much of this conflict centered on the maintenance and jurisdiction over roads.

The village governments often mentioned that they cooperated with the school districts in negotiating with developers to donate or set aside land for sites for school districts. However, some village presidents indicated that they were not satisfied with the cooperation between school districts and villages. In particular, a couple of village presidents complained that they had not been given opportunities to look over the plans for schools, and, as a result, some schools were built on the worst ground in the village.

One mayor talked at length about cooperation because he was not necessarily happy about the amount of cooperation between agencies in the community. He noted that there were great differences between the governments of the different villages. Some local governments have a professional administration and others have a political administration. He stressed that economic necessity would eventually bring about cooperation, and people would have to conform to a common plan because the state legislature will force them. He said that our experience showed that the legislature will respond to six communities but not to one. Thus, the villages will have to get together.

Relationships between township and village governments appeared to be minimal; however, townships had more interaction with the county boards. The townships have

worked at developing programs in social services for youth and also providing for mental health assistance. This is generally carried out by a committee on youth and a mental health committee.

Interviews with Park Districts

In this community, the local park districts are a separate taxing body with a board which is capable of conducting referendums to provide for building and operational funds. This allows the park districts to be a self-contained and autonomous organization. The park district boundaries do not necessarily coincide with municipal or school district boundaries. The major sources of cooperation between park districts appeared to be with school districts in the development of programs and in the sharing of facilities. To a lesser degree, the park districts indicated some cooperation with governing boards, but the extent of this cooperation was minimal. Generally, park districts were developed with the assistance of either the local government or a local school district. Village boards, in some cases, helped the recreational organizations by insuring that developers of the community set aside sites for park districts.

One administrator of a park district was very concerned that the public agencies (schools, governing boards and park districts) get together to effectively

use their tax dollars to provide the maximum amount of services. He cautioned that if these agencies didn't get together, the people would force them. In most cases the directors of the park districts indicated a desire to work directly with superintendents of public schools rather than the principals of the individual buildings. This appeared to be a desire for status and recognition, as well as an effort to avoid petty arguments with individuals they regarded as functionaries.

Interviews with Economic Organizations

The heads of economic organizations tended to view the efforts of local governing boards in a negative way. A comment was made by one head of the Chamber of Commerce that the people running the governing boards were not business-minded people. Another president of a different Chamber of Commerce commented that the heads of governing boards were middle or lower-middle management people lacking executive style.

By and large, the economic organizations were interested in cooperative relationships with local villages concerning matters which affected the welfare of commerce and industry. They were particularly interested in the layout and maintenance of streets, fire and police protection, lighting, drainage, and zoning. One president of an economic organization suggested that

organizations of commerce and industry were formed to get what individual firms are not able to get from the village. Chambers of Commerce were also concerned about parking, parking meters and the enforcement problem.

Interviews with the Religious, Family
and Voluntary Organizations

These interviews were oriented more towards the problems inherent in the community. In general, cooperative relationships between these organizations and other subsystems was infrequent.

Interviews with Political
Organizations

The Republican Organizations in the community appeared to wield the most influence in the area. The tie between Republican Organizations and township government was the strongest with several individuals holding a township government position and also acting as a township committeeman or some other politically influential position. The Democratic Organizations were striving to extend their influence into the community. A controversial issue was partisan politics in village government. While several of the individuals interviewed indicated that they would like to see Democratic and Republican politics out of village government, most felt that it was inevitable that it would be involved. In some villages, the parties already run slates of

candidates for the village trustee positions as well as other local positions.

Interviews with Planning
and Zoning Boards

In many ways it became evident that the planning and zoning commissions had a major influence in the direction of growth in the community. They were charged with the responsibility of maintenance of zoning ordinances and the development of the plans which incorporate ordinances. In addition, they served at the interface between developers seeking to build multi-family construction and the desires of the private resident. Many of the heads of these boards spoke of the lack of definition of the role of the zoning board vis-a-vis the planning board. In addition, they noted that the master plans for the community were often idealistic, out of date, and lacked the commitment of the village board. One head of a zoning board noted that the function of the zoning and planning boards was to keep the community from being exploited while growing in appropriate ways. Several mentioned that it was their role to mediate the opposing demand for a clean, uncluttered and unconcentrated community and the need to handle the vast growth.

In terms of cooperation, the planning and zoning boards interacted directly with the village governments as an arm of the government, and worked to a lesser

degree with educational organizations, park districts, and specific community groups like homeowners associations, chambers of commerce, and groups of builders.

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