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A CORRELATIONAL STUDY OF
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ORGANIZATION AND SERVICE:
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By

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ABSTRACT

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The purpose of this research was to investigate, through correlational methods, the variables attributed to characteristics of (1) a service coordination organization, (2) the interaction between the organization and key service providers, and (3) the elderly clients served by these organizations. More specifically, the research examined the characteristics of the staff at the Information and Referral centers (components of the service coordination organization), the interaction of these staff with Department of Social Services and Social Security Administration (key service providers) agencies, and how these combined characteristics, along with those of the elderly clients of this study, were related to the service received by, and the attitudes of these elderly clients.

A final sample of 15 staff members of the service coordination agency and 74 elderly clients (which had been contacted by the service coordination agency either by phone, or in person) were included in the data collection. These staff provided

information on job satisfaction, negotiation latitude, job design, exchange with supervisors, and interaction with key service providers. Information about the elderly clients included data on receipt of service, response level, elderly client demographics and elderly client attitudes. While the relationships between variables of each data set were examined separately, the basic research question was "what relationship do these organizational/ interorganizational and elderly client variables have to the fundamental outcomes, receipt of service, response level, and elderly client attitudes?" Pearson correlations and discriminant function analyses were used in this research.

The results indicated that clients who tend to receive services appear to have fewer self-help capabilities, have less contact with their own children, know more about social services, and tend to be more satisfied with these services. Of the service coordination staff, those who tended to be more satisfied with work, have more frequent contacts with coworkers, and have fewer optional learning experiences had clients with better general response to agency contact. From study of client attitudes it was found that clients seem to have better attitudes about key service providers when the service coordination staff member who contacted them had more learning about these agencies. Finally, greater intraoffice communication (feedback, participation, and information) was positively related to staff having greater interorganizational orientation. This research suggests that often-cited elements of the work environments in non-service organizations are also quite relevant specifically to social service organizations, and that, along with key client characteristics, they are also important for service outcomes for clients.

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CHAPTER I

INTRODUCTION AND AN OVERVIEW OF THE CHARACTERISTICS AND NEEDS OF THE ELDERLY AND THE ORGANIZATIONS WHICH SERVE THEM

In the past ten years public attention has increasingly turned toward the growing proportion of the elderly in our country and the social service organizations required by their particular needs. While some investigators have detailed the needs of the elderly and others have done research which begins to relate to the organizational settings in which service delivered, very little research has coordinated the study of both elderly service recipients <u>and</u> the organizations providing the service.

This paper provides a study of needy elderly in a three county area of Michigan and the community-based organization which served to coordinate social services appropriate to their needs. <u>Chapter One</u> of this paper gives background information on (a) characteristics and needs of elderly clients and (b) the actual organizational structures, objectives, and programs which addressed key needs of the elderly. <u>Chapter Two</u> continues with a summary of literature on organizational systems: This includes an examination of the research on (a) organizations and (b) interaction between organizations. This research suggests characteristics which appear to be related to performance of people working in the organizations. Performance of staff members in the community-based service organization was important since it seemed to have direct effects on the service received by elderly clients. In Chapter Three of this paper the research (a) setting, (b) logistics, (c) participants, (d) design, and (3) procedures are discussed. Chapter Four contains the results of the study and Chapter Five follows with a discussion of the results.

Characteristics and Needs of the Elderly

The subpopulation of the elderly "consists of a heterogenous composite of individuals with differing physical characteristics, economic and social situations, and needs or desires (Office on Services to the Aging, 1974, p. xxii)." Often, however, the diversity of the elderly is forgotten and these persons are simply identified as those 60 years of age or older. Further, places of employment often perpetuate arbitrary definition of the elderly through the custom of requiring mandatory retirement at the age of 65. While these conventions of definition help identify the elderly, the social policies which use these definitions have been cited as needlessly arbitrary (Schultz (citing Slavick), 1966; Withers, 1974).

Because of an increasing life expectancy of our general population it has become ironic that these fixed age-determined definitions have identified a rapidly changing subpopulation. In 1900 life expectancy at birth was 45.6 years for men, 48.4 for women; in 1920 it was 54 for men 55.9 for women; and in 1970 it was 67.1 for men and 74.8 for women (OSA, 1974). Thus, as life expectancy has increased the elderly have come to represent a growing proportion of the total population. For Michigan the increase in and projections for the percentage of the total population the elderly represent are as follows: 8% in 1910, 8% in 1930, 11% in 1950, 12% in 1970, and 15% in 1990 (OSA, 1974, p. xvii). Therefore, a growing interest in the needs of the elderly seems warranted--if only due to the growth of this constituency.

As is true of other subpopulations within society, elderly persons also have social service needs. When the elderly person approaches sources of the service they need, however, they often are hindered by several problems with the service delivery systems. Traditionally, the systems of service organizations for the elderly have been comprised of individual organizations, each specializing in a limited range of services. For convenience in administration of service programs the criteria by which a person qualifies for a service has been standardized. While these standard criteria assist the service agencies, they pose a problem for the elderly person who has several interrelated needs: each need, though related to other needs, must often be approached through separate service sources. In each of these contacts the person may be associated with the problems with which that agency can deal while the person as a whole is largely ignored. This selectivity of problem identification makes it easy to ignore related or coincident problems, and most agencies are not equipped to deal with them. Thus, whatever the particular need of the elderly person there seems to be a general need for service coordination. The service coordination organization studied in this paper was selected as the focus for research since it was designed to meet this general problem.

Findings on the specific needs of the elderly have been compiled for the State of Michigan and for the substate regions selected for the study presented in this paper. These findings allowed the ultimate selection of elderly persons who participated in the study.

State Level Findings

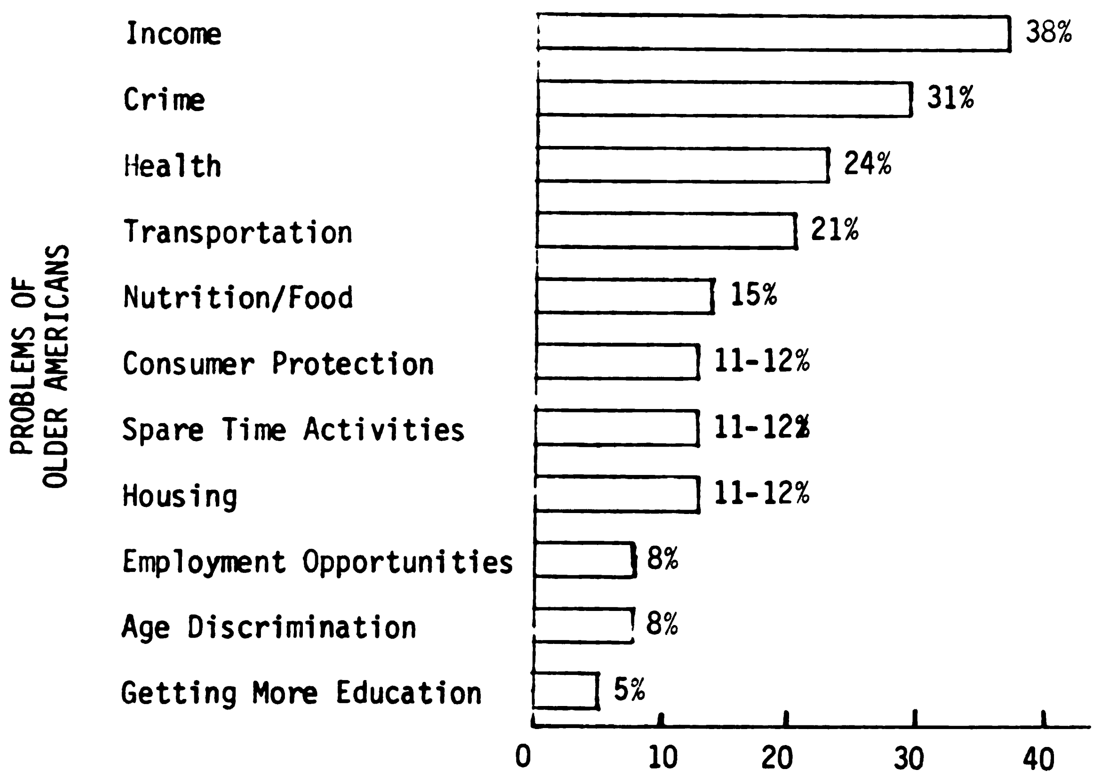
In 1974 the State of Michigan Office on Services to the Aging (OSA) developed a Comprehensive Plan on Aging based on a systematic survey of 3,000 noninstitutionalized elderly. Figure 1 below shows the responses of the people when asked to identify one or more of eleven particular problems as those which were most salient to older Americans. These findings suggested that greatest attention be given to problems most frequently selected as most important. As is clear in Figure 1, Income and Health were among the most frequently mentioned problem areas. Therefore, the research described in this paper was directed to include elderly persons enrolled in specific income and health assistance programs.

Substate Findings

Basically, research on the needs of the elderly at the local level had reiterated the findings of the state survey above. Studies of the needs of the elderly had been done by a variety of groups for the three counties (Berrien, Cass and Van Buren) which were selected for research discussed in this paper. Financial

FIGURE 1

RELATIVE IMPORTANCE OF SPECIFIC
PROBLEMS FOR THE ELDERLY



PERCENTAGE OF ELDERLY RESPONDENTS IDENTIFYING
PARTICULAR PROBLEMS (Adapted from OSA, 1974, xix)

assistance to elderly citizens, whether needed for basic living expenses or for medical expenses, was consistently reported as an essential need in each of these counties. Berrien county reported only 23 percent of the polled elderly said their resources for the future were adequate. Only 22 percent of the elderly Cass county residents had monthly income over $300. And in Van Buren county, not only did the elderly often need basic income or health assistance, but they frequently could not afford transportation to agencies where this assistance could be found. All findings were reported in the Annual Plan of the Region Four Area Agency on Aging (1974).

Assessment of the needs of the elderly has therefore revealed that income and health assistance are among the most frequently cited problems. The following section discusses the organizational systems which exist to address these needs.

Organizational Structures, Objective, and Programs for the Elderly

Increasingly, National and State Government have recognized that a basic problem in services to the elderly has been fragmented, specialized services provided by a variety of agencies. This tends to discourage the elderly from seeking all the services they need. This problem is obviously aggravated for the elderly since "advancing age is frequently associated with decreased financial status, increased isolation, poor health and other problems (OSA, 1974, p. 1)." Accordingly, governmental planning perspective has changed from an emphasis on independent services specialization to more comprehensive service system planning. This perspective has recognized the contributions the elderly can make to their communities and it has encouraged more sensitive views of their practical problems. For example, if the problem was inadequate nutrition, related needs for programs in income assistance, education, and transportation became important. The organizational structures which have provided a framework for development of services to the elderly is discussed below.

Organizational Structures

In 1965 the Older Americans Act was passed by Congress (PS 89-73). It established the Administration on Aging (AoA) within the United States Department of Health, Education,and Welfare. In the 1973 Amendments to this Act the AoA was given independent status as a Federal agency and has since developed service programming under Titles III (community service) and IV (nutrition). Title III affected Michigan by allowing designation of a State agency on aging. While Michigan had established statutory agencies and councils for several years they mainly operated as intergovernmental advisory groups to State government. It was not until Public Act 106 of 1973 that the present Office on Services to the Aging (OSA) was created. The OSA developed its role, according to the Amendments of the Older Americans Act of 1969, as the designated agency mandated to do comprehensive statewide "planning, coordination, and evaluation of services to older citizens (OSA, 1974, p. 2)."

In 1973 further amendments required development of substate agencies to actuate the planning, coordination and evaluation functions at the local level. These substate agencies, called Area Agencies on Aging (AAAs) were developed in response to Title III community services requirements. In Michigan the OSA established thirteen AAAs which had responsibility for as many State Comprehensive Planning Regions. (There was one exception to regional boundaries in the Upper Penninsula.) This AAA network had been in effect a little over a year and had not yet reached full potential when the current research took place. In addition to the administrative similarity of the AAAs to the OSA one AAA (in Area Four) also began the complementary function of actually contacting the elderly in "outreach" efforts. As suggested previously, this substate agency was selected for the investigation detailed in this paper. Structural characteristics of the Area Four AAA are detailed in the methods section.

Organizational Objectives

All AAAs in Michigan were mandated to do comprehensive planning, service coordination, and provide advocacy for the elderly in their respective regions. While they were directed to coordinate existing resources and insure their access to the elderly, these functions were generally limited to " . . . providing access to information and referral services . . . (OSA, 1974, p. 10, italics added)." In the Area Four AAA the basic goals were consistent with the above with the exception that their goal was "to provide information and referral/outreach to senior citizens and to disseminate information on services available and to ensure that all elderly in the area received as much financial assistance as required and/or available (Region Four Area Agency on Aging Annual Plan, 1974, italics added." Other goals were to establish emotional security in the elderly, assure access to transportation, augment health services, repair and maintain homes, provide meals, procure legal services, develop employment opportunities, and establish means for education and participation. While these objectives suggested several direct services roles, the only direct service mandated was the information and referral/outreach aspect based on a special contract with the Area Four office of the Michigan Department of Social Services (DSS). Local DSS offices were eligible for Title XX money for this function and had, in this one Region, elected to contract it out to the AAA. Other AAA objectives were fulfilled through coordination and planning with local services agencies.

Key Programs for the Elderly

The organizational structures and objectives of the Office on Services to the Aging and its Area Agencies on Aging were designated to accommodate and initiate action for the betterment of the senior citizen. Among the most important programs directed at needy senior citizens were the Income and Health related programs provided by agencies other than local AAAs. In helping qualified elderly persons enrolled in these programs, the area Four AAA provided general information and referral. Since the people selected for the current research were those enrolled in income and health related programs, the characteristics of these programs have importance for this research.

Both key programs important to this research came from programs resulting from the 1965 Social Security Amendments of Congress: Old Age Assistance (OAA), Aid to the Blind (AB), Aid to the Disabled (AD), and Medical Assistance (MA). In Michigan the Department of Social Services (DSS) provided these programs locally and contracted the supporting services not provided by their own case workers. It was generally found that although people could get these services by applying through DSS, many did not seem to take advantage of this assistance due to the "welfare stigma" and the requirements to sign over limited possessions in order to receive public assistance. Others pointed to the lack of work incentive in these arrangements. These shortcomings brought about current programmatic changes. The 1973 Social Security Amendments brought about the combining of OAA, AB, and AD into a single program, Supplemental Security Income (SSI). Instead of DSS, the Social Security Office became the administering agency. The remaining Medical Assistance (MA) program continued to be administered through the Michigan Department of Social Services.

The Role of the Area Agency on Aging

The transfer of three basic assistance programs from DSS to SSA, though theoretically beneficial, introduced immediate difficulties for potential recipients. Since many of those affected were those currently the concern of the OSA and the AAAs, these organizations were the logical facilitators in this transition. Continued coordination activities were maintained for the MA recipients.

During this period changes in service procedure meant an additional effort by both DSS and SSA employees. Almost by default, it became the AAA's job to assist the qualifying elderly. In doing this, AAAs negotiated agreements to share data and technical information with county DSS offices and local SSA units.

The importance of the coordinating function of the AAAs was reemphasized when reviewing local needs assessments. The reader will recall that, in Michigan, the greatest proportion of the elderly (38%) said income was a problem for aging Americans. Also, a large proportion (24%) cited the importance of health problems. Further, the counties targeted for this research (Berrien, Cass and Van Buren) reported that, together, 36,647 residents were 60 years old or more and, of those, 31% were below the poverty level as established by OEO guidelines (Region Four Area Agency on Aging, 1975b, p. 3). Both SSI and MA programs provided needed financial assistance.

In addition to the regular AAA functions, the Area Four AAA was responsible for Information and Referral to the elderly in its region. In order that it carry out the general goal of aiding the elderly the AAA had to both attend to the management of its personnel, and also interact effectively with the other service agencies in the community. These two issues were the focus of this research. The author believed that the way internal and external operations were performed might have influence on service received by the elderly. For this reason the following section presents a review of the organization literature which provides the foundation for the research of the service-coordination agency, the AAA.

CHAPTER II

AN HISTORICAL EXAMINATION OF THE LITERATURE ON ORGANIZATIONAL AND INTERORGANIZATIONAL THEORY AND RESEARCH, RESEARCH RATIONALE

Organization of Background Literature

The theories and research on organizations and their interorganizational environments discussed in this part of the paper provide the empirical basis for researching the Area Four AAA as a service-providing organization. From this base the correlational research of the relationships within and between characteristics of the elderly citizens and the AAA service providers has been developed, implemented, and analyzed. This review of literature is organized in two sections. First, for the purpose of looking at the AAA (as a focal agency where the elderly are concerned), important conceptions in organizational theory are reviewed. Second, since the AAA is also very much concerned with its involvement with major agencies which serve the elderly, (i.e. the Social Security Administration and the Michigan Department of Social Services), that which will be termed interorganizational theory is also discussed. For each of these areas brief discussion of the theoretical foundations of current research is followed by a treatment of concepts important to this research.

Organizational Theory and Research

The basis for the actual research presented in this paper comes from a well established literature in organizational theory and research. These writings have helped to identify the social phenomenon of work organizations and have related study of both the organization as a whole, and as "a body of persons organized for some specific purposes (Webster, 1968, p. 1033)."

Early writings in organizational literature observed organizations as established management systems. In the early 1900s Max Weber (1958, translation) emphasized that the ideal organization, a bureaucracy, was the best means to ensure efficient pursuit of organizational goals. Notable dimensions of such an organization included division of labor, detailed hierarchy of authority, a system of personnel rules and rights, impersonal interpersonal relations, a system of work procedures, and promotion based on merit (Hall, 1963, p. 33). Thus, early conceptions or organizations included definition of an idealized, rule defined, structure designed to be impartial, fair, and efficient.

Clarification of the limitations of the organizational ideal has served to suggest other conceptions and studies of organizations. In practice, the ideal organization seemed to be suitable, but only under ideal conditions of a money economy, capitalistic system, Protestant ethic, and large size (Blau, 1956, p. 34). Specifically, when a worker could be expected to do the required work, by the rules, because he was paid, then the system seemed to work. However, as modern technologies changed at ever increasing rates it became clear that the fixed ideal of a bureaucratic organization fell short of the changing demands on organizations. Among these, Bennis (1969) recognized inadequate attention to the personal growth and development of organizational members, the "informal" side of the organization, and emergent or unanticipated problems. Also, there seemed to be need for new systems of control and authority, more adequate means of resolving intraorganizational conflict, and fewer constraints on communication patterns and the exchange of innovative ideas (pp. 436-437).

In recognition of the diveristy of organizations and the people working in them, organizational theory and research has likewise become highly varied. Even so, many of these researches have in common a central concern of how the organization should relate to the worker in order to direct work toward organizational goals (Bennis, 1969). In developing research of the AAA, organization literature specifically dealing with the relationship between organization and worker was of interest both in its own right, and also because these relationships might effect the way workers work toward the organization's goal, helping the elderly get needed services. Thus, the discussion below reviews the organization/ worker issues of leadership, participation, exchange, job design, and job satisfaction. Research demonstrating the need for broadened scope in community research follows discussion of each of these issues.

Leadership and participation. While the research on leadership and participation could easily fill several volumes, discussion of a few well known studies demonstrates an historical basis for continued research in this area. While most studies have been done in actual work organizations, one of the first investigations employed a nonorganizational setting using the laboratory paradigm. This study by Lewin, Lippet, and White (1939) helped to emphasize leadership and participation issues. In contrived laboratory situations various types of adult leaders were assigned to groups of 10 year old children involved in hobby clubs. While the results were mixed, they did find that children who experienced each leadership situation, had pronounced preference (19 out of 20 responses) for the "democratic" (guided group participation decisions) leadership over the "authoritarian" (leader decisions) leadership.

This study was a landmark in studying individual behavior in a group situation. Generalization to real-life, formal work organizations, however, would definitely be inappropriate. Nevertheless, the findings showed that different styles of leadership and the different amounts of participation required of the group member in each leadership situation could possibly effect the outcomes for group members.

Certainly, the value of doing research with formal organizations should be recognized. How workers deal with procedural changes is one important question which was studied in early studies. Through many visits to the Area Four AAA, it was apparent to the author that staff members frequently had to adjust to many changes in procedure. Since 75% of the operating budget came from the local government, fluctuations in fundings required changes in operating procedures. Also, because the AAA's only direct service was Information and Referral to other service organizations, any changes affecting the other service agencies affected the AAA.

Coch and French (1948) studied overcoming resistance to change in a pajama making factory. As with much of American industry, methods of doing jobs often changed with the requirements for new products. The researchers observed that when a change in procedure was introduced, production, as measured by units per hour, reduced drastically, and it took several weeks for the production rate to return to the pre-change level. The researchers saw this as a motivational problem and proposed an experimental design involving variations of democratic procedures in handling groups to be introduced to a change in procedure and then checking for differences in subsequent production rates. Over a 40 day period, reactions to the change showed that "rate of recovery is directly proportional to the amount of participation, and that turnover and aggression are inversely proportional to the amount of participation (p. 524)." It was generally concluded that the more workers were allowed to participate in negotiating the changes, the better was their recovery in production rates.

This study had several methodological weaknesses. Basically, comparison group sizes, task assignment and raw material availability were not held constant across groups. Thus, serious doubt was cast on the reported conclusion. In an attempt to replicate results, French, Israel, and As (1960) did not find significant production differences when worker participation was varied in a Norwegian factory. Even so, these studies prompted more research on worker participation.

Morse and Reimer (1956) examined the effects of the type of decision making in an organization on the satisfactions and productivity of workers. Subjects were rank-and-file women clerks in a non-union organization having four divisions with comparable functions. In a year-long experimental period two experimental program changes were introduced. For two divisions the role of upper level management in decision making was increased and maintained while in the other two divisions the role of the rank-and-file clerical worker in decision making was increased and maintained. The authors found that in comparison of pre- and post-satisfaction questionnaires the rank-and-file group increased significantly, while the upper-level decision making group decreased significantly. Productivity, as indexed by clerical costs, was shown to have increased for both groups, but the upper-level decision making group did significantly better than the rank-and-file group. While it would appear that greater rank-and-file participation yields higher satisfaction and comparatively less production gain, reported staff reductions during the study tainted the results of productivity. The authors suggested a larger theoretical framework in future research on changes in production procedures.

Early research on the relations between management and the worker addressed questions about interactions in a somewhat piecemeal fashion. These studies addressed problems in deciding on preferred methods of leadership and approaches to participation of workers in decision-making. Democratic or worker/participant arrangements seemed to increase worker satisfaction but effects on productivity were less clear. Theories discussed below expand on these issues with examination of leader, member, and group interactions or exchanges as key determinants in how well an organization functions. To recapitulate, examination of such determinants becomes important to research of the AAA organization since they may effect clients. The concept of "exchange" between leader and subordinates in an organization may be used to identify several focal research efforts.

Exchange between leader and subordinates. George Homans (1958) postulated the fundamental concept, that social behavior may be regarded as exchange between persons. Generally this view established that there is an "economy" of relationships, based on economic and behavioristic notions, that persons put forward effort (cost), in interaction, in order to receive (benefit) something of value to them. If this interaction behavior is useful to the individual, it should persist. Alternately, a change in an interaction behavior is likely to occur when the profit in current behavior is minimal. These principles give broad definition to the research reviewed below.

Fiedler (1967) developed a theory of leadership effectiveness offering a "contingency model" which attempted to define the relationship between leadership styles and the favorableness of the situation for the leader. These extensive studies were based on a measure of the leader's perception of his least preferred coworker (LPC). Leaders who had described least preferred coworkers in generally complimentary terms were said to be people-centered (a high LPC score) while those using generally negative terms in describing least preferred coworkers were said to be task-centered (a low LPC score). Favorability of situations for leaders involved leader/member relations, amount of power in the leader's role, and amount of task structure. Fiedler's book, A Theory of Leadership Effectiveness (1967), summarized leadership effectivenss research in a multitude of contexts. The general finding was that low LPC leaders tended to have groups which worked well in situations either highly favorable or highly unfavorable to the leader and high LPC leaders seemed to have groups which worked well in situations moderately favorable to the leader (Fiedler, 1967, p. 169). These findings were based on median rank-order correlations between leadership style and group performance using data from development.

In a major test of these findings Graen, Alvares, and Orris (1970), compared a sample of these leadership effectiveness studies (antecedent) with several other such studies (evidential). From two statistical procedures assessing the comparability of results in these two sets of studies it was found that the evidential studies (Fiedler, 1965, 1966, 1967; Hunt, 1967; Graen, Orris & Alvares, then in press; Mitchell, 1969; and Hill, 1969) cast doubt on the antecedent findings. Using a procedure offered by Winer (1962), the authors compared correlations between leader's LPC and group performance for the two sets of studies (antecedent and evidential). The analysis of variance summarizing the findings indicated that main effects (group atmosphere, task structure, and position power) were not significant, but some interactions were. Graen and his coresearchers concluded "something systematic is operating (p. 292)." Also, when only the evidential correlations were examined none of the effects were significant. Fiedler's conclusions were not supported. The second statistical procedure, a comparison of antecedent versus evidential correlations within cells using a t-test between means of each, revealed five significant differences out of seven tests. The authors applauded these studies of the contingency model of leadership effectiveness, but concluded the model lacked sufficient empirical support.

The Ohio State Leadership Studies were initiated by Shartle (1950). Interest in various aspects of leadership (Hemphill, 1949) yielded several factor analytic studies (Halpin and Winer, 1957) which resulted in the identification of two key factors: "Consideration" and "Initiation of Structure." Consideration included leader behavior involving the demonstration of concern for workers in allowing them to take part in decision making and encouraging interpersonal communication. Initiation of Structure included behavior in which the leader defined the tasks at hand, who should do them and how they were to be executed. <u>The Leadership Behavior</u>

Description Questionnaire (Hemphill, 1950; Hemphill & Coons, 1957) and the Leadership Opinion Questionnaire (Hemphill, Seigel, & Westie, 1951; and Fleishman, 1957) were developed to measure these dimensions.

A review by Abraham Korman (1966) summarized the findings of studies using the Leadership Opinion Questionnaire and the Leadership Behavior Description Questionnaire. The former was a Likert-type attitude scale designed to measure how the supervisor thinks he should behave in his role as a leader; the latter measured the perceptions of the leader by those he supervised. Korman's review included the reported correlations between "Consideration" and "Initiating Structure" and the organizational criterion variables of interest in each study for each of the instruments above. First, for the Leadership Opinion Questionnaire studies by Bass (1956, 1958); Flieschman and Peters (1962); Oaklander and Flieshmann (1964); Parker (1963); and Spitzer and McNamara (1964) reported correlations for both variables which predominantly did not reach statistical significance (the .05 and .01 levels were used). Second, the Leader Behavior Description Questionnaire studies seemed to have a more consistent relationship between performance and a) "Consideration" (positive) and b) "Initiating Structure" (negative) but as Korman pointed out "there is a great degree of inconsistency (C. F. Bass, 1957; Hemphill, 1955), even among studies using somewhat similar populations (Halpin and Winer, 1957; Halpin, 1957)." Of these two sets of studies, only two (Bass, 1956, 1958) were predictive field studies, the remainder had concurrent measurements. In general, findings showed mostly low to moderate correlations.

While these studies indicated the deficiencies in the significance of "Consideration/Initiation of Structure" findings some important exceptions should be noted. In educational studies, which seem more similar to the human service context of the AAA, some interesting findings were reported. Halpin (1956) studied school superintendent leadership as described by staff, board members, and the superintendent himself. Staff members and board members seemed to agree within their respective groups but it is interesting that the two groups perceptions were significantly different. For "Consideration," staff saw the superintendent as having less than either the board or the superintndent and for "Initiation of Structure," board members perceived him as having more than either staff or the superintendent. Hills (1963) reported 872 teachers' perceptions of their principals. "Consideration" and "Initiation of Structure" were found to be highly correlated to both the principals' representation of teachers to his superiors and to the schools' public. While these two studies were not predictive field studies, their findings suggest that in a human service setting, where people from different sectors have influence, perceptions of those in management may be different between groups and they may be related to how leadership is perceived regarding interactions with others in matters important to the worker.

A recent series of papers by George Graen (1972, 1973) and collaborators (Cashman, J., Dansereau, F., Graen, G., & Haga, W. J., (no date); Dansereau, F., Graen, G., & Haga, W. J., 1975; Haga, W. J., Graen, G., & Dansereau, F., 1974) contributed considerably to researching the exchange between organizational members. In reviewing Max Weber's (1947) theory about bureaucracy Graen (1973) and Dansereau, Graen, and Haga (1975) noted that this theory suggested 1) that established roles of interaction between superivsor and subordinate are an outcome of fitting the right people at the right levels, 2) that jobs and people's abilities are stable over time and 3) that superiors behave the same to each subordinate they supervise. They pointed out that this "fixed model" is definitely not supported by research demonstrating that when employee and supervisors share tasks and feedback ("enriched jobs") employee turnover was reduced (Ford, 1969) and that most employees (38%) express role uncertainty. Replacing this "fixed model," Graen suggested that when members enter an organization a "role-making model" would best describe initial confrontations, working-through, and eventual integration with the working group. Thus the "role-making model" acknowledges the visable placement of personnel but it also provides for investigation of the information establishment of working roles between those in an organization.

Dansereau, Graen, and Haga (1975) tested this "role-making model" in a study of the role-making consequences for managers when a university housing division reorganized. Researchers measured "the extent to which a superior is willing to consider requests from a member concerning role development" (e.g. "Negotiation Latitude," as reported by managers, p. 10) at the first, third, and eighth month of this process. In the first month the distribution of responses was split in the middle, creating heavily equal sized groups into those IN (high negotiating latitude) and OUT (low negotiating latitude) with their supervisors. Reports from managers, their superiors, and observers were analyzed by a One-way ANOVA for repeated measures. INs reported more attention ($p = .08$) and support ($p = .060$). OUTs had significantly more ($p < .01$) communicating and administration with him. However, the group by time interaction showed diminishing significance in difference ($p < .02$) between INs and OUTs over time. Final analysis of the manager's reaction to their job situation (role outcomes) demonstrated that INs had significantly ($p < .03$) more job satisfaction and, more specifically, they were more positive about a) intrinsic outcomes of their work ($p < .01$), b) personal interactions with their supervisor ($p < .001$), c) their supervisor's technical competence ($p < .01$), and d) the value of rewards for their performance. Further, a significant ($p < .03$) group by time interaction for the value of performance rewards suggested that INs were more positive about this value over time, and that this difference increased over time.

These results support the concept that when an employee enters a new position in such an organization, something more complex and informal than mere "plugging into a position" may be observed. Effectiveness in negotiating a role involving exchanges with a supervisor seems to predict the nature and character of manager-supervisor relationship behavior and also job attitudes. With specific reference to the continuous internal adjustments made necessary in the AAA by the requirements of multi-service coordination, consideration of Negotiation Latitude and related variables would seem warranted.

Job design and job satisfaction. In researching the idea that roles in working are established, change, and are reestablished, several investigators have underscored the concept of the need to create and maintain work settings which integrate staff needs (Goldenberg, 1971; Sarason, Zitnay, & Grossmann, 1972; Sarata & Reppucci, 1975; Reppucci, 1973). Staff needs may be translated into established characteristics of their jobs (Job Design) and may be directed, in part, at satisfaction with the work they do (Job Satisfaction). Correlates of job design and staff attitudes have been studied by Friedlander and Brown (1974).

In the study of job design measures, factors influencing job design have been cited (Reppucci, Dean, & Saunders, 1975; Sarata, 1975). Sarata and Jeppesen (1977) researched the relationship between job design and satisfactions in a study of child serving agencies. Employees participating in this study included nurses, psychologists, remedial education teachers, social workers, and non-professional staff; all had direct service roles. A multiple regression analysis using job design variables (variety, task identity, feedback, autonomy, participation, learning, and information) to predict level of job satisfaction revealed a significant relationship ($\underline{R} = .34$, $p < .05$). Further, simple correlational analysis indicated job satisfaction was significantly ($p < .05$) related to the specific job design characteristics of learning, variety, and information.

Level of job satisfaction seems to be systematically related to job design variables. It should be recognized that these results came from employees of widely diversified agencies, thus correlations were subject to these variabilities. In turning to applied research in the social service organization of the AAA such investigations seemed potentially worthy of investigation since many of the job design variables seemed intuitively related to not only a variety of employee centered variables but also those associated with the information and referral service functions.

Need for broadened scope in organizational research. All the organizational research reviewed above has studied the organization and its members as an isolated unit. A relatively small number of researchers have recognized this as a research shortcoming and have initiated research which examined the organization as well as influences which impact on an organization from outside it. Sarason, Zitnay, and Grossman (1971) considered the problem of estalbishing work roles from this expanded perspective. This included concern for recognizing and utilizing the community in which the organization becomes established. And, rather than considering these as tangential issues, these authors proposed making them integral to staffing and goal setting in a community-based service. While this view, and that of Graen's group have to do with situations in which new relationships are established in an organization, one might ask what effects could be expected in an organization which changes rapidly as a result of interactions with situations external to its formal boundaries. As mentioned above, the AAA has been observed to have rapidly changing internal roles therefore such a question may have potential interest.

Sarata and Reppucci (1975) addressed reciprocal relationships within an organization and did so from a perspective that placed the organization in an environmental context. Thus, factors outside an organization were also examined. This study investigated influences external to a rehabilitative organization which, in turn, influenced its internal functioning. In this service setting, an experimental re-entry program for adult offenders, nonprofessionals related directly to the resident adult offenders, over several months, in efforts to reestablish them as citizens of the community. Throughout this process 1) non-professionals rated resident aggressiveness, 2) residents responded to instruments indicating distrust of others on a modified Machiavellian scale (Christie and Geis, 1970), 3) independent observers recorded the nonprofessionals' behavior toward the residents, and 4) data on the frequency of residents returned to the facility for breaking program rules were recorded.

This data was collected as part of a program evaluation effort and this circumstance made data available for an unintended experimental design. What happened within one month of a seven month period was that Federal funding for the project became very questionable,(thus threatening the program and nonprofessional jobs) and also State corrections officials came to review this unorthodox program. The project began in February (Period I); the forgoing outside events became salient in April (Period II); and later the funding was assured and official review terminated in August (Period III). Sarata and Reppucci analyzed the above mentioned data which had been recorded over this time span and made the following observations after the fact.

1. Staff rated residents as more aggressive during Period II than at other times; but there were no changes in ratings made on other dimensions.
2. Staff behaved less competently and supportively with residents during Period II than at other times.
3. The residents' scores on the Mach scale were highest during Period II but no systematic changes occurred in responses on other measures.
4. Residents exhibited more negative behavior during Period II than during either of the other periods. (p. 95)

Data from the three periods consituted an A-B-A design.

In the analyses, "indigenous staff" (nonprofessionals) and "other staff" (professionals) were compared to show consistency of effect. In a 2 X 3 ANOVA these two groups were not significantly different in their rating of resident aggressiveness and a time factor analysis showed ratings indicated significantly more ($p < .05$) aggressive behavior in Period II. Also, residents scores on the Mach Scale were significantly highest during Period II (ANOVA F significant $p < .05$). While no statistical analysis was offered for measures 2 and 3 above, reports of the observers suggested nonprofessionals harangued residents, "expressing general frustrations" in Period II and records showed residents broke program rules most during this time (these were relatively negligible during Periods I and III).

This study illustrated that events external to an organization may have radiating impact on it. When staff are affected by external events, changes in their working attitudes and behaviors may subsequently impact on the services received by their clients.

Summary and research direction. It is clear from the literature reviewed above that the variety of organizational theories and research have provided several clear notions of which dynamic characteristics of organizations are important to the work they do. From study of the "ideal type" organization proposed by Weber (1958) it becomes clear that the organization studied in this paper, the Area Four AAA, is substantially different from it. Conversations with and observation of AAA personnel repeatedly pointed out that while there was some hierarchy of authority the organizational units of the AAA were chiefly characterized as autonomous and informal. For these units, operating procedures, rather than being rule-bound, were clearly flexibly-determined by client needs and situation. Thus, Graen's (1973) proposal that the informal side of the organization should not be ignored seemed particularly appropriate as an area of emphasis in researching the AAA. Accordingly, the research discussed above addressed organization/worker issues related to the informal, inner workings of organizations.

In non-service settings, early organizational theory offered interesting findings regarding leadership styles, and participation of organizational members. Researchers examined leadership styles in small groups of boys (Lewin, Lippit, & White, 1939), worker participation in production changes (Coch & French, 1948) and participation and job satisfaction in clerical groups (Morse & Reimer, 1956). Although these studies suggest the importance of leadership approaches and member participation, weaknesses in experimental design and measurement cast doubt on their general importance across organizations. In particular, none were reported for social service settings such as the AAA. These factors may be operating in such settings but this investigation has not been done.

Exchange between leader and subordinate has been examined in more recent investigations. Homans (1958) pointed out the importance of looking at interpersonal exchanges. Then, in a more organizational context, Fiedler (1967) initiated a theory of leadership effectiveness based on leadership styles and favorableness of the situation to the leader. Generally, it appeared that the leader's orientation determined effectiveness of those supervised. However, Graen, Alvares, and Orris (1970) point out that large numbers of studies using this approach have generally overstated the application of this theoretical model. Similarly, research employing the key factors of "Consideration" and "Initiation of Structure" by Shartle (1950) and others have also been found to have highly inconsistent or insignificant findings (Korman, 1966).

In the AAA situation, the outreach worker and director from the I and R center must necessarily have informational exchanges in order to serve the elderly; the essense of the work is information and referral. One component of this relationship is how the director represents the outreach worker within the organization.

Perhaps the most useful work in the literature regarding the exchanges between leader and subordinate comes from Graen on role-making. In particular, the Dansereau, et al. (1975) study would indicate that when the role relationship between supervisor and worker is in a process of change, how this relationship develops may effect the workers' attitude and behavior. This was particularly interesting, and potentially useful for researching the effect worker/director exchange may have in the AAA since this exchange may subsequently influence how the elderly citizens are served.

Finally, focusing on social service organizations Sarata and Jeppesen (1977) gave evidence that job design factors such as opportunity for learning, variety, and information are systematically related to job satisfaction. In somewhat related findings (Sarata & Reppucci, 1975), nonprofessionals in a community based service setting were found to be significantly affected in perception of and behavior toward clients by events which threatened their work. Thus, in researching the organizational processes of the I and R centers of the AAA, job design and factors effecting the jobs of employees could be investigated for relationships with the satisfactions of the elderly. One could reason that for the elderly, who are often skeptical of social services, that which effects the working roles of outreachers may well effect satisfactions with outreach efforts.

This body of organizational work therefore suggests that the functional characteristics of an organization, (i.e. the way organizational members interact in doing their jobs) affect the organization members, and may affect the product of their work. In the case of social service agencies, the AAA organization among them, the "work product" was service provided. Therefore, in researching the AAA, the organizational features of leadership, participation, exchange, job design, and job satisfaction form the context of the organizational research measures discussed in the methods section.

Beyond the research which has limited study of the organization to the organization per se, Sarason, Zitnay, and Grossman (1971), and also Sarata and Reppucci (1975) have recognized the importance of an expanded organizational context. Especially for community based service organizations, the service community appeared to have great relevance. Since the AAA was an organization which, in coordinating services for the elderly also interacted with local service organizations the importance of these interactions could not be ignored. For this reason the following discussion provides a review of literature on interorganizational theory and research.

Interorganizational Theory and Research

Interest in the study of organizations within the context of the environments of which they are part has developed in the relatively recent past. In the General Systems theory of Ludwig von Bertalauffy (1956) animate systems (such as work organizations) were defined by their need to be open to and have exchanges with a surrounding environment in order to survive. Organizational systems were viewed to be not unlike such systems. Thompson (1967) noted that old conceptions of organizations such as "scientific management" (Taylor, 1911), "administrative management" (Gulick and Urwick, 1937) and "bureaucracies" (Weber, 1947) did not account for this need for environmental exchange. Bennis (1969) and also Burns and Stalker (1961) have made similar observations. The need for organizations to act and react with systems outside the organization was termed "the problem of adaptability" by Bennis (1969).

While most of the theory on how and why organizations interact has come from the field of economics, the most pertinent literature has come from writings in psychology and sociology. William Evan (1966) recognized that organizations outside a given organization could be considered the enviornment's relevant elements in terms of the common exchange of 1) information, 2) products or services, and 3) personnel. Further, this exchange was said to take place through the actual <u>members</u> of the organization which were party to an exchange. Emery and Trist (1965) even went so far as to classify these exchanges by origin, receipt, and directional flow.

Beyond the identification of the components of exchange, several investigators have written on the significance exchanges with the extraorganizational environment have for today's organizations. Howard Aldrich (1971) pointed out that organizations in social service systems can only exist when their management recognizes interactions between the social service agency and such environmental elements as other service organizations and governmental entities are matters just as important as are internal concerns. Looking to the future Shirley Terreberry (1968), submitted evidence that organizations are likely to face environments characterized by "an accelerating rate and complexity of interactive effects (which) exceeds the component's systems capacities for prediction and hence, control of the compounding consequences of their actions (p. 393)." Moreover, she argued that organizational change is increasingly externally induced and an organization's ability to make needed changes will depend upon its ability to act on what it knows of the changing environment. Drucher (1964), Hood (1962) and Gardner (1963) support these conclusions. Learning from the extraorganizational environment has become vital to organizations.

In dealing with changes in environment,organizations may be seen as being directed by the cross product of purposes and environment (Hood, 1962) or by goal-setting groups which necessarily interact with the environment (Thompson, 1958). Study of the process of interactions between organizations was suggested as an important focus of research, particularly where community organizations were concerned (Warren, 1972).

Environmental characteristics. Osborn and Hunt (1974) postulated that environmental complexity includes 1) broad factors facing all organizations, 2) conditions unique to a system, and 3) interorganizational characteristics. Similarly, Perrow (1967) offered the observation that the nature of the work (e.g. task, social structure, goals) determines how the organization is structured.

A small amount of literature, specific to the AAA as an organization, came from the 27th Annual Meeting of the Gerontological Society in Louisville, Kentucky. Jones and Jones (1975) reported that in surveying 30 AAAs in Alabama it was generally found that they were becoming more complex. Don Hull (1975) suggested that with the growing proportion of the elderly in the population, types and numbers of services needed increases and community services goals will increasingly be more dependent on feedback between agencies to maintain a common goal direction. These positions seem tenable but the fact that the above literature only attempted to describe the situation for the AAAs revealed that very little empirical research has been done with these agencies. Research from other sources have, however, offered findings which suggest direction for research of social service organizations.

The first research of interest came from studies of effective organizations in private industries. Lawrence and Lorsch (1967) selected highly effective organizations from the plastics, food packaging, and container industries to investigate what effects their respective types of extraorganizational environment had on their management of internal matters. The plastics industry was selected because management must typically react to the characteristically diverse and dynamic business environment of this field. The food packaging industry was characterized by less diversity and changeability and for the container industry these influences were relatively stable. Evidence from this study suggested that the plastics industry, while having the conflicting characteristics of high differentiation and high integration, was able to maintain high effectivenss through employees designated to resolve conflicts on an ongoing basis. (In this way highly specialized chemists could effectively interact with those in charge of highly diversified production personnel.) Measurement of the characteristics of all three types of successful companies showed that they all had roughly equal organizational integration but respective industry types seemed to have a degree of differentiation consistent with the diversity of the commerical market in which they competed. According to Lawrence and Lorsch these findings indicated that the characteristics of the environment which are relevant to the organization should determine how they structure internal matters.

As in most developing fields of investigation, the current preoccupation of researchers appeared to be the description of organizations relative to the extra organizational matters in which they are involved. Representing interest in this new area of research Warren (1972) suggested that for community organizations, in particular, the interorganizational field of investigation may be useful in guiding the "optimization of mix of community values

values and goals (p. 305)." Wohlhill (1970) noted that the emerging discipline of environmental psychology has started to address these issues.

Exchange between organizations. In research of health organizations Levine, White, and Paul (1961) reported that exchange was an important conceptual framework for studying interorganizational relationships. They observed that 1) referrals, 2) labor services, and 3) non-labor services (such as commodities and information) were common elements of exchange. Levine, White, and Paul (1963) administered a brief survey to 147 health and welfare agencies in two cities and found that of 377 respondents 113 wanted more information on other agencies' services, and 96 wanted more mutual planning or coordination. These findings began to identify sources of exchange between individual organizations and other organizations situated in the relevant community services environment.

Aiken and Hage (1968) chose to focus on number of joint programs as an index of organizational interdependence. Their research of 16 social welfare and health organizations in a midwestern city investigated the relationships between structural characteristics of organizations and the number of joint programs they had with others. They hypothesized that high degree of complexity, program innovation, and internal communication would be positively related to number of joint programs, and high degree of centralization and formalization would be negatively related to number of joint programs. Results of this study came from a total of 520 program management personnel in the above organizations. Findings of the relatedness of the organizational determinants to the organizational interdependence index, "number of joint programs" showed a consistent positive relationship, "complexity" was predominantly positively related, and "internal communication" showed some positive relationship but results were mixed. Those determinants expected to be negatively related to organizational interdependence generally were not: "centralization" results were mixed and "formalization" results were only weakly negative. While "centralization" had mixed results, detailed analysis of component measures revealed that number of joint programs did have a weak positive relationship to degree of staff participation. In summary, only program innovation and complexity of the organization seemed to maintain the expected relationship to the interdependence or connectedness of the service organizations.

Propositions about the correlates of organizational interdependence as stated by Aiken and Hage (1968) have been tested by Steven Paulson (1974). Following the assumptions given by Hage, and in review of the research findings, Paulson discovered that the partial correlation matrix of the specified organizational determinants contained relatively few significant relationships; only 16 out of 45 such correlations were significantly ($p < .15$) different from zero. To further investigate these relationships for health and welfare agencies Paulson collected responses from the 138 administrators of these agencies. Then, using assumptions from Aiken and Hage (1968) variables were organized into a recursive assymetrical model. The variable sequence had the following order: 1) structural variables: complexity, stratification, centralization, and formalization, 2) linkage variable: communication, 3) performance variables: efficiency, job satisfaction, effectiveness, and innovativeness, and 4) the focus variable: interorganizational relations (number of joint programs). Eight regression equations were constructed using each variable in the sequential ordering as a dependent variable with all variables preceding it in the causal ordering as independent variables. Thus organized, path analysis was used to investigate the causal network among the variables.

Paulson used a path analysis procedure to test the axiomatic model implied by Hage (1966). Results from this test revealed nonsignificant path coefficients which represented nonsignificant relationships between variables within the network. Thus, of the 44 pathway coefficients only 18 were found to be significantly different from zero (α = .15). Then, prior to the second analysis, this original model was improved by setting to zero (i.e. eliminating from the analysis) all nonsignificant path coefficients. Job satisfaction, as measured by turnover, was one of the most crucial variables thus deleted. Equations were solved again for estimates of remaining coefficients. Using this procedure, (see Duncan, 1966; Mulford, Klonglan, Warren, & Schmitz, 1972) examination of the direct effects on "interorganizational relations" showed "complexity" followed by "efficiency" had greatest effects. The most important total effects (the sum of direct and indirect effects) were, in order of strength, "centralization," "efficiency," and "complexity." Several indirect effects included "communication" as the linkage variable.

In the revised model, the sign (negative or positive) of the relationships between some variables changed from the model implied by Hage (1966). The new relationships of the model seemed to center around "formalization," "effectiveness" and "innovation." Findings were as follows: 1) "formalization" and "centralization" were inversely related to "complexity," but "centralization" was inversely related to "formalization"; 2) "effectiveness" was inversely related to "centralization" and "stratifcation"; and 3) "innovation" was inversely related to "effectiveness" but directly related to "centralization," "efficiency," and "stratification."

In summary, three points deserve comment. First, previous positions held that formalization and centralization were responsible for an efficient and effective bureaucracy. Data in this article suggested that they were responsible for an effective but not necessarily efficient bureaucracy. It seems that innovative organizations have low formalization and high complexity, stratification and centralization. Second, interorganizational relations seem to be a function of organizational characteristics, but this accounts for only 34 percent of the variance (from structural and performance characteristics). Third, even though relationships in the revised model were all statistically significant, the overall magnitude of the effects were low. Paulson recapitulated that "these findings suggest that the revised model is relatively weak in terms of accounting for organization behavior generally, and interorganizational relations specifically (p. 330)." Thus, for the small organizational units of the AAA, the I and R centers, a clear research question seemed to be "How effective are these apparently informal organizational units?". Also, one might ask "How do the interorganizational relations between I and R centers and key service agencies relate to the organizational determinants of the work situation for I and R center staff?". Research of the AAA attempted to measure these variables and relationships. This research therefore was directed toward the need for more research of these questions.

Summary and research direction. For the AAA, whose function it was to coordinate existing services to the elderly, the level at which the organizational/interorganizational systems were typically measured seemed inappropriate. These most recent studies (Aiken & Hage, 1968; Lawrence & Lorsch, 1967; Paulson, 1974), in using the organization as the unit of analysis had neglected the importance of the organizational members which actually carry out interorganizational exchanges. Focusing on the organizational member seemed particularly appropriate in researching the processes of the AAA since component I and R staffs appeared to be highly autonomous, individualized, and small. Thus, the research in this paper measures staff perception of environmental characteristics.

For the concept of exchange between organizations, Paulson's (1974) findings regarding communication, efficiency, job satisfaction, effectiveness, and innovation, as organizational referants of interorganizational exchange, were found to be of mixed importance. The similarity in content of these variables to those mentioned earlier under organizational theory and research raised the argument that they might best be examined using organizational members as the unit of analysis. Such an approach also benefited from an increased sample size; instead of looking at the AAA (n = 1) or the I & R centers (n = 7), using all staff of the I and R centers (n = 20) allowed for more sources of data. Moreover, the primary function of the I & R centers, informing and referring seniors, took place on a one to one basis, therefore job characteristics which seemed logically related to this function warranted investigation: Feedback, information, learning, and participation are among them (Sarata & Jeppesen, 1977). Adding interorganizational components to these member-based organization measures also seemed to increase their meaning for the AAA context.

Research Rationale

Researching the AAA appropriately involved extracting data at three levels of content: 1) the AAA organization, 2) its relations with other organizations, and 3) the elderly clients served. Thus, this community-based research was based on a multilevel approach. Several researchers have noted that multilevel research provides a stronger information base. McGuire (1973) pointed out that to get at the complexities of naturally occuring events, such as those in community settings, a multiple focus seems best able to get at major influences. Consistent with this observation, White (1974) suggested that organizational and interorganizational areas have some overlapping of important variables and that research design could be improved by measuring both of these content areas.

Therefore, this research of the AAA included measures of the AAA organization and of two other agencies (the Department of Social Services and the Social Security Administration). (In addition to the AAA, these two agencies gave service to the elderly clients in this study.) The individual responses of AAA staff regarding the characteristics of their work in their component I and R centers and their responses about certain key elements of exchange with the two other service agencies provided the data for the first two content levels above.

The AAA research provided focus on the AAA and two other key service organizations but, importantly, it also provided focus on the perspectives of the elderly clients selected for this study. In this way, relationships of the organizational process were compared to service outcomes for the elderly clients. Study of these important relationships were central to the research of the AAA. In previous research Goodwin (1971) identified that social service system research should include data from both service system (organization) <u>and</u> public served (clients). Also, from a general systems research perspective, Burgess (1975) had recognized the importance of examining the internal operations <u>and</u> outcomes of organizational efforts. Examination of the AAA organization and the elderly clients served by it seemed especially salient since the poor or disabled elderly, as members of a subpopluation with low socioeconomic economic status, are often grossly underrepresented in the decision-making processes which impact on community based served organizations (Crain and Rosenthal, 1967). Thus the AAA research included measures of the service received by the elderly clients and the perceptions of these services held by the elderly clients.

Therefore, the objective of this research was to examine the characteristics of the component I and R centers of the AAA, the interaction of I and R staff with DSS and SSA agencies, and how these characteristics were related to service received by elderly clients. Organizational and interorganizational data came from I and R center personnel, the directors and outreach workers. Client data come from the elderly clients served by the I and R centers. The variables used for each content level are discussed, by level, below.

First, measurement of organizational variables involved the I and R center staff perceptions of several characteristics of their jobs. These variables were staff <u>autonomy</u>, social <u>contact</u>, <u>feedback</u>, <u>information</u>, <u>learning</u>, <u>task identity</u>, <u>variety</u> (Reppucci, Dean, & Saunders, 1975; Sarata, 1975; Sarata & Jeppesen, 1977), and <u>participation</u> in decision-making (Coch & French, 1948; Lewin, Lippet & White, 1939; Morse & Reimer, 1956; Sarata & Jeppesen, 1977). Degree of agreement between director and outreach worker regarding <u>feedback</u>, <u>information</u>, and <u>participation</u> in the outreach worker's job situation was also measured. These indices of director/outreach worker agreements provided data specific to director/outreach worker exchange. Further, negotiation latitude, the extent to which a superior was willing to consider requests from a subordinate concerning role development, was used as a specific measure of leader/subordinate relations (Dansereau, Graen, & Hage, 1975; Fiedler, 1967; Halpin & Winer, 1957). Finally, job satisfaction (Sarata & Jeppesen, 1977) was also measured.

Second, interorganizational variables (relations of the AAA with the other two organizations) were measured separately for both the Department of Social Services (DSS) and the Social Security Administration (SSA). Degree of interorganizational exchange (Aiken & Hage, 1968; Lawrence & Lorsch, 1967; Levine, White, & Paul, 1961; Paulson, 1974) was measured via several separate variables (Tornatsky, 1964; Tornatsky & Lounsbury, 1974). These variables were the amount of funding received, amount known about the agency, amount of referrals, importance of their services to elderly clients, number of ways of communication with them, similarity of goals, and similarity of tasks and services.

Third, data on elderly client variables were collected. The demographic variables were age, amount of education, contact with own children, client's ability to read, client's memory/attention, life satifaction, whether or not living alone, number of correct social services identifications, observed client health, race, response level, sex, social contact, social service knowledge, and type of assistance. Attitudes toward each of three agencies (AAA, DSS, and SSA) were also measured. Thus, satisfaction, frequency of use and intended use of these agencies were measured for individual elderly clients. And last, whether or not a client asked for and received service from the I and R center was also collected.

Examination of these variables involved analysis of the relationship between variables within each context level. Then, relationships between the organizational/interorganizational variables and the client variables were analyzed.

CHAPTER III

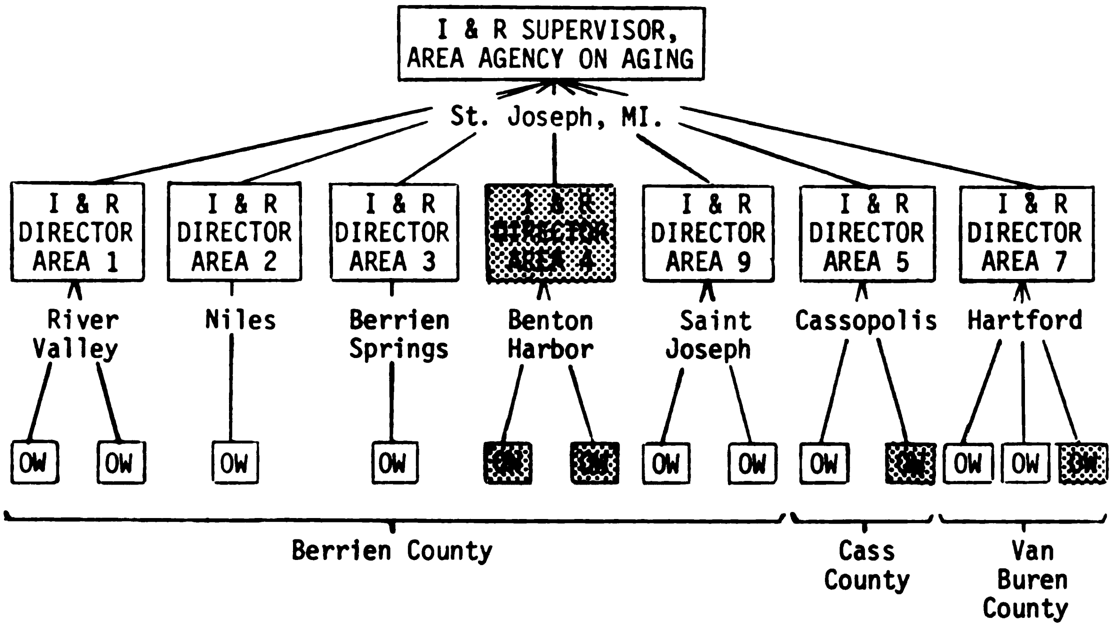
METHODS

Setting

The Area Four Area Agency on Aging was selected as the main organization to be studied by virtue of its special contractual mandate with the local Michigan Department of Social Services office. Under the special Title XX contract the AAA provided information and referral to local elderly persons. In functional terms this meant that the AAA organized a system of staff members in its three county area to provide personal contacts with elderly persons. This contact effort, termed "outreach" was managed from seven Information and Referral (I and R) centers in the three counties. Berrien county was served by five I and R centers; Cass and Van Buren counties each had one I and R center. Since these centers received 75% of their funding locally, service boundaries had little overlap. I and R centers were typically located in existing structures such as store fronts, and church basements. Staff at these centers included a director, a secretary, and one or more outreach workers. The numbers and organizational relationships of the composite staff to the Area Four AAA are detailed in Figure 2. This organizational system provided the framework for service coordination with key social service agencies in the area.

FIGURE 2

INFORMATION AND REFERRAL SYSTEM



KEY:

1) OW = Outreach Worker

2) Areas are numbered here as they were by the AAA.

3) Shaded areas indicate participant attrition.

From the state level survey findings on problems of elderly people discussed in Part One of this paper the reader will recall income and health problems were among the three most frequently mentioned by the elderly. For this reason the social service agencies having large programs designed to address these needs were included as focal organizations in this study. These agencies were important to the I and R centers in terms of service coordination functions,and to the elderly in terms of assistance received from these major programs. The local Department of Social Services (DSS) was providing the Old Age Assistance/Medical ("M") program and the regional Social Security Administration (SSA) office was providing the Supplemental Security Income ("SSI") program. The clients who participated in this study were selected by virtue of their enrollment in one of these two programs.

Logistics

This study was largely made possible through the cooperation and support of both the Michigan Office on Services to the Aging (OSA) and its regional agency, the Area Four Area Agency on Aging. At the time this study was proposed there was keen interest in detailed research of AAA functions, and, in particular, these agencies wanted to research the Information and Referral function of the I and R centers in Area Four. OSA was interested in comparing different methods of initiating outreach efforts (the substance of an experimental study of information diffusion which was completed concurrent with the research described in this paper) and were willing to extend this to the correlational study of the AAA. The correlational study of the AAA was coordinated with the experimental information diffusion study such that elderly clients from only two of the experimental conditions (those initially contacted by telephone or by personal contact) were included. Also, all measures used in the correlational study were exclusive to this research but two measures (The Client Survey and Outreach Response Sheet) were used in both studies. Only part of the data in these shared measures were used in the correlational study therefore for these measures discussion is limited to the selected variables.

A Memorandum of Agreement between the author, another graduate student,and the Area Four AAA was drawn and signed (see Appendix A). This document contained agreements on the conduct and reporting of the research. While these agreements were being negotiated I and R center directors were consulted and verbal agreements were secured.

Participants

Three participant groups were required for the research: elderly clients, I and R outreach workers and I and R directors. While staff from all seven I and R centers agreed to participate in the research, data on clients in the Benton Harbor I and R center area, to have been collected by outreach workers, was not collected. Correlational analysis between staff and client data was precluded for this I and R center and the Benton Harbor I and R center was therefore dropped from the data analysis. Figure 2 above shows the participant attrition for Benton Harbor as well as for two other outreach workers (from Cassopolis and Hartford centers respectively). Discussion of participants does however include these people since they were initially part of the research.

Elderly Clients

From lists obtained from the Department of Social Services a sample of 350 senior citizens which were registered as receiving Supplemental Security Income (SSI or program "A") or Old Age Assistance/Medical (program "M") were identified for the information dissemination study mentioned above. From these raw listings, I and R center directors were asked to eliminate those names of people already contacted in information and referral efforts. This reduced list was then used for the random selection of equal numbers of elderly persons in each program for each of the seven centers.

While the information diffusion study conducted concurrent to this study required a more extensive sample this study only required a subset of it. The research of this paper included the elderly clients who were contacted by the I and R center either by phone or in person. The purpose of these contacts was to inform the person of the available services in the area and possibly to make referrals. These two types of contacts were selected as those which were most direct and therefore, if there was to be any effect from a contact, it would presumably occur subsequent to these approaches. The resulting sample for this correlational study was initially 20 per I and R center or 140 total. Thirty-nine of the

140 elderly clients could not be reached during the initial contacts by phone or in person. Then, of the 101 then in the sample only 74 allowed the follow-up data collection which provided the bulk of elderly client data. Thus, the final sample included 74 elderly clients. Of these, roughly half were in the SSI program, and half were in the M program. The elderly clients selected for this study were receiving service from either DSS or SSA; contact by the I and R center was to serve the purpose of linking the elderly client with any services needed beyond assistance provided by SSI and program M monies.

Outreach Workers

In the seven I and R centers in Area Four there were from one to three outreach workers in each center. All were females (23 to 66 years old) who did door to door canvassing to locate senior citizens needing local services. Their task was one of linking the needy senior with appropriate services. Thus, the information and referral function of the centers was largely conducted through outreach worker efforts. As shown in Figure 2 above, 13 outreach workers were initially included in the study. Four outreach workers left their I and R centers just as the research was beginning. The final sample, therefore, included nine outreach workers.

I and R Directors

Directors from the I and R centers participated in this study. In the original sample all the directors were females (27 to 50 years old). The basic tasks required of directors included supervision of outreach efforts and administration of center operations. This often involved negotiating with county commissioners and other service agency personnel. Directors were coordinated by the main office of the Area Four Area Agency on Aging. Again, Figure 2 shows these supervisory relationships, and the attrition of one I and R Director.

Design

This research was designed to investigate, through correlational methods, the variables attributed to characteristics of the I and R center-based AAA organization, the interoganizational interaction between I and R centers and DSS and SSA offices, and the elderly clients served by these organizations. Basic correlational analyses were completed on the variables 1) within the organizational/interorganizational data set, 2) within the client data set and 3) between the organizational/interorganizational and client data sets.

Thus, for the first set of analyses, staff autonomy, social contact, feedback, information, job satisfaction, learning, negotiation latitude, participation, task identity, and variety (organizational variables) were examined separately, and the interorganizational variables of amount of funding received, amount known about the about the agencies, amount of referrals, importance of their services, number of ways of communicating, similarity of goals, and similarity of tasks and services were also examined separately.

Then, correlations between organizational and interorganizational variables were computed.

Correlational analysis of the second set of data, the client data, involved examination of elderly client demographics (age, education, contact with own children, ability to read, memory/attention, life satisfaction, whether or not living alone, number of correct social services identifications, observed health, race, response level, sex, social contact, social service knowledge, and type of assitance), client attitudes about the AAA, DSS and SSA organizations (in terms of satisfaction, frequency of use, and intended use), and whether or not a client asked for and received service from the I and R center. Client demographics and attitudes were first studied separately, then together with the "service received" variable.

Finally, the fundamental question of what relationship organizational/interorganization variables might have to actual service outcomes for the elderly clients was analyzed. Thus, organizational/interorganizational variables, as well as client variables, were considered the independent variables and service received by elderly clients was the dependent variable. More detail on the actual procedures used to do these analyses follows an overview of all measures and their administration in the following section.

Procedures

Overview of Measures and Their Administration

Several measures were employed for the organizational, interorganizational, and elderly client data sets. Summary information, including instrument name, type of measure and item content provided in Table 1 clarifies the source of data on variables mentioned above. Four measures were used for the organizational data set (the Job Design interview, the "Faces" Satisfaction Measure, the Negotiation Latitude index, and the Director/Outreacher Exchange questionnaire), one for the interorganizational data (the Interorganizational Interaction Questionnaire), and five for the elderly client data set (the Senior Citizen's Opinions questionnaire, the Outreach Response check sheet, the Follow-up Survey, the Phone Call Format Sheet, and the Outreach Visit Format Sheet).

Administration of Organizational and Interorganizational measures. The author administered all organizational and interorganizational measures to the seven I and R directors and 11 outreach workers (two outreach workers left prior to this data collection). Since the I and R centers were geographically remote from one another (spread across three counties) appointments were made on a center by center basis. When the author arrived at the center, the director and outreach workers were seen privately, one at a time, according to a schedule derived by the director. Before administering any instruments to an individual, the author explained that responses to the measures were to be held confidential and that

TABLE 1

MEASURES

Measure	Type of Measure	Item Content
"Faces" Satisfaction Measure (F. S. M.)	Staff Questionnaire	satisfaction with job in general satisfaction with field of social services satisfaction with actual work satisfaction with own agency satisfaction with coworkers satisfaction with types of clients worked with satisfaction with supervision satisfaction with pay satisfaction with promotion satisfaction with client progress satisfaction with I and R center services satisfaction with DSS services satisfaction with SSA services
Negotiation Latitude (N. L.)	Staff Questionnaire	supervisor flexibility in negotiating changes in one's job likelyhood of supervisor using influence to help employee
Job Design Interview (J. D.)	Staff Interview	number of separate tasks in the job rate of client contact number of coworkers interacted with hours of face-to-face contact per day number of different individuals from other agencies seen in a month number of times individuals from other agencies seen in a week source of job clarification degree to which job is perceived as integral autonomy in scheduling work time autonomy in actual work frequency of general feedback from supervisor frequency of periodic feedback from supervisor frequency of feedback on individual clients amount of feedback on client referral degree of participation in decisions about clients degree of participation in decisions about program and policy amount of information received about AAA amount of information received about other agencies amount of general information received frequency of optional learning experiences frequency of learning about other agencies
Director/ Outreacher Exchange Questionnaire (D./O. E.)	Staff Questionnaire	outreach worker's actual participation in work decisions outreach worker's needed participation in work decisions outreach worker's actual participation in client decisions outreach worker's needed participation in client decisions outreach worker's actual feedback on work with elderly clients outreach worker's needed feedback on work with elderly clients outreach worker's actual information on the I and R center outreach worker's needed information on the I and R center outreach worker's actual information on outside agencies outreach worker's needed information on outside agencies
Interorganizational Interaction Questionnaire (I. I. Q.)	Staff Questionnaire	number of ways of communicating with DSS number of ways of communicating with SSA amount of referrals from DSS amount of referrals from SSA amount of funding from DSS amount of funding from SSA similarity of goals to those of DSS similarity of goals to those of SSA similarity of tasks and services to those of DSS similarity of tasks and services to those of SSA importance of DSS services to seniors importance fo SSA services to seniors amount known about DSS amount known about SSA

TABLE 1-Continued

Measure	Type of Measure	Item Content
Phone Call Format Sheet (P. C. F. S.) and Outreach Visit Format Sheet (O. V. F. S.)	Client Contact Check Sheet	response level
Outreach Response Sheet (O. R. S.)	Client Response Check Sheet	outreach response
Follow-Up Survey (F. S.)	Client Interview	type of assistance age sex race living alone observed health memory ability to read social contact contact with own children education social service knowledge life satisfaction
Senior Citizen's Opinions Questionnaire (S. C. O.)	Client Questionnaire	satisfaction with AAA satisfaction with DSS satisfaction with SSA frequency of use of AAA frequency of use of DSS frequency of use of SSA intended use of AAA intended use of DSS intended use of SSA

any results reported would be in aggregate form. Further, staff members were requested not to confer about the measures with I and R staff members in their own center or other centers in the region until all had taken them. To further prevent collaboration about responses, the author also administered measures on the same day to staff in centers known to communicate frequently. Thus, all I and R staff were interviewed within two weeks.

Each administration period with a staff member required approximately one half hour. During this time the author administered the measures each time, in the same order, beginning with the "Faces" Satisfaction Measure (the FSM). For the FSM the researcher gave the staff member a copy of the instrument, commented briefly on its format and directed that for each item (regarding an aspect of work satisfaction) the respondent was to place a check (✓) on the face which best represented how they felt about the aspect of work to which the item referred. A continuum of happy to sad "faces" under each item provided eleven response options.

Attached to the back of the FSM, the two-item Negotiation Latitude index (the NL) was next in the battery of measures. When finished with the FSM, the author directed the staff member to complete responses to these two, self explanatory, multiple choice questions. The staff member selected a response option by placing a check (✓) by the appropriate choice.

The Job Design interview (the JD) followed collection of the FSM/NL packet. The author explained that the JD employed an interview format in which the researcher was to ask a series of questions about several aspects of the respondent's job and then the author would simply mark down each response directly on the instrument. Thus, the instrument acted as a protocol of interview items for the author. In order to subsequently compute an inter-rater reliability estimate of this method the author trained a graudate student in several practice sessions and arranged for him to be present and corate six out of the 15 interviews across all centers. Each interview contained two types of interview items. First, for the items referring to "variety" and "social contact" the researcher asked the question suggested for each item, and wrote down longhand the staff member's response. Then, the counting number associated with the response was recorded. Second, for all remaining items on the JD, the instrument listed a continuum of response-rating categories. For each item the researcher(s) simply circled the rating judged most appropriate. When the co-researcher corated on this measure, he was present only during the JD interview part of the time spent with the staff member.

Up to this point,measure administration was identical for both director and outreach worker. For the Director/Outreacher Exchange questionnaire (the D/OE) <u>two forms</u> were used: outreach worker's received the <u>outreachers form</u>, directors received the <u>directors form</u> for each outreach worker at their center. Outreach workers answered the items with regard to themselves and directors answered the items with regard to each outreach worker at the center, one at a time. Each form given to the director had the name of the outreach worker to be referred to written in a blank space at the top. For both forms the questions asked about the degree to which the outreach worker's job a) provided the characteristic named, and b) how much of the named characteristic was needed. These two questions were listed for the characteristics of participation, feedback, and information. The respondent was directed to place a check (✓) in the box corresponding to their judgment.

Last in the battery of organizational/interorganizational measures was the single interorganizational measure, the Interorganizational Interaction Questionnaire (IIQ). Director and outreach worker received the same instrument and instructions. Respondents were instructed to indicate the response selected by placing a check (✓) next to it. Each question asked for a response--first regarding the Department of Social Services, then regarding the Social Security Administration. These responses provided quantification of several suggested types of exchange I and R staff had with DSS and SSA.

All organizational/interorganizational measures were administered beginning with the week after outreach workers completed the initial contacts to all selected elderly clients. This time was selected since it was the earliest open time after the listed clients had been contacted.

Administration of elderly client measures. Five instruments were used to collect information about the elderly clients in the study. Two of the instruments were used during the initial contacts with the elderly clients, all the others were administered after I and R center outreach workers had completed all the initial contacts.

All measurements of the elderly client component of the research were directed toward a) outreach worker contacts with elderly persons not previously contacted and b) a series of possible responses to this initial contact. The first measures were used by outreach workers during each contact. These measures were actually protocols of standard information on the services available to the elderly to be stated directly to the elderly client contacted. When the elderly client was on the list to be contacted by telephone, the outreach worker used the Phone Call Format Sheet (the PCFS). If, however, the client's name was on the list to be contacted in person, the outreach worker used the Outreach Visit Format Sheet. In either case, the outreach worker received a lecture on reasons for standard information in each contact and was given training in practicing use of both format sheets prior to the initial contacts. As the content of each section on the format sheet was completed during the course of the contact, the outreach worker recorded having related that section to the elderly client by placing a check (✓) by that section, thus the format sheets acted as measures of the degree to which the client was content to listen to the information. In addition to this, if the elderly client permitted the outreach worker to enroll him/her with the I and R center, the outreach worker recorded the enrollment as an index of a response to the contact which could be categorized as more positive than merely listening to all information given in the protocol. All format sheets were collected from the I and R centers when all telephone and personal contacts were completed.

Immediately after all initial client contacts were completed, the author arranged a meeting with I and R directors and outreach workers. During this meeting I and R center staff were trained in the use of the Outreach Response Sheet (the ORS). They were instructed that in using the ORS they would be recording information about any contacts made by the elderly clients initially contacted for this study. The author handed out copies of the ORS to each director and talked through several examples of how to enter record information. Also, the author related several hypothetical contact situations, asked for I and R staff to practice making record entries,and then checked them. For each contact the staff member was to locate the person's name already listed on the instrument and then record type and date of the contact as well as which type of service the center then provided. I and R staff were asked to please place this ORS form next to the telephone at their center so that it would be easily accessible. Once each week, for the four weeks the ORS was used at the centers, the author stopped at the center to talk with the staff and monitor the continued use of the ORS. At the end of these four weeks the ORS was collected from all I and R centers. This took place just prior to the follow up phase of the project.

During the follow-up phase the elderly clients were again contacted, this time to gather important information directly from them. Outreach workers administered the measures during these follow-up contacts. Just prior to these contacts outreach workers were assembled at a meeting during which each worker read through each instrument and practiced asking the questions. Following this, the directors were again given lists of the elderly clients to be contacted and plenty of blank instruments.

The first instrument used in the follow-up phase was the Follow-Up Survey (the FS). This instrument was primarily used in the concurrent research already described, however, the demographic data from each survey was extracted for use in the correlational research described in this paper. Outreach workers visited each elderly client's residence, used the FS as an interview protocol, and after asking each question recorded the client's response directly on the FS form.

When the client had finished answering each question given in the FS, the outreach worker gave the elderly client a copy of the Senior Citizen's Opinions questionnaire (the SCO) and explained its general format and content. While this questionnaire was basically self-explanatory, the outreach worker explained that they were being asked to share their opinions about the AAA, DDS and SSA organizations by selecting the appropriate answers. If the person could not read or had poor eyesight, the outreach worker helped by reading the question to them and then marked down their response.

When outreach workers completed all follow-up contacts, all FS and SCO measures were collected.

The Measures and Their Development

All measures in the study were subjected to the same data reduction procedures. First, within each measure, items having 80 percent or more of the responses in one category were omitted from further analysis. Second, where applicable, items were combined into scales. This scaling process employed both empirical (Cronbach, 1970) and rational (Jackson, 1970) standards. Generally, within each measure of the organizational, interorganizational and elderly client data sets scales were rationally (Jackson, 1970) created then, using corrected item-total correlations and coefficient alpha (Cronbach, 1970), scales were tested and revised until an optimal rational fit and coefficient alpha were achieved. Items from each measure not excluded for poor frequency distribution, but not selected for component scales were retained as one-item, "singlet," variables.

Below, the procedures and results leading to the scaling of data in each measure is discussed. Organizational and Interorganizational measure development is described first and is followed by the same type of information for the Elderly Client measures.

Organizational and interorganizational data. The reader will remember from the section on research rationale that the primary focus of the research was to determine the relationship between the organizational/interorganizational characteristics of the I and R centers and service received by elderly clients. Five separate instruments were used to collect the organizational/

interorganizational data. In the order presented below, Table 1 of of Appendix B summarizes scaling for each instrument. Also, an overall scaling list, by instrument, is given in a table following discussion of the organizational/interorganizational measures below.

1. "Faces" Satisfaction Measure, FSM. This questionnaire was designed to index the satisfaction of directors and outreach workers toward the general context of their jobs. Using a "faces" technique developed by Kunin (1955) thirteen items were included in the FSM.

Items for the FSM had three sources. The context of six items came from the Job Descriptive Index, the JDI, (Smith, Kendall, & Hulin, 1969): the job in general, the work itself, coworkers, supervision, pay, and promotion policies. Four items used in a study of social service employees by Sarata and Jeppesen (1977) (working in this field, working in the particular agency, the type of clients worked with, and the progress made by the clients worked with) were also included. Finally, since the clients in the current study had contact with three primary service organizations, the last three items addressed the services of the local I and R center, the local Department of Social Services and the local Social Security Administration office. The final form of the FSM contained one item for each of the thirteen content areas above.

For all "faces" items subjects responded to a series of eleven schematic faces ranging in expression from a pronounced smile to a pronounced frown, thus representing degrees of satisfaction. Each subject placed a check (✓) on the face indicating his/her degree of satisfaction.

The validity of using the "faces" technique for measuring job characteristics was examined in the Smith, Kendall, and Hulin (1969) study mentioned above. Direct scoring of the JDI, when compared to the same content using the "faces" technique, correlated an average of $r = 0.54$. Thus, the technique seemed appropriate for meaasuring the areas of job satisfaction covered in the FSM.

The first attempt to reduce the thirteen items of the FSM into a single scale revealed that an eleven-item scale achieved the highest coefficient alpha ($\alpha = 0.89$). This scale was identified as the general job satisfaction scale. Of the two remaining items one (satisfaction with working in the field of senior citizen services) was omitted according to the high endorsement criterion. The item which was retained but omitted from the job satisfaction scale, item 3 (satisfaction with the actual work) had a conspicuously low correlation ($r = 0.13$, $p < .32$) with the scale. Table 1 of Appendix B details this data reduction solution.

2. Negotiation Latitude questionnaire, NL. In the battery of measures following the "faces" measures a two item scale devised by Dansereau, et al., (1975) was included. These questionnaire items asked about a) the perceived flexibility of one's supervisor in negotiating changes in one's job and b) the perceived likelihood of one's supervisor using his influence in helping the employee. Both questions referred directly to the relations between the worker and the supervisor. For the outreach worker the supervisor was the I and R center director, and for the director it was the coordinator

of I and R services for the AAA. Each question had a Likert-like scale having four categories.

In the Dansereau, et al. (1975) paper these component itmes were found to correlate an average of $r = .68$ over a series of repeated measures. Aside from the rational judgment that these items were similar, in the current study they were in fact highly correlated ($r = 0.86$, $p < .001$). Thus these two items were combined as the negotiation latitude scale, NL. Table 1, of Appendix B, also provides this information.

3. Job Design interview, JD. The Job Design interview was used to measure job characteristics of the I and R staff. In previous research (Sarata and Jeppesen, 1978) this measure demonstrated its usefulness in studying the jobs of those in the field of social services. The job design content areas were: <u>variety</u> (two items) <u>task identity</u> (two items), <u>feedback</u> (four items), <u>autonomy</u> (two items) (Hackman & Lawler, 1971), <u>participation</u> (two items) (Lawler & Hackman, 1969), <u>learning</u> (two items) Sarason, et al., 1971) and <u>information</u> (three items) Sarata, 1972). Also, an additional context area of <u>social contact</u> (four items) was included. The original instrument (21 items) was used with only minor modification to items. Basically, the items were changes to the extent that they referred to the I and R setting.

For the six interviews which had independent ratings by the author and coresearcher, an interrater exact agreement of 74 percent was achieved. (The interrater reliability coefficient was $r = .87$.

These reliability estimates were generally comparable to the 87 percent exact agreement found in a previous study (Sarata and Jeppesen, 1977).

Scale construction for the JD was suggested by the correlation matrix of all 21 items minus three items (source of task identity, autonomy in ordering work tasks, and feedback on client referrals) which met the high endorsement criterion. Two scales were formed. The most highly intercorrelated items from the content areas of Feedback, Participation, and Information were combined into a single scale, intraoffice communication ($\alpha = 0.82$). All Participation and Information items and two items of the Feedback content area were included in this scale. Thus, the final scale included seven items. The second scale, social contact, comprised of two Contact items was formed on the basis of high interitem correlation ($r = 0.70$, $p < .002$).

After these scale constructions seven items remained. Since no consistent patterns of intercorrelations were observed, these items were retained as singlets. Table 1 of Appendix B, details the above data reduction information on the Job Design measure.

4. Director/Outreacher Exchange questionnaires, D/OE. The D/OE was basically designed to measure the difference between the I and R director's perceptions and the outreach worker's perceptions of three functional job component areas: feedback, participation, and information. Levels of these job components seemed logically tied to their salience as components of exchange between the director and outreach worker. Thus the D/OE questionnaires were

designed to index the degree to which the director and outreach worker agreed on the importance of feedback, participation and information exchange.

For this questionnaire director and outreach worker(s) at each I and R center were asked to answer questions about a) how much participation, feedback, and information existed for the outreach worker in exchanges with the director and b) how much of each of these types of exchange were needed by the worker. Two forms of this questionnaire were devised. The outreach worker form inquired about the amount of each type of exchange the worker had, and needed while the director's forms asked for ratings of how much of each type of exchange the individual outreach worker had and how much the director thought the outreach worker needed to do the job. Thus, while outreach workers only filled out one form, regarding themselves, the director completed a form regarding each outreach worker at the center.

From the ratings of participation, feedback, and information by both outreach worker and director the absolute value of the difference between outreach worker and director the absolute value of the difference between outreach worker and director on each question was computed. Thus, an absolute value of the difference was considered an index of agreement between director and outreach worker. Then, with these computed indices of agreement a scale combining them was devised. First, all ten items were combined in a single scale. Items 1 and 2 had considerably lower corrected item-total correlations than the other items inthe scale, and, when deleted improved the coefficient alpha from 0.88 to 0.92. The eight-item scale, agreement about intraoffice communication, was established as the final version. Subsequently, the two deleted items (1. agreement on actual outreach worker participation in work decisions and 2. agreement on needed outreach worker participation in work decisions) were retained as singlets since they were not significantly correlated with each other ($r = 0.37$, $p < .085$). Table 1, of Appendix B, provides a summary.

5. Interorganizational Interaction Questionnaire, IIQ. The basic format of this questionnaire, was devised by Louis Tornatsky (1974) and was used by Tornatsky and Lounsbury (1974) in a study of local geriatric and juvenile delinquency agencies. In their study, perceptions of communication and organizational similarities were found to be important correlates of actual interagency interaction. This measure was included in the current study in order to examine the bearing I and R staff perceptions of interorganizational interaction with the Department of Social Services and the Social Security Administration might have on service to the elderly clients. (The reader is reminded that elderly clients were selected from the service rolls of these two agencies.)

The questionnaire was modified for use in the current study in two ways: a) only selected questions were used and b) the list of agencies to be considered for each question was changed to include only the local DSS and SSA offices. The basic question format was retained; the instrument was modified to index interactions between the staff of the I and R center and these two agencies. Items asked about ways in which communication took place (items 1 and 2), degree to which referrals were provided (items 3 and 4), degree to which funding was provided (items 5 and 6), degree of goal similarity (items 7 and 8), degree of task and service similarity (items 9 and 10), importance of other agency's services (items 11 and 12), and knowledge of other agency' s programs (items 13 and 14).

Using a Likert-like scale checklist format, respondents indicated, for the local DSS unit, then for the local SSA unit, the levels of each of the seven elements listed above. Thus, for each of the seven elements two distinct answers were given.

The general data reduction strategies previously outlined when used on the IIQ data resulted in four distinct scales. Since each item had two answers, (one referring to DSS, the other to SSA) an attempt was made to generate a set of parallel scales, thus retaining distinctions between DSS and SSA. However, since the DSS and SSA items were highly intercorrelated, the final scales incorporated both answers to each question. The first scale <u>interorganizational exchanges</u>, which included responses to items 1, 2, 3, and 4, had a coefficient alpha of .84. Items 11, 12, 13, and 14 comprised a second scale <u>interorganizational awareness</u> with a coefficient alpha of .79. The last two scales each contained two items. Items 7 and 8 simply became the <u>similarity of goals</u> scale ($r = .88$, $p < .001$) and items 9 and 10 resulted in the <u>similarity of tasks and services</u> scale ($r = .75$, $p < .001$). Finally, item 5 (<u>funding from DSS</u>) was retained as a singlet, and item 6 (<u>funding</u>

from SSA) was omitted on the basis of the high endorsement criterion. Table 1, of Appendix B, provides the compiled scaling solutions for the IIQ measure.

To summarize, scales derived from the FSM, NL, JD, D/OE, and IIQ measures, along with the remaining singlets, comprised the final elements of the organizational/interorganizational data set. Table 2 indicates all the final scales and items resulting from data reduction of this data set. Thus, nine scales and thirteen singlets resulted from data reduction. In the following section reduction of the elderly client data set is discussed.

Elderly client data. Data on the elderly clients in this research came from five instruments. The first three to be discussed did not require scaling since data from each of them provided one summary variable. Information on how data was derived from these three measures is covered first. An overall scaling table such as the one presented for organizational/interorganizational data above is given in the summary following discussion of the elderly client measures.

1. Phone Call Format Sheet, (PCFS) and 2) Outreach Visit Format Sheet, (OVFS). The PCFS and OVFS acted as scripts for the I and R staff member during the initial contact but they also provided data as to how much information the elderly client received and whether or not the client enrolled with the I and R center. Thus, the highest rating was given to an initial response by the

TABLE 2

FINAL DATA REDUCTION SOLUTIONS FOR EACH MEASURE
OF THE ORGANIZATIONAL/INTERORGANIZATIONAL DATA

Measure	Scale Name	Scale Items	Singlets
"Faces" Satisfaction Measure (F. S. M.)	job satisfaction	satisfaction with job in general satisfaction with own agency satisfaction with coworkers satisfaction with types of clients worked with satisfaction with supervision satisfaction with pay satisfaction with promotion satisfaction with client progress satisfaction with I and R center services satisfaction with DSS services satisfaction with SSA services	satisfaction with the actual work
Negotiation Latitude (N. L.)	negotiation latitude	supervisor flexibility in negotiating changes in one's job likelyhood of supervisor using influence to help employee	
Job Design Interview (J. D.)	intraoffice communication	frequency of periodic feedback from supervisor frequency of feedback on individual clients degree of participation in decisions about clients degree of participation in decisions about program and policy amount of information received about AAA amount of information received about other agencies amount of general information received	frequency of general feedback from supervisor number of coworkers interacted with hours of face-to-face contact per day number of separate tasks in the job rate of client contact degree to which job is perceived as integral autonomy in scheduling work time frequency of optional learning experiences frequency of learning about other agencies
	social contact	number of different individuals from other agencies seen in a month number of times individuals from other agencies seen in a week	
Director/ Outreacher Exchange Questionnaire (D./O. E.)	agreement about intraoffice communication	agreement on actual participation in client decisions agreement on needed participation in client decisions agreement on actual feedback on work with elderly clients agreement on needed feedback on work with elderly clients agreement on actual information on the I and R center agreement on needed information on the I and R center agreement on actual information on outside agencies agreement on needed information on outside agencies	agreement on actual participation in work decisions agreement on needed participation in work decisions
Interorganizational Interaction Questionnaire (I. I. Q.)	inter-organizational exchanges	number of ways of communicating with DSS number of ways of communicating with SSA amount of referrals from DSS amount of referrals from SSA	amount of funding from DSS
	inter-organizational awareness	importance of DSS services to seniors importance of SSA services to seniors amount known about DSS amount known about SSA	
	similarity of goals	similarity of goals to those of DSS similarity of goals to those of SSA	
	similarity of tasks and services	similarity of tasks and services to those of DSS similarity of tasks and services to those of SSA	

client including listening to the entire script and enrolling with the center. The variable was therefore an index of response level.

3. Outreach Response Sheet, ORS. When elderly clients contacted their I and R center, the staff simply recorded the date on the contact, and type of service they gave the client directly on the Outreach Response Sheet, the ORS. If a client asked for and received service from the I and R center during the project period, it was recorded. Thus, the ORS provided a single dichotomous variable, outreach response indicating whether or not client initiated contact and service was given subsequent to the initial contact and prior to the project end (approximately one month).

4. Follow-Up Survey, FS. Demographic data on elderly clients contacted during the last part of the project was extracted from the Follow-Up Survey. Of the thirteen items taken from the FS eight appeared to be related to a general profile of self-help determinants for elderly clients. This rationally-formed scale was tested for internal consistency. Thus, the scale comprised of the items living alone, observed health, memory, ability to read, social contact, contact with own children, education, and life satisfaction, yielded a coefficient alpha of .49. Corrected item-total correlations indicated an increase in the coefficient when living alone and contact with own children were deleted from the scale. When these two items were deleted, the resulting six-item scale achieved a coefficient alpha of .66. Since all these client characteritsics seemed to collectively be identifiable as assets which would influence ability to obtain needed services, the scale

was termed client ability. Other demographic items (type of assistance, age, sex, race, social service knowledge, along with the previously deleted living alone and contact with own children) were retained as singlets since a consistent pattern of intercorrelations was not observed. Table 1 of Appendix B summarizes the above scale characteristics.

5. Senior Citizen's Opinions questionnaire, SCO. The final measure administered in the study, the SCO, was the only questionnaire used for elderly client data. The SCO was administered to the elderly client so that in addition to whether or not they received service, their opinions (attitudes) about the key services agencies in this research (the AAA, DSS, and SSA) could broaden the base of data on them. Accordingly the SCO asked the elderly client about the following:

1. satisfaction with the AAA
2. satisfaction with the DSS
3. satisfaction with the SSA
4. frequency of use of the AAA
5. frequency of use of the DSS
6. frequency of use of the SSA
7. intended use of the AAA
8. intended use of the DSS
9. intended use of the SSA

Thus, the instrument had nine items, three for each agency.

The author wished to discriminate these items into two groups: 1) opinions about the AAA and 2) opinions about DSS and SSA agencies. (In this way the combination of DSS and SSA items in the SCO could be correlated with those items in the Interorganizational Interaction Questionnaire (IIQ), which similarly combined DSS and SSA items. Thus, the two items referring to the AAA (1 and

7) were placed in one scale and items referring to the DSS and SSA agencies (2, 3, 8, and 9) were combined for a second scale. This rational approach to scaling provided two scales with fair internal consistency. The first scale, senior citizen's opinions about the AAA (with two AAA items), had interitem correlations of $r = .44$ ($p < .001$) and the second scale, senior citizen's opinions about DSS and SSA (with two DSS items and two SSA items), had alpha equal to .50. As a strategy to improve the statistically defined internal consistency of these scales the "frequency of use" items (4, 5, and 6) were deleted from the two scales. Subsequently, the three "frequency of use" items were retained as singlets, but were not reduced any further since separate scales for frequency of use of AAA and frequency of use of the other two agencies were desired but not supported by inter-item correlations. Table 1 of Appendix B details the scale characteristics.

Thus, the elderly client data from the PCFS, OVFS, ORS, FS, and SCO measures reduced to three scales and twelve singlets. Table 3 shows these scales and items listed by measure. With these data reductions on the elderly client data and those previously discussed for the organizational/interorganizational data the final analyses were completed. These findings follow in the Results section.

TABLE 3

FINAL DATA REDUCTION SOLUTIONS FOR EACH MEASURE
OF THE ELDERLY CLIENT DATA

Measure	Scale Name	Scale Items	Singlets
Phone Call Format Sheet (P. C. F. S.) and Outreach Visit Format Sheet (O. V. F. S.)	(not applicable)	(not applicable)	response level
Outreach Response Sheet (O. R. S.)	(not applicable)	(not applicable)	outreach response
Follow-Up Survey (F. S.)	client ability	observed health memory ability to read social contact education life satisfaction	type of assistance age sex race social service knowledge living alone contact with own children
Senior Citizen's Opinions questionnaire (S. C. O.)	senior citizen's opinions about AAA	satisfaction with AAA intended use of AAA	frequency of use of AAA frequency of use of DSS frequency of use of SSA
	senior citizen's opinions about DSS and SSA	satisfaction with DSS satisfaction with SSA intended use of DSS intended use of SSA	

CHAPTER IV

RESULTS

Framework for the Exploration of Relationships Within and Between Data Sets

The scales and singlets from the organizational/ interorganizational data set (Table 2) and elderly client data set (Table 3) were used in the final data analyses. These analyses were organized under three specific research objectives.

The specific objectives of this research were to examine 1) the characteristics of the component I and R centers of the AAA, 2) the chracteristics of elderly clients, and 3) how both sets of characteristics might be related to attitudes, response, and service received by elderly clients. The basic research questions and statistical methods used to address each objective are given below.

For the first two parts of this three-part examination the basic research question was "Are the variables within each data set generally unrelated?". The strategy was to examine Pearson correlations between variables within the organizational/ interorganizational and elderly client data sets. Since variables within these data sets were expected to be generally unrelated, the author anticipated that only a few significant correlations would be found. The few variables in each data set which demonstrated a pattern of significant correlations with other variables in the same data set were defined and patterns of correlations were discussed.

In the third part, the central question was "Which organizational/interorganizational and elderly client variables combine to predict elderly client response, service and attitudes?". For this question discriminant function analyses were used to investigate the possible linear combinations of organizational/interorganizational and elderly client variables which could predict client response level, outreach response (client service), senior citizen's opinions about the AAA and senior citizen's opinions about DSS and SSA.

Throughout the report of these results the reader should keep in mind that data in this study was based on a relatively small number of subjects (i.e., 15 I and R staff members and 74 elderly clients). Thus, a multiple approach to analyzing the data was adopted so that major consistencies in the data could be identified. Since the current research was to be exploratory, the author sought to maximize detection of significant relationsips within the data by including several variable "groups." These variable groups included variables which had similar context but differed by type within the content area. Thus, for example, three types of feedback were measured with the Job Design Interview (JD). As Table 1 above has shown, this approach produced a large number of variables. Since sample size, in comparison to number of variables, was rather small the reader should retain a healthy skepticism in interpretation of the generalizability of the results. Nevertheless, as related in the results section below, many interesting findings were revealed; this research begins to identify how key organizational variables may combine to effect service to clients.

Relationships Among Organizational/ Interorganizational Variables

General correlational findings. A simple Pearson correlation matrix among the 9 scales and 13 singlets of the organizational/ interorganizational data set was computed for the 15 participating staff members (six staff directors and nine staff outreach workers). Of 231 possible correlation coefficients 29 (12.5%) were found to be significant at the .05 level. Thus, of the final list of staff variables, most seem to be nonsignificantly related or independent of one another. Further, since this data was reduced in the scale construction described above, one would expect that most of the significant correlations would be across the five instruments used. This held to be true.

While most variables in the data set were expected to be independent, of those that were not independent it was expected that the correlations would be positive. Among the significant ($p < .05$) correlations between variables, three variables stood out: job satisfaction, intraoffice communication, and agreement of intraoffice communication. Of the number of possible correlations with these variables, the percent which were significantly ($p < .05$) related were as follows: job satisfaction (28.6%), intraoffice communications (36.4%), and agreement on intraoffice communication

(31.6%). Significant correlations for these variables are given in Table 4. Negative correlations in Table 4 were not expected.

For the first set of correlations, the I and R staff person with higher job satisfaction appeared to have more ability to negotiate with her supervisor, was more likely to acknowledge common goals with DSS and SSA agencies, was more in agreement about intraoffice communication, and was more likely to participate in optional learning opportunities, however, this person seemed to have less social contact with key service agencies and was more likely to view her own job as integral to the I and R center. What this seems to say is that satisfied workers see their jobs primarily in terms of intraoffice interactions and less so in terms of actual interorganizational impact.

The second set of significant ($p \leq .05$) correlations indicated much the same picture of the I and R centers. The staff person who seemed to take a stance of agreement about intraoffice communication tended to be more satisfied with her job, have a greater number of contacts with elderly clients, have more frequent feedback from her supervisor, and was more likely to acknowledge common goals with DSS and SSA agencies. Yet, this person reported less variety in the number of tasks the job involved and was more likely to perceive her job as less integral to the I and R agency. The perception that the job was less integral to the I and R center suggested that the staff member did not view her job as one which promoted information about referral to other key service agencies. It would appear that the staff member preferred the activities of

TABLE 4

SIGNIFICANT PEARSON CORRELATIONS FOR THREE KEY ORGANIZATIONAL/INTERORGANIZATIONAL VARIABLES

(N=15)*

Key Variables					
job satisfaction		agreement about intraoffice communications		intraoffice communications	
r	variable name	r	variable name	r	variable name
.46	- negotiation latitude	.52	- job satisfaction	.54	- number of separate tasks in the job
-.54	- social contact	-.48	- number of separate tasks in the job	.52	- interorganizational exchanges
-.50	- degree to which the job is perceived as integral	.59	- number of coworkers interacted with	.53	- amount of funding from DSS
.51	- frequency of optional learning experiences	-.49	- degree to which the job is perceived as integral	-.51	- similarity of tasks and services
.52	- agreement about intra-office communications	.63	- frequency of optional learning experiences		
.65	- similarity of goals	.54	- similarity of goals		

* When r=.43, p=.05 and when r=.57, p=.01

the I and R office, per se, over the interactions with other key service agencies. These interorganizational interactions would logically be related to effective information/and referral of the elderly client to DSS and SSA agencies. Contrary to these logical assumptions, the staff member who had greater job satisfaction and more communicative links within the I and R center seemed to have less interorganizational (vs more office-) orientation.

In contrast with the first two sets of correlations, (which suggest a consistent interpretation) the third set, having to do with actual levels of intraoffice communication, seemed to suggest an opposite interpretation. Here, the staff member with greater intraoffice communication seemed to have had greater variety in the number of tasks the job involved, more interorganizational exchanges with other agencies, greater awareness of the funding coming from DSS to the AAA system, and viewed DSS and SSA agencies as having tasks and services unlike those of the AAA. Thus, a staff member with higher actual intraoffice communication appeared, in this case, to have more interorganizational orientation.

Specific correlational findings. Next, three selected research questions were directed at the correlations between the variables derived from the Interorganizational Interaction Questionnaire, the IIQ, and Job Design variables. The general question was "What relationships do interorganizational characteristics of a staff member have with job design characteristics?". It was expected that, unlike the majority of the organizational/

interorganizational data, these variable groups would be positively related, i.e. positive interorganizational characteristics would be directly related to positive job design characteristics. The notion was that since the I and R staff task was informing and referring the elderly client to appropriate agencies then good job design might well involve effective interface with the two key agencies referred to in the IIQ. The results of each of three research questions are presented below and are followed by a brief interpretation of all three sets of findings.

First among these selected analyses was the correlation of the director's IIQ data with her Job Design data. Table 5 indicates the significant correlations. Only six correlations were significant at the $p < .05$ level: 1) Director's interorganizational exchanges was negatively related to number of separate tasks in the (director's) job, 2) Director's interorganizational awareness had a positive relationship with director's social contact with other service agencies, 3) Director's perception of the amount of funding from ___ to the AAA also had a positive relationship to social contact with other service agencies and, 4) Director's perception of the similarity of goals of DSS and SSA to those of the AAA was significantly related to three variables as follows: a) a positve relationship to intraoffice communications, b) a negative relationship to the degree to which (her) job was perceived as integral to the AAA operations and c) a positive relationship to autonomy in scheduling work time.

TABLE 5

SIGNIFICANT PEARSON CORRELATIONS
BETWEEN DIRECTOR'S INTERORGANIZATIONAL
AND JOB DESIGN VARIABLES

(N=6)
*

Interorganizational Variables							
interorganizational exchanges		interorganizational awareness		amount of funding from DSS		similarity of goals of DSS to those of the AAA	
r	variable name	r	variable name	r	variable name	r	variable name
-.84	- number of separate tasks in the job	.77	- social contact	.91	- social contact	.79	- intraoffice communications
						-.74	- degree to which the job is perceived as integral
						.89	- autonomy in scheduling work time

* When r=.67, p=.05 and when r=.83, p=.01.

The second selected research question required that the same set of correlations as in Table 5 above be computed for the outreach workers. These correlations are given in Table 6. Of the 55 possible correlations only two were significant ($p < .05$); 1) a negative relationship between outreach worker's interorganizational exchanges and frequency of general feedback from (her) supervisor and 2) a positive relationship bewteen outreach worker's interorganizational awareness and number of separate tasks in (her) job.

Third, the director's IIQ data was correlated with their outreach worker's Job Design interview data. Thus, these correlations examined the possibility that the director's interorganizational exchanges and perceptions might be related to the way in which the outreach worker's job design was defined. As Table 7 shows, four Pearson correlations were significant ($p < .05$): 1) Director's interorganizational exchanges and outreach worker's social contact with other service agencies were negatively related, 2) Director's interorganizational awareness was negatively related to both outreach workers a) frequency of general feedback from the director and b) frequency of learning about other agencies. And finally 3) Director's perception of the similarity of goals of DSS and SAA to those of the AAA and the outreach worker's social contact with other service agencies were also negatively related. It is interesting that all four correlations are negative.

From the three selected research questions addressed above two job design components were shown to be most consistently

TABLE 6

SIGNIFICANT PEARSON CORRELATIONS BETWEEN OUTREACH WORKER'S INTERORGANIZATIONAL AND JOB DESIGN VARIABLES

(N=9)
*

Interorganizational Variables			
interorganizational exchanges		interorganizational awareness	
r	variable name	r	variable name
-.63	- frequency of general feedback from supervisor	.74	- number of separate tasks in the job

* When r=.55, p=.05 and when r=.72, p=.01.

TABLE 7

SIGNIFICANT PEARSON CORRELATIONS
BETWEEN DIRECTOR'S INTERORGANIZATIONAL
VARIABLES AND THEIR OUTREACH WORKER'S
JOB DESIGN VARIABLES

(N=9)
*

Director's Interorganizational Variables					
interorganizational exchanges		interorganizational awareness		similarity of goals of DSS and SSA to those of the AAA	
r	outreach worker's job design variables	r	outreach worker's job design variables	r	outreach worker's job design variables
-.76	- social contact	-.60	- frequency of general feedback from the director	-.62	- social contact
		-.61	- frequency of learning about other agencies		

* When r=.55, p=.05 and when r=.72, p=.01.

associated with interorganizational data. They were: social contact with other agencies and frequency of general feedback from one's supervisor. Some interesting contrasts were found.

First, when directors had high social contact with other agencies they tended to have higher interorganizational awareness and clearly understood that a large amount of their funding came from DSS (Table 5). Alternately, these directors with high social contact tended to have outreach workers who had few interorganizational exchanges and viewed DSS and SSA agencies as having goals unlike those of the AAA (Table 7). These data suggest that while director contact with outside agencies was associated with greater awareness about them, outreach workers supervised by these directors experienced less interaction with these agencies and perceived their goals as less similar to the AAA's. Presumably, better understanding of these key agencies (DSS and SSA) would be useful to the outreach workers since their major function was to inform and refer elderly clients to these agencies. Yet, these data suggest that one might hypothesize that director contacts with other agencies do not have positive effect on outreach worker's understanding of these agencies.

Second, when the frequency of general feedback from an outreach worker's director was examined, it proved to have fairly consistent associations with both outreach worker and director interorganizational data. Basically, outreach workers who had more frequent general feedback from their director tended to have fewer interorganizational exchanges (Table 6) and their directors tended to have less interorganizational awareness (Table 7). Further, directors with less interorganizational awareness also often had outreach workers who reported less frequent learning experiences with other agencies (Table 7). Therefore, greater general feedback from the director seems to be negatively related to outreach worker's experience with and understanding of the major social service agencies to which elderly clients were referred. From these findings one might hypothesize that outreach workers with more experience and understanding of DSS and SSA agencies needed less general feedback from the director, however, these data cannot support such a causal interpretation.

The fourth selected research question investigated the correlations between the director's IIQ data and their outreach worker's negotiation latitude. Here the question was "What relationship does the director's interorganizational exchanges and perceptions have to their outreach worker's ability to negotiate on work issues with them?". It was, again, expected that these variables would be positively related. Of the five possible correlations all were non-significant ($p \leq .05$). Apparently, director's interorganizational skill had nothing to do with their outreach worker's ability to negotiate changes in their jobs or expect the director to use her influence to help them.

Relationships Among the Elderly Client Variables

In the second category of findings the three scales and 12 singlets of the elderly client data set were correlated. In this data set significant ($p \leq .05$) correlations were more frequent than in the organizational/interorganizational data set. Of 105 possible correlations 27 were significantly related ($p \leq .05$). Of these 27, 14 revealed significant relationships among separate variables within individual instruments. While this would suggest further data reduction, the rationale for the separateness of these variables is given in the section above on the measures and their development (scale construction). Beyond these relationships, the number of significant relationships between the variables of different instruments were expected to be few. Among the 13 significant correlations in this category five were particularly interesting (see Table 8). Positive senior citizen's opinions about the AAA were highly related to the elderly client's sex (being female). Also, high client response level to the initial outreach contact had high positive relationship to subsequent outreach response (service(s) received) and frequency of use of the AAA. Finally, a significant positive relationship was found between outreach response and both senior citizen's opinions about the AAA, and frequency of use of the AAA. (The reader is reminded that response level refers to the degree to which the client responded to the AAA and outreach response indicates receipt of service from the AAA service system.)

Intercorrelations of the elderly client variables revealed the importance of the data on the attitudes of the elderly clients and the records of initial response level and services provided to these clients. These results may be discussed in four groups. First, female clients had more positive attitudes about the AAA.

TABLE 8

SIGNIFICANT PEARSON CORRELATIONS FOR THREE KEY ELDERLY CLIENT VARIABLES

(N=74)*

Key Variables					
senior citizen's opinions about the AAA		response level		outreach response	
r	variable name	r	variable name	r	variable name
.34	- client sex	.39	- frequency of use of AAA	.28	- senior citizen's opinions about the AAA
		.55	- outreach response	.44	- frequency of use of AAA

* When r=.19, p=.05 and when r=.26, p=.01.

Second, of all elderly clients, those who tended to respond to the initial contact more positively reported in the follow-up interview that they had made more frequent use of the I and R center services. Third, those clients who during the project received service from the I and R center tended to like the center's services and used them more frequently. Fourth, elderly clients who had more positive responses to initial contact by I and R staff were most likely to subsequently receive some service from the center. Basically, it appears that those who were initially responsive received service later and both liked and used more frequently the center's services. Since this summary statement is based on pairwise correlations, only multivariate analyses of the data could actually define the covariance of the key variables. In order to make multivariate sense of both organizational/interorganizational and elderly client data sets the discriminant function analyses reported in the final part of the results section were completed.

Relationships Between Organizational/ Interorganizational and Elderly Client Variables

In the final phase of data analyses the two data sets generated by this research were examined for their interrelationships. As a first step, the twenty-two organizational/ interorganizational variables were correlated with the fifteen elderly client variables. Since many of these pairwise correlations were significant, a multivariate approach was undertaken for further analysis.

The discriminant function analysis (Nie, Hull Jenkins, Steinbrenner, & Brent, 1975) was selected as the multivariate technique of choice since 1) the variables to be predicted were either already dichotomous or could easily be so transfored and 2) the objective was prediction of the classification of elderly clients on these variables. These predicted criterion variables were outreach response, response level, senior citizen's opinions about DSS and SSA. For each of the four criterion variables, the variables remaining from both organizational/interorganizational and elderly client data sets were used as the list of potential predictors.

Using the SPSS package for the discriminant function analyses the "Wilks" method of stepwise selection of predictor variables was employed for each analysis. Thus the independent (predictor) variable which maximized the multivariate F ratio between group means also minimized Wilks lambda, a second measure of differences among group means and within group homogeneity. For all discriminant function analyses the SPSS default values for inclusion of additional variables were used since these values were very liberal. Finally, a standard decision rule was used in definition of each discriminant function solution: only those variables having a significance level of $p < .05$ were included in discussion of the derived linear function.

Prediction of outreach response. Of the four criterion variables outreach response was perhaps most important since this variable indicated whether or not the elderly client actually received service from the I and R center subsequent to initial contact. All staff and client variables were entered in the program as potential discriminators (except outreach response and response level). Results are given in Table 9. From this display it can readily be seen that five of the variables entered reached a significance level of $p < .05$. They were:

A. frequency of use of the AAA (client variable)
B. number of coworkers interacted with (staff variable)
C. job satisfaction with the actual work done (staff variable)
D. senior citizen's opinions about the AAA (client variable)
E. age of client (client variable)

Using the above initials for each variable in the model function, the prediction equation was as follows:

$$\hat{Y} = -.63(A) - .70(B) + .29(C) - .53(D) + .22(E).$$

(standardized scores and coefficients were used)

The table of means for the high group and low group on outreach response was used to determine the directionality of the five significant independent variables. Thus, elderly clients were more likely to receive service if they reported more frequent use of the AAA, had a more positive opnion about the AAA, were younger, and if the staff person contacting them initially interacted with a larger number of coworkers and was more satisfied with the work she did. With this equation, 86.5 percent of the cases could be correctly classified (see Table 10). When compared to the probability of chance prediction of group membership (63.2% correctly classified) this equation represented an improvement of 23.3 percent in predictability.

TABLE 9

SUMMARY OF THE WILKS LAMBDA AND ROAS V SCORES FOR THE VARIABLES IN THE DISCRIMINANT FUNCTION FOR OUTREACH RESPONSE

Variables	F to Enter or remove	Wilks Lambda	Sig.	Raos V	Change in Raos V	Sig.
Frequency of Use of AAA	17.76578	.80209	.000	17.76578	17.76578	.000
Number of Coworkers Interacted With	11.26816	.69223	.000	32.01219	14.24641	.000
Satisfaction With the Actual Work	5.97489	.63779	.000	40.89020	8.87802	.003
Senior Citizen's Opinions about the AAA	4.90006	.59550	.000	48.90714	8.01694	.005
†Agreement on Needed Participation in Work Decisions	2.98659	.57044	.000	54.21743	5.31029	.021
Client Age	2.40529	.55068	.000	58.74862	4.53119	.033
Agreement About Intraoffice Communication	1.22934	.54061	.000	61.18399	2.43537	.119
Type of Assistance	1.40475	.52917	.000	64.06231	2.87832	.090
Degree to Which Job Is Perceived as Integral	.88893	.52192	.000	65.95216	1.88985	.169
Negotiation Latitude	1.87040	.50687	.000	70.04780	4.09564	.043
Living Alone	1.48688	.49500	.000	73.45438	3.40658	.065
Rate of Client Contact	.71472	.48927	.000	75.15862	1.70424	.192
Client Ability	.39049	.48610	.000	76.11635	.95773	.328
Contact With Own Children	.80799	.48115	.000	77.64267	1.52632	.217
Number of Separate Tasks in the Job	.36715	.47812	.000	78.58992	.94725	.330
Frequency of Use of SSA	.40081	.47478	.000	79.64883	1.05890	.303
*Agreement on Needed Participation In Work Decisions	.00184	.47480	.000	79.64394	-.00488	1.000
Frequency of Use of DSS	.21550	.47301	.000	80.21725	.57331	.449
Hours of Face-To-Face Contact Per Day	.07614	.47237	.000	80.42422	.20696	.649
Social Service Knowledge	.02342	.47216	.000	80.48911	.06490	.799
Client Race	.01792	.47201	.000	80.53971	.05059	.822

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi-Square	D.F.	Significance
1.11861	.72663	.47201	46.92243	19	.000

†Note: removed at a later step
*Note: removed at this step

TABLE 10

CAPABILITY OF THE DISCRIMINANT FUNCTION TO PREDICT OUTREACH RESPONSE

Actual Group Membership		Predicted Group Membership 1	2	
Did Not Receive Service	1	50 (89.3%)	6 (10.7%)	56
Did Receive Service	2	4 (22.2%)	14 (77.8%)	18
		54	20	74

$\chi^2 = 39.405$ $\rho < .000$

Prediction of response level. The degree to which elderly clients responded to the initial contact by an I and R center staff member was also subjected to discriminant function analysis. Prior to this analysis the variable, response level, was recoded to be dichotomous--a value either above or below the median value. Again, with the exception of outreach response and response level all staff and client variables were entered as potential predictors. Table 11 shows the discriminant function results. Only the first three variables of those entered in the program satisfied the .05 significance decision rule:

A. frequency of optional learning experiences (staff variable)
B. senior citizen's opinions about DSS and SSA (client variable)
C. contact with own children (client variable)

TABLE 11

SUMMARY OF THE WILKS LAMBDA AND RAOS V SCORES FOR THE VARIABLES IN THE DISCRIMINANT FUNCTION FOR RESPONSE LEVEL

Variables	F to Enter or remove	Wilks Lambda	Sig.	Raos V	Change in Raos V	Sig.
Frequency of Optional Learning Experiences	8.52676	.89411	.005	8.52676	8.52676	.004
Senior Citizen's Opinions About DSS and SSA	6.79878	.81598	.001	16.23779	7.71104	.005
Contact With Own Children	4.09136	.77092	.000	21.39511	5.15732	.023
Frequency of Use of AAA	2.77978	.74106	.000	25.15769	3.76257	.052
Frequency of Learning About Other Agencies	1.68127	.72318	.000	27.55987	2.40219	.121
Client Age	2.12844	.70092	.000	30.72267	3.16280	.075
Amount of Funding from DSS	.89951	.69149	.001	32.12267	1.40000	.237
Degree to Which Job is Perceived As Integral	1.06534	.68034	.001	33.82922	1.70655	.191
Satisfaction With the Actual work	1.41206	.66565	.001	36.16418	2.33496	.127
Interorganizational Awareness	.91075	.65617	.002	37.72783	1.56365	.211
Frequency of Use of DSS	.85685	.64722	.002	39.24430	1.51646	.218
Living Alone	.77838	.63907	.003	40.66381	1.41952	.233
Senior Citizen's Opinions About AAA	.27897	.63611	.006	41.18765	.52383	.469
Client Ability	.31914	.63269	.009	41.79989	.61224	.434
Interoffice Communication	.16104	.63094	.014	42.11586	.31598	.574
Social Service Knowledge	.13916	.62940	.021	42.39448	.27861	.598
Client Sex	.14149	.62781	.032	42.68351	.28903	.591
Number of Coworkers Interacted With	.10424	.62663	.046	42.90087	.21736	.641
Frequency of Use of SSA	.03255	.62625	.066	42.97014	.06927	.792
Client Age	.02494	.62596	.093	43.02424	.05410	.816
Number of Separate Tasks in the Job	.01284	.62580	.126	43.05264	.02841	.866

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi-Square	D.F.	Significance
.59795	.61172	.62580	28.82651	21	.118

Thus, the resulting prediction equation was derived:

$$\hat{Y} = 1.7(A) + .36(B) + .44(C).$$

(standardized scores and coefficients were used)

The table of means for the high group and low group on <u>response level</u> was used to determine the directionality of the three significant independent variables. From these findings it appears that an elderly client was more likely to have a high level of response to an initial contact when the client had a positive opinion about DSS and SSA agencies, less contact with own children <u>and</u> if the contacting staff member had generally fewer optional learning experiences on the job.

This prediction equation was capable of correctly classifying 75.7 percent of the cases. These prediction results are found in Table 12. Compared to chance prediction of group membership (51.3% correctly classified) the prediction equation could predict better than chance 24.4 percent of the time.

<u>Prediction of senior citizen's opinions about the AAA</u>. Discriminant function analyses were also completed on the opinions elderly clients had toward the AAA. This variable was also dichotomized, as before, by recoding to positive or negative opinions values falling above or below the median. The variable list changed for this analysis; this time except for <u>senior citizens' opinions about the AAA</u> and <u>senior citizens' opinions about DSS and SSA</u> all staff and client variables were included. A summary of the discriminant function results are shown in Table 13.

TABLE 12

CAPABILITY OF THE DISCRIMINANT FUNCTION TO PREDICT CLIENT RESPONSE LEVEL

Actual Group Membership		Predicted Group Membership 1	Predicted Group Membership 2	
Low Response Level	1	25 (80.6%)	6 (19.4%)	31
High Response Level	2	12 (27.9%)	31 (72.1%)	43
		37	37	74

$\chi^2 = 19.514$ $\rho < .000$

TABLE 13

SUMMARY OF THE WILKS LAMBDA AND RAOS V SCORES FOR THE VARIABLES IN THE DISCRIMINANT FUNCTION FOR SENIOR CITIZEN'S OPINIONS ABOUT THE AAA

Variables	F to Enter or Remove	Wilks Lambda	Sig.	Raos V	Change in Raos V	Sig.
Frequency of Use of AAA	9.16777	.88705	.003	9.16777	9.16777	.002
Frequency of General Feedback from Supervisor	9.35312	.78380	.000	19.86034	10.69257	.001
Contact With Own Children	4.34152	.73802	.000	25.55768	5.69734	.017
Client Sex	6.77701	.67202	.000	35.13956	9.58188	.002
Agreement On Actual Participation In Work Decisions	4.70083	.62857	.000	42.54610	7.40654	.007
Social Service Knowledge	2.78254	.60394	.000	47.21776	4.67167	.034
Amount of Funding from DSS	3.3902	.57443	.000	53.34173	6.12397	.013
Frequency of Use of SSA	3.89916	.54192	.000	60.86061	7.51888	.006
Living Alone	1.51775	.52937	.000	64.01139	3.15077	.076
Number of Separate Tasks In the Job	1.54178	.51672	.000	67.33995	3.32856	.062
Response Level	1.15175	.50730	.000	69.92841	2.58846	.102
Autonomy In Scheduling Work Time	.98704	.49921	.000	72.22689	2.29848	.130
Agreement On Needed Participation In Work Decisions	2.11355	.48223	.000	77.30740	5.08051	.024
Client Ability	.37479	.47918	.000	78.25585	.94845	.330
Intraoffice Communication	.40828	.47583	.000	79.31354	1.05769	.304
Type of Assistance	.13761	.47469	.000	79.67883	.36530	.548
Negotiation Latitude	.06450	.47414	.000	79.85353	.17470	.676
Client Age	.04448	.47376	.000	79.97633	.12280	.720
Client Race	.03339	.47347	.000	80.07029	.09396	.759

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi-Square	D.F.	Significance
1.11209	.72563	.47347	46.72980	19	.000

Eight of the variables entered achieved the .05 level of significance and were therefore included in the description of the function. They were:

A. frequency of use of AAA (client variable)
B. frequency of general feedback from supervisor (staff variable)
C. contact with own children (client variable)
D. sex of client (client variable)
E. agreement on actual participation in work decisions (staff variable)
F. social service knowledge (client variable)
G. perceived amount of funding from DSS (staff variable)
H. frequency of use of SSA (client variable)

Then, using the initials above to designate each variable, the following equation was defined:

$$\hat{Y} = -.28(A) + .59(B) + .55(C) - .56(D) - 1.01(E) -.36(F) + .13(G) - .60(H).$$

(standardized scores and coefficients were used)

Tabled means for the high group and low group on senior citizen's opinions about the AAA were used to determine the directionality of the eight significant independent variables. This function suggested that elderly clients had more positive opinions about the AAA when they had more frequently used the I and R center and Social Security Administration, knew more about social services, were female, and had fewer contacts with their own children. Further, the function showed that when the I and R staff member who contacted them had less frequent general feedback from her supervisor, tended to be more in agreement about actual participation in work decisions, and perceived less funding coming from DSS, these client opinions were more positive.

Prediction results for this equation showed 86.5 percent correctly classified. The Chi-squared statistic comparing actual group membership to that predicted is shown in Table 14 below. For this equation the improvement over chance prediction (52.3% correctly classified) was 34.2 percent, an amount roughly equal to the two previous prediction equations.

TABLE 14

CAPABILITY OF THE DISCRIMINANT FUNCTION TO PREDICT CLIENT OPINION OF THE AAA

Actual Group Membership		Predicted Group Membership 1	Predicted Group Membership 2	
Low Opinion	1	38 (84.4%)	7 (15.6%)	45
High Opinion	2	3 (10.3%)	26 (89.7%)	29
		41	33	74

$\chi^2 = 39.405$ $\qquad$ $p < .000$

Prediction of senior citizen's opinions about DSS and SSA. The final discriminant function analysis involved the opinions senior citizens had toward DSS and SSA agencies. This variable was dichotomized by recoding the original coded values to either a positive or negative group depending on which side of the median value the individual's response fell. The same independent variable list used for discrimination just described was employed for this analysis. Results are reported in Table 15. The first two variables listed in Table 15 achieved the .05 level of significance and therefore were selected as entries for the prediction equation. In order of selection they were:

A. frequency of learning about other agencies (staff variable)
B. client ability (client variable)

Thus, the discriminant function, employing the letter symbols above, was as follows:

$$\hat{Y} = -.27(A) + .46(B).$$

(standardized scores and coefficients were used)

The tabled means for the high group and low group on senior citizen's opinions about DSS and SSA were used to determine the directionality of the two significant independent variables. Thus, from this examination, a client was more likely to have positive opinions about DSS and SSA agencies if that client was less able to provide self-help and if they were contacted by an I and R staff member who had more frequent learning experiences with other agencies.

TABLE 15

SUMMARY OF THE WILKS LAMBDA AND RAOS V SCORES FOR THE VARIABLES IN THE DISCRIMINANT FUNCTION FOR SENIOR CITIZEN'S OPINIONS ABOUT DSS AND SSA

Variables	F to Enter or remove	Wilks Lambda	Sig.	Raos V	Change in Raos V	Sig.
Frequency of Learning About Other Agencies	8.68932	.89231	.004	8.68932	8.68932	.003
Client Ability	4.31236	.84122	.002	13.59019	4.90087	.027
Degree to Which Job Is Perceived As Integral	2.10077	.81671	.003	16.15886	2.56867	.107
Amount of Funding from DSS	2.24083	.79102	.003	.9102189	2.86303	.091
Response Level	2.5469	.76246	.002	22.43113	3.40924	.065
Type of Assistance	2.06141	.73967	.002	25.34076	2.90963	.088
Client Sex	2.44127	.71329	.002	28.94128	3.60053	.058
Client Age	1.99726	.69202	.002	32.04291	3.10162	.079
Satisfaction With the Actual Work	1.75384	.67356	.002	34.89408	2.8511-	.091
†Interorganizational Awareness	.66738	.66650	.003	36.02645	1.13237	.287
Frequency of Use of SSA	.47640	.66142	.004	36.85651	.83006	.362
Frequency of Use of AAA	.80165	.65284	.005	38.28708	1.43056	.232
Job Satisfaction	.16846	.65101	.009	38.59673	.30966	.578
Number of Separate Tasks In the Job	.17924	.64904	.014	38.93272	.33598	.562
Client Race	.12084	.64769	.023	39.16383	.23112	.631
Autonomy In Scheduling Work Time	.10838	.64646	.034	39.37509	.21126	.648
*Interorganizational Awareness	.00055	.64647	.022	39.37401	-.00108	1.000
Social Service Knowledge	.05463	.64585	.033	39.48075	.10674	.744
Frequency of Use of DSS	.01652	.64566	.050	39.51363	.03288	.859
Frequency of General Feedback from Supervisor	.01710	.64546	.072	39.54831	.03468	.852

Eigenvalue	Canonical Correlation	Wilks Lambda	Chi-Square	D.F.	Significance
.54928	.59543	.64546	27.58087	18	.069

†Note: removed at a later step
*Note: removed at this step

When this equation was used to predict actual group membership, 81.1 percent of the cases were correctly classified. These prediction results are given in Table 16. Compared to chance prediction of group membership (50.6% correctly classified) the prediction equation classified correctly 30.5 percent more. Thus, this discriminant function was a good predictor and did about as well as the previously mentioned equations.

TABLE 16

CAPABILITY OF THE DISCRIMINANT FUNCTION TO PREDICT CLIENT OPINION OF DSS AND SSA AGENCIES

Actual Group Membership		Predicted Group Membership 1	Predicted Group Membership 2	
Low Opinion	1	28 (84.8%)	5 (15.2%)	33
High Opinion	2	9 (22.0%)	32 (78.0%)	41
		37	37	74

$\chi^2 = 28.595$ $\rho < .000$

CHAPTER V

DISCUSSION

Organization of the Discussion

In review, the results of this study included examination of 1) the characteristics of component I and R centers of the AAA, 2) the characteristics of elderly clients, and 3) how both sets of characteristics might be related to attitudes, response, and service received by elderly clients. Discussion of these results are organized in three sections. First, results of the inter-correlations of the final variables of the organizational/ /interorganizational and elderly client data sets are reviewed and summarized. Then, findings from the discriminant function analyses of the two "behavioral outcomes" measures (response level and outreach response) are discussed. This is followed by similar treatment of discriminant function results for "client attitude" measures (senior citizen's opinions about the AAA and senior citizen's opinions about DSS and SSA). Then, a summary covers the general implications of these findings and suggested direction for future research.

Correlational Findings

General organizational/interorganizational correlations.

The most pronounced associations between the variables which define the study of the I and R center staff seem to support two basic trends in the findings. Level of intraoffice communication (including feedback, participation, and exchange of information), along with job satisfaction were strongly related to many organizational/ interorganizational components of work in these I and R centers, however, the pattern of these correlations offered a noteworthy comparison. These results seem to indicate that the staff member who was satisfied with the job and was more in agreement with others about communicative links within the I and R center had less interorganizational orientation. Thus, satisfaction and agreement did not seem to be associated with interorganizational orientation. What was associated with this interorganizational orientation was actual levels of intraoffice communication.

Previous research established the importance of job design characteristics which seemed to contribute to job satisfaction, but not to a job function orientation. In the current research the interorganizational orientation (which would logically be tied to effective information and referral functions) was coupled with job satisfaction as a correlate of key job design characteristics.

From the historical review of organizational/ interorganizational literature, the importance of the key job design characteristics was confirmed in the current study. The frequency of optional learning experiences was related to job satisfaction (Sarata & Jeppesen, 1977). Further, it was interesting that of seven job design characteristics previously studied by Sarata and Jeppesen (1977), (variety, task identity, feedback, autonomy, participation, learning, and information) three were again found to be important in this study: the feedback (Hackman & Lawler, 1971), participation (Lawler & Hackman, 1969), and information (Sarata, 1972) components of the scale, intraoffice communications. These three components also held together in a new scale, agreement about intraoffice communications. Thus, the communications components of job design were most prominent.

From Table 4, in the chapter on results, it is also apparent that job satisfaction, intraoffice communications and agreement about intraoffice communications were significantly related to several interorganizational variables within the Interorganizational Interaction Questionnaire (IIQ). For the most part these correlations were positive. The discussion below expands on these general findings with specific correlational comparisons.

Specific organizational/interorganizational correlations. Three groups of findings were presented in the results. First, directors who reported high social contact with other service agencies had higher interorganizational awareness, and tended to have outreach workers who had relatively fewer interorganizational exchanges and viewed DSS and SSA service goals as different from those of the AAA. Second, outreach workers who had more frequent general feedback from their director tended to have fewer interorganizational exchanges and their directors tended to have less interorganizational awareness. Third, directors with less interorganizational awareness were likely to have outreach workers with less frequent learning experiences with other agencies.

Surprisingly, the results seem to reveal that directors who had the opportunity to relate useful information to the outreach worker (i.e. general feedback or information gathered from other-agency contacts) had outreach workers who actually had lower interorganizational exchange. And, when directors had less interorganizational awareness, their outreach workers seemed to have fewer learning experiences with other agencies. Basically, it appeared that social contact with other service agencies by the director actually may have had a negative effect on outreach worker learning.

As with the general correlational findings, these specific correlational comparisons reestablished the importance of basic communications. Research by Paulson (1974), while directed at organizations versus organizational members as the unit of analysis, has highlighted the importance of "communication" as a linkage variable between organizational structure, performance and interorganizational relations. From the results above it appears that in the current research, (which was directed at a more basic unit of analysis--the staff member), exchange of interorganizational information within a service organization was also important. This suggests that future research might be designed to test the effects of different interorganizational information gathering and disseminating strategies within service coordination organizations.

Again, while the results showed no significiant relationship between director's interorganizational exchanges/perceptions and outreach workers ability to negotiate on work issues with them, one must consider that this relationship was tested with a subject sample of nine. Obviously, a larger sample would have provided a more adequate test.

Elderly client correlations. To recapitulate the pattern of correlational findings of the elderly client data, it appeared that the clients who were initially responsive to contact by I and R center staff were more likely to receive service from the I and R center, and tended to both like and use the I and R services more. Thus, it was not too surprising that the elderly client variables which were logically "service-related" were in fact statistically related as well. It is clear that the demographic variables (from the Follow-Up survey) of the elderly client's had little relationship to the "service-related" outcome variables, response level and outreach response. Results from a research coordinated with the research here described (and having roughly twice the sample size) also showed that, for elderly clients, few significant relationships among these variables were found (Kushler, 1977).

These results imply that those clients who respond well to initial contact are most likely to be the "best" clients insofar as they seem to like I and R services more and tend to use these services more often. Hence, it appears that positive elderly client response to the first contact by I and R center staff is very important for subsequent use of the center. This seems logical since the more positive responders, by definition, were enrolled with the center and allowed the contacting staff member to give them more information about services than did more negative responders. While these results define the characteristics of contact with positive responders, these data do not shed light on the types of strategies which might be employed to reach those who have a negative initial response. Experimental study of this question seems warranted.

Discriminant Function Analyses on "Behavioral Outcome" Measures

Two of the discriminant function analyses reported in the results section were directed at prediction of the only two "behavioral" variables of the elderly client data set: initial response level and subsequent outreach response. While separate functions were calculated for each of these behavioral outcome variables, since they were both measures of the client's interaction with the I and R center staff they are discussed together.

As reported, clients who had high, positive response level had a positive opinion of the DSS and SSA service agencies, and reported less contact with the family supports provided by their own children. Thus, it appears that a positive predisposition toward local social service agencies and lack of contact with one's children further predisposes the elderly client to respond positively when the information and referral services of the I and R center are offered to them. Further, it appears that the staff member eliciting highly positive response from this elderly client may be characterized as having had fewer optional (not work-required) learning experiences. It may be that staff members who have had fewer learning experiences outside the agency do better in initial contacts. One could argue that a posture of better education might separate the staff member from the elderly client. Such a separateness could very well reduce the acceptance of the staff member as a representative of the AAA.

Outreach response was a measure of whether or not the elderly client contacted one of the AAA's I and R centers after having received the initial contact by a staff member. Repeating the discriminant function findings, elderly clients who did contact the I and R center for servcies reported more frequent use of the AAA, liked the AAA more,and were younger; the staff member who originally contacted these clients tended to interact with more coworkers and liked the work she did. These characteristics of clients who contacted the I and R center seem predictable from common sense, however one might not guess that younger clients would be more inclined toward agency contact. The description of the staff member affecting client-initiated contact sounds much like the one described by the correlates of job satisfaction, i.e., tending to view the job in terms of intraoffice interactions and less interms of community impact.

From the discriminant function findings above,those doing planning for the AAA might consider that clientswho have positive predisposition toward social service agencies will respond most positively to staff contact,and that this client is likely to use the AAA and like it more. Also, it seems that staff members without extragency learning experience, more coworker interaction (not general intraoffice communication), and more satisfaction with the job do better at prompting the client to seek the I and R center for services.

Discriminant Function Analyses on "Client Attitude" Measure

In addition to the above "behavioral" measures on the elderly clients, data from the Senior Citizen's Opinions questionnaire provided measures of client attitudes about the AAA, DSS and SSA agencies. The discriminant function analyses gave definition to the predictor variables of two attitude scores: senior citizen's opinions about the AAA and senior citizen's opinions about DDS and SSA.

First, from the list of possible predictor variables, elderly clients had more positive scores on the senior citizen's opinions about the AAA if they reported greater use of the I and R center and Social Security Administration, knew more about social services, were female and had fewer contacts with their own children. Further, these opinion scores tended to be higher when the I and R staff member who contacted the client had less frequent general feedback from her supervisor, was more in agreement about actual participation in work decisions and perceived less funding coming from DSS. Second, predictors of Senior citizen's opinions about DSS and SSA followed a somewhat similar pattern. Clients had more positive opinions of these agencies if they were less able to provide self-help and if they were contacted by an I and R staff member who had more frequent learning experiences with other agencies. (Note that this type of learning experience was not the same as the previously mentioned optional (general) learning experience, but rather it was tied specifically to learning from other service agencies.)

Thus, in a general sense, elderly clients holding positive attitudes about the AAA, DSS, and SSA agencies seemed to be related to the relative absence of family and personal means of support, coupled with greater knowledge and use of existing social services. The organizational/interorganizational components in these equations seemed to be most interpretable within the framework of their respective discriminant functions. For the prediction of group membership on senior citizen's opinions the results seem to indicate that staff members who had less general feedback and information, but who tended to be more in agreement about actual participation in work decisions, have clients with more positive attitudes about the AAA. Thus, within-office information does not seem to be so important to positive client attitudes. However, prediction of senior citizen's opinions about DSS and SSA agencies was related to the frequency with which staff members took part in learning about non-AAA agencies. Therefore, where attitudes about referred-to agencies were concerned presumably staff knowledge about these agencies was important.

Conclusion

This study of a small, service-coordination agency for elderly clients appears to be among the first to study both the organizational/interorganizational characteristics of the members of such agencies and how these characteristics relate to the receipt of service by the elderly. Apart from other researches which have investigated various work organizations, per se, or which have studied interorganizational interactions, this study attempted to investigate some elements of both organizational and interorganizational realms, and further, investigated their combined influences on services received from these organizations. The reader is reminded that since the results of the current research were based on a rather small sample, generalizations from the results should be regarded as tentative. The fundamental contribution offered by this research is the identification of several elements which seem to have bearing on the actual servcies provided to elderly clients. At a time when social service agencies are called to justify their existence, this type of research seems particularly salient.

Findings from this research provide some interesting perspectives on this social service organization. While the sample sizes were rather small, and therefore one must take caution in generalizing from the findings, the trends in these findings are remarkably consistent.

Study of the client-based findings from the correlations and all the discriminant functions depict a rather constant profile of the clients. Clients who tend to receive services appear to have fewer self-help capabilities, have less contact with their own children, know more about social services, tend to be more satisfied with and use more of the services of the AAA, DSS, and SSA agencies.

Thus, if other I and R centers were to begin approaching a new community of senior citizens, clients such as those above would probably be the best to approach first. For those unlike these model clients, and who tend not to receive services the current research raises the question,"Once identified, how can they be influenced to take advantage of needed services?". It seems especially important that future research be designed to address this question since the most needy are often in this subgroup. Further, new research should again examine the characteristics of I and R staff members which are desirable in contacting the model clients and these identified characteristics should be compared for their salience in contacting "hard to reach" elderly clients.

From the organizational/interorganizational data within the correlational and discriminant function findings, which have policy implications seemed to appear. First, I and R staff with more job satisfaction with work, more frequent contacts with co-workers, and fewer optional learning experiences had clients with better general response to I and R contact. Thus, it seems that more satisfied, socially interactive staff members who had less background from optional (not work-required) learning experiences did better in directing clients to needed services. From the author's observation these staff members seemed to be those who were willing to get to know the client, as well as serve him or her. Further, as mentioned above, it may be the case that staff with <u>more</u> optional learning may actually seem less engaging to many clients.

Second, from the discriminant function on client attitudes about DSS and SSA it appears that clients have better attitudes about these agencies when the I and R staff member who contacted them had more learning about local service agencies. Thus, it is not the optional (not work-required) learning, but the practical, work-related learning about local service agencies, that may promote more positive client attitudes about these agencies.

Third, an approach which may attract clients to needed services seems to involve intraoffice communication. From the specific correlations of the organizational/interorganizational data set, the fact that greater intraoffice communication (including feedback, participation and information) was positively related to staff members having greater interorganizational orientation suggests that work-related communication may play an important part in keeping the staff member well informed and integrated in the work setting. It would seem that the staff member who better understands the services the client is referred to is more effective in performing the basic information and referral function.

Fourth, in contrast to the above, the discriminant function on client attitudes about the AAA suggested that staff members with less general information actually may do better in affecting a positive client attitude about the AAA. Apparently, staff members do need more intraoffice communication and more specific social services learning experiences to affect attitudes about the agencies they refer their clients to, but this is not necessary in affecting positive attitudes about their agency, the AAA.

Finally, interpretation of the specific organizational/ interorganizational correlations suggests something about the mechanism of learning about other service agencies. As mentioned in the discussion above, directors with greater social contact with other service agencies had higher interorganizational awareness but tended to have outreach workers with relatively few interorganizational exchanges and who viewed DSS and SSA service goals as different from those of the AAA. Also, outreach workers with more general feedback from their director tended to have fewer interorganizational exchanges. Together, these findings suggest that helping the director become informed about other service agencies may be beneficial to the director but this benefit does not appear to be transferred to the outreach workers supervised by the director. Perhaps what is needed is for outreach workers, to be more directly informed about these service agencies. This learning seems vital to the operation of an Information and Referral center. From other research (Fleishman, Harris, & Burt, 1955) in which middle managers were trained and were then placed back in the work organization it was found that this method of transferring of working knowledge often did not take place, the findings in the current study seem to support these findings.

In summary, this research suggests that often-cited elements of the work environment in organizations are also quite relevant specifically to social service organizations and that, along with key client characteristics, they are also important for service outcomes for clients. Elderly clients who tend to receive services are those that have less self-help capability and contact from their children, know more about, use more, and are more satisfied with the services they receive. For the staff members of the I and R centers, both intraoffice communication and specific learning about the agencies and services to which elderly clients are referred appear to be important to the information and referral function of these service-coordination agencies, the I and R centers. Apparently, neither should it be assumed that once contacted, elderly clients will seek services which they need, nor should it be assumed that information and learning vital to I and R center function will somehow be integrated in contacts with these clients. Continuing research should be an integral part of the planning process for these service-coordination agencies.

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APPENDICES

APPENDIX A

MEMORANDUM OF AGREEMENT

MEMORANDUM OF AGREEMENT

On the part of Robert L. Dolsen, Executive Director and Patricia J. Hohnstein, Projects Manager, of the Region Four Area Agency on Aging:

Agree to allow access to data necessary for evaluation of the project.

Agree to supervise and require cooperation of I and R personnel in outreach operations and data collection required by the project.

Agree to insure the provision of postage, telephone, and travel costs as required by the project.

Agree to allow I and R personnel sufficient time to conduct outreach operations and data collection as described by the researchers.

With the assurance of confidentially,

Agree to permit use of project data for educational requirements and publication by the researchers.

On part of Martin Kushler and John Jeppesen, Project Researchers:

Agree to protect confidentially of all data obtained in the project.

Agree to design and supervise the implementation and operation of the project.

Agree to insure that the project promotes the goals of the I and R network and the best interests of the client population.

Agree to provide, for the sole use of the respective I and R centers all lists of potential clients as soon as project operations are concluded.

Agree to take responsibility for analysis and interpretation of the data, after insuring appropriate consultation with Area Agency personnel.

Agree to act as liaison between the Office of Services to the Aging and the Region Four Area Agency on Aging for purposes of this project.

Agree to provide a written report summarizing the results and findings of the study to the Region Four Area Agency on Aging, for their use in planning, funding requests, etc.

Robert L. Dolsen

Robert L. Dolsen, Exec. Director

Patricia J. Hohnstein

Patricia J. Hohnstein, Proj. Mgr.

Martin G. Kushler

Martin Kushler

John C. Jeppesen

John Jeppesen

APPENDIX B

TABLE B1

TABLE B1

SUMMARY OF SCALES BY THEIR RESPECTIVE MEASURES

Measure	Number of Subjects	Scale Name	Scale Items	Corrected Item-Total Correlations or Interitem Correlation	Cronbach's Alpha
"Faces" Satisfaction Measure (F. S. M.)	15	job satisfaction	satisfaction with the job in general	.66	.89
			satisfaction with own agency	.84	
			satisfaction with coworkers	.67	
			satisfaction with types of clients worked with	.16	
			satisfaction with supervision	.71	
			satisfaction with pay	.34	
			satisfaction with promotion	.62	
			satisfaction with client progress	.85	
			satisfaction with I and R Center services	.83	
			satisfaction with DSS services	.46	
			satisfaction with SSA services	.49	
Negotiation Latitude (N. L.)	15	negotiation latitude	supervisor flexibility in negotiating changes in one's job; likelihood of supervisor using influence to help employee	.86	NA
Job Design Interview (J. D.)	15	intraoffice communication	frequency of periodic feedback from supervisor	.72	.82
			frequency of feedback on individual clients	.58	
			degree of participation in decisions about clients	.34	
			degree of participation in decisions about program and policy	.54	
			amount of information received about AAA	.76	
			amount of information received about other agencies	.62	
			amount of general information received	.50	
Job Design (J. D.)	15	social contact	number of different individuals from other agencies seen in a month; number of times individuals from other agencies seen in a week	.70	NA
Director/Outreacher Exchange Questionnaire (D./O.E.)	15	agreement about intraoffice communication	agreement on <u>actual</u> participation in client decisions	.87	.92
			agreement on <u>needed</u> participation in client decisions	.78	
			agreement on <u>actual</u> feedback on work with elderly clients	.72	
			agreement on <u>needed</u> feedback on work with elderly clients	.83	
			agreement on <u>actual</u> information on the I and R center	.80	
			agreement on <u>needed</u> information on the I and R center	.68	
			agreement on <u>actual</u> information on outside agencies	.66	
			agreement on <u>needed</u> information on outside agencies	.74	
Inter-organizational Interaction Questionnaire (I. I. Q.)	15	interorganizational exchanges	number of ways of communicating with DSS	.68	.84
			number of ways of communicating with SSA	.84	
			number of referrals from DSS	.74	
			amount of referrals from SSA	.65	
	15	interorganizational awareness	importance of DSS services to seniors	.66	.79
			importance of SSA services to seniors	.74	
			amount known about DSS	.45	
			amount known about SSA	.58	
		similarity of goals	similarity of goals to those of DSS; similarity of goals to those of SSA	.88	NA
		similarity of tasks and services	similarity of tasks and services to those of DSS; similarity of tasks and services to those of SSA	.75	NA
Follow-Up Survey (F.S.)	74	client ability	observed health	.38	.66
			memory	.62	
			ability to read	.45	
			social contact	.27	
			education	.39	
			life satisfaction	.32	
Senior Citizen's Opinions Questionnaire (S. C. O.)	74	senior citizen's opinions about AAA	satisfaction with AAA; intended use of AAA	.44	NA
		senior citizen's opinions about DSS and SSA	satisfaction with DSS	.45	.60
			satisfaction with SSA	.38	
			intended use of DSS	.38	
			intended use of SSA	.38	