Organizational Traits Affecting Change in the Michigan Division of Vocational Rehabilitation

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ORGANIZATIONAL TRAITS AFFECTING CHANGE IN THE MICHIGAN DIVISION OF VOCATIONAL REHABILITATION

by

Mary Jo Deegan

A Thesis
Submitted to the Faculty of The Graduate College in partial fulfillment of the Degree of Master of Arts

Western Michigan University
Kalamazoo, Michigan
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Acknowledging this support and friendship, I take responsibility for the contents herein, hoping to do justice to those who have helped me so much.
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APPENDIX A
INTRODUCTION

The Problem

Organizations and change are two topics of extreme relevance to American society. Robert Presthus has called our society "the organizational society" due to the proliferation and influence of these social arrangements on our daily lives. At the same time, change is occurring rapidly in many institutions, social values, and technologies. It is taking place so quickly that we are witnesses to a number of revolutions; for example, in cybernetics, human rights and technological militarism. Alvin Toffler writes of the shock of encountering a future where people, places, and things are so different that completely new forms of adjustment and adaptation must be developed in order to survive. Organizations, as well as people, must learn to adapt and adapt quickly. Yet despite the importance of both topics, the conceptualizations of how organizational innovation happens, how it is encouraged or discouraged, succeeds or fails are poorly articulated and formulated. In order to understand this process better, one organization's adaptation to change is examined in this study: the Michigan

Division of Vocational Rehabilitation's utilization of new categories of client eligibility.

This specific organization and organizational change were selected due to their relationship to the demand for human rights which is revolutionizing not only the United States and Other Western countries, but the third world as well. This state-federal agency has responded to changing societal demands since its inception in 1920. Since that time, it has expanded its concepts of rehabilitation, counseling, client eligibility, and disability. Although only one of its innovations, the introduction of new and broader client eligibility standards, is analyzed here; it has a tradition of successful adoption and implementation of change. This is a pattern of adjustment which, if understood, could aid other governmental agencies who must face similar demands from a more articulate and powerful client-consumer.

The Michigan agency is divided into a number of offices. The state and regional offices are administrative branches of the organization, and the district offices are involved in direct service delivery. Since there are 21 district offices and the use of the categories was optional, it was expected that the more innovative offices; i.e., those accepting more clients in the new categories during a specific period of time, would have different organizational characteristics more favorable towards implementation of change than those offices with a lower number of clients in these categories. Drawing from the body of existing literature on organizational characteristics associated with change, three organizational
characteristics were measured and examined in a sample of the DVR District Offices. The characteristics selected were the following: (1) staff attitudes towards change, (2) their job satisfaction, and (3) the clarity of the specific change in question. All professional staff members were contacted through either a questionnaire or an interview, and 100% of the client population was categorized by eligibility requirements for the period of January 1 to March 31, 1971.

The Design of This Study

The general concepts and hypotheses utilized in this study are defined in Chapter I. A brief overview of the existing literature on organizations is presented with an emphasis on the work done on organizational innovation in Chapter II. The history and structure of the Michigan DVR is presented in Chapter III, and the innovation is operationally defined. The methodology and findings are presented in Chapter IV, followed by the conclusion in Chapter V, which also presents areas of further research on topics of related interest; i.e., theoretical models of organizational change, methods of improvement of the present research design, and unanswered questions generated by the present analysis.

1All data were collected during this time period.
CONCEPTS AND GENERAL HYPOTHESES

Definition of Concepts

**Formal organization**

Organizations are ubiquitous. Most of us are born in hospitals, go to school for a number of years, and then perhaps work 40 or so years in various places of employment. We shop in supermarkets and pay Bell Telephone. Despite their common proliferation in daily life, though, the concept is difficult to define. Organizations have been defined a number of ways; for example, as goal-seeking,¹ or as a group having a certain number of characteristics,² or as a group of decision makers and problem solvers.³ The definition used in this study is one developed by Neal Gross and his associates in their study of the implementation of a major innovation in a school.⁴ It is as follows:

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We conceive of formal organizations as rationally contrived and deliberately designed social arrangements that organize individuals in a formalized authority structure and division of labor that link members to one another as occupants of interrelated positions in order to facilitate the achievement of goals.¹

Organizational traits

There are a number of characteristics more often found in organizations, versus other group aggregates, which can be analyzed. These are called organizational traits. A variety of organizational properties examined by Hage and Aiken² in reference to organizational change were arranged into the following categories:

Structural variables:

1. Degree of complexity
   a) measure of the number of occupational specialties
   b) measure of the amount of extra-organizational professional activity
   c) measure of the amount of professional training

2. Degree of centralization
   a) measure of degree of participation in decision making
   b) measure of rule observation

3. Degree of formalization
   a) measure of the degree of job codification
   b) measure of rule observation

Performance variables:

1. Degree of satisfaction
   a) measure of job satisfaction
   b) measure of expressive satisfaction


Personality variables

1. Motive of self-interest and negative attitudes toward change

2. Motive of values and positive attitudes toward change

These variables illustrate a number of the possible measures and categories of organizational properties which can be examined in reference to innovation.

Organizational change and innovation

Organizational change is defined as an alteration of roles of the job incumbents, in the authority structure, the division of labor, the goals of the organization, or any of the other possible characteristics of the organization. (See the above list for possible properties.)

Organizational innovation refers to a planned organizational change. Formally defined, it refers to any proposed idea or set of ideas about how the organization should be altered in order to resolve problems of the organization and/or to improve its performance. The terms "planned organizational change" or "planned change" or "organizational innovation" can be used interchangeably.

Both of the above terms are defined in a manner similar to that of Neal Gross and his associates, but differ from his emphasis on change being defined solely as "behavioral" (his italics)

1Hage and Aiken, "Program Change," p. 509.
3Ibid., p. 4.
change and as change of "organizational behavior or members"\(^1\) of
the organization. This definition is too limiting since proper-
ties or goals of the organization may change prior to accompanying
changes in the behavior of members of the organization. This
could mean that the change has been initiated and not implemented
or perhaps that a planned change fails to be operationalized or
enacted. A good example of the former can be found in government
agencies which have an authorized legislative change affecting
agency goals or direction without accompanying funds, procedures,
staff, etc. An example of such a change where a gap in changed
staff behavior occurred after the authorization of expanded service;
i.e., a planned change, can be seen with Vocational Rehabilitation.
In 1943, an amendment to the Vocational Rehabilitation Act was
passed making the mentally retarded and mentally ill persons
eligible for services. Yet this change did not come into opera-
tion as a viable service until almost thirty years later:

In 1960 less than 3,000 retarded individuals were reha-
bilitated, or 3 percent of all rehabilitants that year. 
During 1970 an estimated 33,000 rehabilitated, or 12 per-
cent of all rehabilitants. The increase in the number of
those mentally ill rehabilitated was of similar magni-
tude. In 1960 the number was 5,703 or 6.4 percent or re-
habilitants; in 1969 the number went to 55,303 or 23.3
percent of the total.\(^2\)

Therefore, to pinpoint the exact time of behavioral change of
members of the organization would not necessarily mark the be-

---

\(^1\)Gross, et al., *A Major Educational Innovation*, pp. 4-5.

beginning of the planned change for the organization which in this case originated in the legislature.

Hypotheses and Literature on Organizational Traits Associated With Change

There are three organizational traits examined in this study. They are selected from a number of other characteristics of organizations which are presented in greater detail in Chapter 3, a general review of the literature. This section presents only those studies of relevance to the traits selected and their relationships to the implementation of change.

Staff attitudes toward change

Job incumbents must take on the expected behavior, duties, obligations, etc. demanded of the role or position they fulfill in the organization. This process of role making is an important step in fulfilling the requirements of the position and becoming socialized into the organization. This process is necessary if its members are to be committed, flexible, and in communication with one another.

Hypothesis: The more favorable the attitude towards change by members of the staff of an organization, the greater the amount of organizational change.

Successful organizational innovation involves an alteration in the roles of job incumbents. The flexibility of the organization is dependent upon the adaptability of its staff, and change must appear favorable to members of the organization in order to be
positively accepted.

If the managers and employers are themselves flexible, the organizational blueprint can be consciously and rationally altered in the face of changing external situations. If the people themselves are not flexible, then altering the blueprint will have no effect on the organization's operation anyway.\footnote{Edgar H. Scheib, \textit{Organizational Psychology} (Englewood Cliffs, New Jersey: Prentice-Hall, 1965), p. 16.}

It can be seen that organizations can be described as points existing on a continuum of innovativeness and non-innovativeness. Studies by Bernard\footnote{Sydney Bernard, Emeric Kurtagh, and Harold R. Johnson, "The Neighborhood Service Organization: Specialist in Social Welfare Innovation," \textit{Social Work}, XIII (January, 1968), pp. 76-84. (Hereinafter referred to as "Neighborhood Service Organization.")} and Hage and Aiken\footnote{Jerald Hage and Michael Aiken, \textit{Social Change in Complex Organizations} (New York: Random House, Inc., 1970), pp. 64-91. (Hereinafter referred to as \textit{Social Change}.)} have demonstrated the existence of innovative organizations. They show that the quality or atmosphere of change can be established for organizations, and that it can serve as a means for predicting future adaptability. It can be postulated that innovative organizations have staff members who can accommodate themselves to change. Such favorable attitudes toward change among the staff are a result of a variety of factors; such as recruitment policies, the degree of professionalization, an encouragement of new ideas, time for workshops and continuing education, etc.\footnote{Victor Thompson, "Bureaucracy and Innovation," \textit{Administrative Science Quarterly}, X (June, 1965), pp. 1-20.} Also, a history of change for the organization could create an atmosphere legitimizing change, and processes for
adapting to the accompanying discomfort and new problems which appear with a new process or procedure could be integrated within the functioning of the organization.

**Staff satisfaction**

Job satisfaction refers to the morale among the job occupants. This includes their satisfaction towards a variety of job conditions; salary, amount of discretion or autonomy allowed, working conditions, hours, etc.

**Hypothesis:** The higher the job satisfaction or the lower the alienation, the greater the amount of organizational change.

It is important to note here that job satisfaction does not refer to being "contented" or satisfied with the status quo. Rather, it refers to a type of positive identification with the organization. The opposite of high job satisfaction, alienation, seems to be a more well-established concept in the literature.

Job satisfaction, as it is defined here, could be conceptualized as a lack of alienation.

Alienation from work reflects a feeling of disappointment with career and professional development, as well as disappointment over the inability to fulfill professional norms. Alienation from expressive relations reflects dissatisfaction in social relations with supervisors and fellow workers.¹

Job satisfaction can, thus, be used as an indicator of accept-

ance of innovation. Efforts for improvement of the organization are more amenable to a satisfied worker since the good of the organization is in accord with his views of the organization's direction. Also, since change creates a strain in the system, a satisfactory orientation to the organization eases the transition that must be made.

Two studies have illustrated the effect of job satisfaction on the acceptance of change. In one study, by Coch and French, resistance to change was very high when job satisfaction was low. When relatively minor changes were introduced which increased the job satisfaction of the workers, the acceptance of change was increased.

Peter Blau's famous case study of two state welfare agencies suggests that favorable working conditions and, more importantly, higher job satisfaction make the implementation of change much easier. The study also indicates that satisfied workers also contribute to change by initiating suggestions.

The study of Hage and Aiken, cited earlier, also supported the relationship between high job satisfaction and increased organizational change.

The clarity of the change

Ambiguity and uncertainty are a source of strain for an organization.


2Hage and Aiken, Social Change, p. 54.

3Ibid., pp. 52-55.
zation. Although a rigid and strictly defined structure or process does not lend itself to innovation, neither does a formless structure nor an undefined process aid in instituting change. Some balance must be achieved by an organization so that flexibility and innovation are possible because the area of concern is clearly delineated. Therefore, the direction or benefits to be gained by a given change must be known or the change is formless and methods of implementation are unknown.

Hypothesis: The clearer the definition of a change, the greater the amount of organizational change.

Neal Gross' study of an attempt to implement a major educational innovation illustrated the importance of the clarity of a change. Gross and his associates discovered that the lack of clarity of the proposed change played an important part in the failure of the change to be successfully instituted in the school.

One barrier that blocked the teachers' efforts to implement the innovation throughout the six-month period was their lack of clarity about the new role model. Our observations of teachers as they attempted to implement the model indicated that most of them did not have a clear image of the role performance expected of them. Our formal interviews confirmed these field observations. They revealed the teachers never had a clear understanding of the innovation.1

The interdependence of the organizational traits in forming an innovative organization become more apparent when analyzing the clarity of a specific change. That is; high job satisfaction, and

1Gross, et al., A Major Educational Innovation, p. 244.
a favorable attitude towards change are a set of preconditions favorable to organizational innovation, yet for a specific innovation unique factors opposing change can be set in motion. The clarity of the change is one such possible source of aid or restraint in implementing a new factor in organizational life.

The next chapter examines previous work in the field of organizational innovation and the network of relationships which exist in forming an innovative atmosphere.
THE LITERATURE ON PLANNED ORGANIZATIONAL CHANGE

To orient this study to other work which has been accomplished in the field of planned organizational change, it is necessary to examine the literature available on this subject. This chapter presents a review and appraisal of this literature and its implications for this study. The studies to be examined are those concerned with planned change as defined in Chapter I; i.e.,

Formally defined, it refers to any proposed idea or set of ideas about how the organization should be altered in order to resolve problems of the organization and/or to improve its performance.¹

Spontaneous and unplanned changes, as well as evolved patterns of interaction which have unconsciously arisen, are not considered here unless they would have some bearing on the topic of interest; namely, planned change.

Organizational Theory

Only a brief overview of this field is presented due to the variety and proliferation of models and theories which now abound in the study of organizations. An adequate presentation necessitates work of psychologists, public administrators and management, as well as sociologists. Some of the major models are briefly examined below as they relate to the concepts utilized in this study.

The bureaucracy model developed by Max Weber introduced the

¹ page 6 of this paper.
concept of unique properties found in certain social organizations. His delineation of seven organizational characteristics set a precedent in understanding organizational structure and functioning. In addition to this work he examined the various forms of authority found in society and the type of authority commonly associated with bureaucracies; namely, legal authority. This type of authority is based on power residing within a position which can be filled by an individual who is appointed or elected to the office for which he is qualified. The interrelationships between the seven characteristics and their presence were considered defining properties of a bureaucracy. Because of Weber's emphasis on "ideal" types of bureaucracy and rational behavior, much of his work seems outdated and limited in its scope. The conflict between "formal" organization and the "informal" patterns of relationships which arise in

---

1) A continuous organization of official functions bound by rules.
2) A specified sphere of competence . . . .
3) The organization of offices follows the principle of hierarchy; that is, each lower office is under the control and supervision of a higher one . . . .
4) The rules which regulate the conduct of an office may be technical rules or norms . . . .
5) . . . . the members of the administrative staff should be completely separated from ownership of the means of production or administration . . . .
6) . . . . there is also a complete absence of appropriation of his official position by the incumbent . . . .
7) Administrative acts, decisions, and rules are formulated and recorded in writing . . . .

an organization led to the development of the Human Relations school.

With the Mayo studies\textsuperscript{1,2} conducted in the 1930's, Weber's work was cast aside for a period of time and the effect of the group on an individual in an organization was analyzed for the first time. The development of the concepts of worker satisfaction, group patterns and norms, and in general the presence of informal structures within the formal organization broadened the scope of understanding of the organization as a social unit. In other words, an analysis of rules, positions, division of labor, etc. provided only a partial picture of the organization. The interdependence between staff members and organizational structure could not be isolated without distorting the study of organizations which led to a variety of models and theories which attempted to integrate the various structural and formal parts of an organization with the social and informal ones.

One model which integrates the variety of factors influencing an organization is the social-system model. Originally defined by Talcott Parsons,\textsuperscript{3} it defines an organization as a social unit oriented to the attainment of a specific goal. The use of this model also allows an analysis of the relationship between an

\begin{itemize}
\item[{\textsuperscript{1}}}Elton Mayo, \textit{The Human Problems of an Industrial Civilization} (New York: The Macmillan Company, 1933).
\item[{\textsuperscript{2}}}T. N. Whiteshead, \textit{The Industrial Worker} (2 vols.; Cambridge, Massachusetts: Harvard University Press, 1938).
\item[{\textsuperscript{3}}}Parsons, "Theory of Organizations," pp. 1-20.
\end{itemize}

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organization and its environment.

Models have been developed emphasizing the role of decision-making,\(^1\) the maximizing of the effectiveness of individual and group attainment of organizational goals,\(^2\) and knowing cui bono (who benefits) from the attainment of these goals.\(^3\)

Basically, each model and/or theory of organizational functioning offers some insight into a specific area of concern. For the development of coherence and an operative conceptual framework for empirical use, a number of choices must be made in relation to these models and theories. In this study, the work of Michael Aiken and Gerald Hage\(^4,5,6,7\) is a strong influence on the selection of a particular orientation to the study of organizations. Their viewpoint encompasses the concepts of Weber and organizational traits, Homans and the informal group and interrelationships within an organization, and the interdependence of these parts to create a functioning whole. This last concept is similar

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\(^1\)March and Simon, *Organizations.*

\(^2\)Parsons, "Theory of Organizations."


\(^4\)Hage and Aiken, *Social Change.*

\(^5\)Hage and Aiken, "Program Change."

\(^6\)Michael Aiken and Jerald Hage, "Organizational Interdependence and Intra-Organisational Structure," *American Sociological Review,* XXXIII (December, 1968), 912-30. (Hereinafter referred to as "Organizational Interdependence."")

\(^7\)Aiken and Hage, "Organizational Alienation."
in spirit to that of a system model without the utilization of system "language" of inputs, outputs, throughputs, environment, etc., which would utilize some of the measures made here as well as additional ones. The value of the system concept is acknowledged here and will be examined in greater depth in the concluding chapter.

The validity of studying organizational traits is firmly established in sociological literature, not only in the studies previously mentioned but also in the work of Hall,¹ Yuchtman and Seashore,² Pugh and associates,³ and Blau.⁴ These studies examine organizational traits which encompass those included in this study as well as a variety of others. Therefore, the tradition of studying organizational traits is firmly established and dependent upon a number of value judgments which are enumerated below:

1) that organizations have certain properties or traits which are often unique to this social unit;


2) that these traits can be classified or categorized in a variety of ways; i.e., structural, performance, personnel, etc.;

3) that these traits appear in clusters to yield different characteristic patterns and relationships;

4) that an analysis of these traits leads to a better understanding of organizational functioning and effectiveness; and

5) that these traits exist within a network of relationships both human and environmental which influence an organization. Parts of the organization and its environment may be isolated for analysis and examined largely independently of the remaining influences.¹

The Initiation and Adoption of Change

A number of studies have been conducted analyzing the change process. One of the major reviews of these studies was done by Everett Rogers.² He reviewed 506 studies in anthropology, rural sociology, and in educational and medical sociology. Despite the massive analysis of these works, an informative picture of the initiation and adoption of planned change in organizations was not obtained. A great deal of time was spent analyzing factors influencing an individual's adoption of change, particularly without reference to influences making the adoption of change dependent on other's opinions, finances, authority, etc. Since a staff member within an organization is subject to a number of opportunities and


constraints influencing the adoption of a change, the exclusion of these factors in Roger's reviews limits the usefulness of these other studies.

A similar problem arises with the use of the work done in reference to planned change involving a change agent. One of the best books on the subject, The Planning of Change,\textsuperscript{1} examines a number of dilemmas for the expert who comes into a situation or organization with the benefit of social science knowledge. Since the focus is on the \textit{initiator} of change, the level of analysis is different. Organizational traits favorable to innovation presuppose the existence of innovators. Although organizational traits affect the freedom for change, and recruitment and personnel policies, the focus is different and aids in understanding the whole picture of organizational change but not the portion of particular interest here; \textit{i.e.}, how does the organization via structure or role occupancy favor the implementation of change. Change agents have only one role within the organization and the general staff member has different priorities and given job demands within which a new job duty or orientation must be fit.

\textbf{Favorable Conditions for Organizational Innovation}

There are a few studies examining conditions which can precede and influence change in organizations. These are the most

fruitful for the research under examination here. There are two major approaches to these favorable conditions: (1) the study of organizational traits associated with change, and (2) the study of the clustering of such traits to yield an atmosphere conducive to change. The development of this type of atmosphere has been analyzed under several names which place the innovative versus the non-innovative organization on different ends of a continuum. The innovative, the dynamic, or the organic model exist at one end, with the other end described as non-innovative, static or mechanical.

Studies of specific organizational traits associated with change have been done in a manner similar to that done here. Some of the factors associated with change are the following: staff alienation, formalization, complexity, centralization, communication, the hierarchy of authority, the clarity of the directives

1Bernard, et al., "Neighborhood Service Organization."
2Thompson, "Bureaucracy and Innovation."
4Aiken and Hage, "Organizational Alienation."
6Aiken and Hage, "Organizational Interdependence."
7Blau, "The Hierarchy of Authority."
for the proposed change, as well as other studies mentioned in the first chapter where the general hypotheses are presented.

Most of the above studies and organizational traits are included within the studies of the innovative organization as a total phenomenon. Most of these researchers find a similar clustering of traits characteristic of change-oriented institutions. These are interrelated parts of the system. For example; complexity, which can be measured by the number of occupational specialties and the skills or training they require, can be dependent on the amount of participation in decision making, the hierarchy of authority, the formalization of the job, etc.

The structural arrangements of a dynamic organization are high complexity, low centralization, low formalization, and low stratification. Associated with these structured arrangements are usually certain general organizational policies. Members of occupations that require long periods of training are likely to advocate an emphasis on the quality of the product or service provided rather than on the organizational efficiency. Specialists often make demands for the improvement in the quality of work, demands that are reflected in new programs, new techniques, and rising costs. They are also likely to make demands that are reflected in higher job satisfaction and additional increased costs. Moreover, highly trained specialists are much more likely to be happy with their working conditions than those who have less training because they have more autonomy and fewer rules as well as less status and prestige differences.

The characteristics found by Bernard, et al., include the

2See this paper, pp. 8-13.
4Bernard, et al., "Neighborhood Service Organization."
following: (1) broad goals; (2) a flat hierarchical structure, having a minimum of general rules and a separation of routine and non-routine tasks, and a decentralized decision making system; (3) a professional staff; (4) broad programs; and a number of similar characteristics to those mentioned in the above quote.

Hage and Aiken found in their study of innovative organizations, operationally defined as program change, that the following characteristics were related with high rates of change: high complexity, low centralization, low formalization, low stratification, low volume of production, low emphasis on efficiency, and high job satisfaction.

The opposite set of characteristics are postulated to be found in the static or relatively unchanging organization. One case study of such an organization was conducted by Michel Crozier in a Parisian branch of the French Civil Service. The work was largely clerical and unchanging for thirty-five years. There were few professionals, a very rigid and stratified hierarchical structure highly dependent on strict adherence to a number of rules. There was a poor system of communication due to the large differences in the staff positions, strata, and prestige. In other words, the existence of the opposite traits found in innovative organizations were found to exist in this static agency.

Victor Thompson finds a similar clustering of traits to

---

1Hage and Aiken, Social Change.

yield the innovative organization,\textsuperscript{1} while additionally showing
the importance of congruence between organizational and personal
goals, the institutionalization of a certain amount of uncertainty
to stimulate the search process for new and better ways of problem
resolutions, and the allowance of free resources for innovative
projects.\textsuperscript{2}

The variables selected for analysis here, then, are seen within
in a broader framework which posits the existence of a number of
organizational factors conducive to innovation which become part
of the mechanism for change.

\textsuperscript{1}Thompson, "Bureaucracy and Innovation," pp. 1-21.

\textsuperscript{2}Ibid., pp. 7-12.
THE INNOVATION INVOLVED IN THIS STUDY

The National Office of the Rehabilitation Administration

its history of growth and development

Traditionally, the Vocational Rehabilitation Administration has been concerned with the development and application of methods and techniques to bring the physically handicapped individual to his optimal level of employment.

The original law of 1920 specifically stated as its major purpose the retraining of civilians injured in industry and otherwise.\(^1\)

The funds were to be used only for vocational training, counseling, prosthesis, and placement services.\(^2\)

These narrow concepts of a vocational handicap and rehabilitation services have been broadened throughout the intervening years through the passage of a number of federal laws authorizing the expansion of the agency.

In 1943,

Provisions were made for diagnostic, medical, and psychological examinations; corrective surgery and medical treatment . . . .\(^3\)

Individuals suffering from emotional disabilities affecting their


\(^3\)Ibid., p. 22.
employment also became eligible for services. Training grants, educational programs for vocational counselors, scholarships and research programs received support from the 1954 Vocational Rehabilitation Act. This Act, Public Law 563, broadened the base of the state-federal partnership as well as marking an important step forward in expanding the concept of services beyond the medical and direct vocational placement services being offered prior to this time. It was only in 1963, though, that services became more directly aimed at a population which was not handicapped in the more traditionally defined physical disability category—the mentally retarded.

This now brings us to the amendment authorising the change of interest in this study, the extension of services to the behaviorally disabled in 1965. It can be seen that the growth of the agency had resulted in a new definition of both the services offered and the population to be served during the period from 1920 to 1965.

In the current context, a handicapped individual is only defined in terms of his ability to obtain or maintain employment; that is, he must be vocationally handicapped as well as clinically disabled. . . . The disabling condition may result from a wide variety of causes including "behavioral disorders characterized by deviant social behavior or impaired ability to carry out normal relationships with family and com-

---

1In 1943, the emotionally disturbed became eligible for services. Although this category was used, the major thrust of the agency remained with the physically handicapped; and it seems safe to say that even today the image of the agency in the eyes of the general public is very closely tied to its services to the physically handicapped.
munity which may result from vocational, educational, cultural, social, environmental, or other factors.¹

An additional amendment to the Vocational Rehabilitation Act affecting the acceptance of the behaviorally disabled as clients was passed in 1968. But since the necessary funds to support the new programs were not authorized at this time, this amendment is useful only in the sense that the agency is continuing in its commitment to this population.

It is also informative to note that as of 1965, two million people have been rehabilitated through the agency, with one million being serviced in the 1954-65 period. This means that in a ten year period as many people were rehabilitated² as had been in the previous thirty-four years. This represents a rapid acceleration of services which demands massive organizational growth and adaptation. Organizational flexibility is part of the history and functioning of this agency.

Structure of the agency

The agency exists under the auspices of the Department of Health, Education, and Welfare. It is a division of the Social and Rehabilitation Services (SRS) within that organization. The SRS


²Rehabilitation is operationally defined as job placement with a six month period of employment.
was created in 1967 and consists of an Administrator and five separate sections, or Administrations, which are accountable to him. One of these sections in the SRS is the Rehabilitation Services Administration (RSA), formerly named the Vocational Rehabilitation Administration.

There is a Social and Rehabilitation Service Regional Office in each of the regions of the Department of Health, Education, and Welfare. Each of these offices is headed by a Regional Commissioner and includes staff providing consultation and service to all program components in such areas as medicine, staff development, and statistics.

Each state has a state division of the SRA agency which operates under various departments of the state; i.e., the Department of Rehabilitation (Georgia or Florida), the Department of Labor, or as in Michigan, the Department of Education. (See Chart 3a, p. 30.)

The Michigan Division of Vocational Rehabilitation

*Its history of growth and development*

Concomitant with the growth and changes occurring at the National Office, the Michigan division has broadened and expanded its services to the disabled.

Given the revised definition of disabling conditions to include the "behaviorally disturbed" and "disadvantaged," we in rehabilitation are faced with an unparalleled mandate and challenge. We must plan and provide services for a client population which will be characterized by deficient education, chronic unemployment,
welfare dependency, alcoholism, drug addiction, and criminal records. In many cases this client population has faced institutionalized discrimination and feels alienated as well as angry towards the larger society which has rejected them.

The Department of Education may provide or purchase a full range of rehabilitation services including: comprehensive diagnostic studies, counseling, comprehensive physical restoration services, various kinds of training and training supplies. In fact, almost any service that will contribute substantially to make an eligible individual employable may be provided by these state rehabilitation agencies.

These statements made in the introduction of a recent study of agency resources and client population needs succinctly summarize the direction of the agency. Obviously, it reiterates the direction of the National Office.

The number of cases served has grown from 11,849 in 1945 to 23,969 in 1970. The operating budget during 1969-70 was nearly $19 million, an increase of approximately $4 million or 26 percent over the previous year. Compared to 1945-46, the budget ran to $609,000 or 3.2 percent of the 1969-70 budget. It can be seen that the agency not only prescribes an increase in service, but that it is also funded to offer that change. This fulfills one of


4. Ibid.

State Board of Education

Administrative Secretary
State Board of Education

Superintendent of Public Instruction
Deputy Superintendent of Public Instruction

Higher Education Assistance Authority

Higher Education Facilities Commission

Community College Advisory Board

State Board for Libraries

State Tenure Commission

School District Reorganization

Vocational Education and Rehabilitation Bureau

Library Bureau

Research Bureau

Vocational Education and Rehabilitation Bureau

Vocational Education Division

State Library Division

Student Financial Aid Division

Planning Division

Curriculum Division

Special Education Division

School for the Deaf Division

School for the Blind Division

Planning Services Bureau

Department Services Division

School Management Division

Administrative Services Bureau
the resource needs of an innovative organization.\textsuperscript{1}

\textbf{Structure of the Michigan DVR}

In 1945, there were eight District Offices in Michigan. It was not until 1963-64 that the first Regional Office, having responsibility for the districts residing within its geographical boundaries, was established. Within a year an additional four regions were determined, to give the basic regional structure which now exists. The number of District Offices has grown from the original eight to twenty-one. The Regional Offices have assumed an administrative role as a liaison between the State and District Offices. Therefore, the District Office is more involved with the direct delivery of services and, consequently, the actual vehicle for implementing a change in service. (See Chart 3b, p. 32.)

The Michigan Division of Vocational Education functions under the auspices of the Michigan Department of Education. Its placement under the Vocational Education and Rehabilitation Bureau has led to a number of ties with the Division of Vocational Education. Chart 3a shows the organizational relationship as it now exists. (p. 30.)

Within the DVR itself, the chief administrator, or the Assistant for Vocational Rehabilitation, has a staff structure consisting of an Administrative Assistant and four Section Chiefs. This formal structure and its relationship with the regional structure can be seen in Chart 3c, p. 33.

\textsuperscript{1}Thompson, "Bureaucracy and Innovation," p. 10.
Chart 3b. Department of Education, Division of Vocational Rehabilitation
Regions and District Offices which are included in this study.
Chart 3X. Organisational Chart for Comprehensive Planning for Vocational Rehabilitation Services for Michigan

Assistant Superintendent for Vocational Rehabilitation

Medical Services Consultant
Inter-Agency Cadre
Governor's Commission of Employment of the Handicapped

Staff

Business Management Section
Rehabilitation Facilities Section
Office Management Services
Special Programs
Training and Evaluation
State Plan Coordinator
Disadvantaged Population Specialist

Client Services
Research and Program Development
Comprehensive Planning for Vocational Rehabilitation Service
Social Security Trust Fund
Mental Health Development
Correction Program Development
Disadvantaged Program
Disadvantaged Training

Line

Regional Offices
Disability Determination Section
S.T.I.R.C.

Wayne Region
Central Region
Eastern Region
Southern Region
Northern Region

Downtown
Flint
Pentiac
Kalamazoo

Eastern Region
Royal Oak
Lansing
Ann Arbor

Dearborn
Mt. Clemens
Jackson
Battle

Livonia
Northwestern
Metropolitan
Rehab, Institute

Wyandotte
Northville
Benton
Harbor

Univ. Hos.
Saginaw
Traverse City

Grand Alpens
Rapids Marquette

Mt. Pleasant

Double lines indicate equal status between the parts.
The internal structure of the District Office falls into two basic job categories: (1) there is the District Supervisor who is responsible for administrative functioning, community contacts, and supervision for the office, and (2) there are the vocational rehabilitation agents, also called coordinators or counselors, who are directly involved in the delivery of services. Although administrative functions are also handled by Assistant Supervisors and Group Leaders and some service delivery is made by positions other than the coordinator; i.e., the case aide or intake worker, these positions still generally fall within the service delivery category, leaving the two major divisions fairly distinct between administrators and agents.

The Innovation

There are three criteria which must be met in order to be accepted as a client in need of DVR's services. They are as follows: (1) there must be a disability, (2) there must be a vocational handicap, and (3) there must be a reasonable expectation that DVR services will render them fit to engage in a gainful occupation.

As mentioned earlier, the concept of a "disability" had broadened considerably over the intervening years since the inception of the agency in 1920. First the physically handicapped were eligible for service (1920), then the mentally ill (1943) and retarded (1963), and now the behaviorally disabled (1965). With the introduction of the category of the "behaviorally disabled" in the
1965 Amendment to the Vocational Rehabilitation Act, some people from socially and culturally deprived backgrounds became eligible for services for the first time under the first criteria necessary for acceptance as a client.

The definition of a behavioral disability is subject to a wide variety of interpretations, despite a number of guidelines to help in making an assessment of the disability. Michigan is one of the leading states in instituting a direct status and definition for operationalizing this change. The first guidelines went into effect for Michigan in October, 1967, almost two (2) years after the passage of the amendment. The difficulty in arriving at a specific definition or concept is evident in this statement issued in 1967.

Individuals with behavioral disorders exhibit a condition having aspects distinguishable by a pattern of deviant behavior or inability to carry out normal relationships with family and community.

Such incidents and behavior as family quarrels, arrests, truancy, idiosyncracies, or mannerisms do not, in themselves, constitute a behavioral disorder but may be suggestive of the existence of such a disability.

Factors such as cultural and social deprivation, chronic poverty, public offense, illiteracy and educational deficit, and long-term unemployment do not in themselves constitute behavioral disorders . . .

---


2State of Michigan, Department of Education, DVR, Item 300.1 (B), "Definition of Behavioral Disorders," Effective as of October, 1967.
In August, 1969, two types of behavioral disorders were defined. These are the two categories which are the object of examination in this study. It is possible that further types of behavioral disorders will be delineated in the future since these are not exhaustive nor all-embracing definitions of the problem. These definitions deal with social conditions as a cause of behavioral disorders when a variety of other conditions are potential sources for the problem; i.e., vocational, educational, cultural, and environmental factors.

1. Sociogenic Retardation - can usually be defined as functional retardation because of social conditions. These socially or culturally acquired characteristics cause the individual to behave in such a way as would seem to compare with other individuals whose limitations are directly attributable to low intelligence. The clinical psychological interview may describe these characteristics . . .

2. Sociogenic Neurosis - can be defined as a neurotic condition attributed to exceptionally negatively weighted social stimuli (i.e., cultural deprivation, broken homes, sub-poverty level existence).

Defining this disability may be difficult. Psychological testing may tend to indicate border-line to above normal intellectual abilities on a standard psychological test. Personality testing and clinical interviewing may indicate negative acting-out behavior.¹

The evidence of a sociogenic disability is established by a recent psychological or psychiatric evaluation or its equivalent. Evidence can be determined by a psychologist who reviews social, psychological, and employment achievement of the client assembled by the staff member; in addition to this information, a simple


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paper and pencil test may be administered (i.e., the Wide-Range Achievement Test, the Environmental Perception Index, or similar tests).

The above definitions, selection of data for review, and tests for eligibility are subject to a number of interpretations and application by various offices and their staffs. In addition to working with this disability, an emphasis is being placed on serving the target population of the socially and culturally deprived. This is seen in the formation of a new classification of the population and caseload in terms of socioeconomic background of the clients. This classification, the Disabled-Disadvantaged, is noted here as a possible source for getting a larger number of clients with behavioral disabilities within the agency population. The Disabled-Disadvantaged category serves as a basis for obtaining funds and presents guidelines on the proportion of the population labeled "disadvantaged" that should be served by the Michigan offices. The goal for 1968-70 was to have a client caseload of 40 percent in this category and this goal was achieved.1

The use of this classification does not insure an automatic increase in the number of behavior disorders represented in the caseload since (1) there are many disadvantaged people with physical and/or mental handicaps and (2) people who are not from a "disadvantaged" background may still have behavior disorders. Nevertheless, "negatively weighted social stimuli (i.e., cultural depri-

1Where Vocational Rehabilitation Fits In. Pamphlet distributed by the Michigan Department of Education, 1971, p. 3.
vation, broken homes, sub-poverty level existence)¹ as well as problems in educational achievement and opportunities are over-represented in that segment of the population fitting the category of disadvantaged.

METHODOLOGY AND FINDINGS

Methodology

The instruments

The data upon which this study is based were gathered from a variety of sources: (1) through the administration of a questionnaire developed for use in this study, (2) through the use of a guided interview using this same questionnaire as the basic structure for questioning, and (3) through the use of computerized, anonymous client records classifying caseloads by client categories: i.e., behavioral disabilities, physical disabilities, mental disorders, etc.

The variables selected for analysis: i.e., staff attitudes towards change, their job satisfaction, and the clarity of the behavioral categories, involved knowledge of the staff members' attitudes on these measures. One of the most embracing and efficient ways of determining the attitudes of a large number of people under similar control conditions is to administer a questionnaire to them. A number of assumptions are made in this process and for clarification they will be enumerated below:

(1) that attitudes can be measured in response to questions related to the topic of interest,

(2) that these attitudes vary in intensity and in direction,

(3) that individuals are willing and capable of responding in an honest manner,
4) that job related questions elicit responses in reference to the organization and job position which reflect characteristics of the position and organization,

5) that the questions measure what they are designed to measure (i.e., they are valid), and

6) that they would result in similar responses if the questionnaires were to be readministered (i.e., they are reliable).

A number of steps were taken to ensure the validity and reliability of the responses obtained through the use of the questionnaire. Behavior of the particular office could be measured through the use of the computerized data relevant to the innovation. There were no instances where the respondents were not aware of the utilization of this category and when asked of the approximate number of clients served in this category, most respondents were fairly accurate in their knowledge of the number of clients served. A number of questions, particularly in relation to job satisfaction, were previously developed and utilized by Hage and Aiken in their studies of program change in service agencies. Questions specifically related to the DVR’s history of change and the development of the behavioral categories were developed from inter-office memos, literature written concerning the organization, staff meeting notices, the magazine published bi-monthly through the Michigan agency, as well as through contacts with the State Office and District Super-

\[^{1}\text{All District Offices had clients in the behavioral disability categories.}\]

\[^{2}\text{See Hage and Aiken, } Social \text{ Change.}\]
visors. In addition, questionnaires were distributed at staff meetings where assurances of anonymity were given and it was emphasized that this study was not an evaluative one. Questions concerning the nature of the project, what this information would be used for, and by whom were answered at this time.

Guided interviews were conducted with two staff members. The structure of the questionnaire shaped the course of the interview, but allowed for more information than that obtained by strict adherence to the schedule. This allowed for more latitude and information in discussing the agency, the change, and the questionnaire itself which would not be possible for a more formal interview. These two terms can be defined to insure clarity of the procedure and style of the interview situation.

The formal interview is conducted in such a way that uniformity of the interview situation and the interview are approximately constant throughout the research project. The questions are prepared before the interview, and their sequence, wording and verbal emphasis are the same.

The guided or "focused" interview allows for a more informal situation "in which the interviewer, whilst allowing the respondent a good deal of freedom, aims to cover a given set of topics in a more or less systematic way." ¹

A number of feedback opinions on the questionnaire were obtained by picking up the questionnaires in person and by critical

evaluation of the questions at the time of the interviews. The benefits accruing from the use of the questionnaire are enumerated below and aided in the decision to use this approach:

1) all professional staff members were able to be contacted,

2) measures were taken within a specific period of time corresponding to the utilization of the behavioral disability categories,

3) anonymity was assured which allows for greater freedom in responses than can sometimes occur with a face to face interview,

4) non-association with an evaluation project was favorable towards eliciting unbiased responses,

5) respondents were subject to similar questions administered in the same situation allowing for a large degree of control for extraneous factors, such as different explanations of the questionnaire or the project, different times of day or during the week when a respondent would receive the questionnaire, etc.,

6) cost, convenience, and objective, operationalized measures of the variables all favored the use of a questionnaire.

The instrument itself can be found in Appendix A. It took approximately 45-60 minutes to fill out and the interview usually lasted for an hour and a half.

The sample

The units of analysis in this study are organizations: specifically, the District Offices of the Michigan Division of Vocational Rehabilitation. The offices included in this study are (1) Detroit Central, (2) Dearborn, (3) Kalamazoo, and (4) Benton Harbor. Detroit Central and Dearborn are both under the super-
vision of the Wayne Region, and Kalamazoo and Benton Harbor are under the direction of the Southern Regional Office.

All professional staff members were either interviewed or contacted through a questionnaire as described above. Professionals, which include supervisory staff and rehabilitation counselors and case aides, are included because they are personally involved in the delivery of services as well as being part of the power structure of the organization.

Each District Supervisor was interviewed as well as at least one other person in the office. Since the primary purpose of the second interview was to get feedback from a non-supervisory staff member in the same office, the criteria for selection was rather loose. An effort was made to talk to people working with the disabled-disadvantaged population since they probably have an over-representation of behavioral disability clients within the population they serve, but sometimes this was not possible. Two case aides were interviewed, one by request due to difficulty with the format and vocabulary used; one assistant supervisor who also functioned as a disadvantaged counselor; and two additional general caseload counselors. This gave the widest spectrum of positions possible, given the flat structure of the agency: i.e., only two major job divisions, supervisor and service deliverer.

The total number of professional staff in the 4 offices was 42. Nine interviews were conducted, or 21.4 percent of the total staff. Of the remaining 33 professionals, 32 or 97.0 percent of the non-interviewed staff completed questionnaires. Responses were ob-
tained from all but one staff member yielding an overall response rate of 97.6 percent.

TABLE 4.1.--Response rate by method of data collection

<table>
<thead>
<tr>
<th>Number interviewed</th>
<th>9</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number respondents to questionnaire</td>
<td>32</td>
</tr>
<tr>
<td>Total respondents</td>
<td>41</td>
</tr>
<tr>
<td>Total number of staff</td>
<td>42</td>
</tr>
<tr>
<td>Response rate</td>
<td>97.6%</td>
</tr>
</tbody>
</table>

Procedures for Data Analysis

Given the small sample size and the clustering of responses around the middle categories, the statistics utilized for analysis of the data are relatively basic and simple. Frequency distributions and indices obtained by summation of responses by staff members in each office divided by the total number of respondents and questions (i.e., an arithmetic mean) are computed for each office on two of the independent variables: job satisfaction and attitude towards change.

The third independent variable, the attitude towards the implementation of the behavior disability category, is a combination of questions which are closed and show the attitude towards the change in the various offices by a percentage response and open-ended questions which get at a more qualitative reaction to their use.

The dependent variable, the number of clients accepted in the
behavioral disability categories from January 1, 1971 to March 31, 1971, is significant at the 0.1 level utilizing the chi square statistic to measure the expected variation between the offices.

Since the unit of analysis is organization, the responses of professional staff members were aggregated to get organizational "style" or characteristics of the particular office as a result of the unique combination of traits favoring or inhibiting a positive response to change.¹

Findings

The dependent variable: the implementation of the change

During the period covered by the data collected through the interviews and the questions, January 1, 1971 to March 31, 1971, the number of clients being served by DVR in the two categories of sociogenic neurosis and sociogenic retardation is available for each of the District Offices. The degree and rate of innovation were large and rapid. The categories were formally defined in August 1969; as of August 1970, overall degree of implementation was 5.8 percent of the total caseload. The number and percent of clients in these two categories are shown in Table 4.2, broken

¹Organisational "style" is the term used by Hage and Aiken in Social Change to describe the clustering of traits which tend to be characteristic of different organizational responses to change. This has also been dichotomized into categories; organic/mechanical, innovative/non-innovative, static/dynamic, to try to get at the quality of an organization functioning as a unit with unique responses and patterns.
down by district office.1

TABLE 4.2.--The number and percent of clients in the sociogenic
categories by office during

<table>
<thead>
<tr>
<th>Clients in Behavioral Categories</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>312 (33.33%)</td>
<td>100 (12.36%)</td>
<td>138 (10.75%)</td>
<td>92 (9.25%)</td>
<td>642 (18.42%)</td>
<td></td>
</tr>
<tr>
<td>Clients in Other Categories</td>
<td>6 (66.66%)</td>
<td>709 (87.64%)</td>
<td>1145 (89.75%)</td>
<td>902 (91.75%)</td>
<td>3380 (81.58%)</td>
</tr>
<tr>
<td>(N-936)</td>
<td>(N-809)</td>
<td>(N-128)</td>
<td>(N-974)</td>
<td>(N-4023)</td>
<td></td>
</tr>
</tbody>
</table>

X2 = 199.02, significant at the 0.01 level

For these four district offices, then, the intervening period
between August 1970, and March 31, 1971, involved the acceptance of
18.42 percent of their total caseloads in these categories, an in­
crease of 12.2 percent over August's figure, showing rapid and large
scale implementation of the new categories. The chi square indi­
cates the large difference in the percentage distribution of this
implementation of the change from what would be expected if the dis­
tribution of responses varied in a random manner. From even a cur­
sory observation, it can be seen that Office 1 has a much larger

1The offices are assigned ranks of change corresponding to
that shown in Table 4.2 with Office 1 being the most innovative
office and Office 4 being the least. The four offices included
are the Dearborn Office, the Benton Harbor Office, the Kalamazoo
Office, and the Detroit Central Office. The offices are not
identified by name since this does not aid in interpretation of
the data for the purpose of this study and protects each office
from comparative evaluation which is not the intent of the author.
The greater implementation of this specific change is not taken
as a measure of a "better quality" office.
degree of utilization than that found in Offices 2, 3, and 4.

The pattern of utilization of the separate categories, sociogenic neurosis and sociogenic retardation, also varies widely from office to office.

TABLE 4.3--The number and percent of clients in each sociogenic category for each district office during January 1, 1971 to March 31, 1971.

<table>
<thead>
<tr>
<th>Category</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sociogenic Neurosis</td>
<td>265 (85.0%)</td>
<td>75 (75.0%)</td>
<td>10 (7.2%)</td>
<td>46 (50.0%)</td>
<td>396 (61.7%)</td>
</tr>
<tr>
<td>Sociogenic Retardation</td>
<td>47 (15.0%)</td>
<td>25 (25.0%)</td>
<td>128 (92.8%)</td>
<td>46 (50.0%)</td>
<td>246 (38.39%)</td>
</tr>
</tbody>
</table>

This different pattern of utilization of the categories had been observed before the questionnaire and interview were developed, so that questions concerning the difficulty of evaluating or placing clients in the two different categories could be compared to see if they involved a greater workload in reference to other, more established categories. No pattern of responses emerged to correspond to the different utilization of the groupings. For example, Office 1 and Office 2 both had two people out of nine who felt that sociogenic retardation was consistently more difficult to evaluate than sociogenic neurosis, yet their utilization of the categories is radically different. Fifty percent of the staff in Offices 3 and 4 felt that it was just as easy to place clients from either category, yet their utilization of the categories is radically different. Therefore, perception of the categories as either easier
to evaluate for a vocational plan or to place in employment did not appear to be a reason for greater or lesser use of the classifications.

In conclusion, it was observed that the four district offices had different patterns of utilization of the behavioral disability categories. This difference was found to be significant at the 0.01 level using the chi square test. In addition, Office 1 had a much larger use of this category than did Offices 2, 3, and 4. Following the thesis presented in the introduction, it was expected that if the offices had the right to choose if they wished to utilize this new client category, some offices would use it more than others. This expectation has been supported by the data.

Following the same line of logic (i.e., that freedom of choice results in different patterns of selection), the differential use of the two categories has been noted. One possible reason for the greater selection of one category over the other, is the perception that one is easier or harder, whichever the case may be, in terms of evaluation of the vocational plan and/or subsequent placement. This assumption was not supported by the responses of the employees, but the differential use of the two sociogenic categories is an indication of differences between the offices; and the following independent variables were examined in relation to their effect on this differential use.

**Independent variable: staff satisfaction**

Job satisfaction refers to the morale among the job occupants.
A series of questions related to job conditions, salary, etc. (See Table 4.4) were asked of the staff members, and the responses to this series of questions were summated and averaged to yield a mean score for each organization. This battery of questions and the use of summated scores is very similar to that developed and used by Aiken and Hage in their study of organizational alienation.1

TABLE 4.4.-- Questions concerning the job satisfaction of the professional staff in each district office.

1. How satisfied are you that the work which you do is in accord with the professional training which you have had?

2. With the progress you are making toward the goals you set for yourself in your present position?

3. With the professional interaction you have with your work associates?

4. With your present job in light of your career expectations?

5. With the opportunities you have for using your own skills and abilities in your work?

6. With the capabilities of most of the people who are currently in DVR?

7. With the level of professional standards maintained by most counselors?

Responses could vary from 1 (Very Satisfied) to 4 (Very Dissatisfied). The individual scores were then combined into an organizational score by summing the individual scores and dividing by the number of individuals in that office.

The responses fell into a pattern indicating the opposite to

1'Aiken and Hage, "Organizational Alienation,"
that suggested by the hypothesis; that is, the most innovative office had the least job satisfaction, the middle offices had less job satisfaction than the least innovative office which had the most satisfied employees. Tables 4.5-11 show the number and percent of respondents by degree of satisfaction with Offices 2 and 3 combined for greater ease in interpreting the responses and to show the trend of decreasing satisfaction with increasing organizational innovation.

**TABLE 4.5**--Number and percent of respondents indicating degree of satisfaction with the congruence between the work and professional training of the staff member.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Office 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>1 (11.1%)</td>
<td>1 (5.5%)</td>
<td>3 (27.2%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>4 (44.4%)</td>
<td>9 (50.0%)</td>
<td>7 (63.6%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>3 (33.3%)</td>
<td>7 (38.9%)</td>
<td>1 (9.1%)</td>
</tr>
<tr>
<td>Very Dissatisfied</td>
<td>1 (11.1%)</td>
<td>1 (5.5%)</td>
<td>0 (0.0%)</td>
</tr>
<tr>
<td>(N=9)</td>
<td></td>
<td>(N=18)</td>
<td>(N=11)</td>
</tr>
</tbody>
</table>

**TABLE 4.6**--Number and percent of respondents indicating degree of satisfaction with the progress they are making towards their own job goals.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>2 (22.2%)</td>
<td>2 (11.1%)</td>
<td>5 (45.5%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>2 (22.2%)</td>
<td>8 (44.4%)</td>
<td>3 (27.2%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>5 (55.5%)</td>
<td>8 (44.4%)</td>
<td>3 (27.2%)</td>
</tr>
<tr>
<td>Very Dissatisfied</td>
<td>0.0 (0.0%)</td>
<td>0.0 (0.0%)</td>
<td>0.0 (0.0%)</td>
</tr>
<tr>
<td>(N=9)</td>
<td></td>
<td>(N=18)</td>
<td>(N=11)</td>
</tr>
</tbody>
</table>

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TABLE 4.7.—Number and percent of respondents indicating degree of satisfaction with the professional interaction they have with work associates.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>0 (0.0%)</td>
<td>8 (44.4%)</td>
<td>3 (27.2%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>6 (66.6%)</td>
<td>7 (38.9%)</td>
<td>6 (54.5%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>1 (11.1%)</td>
<td>3 (16.6%)</td>
<td>2 (18.1%)</td>
</tr>
<tr>
<td>Very Dissatisfied</td>
<td>2 (22.2%)</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
</tr>
</tbody>
</table>

TABLE 4.8.—Number and percent of respondents indicating degree of satisfaction with the present job in light of career expectations.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>0 (0.0%)</td>
<td>4 (22.2%)</td>
<td>4 (36.3%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>4 (44.4%)</td>
<td>7 (38.9%)</td>
<td>6 (54.5%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>4 (44.4%)</td>
<td>7 (38.9%)</td>
<td>1 (9.0%)</td>
</tr>
<tr>
<td>Very Dissatisfied</td>
<td>15 (11.1%)</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
</tr>
</tbody>
</table>

TABLE 4.9.—Number and percent of respondents indicating degree of satisfaction with the opportunities for using their skills and abilities in their work.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>0 (0.0%)</td>
<td>4 (22.2%)</td>
<td>4 (36.3%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>4 (44.4%)</td>
<td>7 (38.9%)</td>
<td>5 (36.3%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>4 (44.4%)</td>
<td>7 (38.9%)</td>
<td>1 (9.0%)</td>
</tr>
<tr>
<td>Very Dissatisfied</td>
<td>1 (11.1%)</td>
<td>0 (0.0%)</td>
<td>1 (9.0%)</td>
</tr>
</tbody>
</table>

(N-9) (N-18) (N-11)
**TABLE 4.10.**—Number and percent of respondents indicating degree of satisfaction with the capabilities of most of the people who are currently in DVR.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
<td>3 (27.2%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>6 (66.6%)</td>
<td>14 (77.7%)</td>
<td>6 (54.5%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>3 (33.3%)</td>
<td>4 (22.2%)</td>
<td>1 (9.0%)</td>
</tr>
<tr>
<td>Very Dissatisfied</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
<td>1 (9.0%)</td>
</tr>
</tbody>
</table>

**TABLE 4.11.**—Number and percent of respondents indicating degree of satisfaction with the level of professional standards maintained by most counselors.

<table>
<thead>
<tr>
<th>Degree of Satisfaction</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very Satisfied</td>
<td>0 (0.0%)</td>
<td>1 (5.6%)</td>
<td>1 (9.0%)</td>
</tr>
<tr>
<td>Satisfied</td>
<td>5 (55.5%)</td>
<td>11 (61.0%)</td>
<td>7 (63.6%)</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>4 (44.4%)</td>
<td>6 (33.3%)</td>
<td>2 (18.1%)</td>
</tr>
<tr>
<td>Very dissatisfied</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
<td>1 (9.0%)</td>
</tr>
</tbody>
</table>

**TABLE 4.12.**—Mean indices of satisfaction scores by office.

<table>
<thead>
<tr>
<th>Office index</th>
<th>Office 1</th>
<th>Offices 2 and 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Index</td>
<td>2.70</td>
<td>2.21</td>
<td>1.9</td>
</tr>
</tbody>
</table>

The original hypothesis stated that

The higher the job satisfaction, the greater the amount of organizational change.

This hypothesis was not supported by the data. In fact, the

---

1Where 1—Very Satisfied; 2—Satisfied; 3—Dissatisfied; 4—Very Dissatisfied.
opposite direction may be a possible interpretation of the findings; i.e., that the lower the job satisfaction, the greater the amount of organizational change.

Job satisfaction can lead to satisfaction with the status quo and vested interests. This can be such a potent force that it can overcome the benefits of a new way of doing things. Talcott Parsons feels that

It is, therefore, always essential explicitly to analyze the structure of the relevant vested interest complex before coming to any judgment of the probable outcome of the incidence of forces making for change.¹

Studies have been done analyzing the resistance to change due to the strain it produces.² In the light of the conflicting evidence presented previously in support of the hypothesis developed here, a search for a more satisfactory explanation is necessary.

One possible interpretation of these conflicting problems of job satisfaction being either high or low, favorable and unfavorable to the amount of organizational change is the finding that supervision and the appropriateness of the style supervision to the task may be a strong indicator of task performance and possible organizational change. Tannenbaum and Seashore found this to be true,³ and their findings were that "It mattered little whether


³Arnold S. Tannenbaum and Stanley Seashore, "Some Changing Conceptions and Approaches to the Study of Persons in Organizations" (Institute for Social Research, University of Michigan, n.d.),
workers were satisfied with their jobs; what did matter was the way the supervisor behaved.1

Change can, therefore, be seen as either a threat to the status quo and vested interests or as a benefit which can eliminate present problems or improve the situation. Both elements are present in the introduction and implementation of change, so perhaps the question of the influence of job satisfaction should be put within the framework of asking which effect of change—the loss of security or the gain of a possible improvement—is uppermost in the staff's response to a specific change or their generalized attitudes towards change (see the following section on attitudes toward change). Measures of the two-sided effects of change may be one way to accurately assess the role of job satisfaction in either implementing or inhibiting a proposed innovation.

Independent variable: attitudes toward change

Successful organizational innovation involves an alteration in the roles of job incumbents; this, in turn, may or may not be perceived as an overriding barrier to the implementation of change. Organizational flexibility is dependent upon the adaptability of its staff, and a positive attitude to change is hypothesized as being positively associated with the amount of organizational


1Ibid., p. 7.
change which takes place.

Seven statements related to change in general and to specific changes recently established within the Michigan DVR were presented to the professional staff members in the four offices. They were asked to indicate their degree of agreement with the changes or statements presented and these responses were taken as measures of their attitudes towards change. These statements are presented in Table 4.13.

TABLE 4.13.—Statements presented to the staff members who were asked to indicate their agreement or disagreement with them.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The development of &quot;new career&quot; positions such as aides should be slowed down so that evaluations over a period of time can be made.</td>
<td></td>
</tr>
<tr>
<td>2. There should be less of an effort to establish &quot;experimental&quot; offices and more emphasis on strengthening the offices which already exist.</td>
<td></td>
</tr>
<tr>
<td>3. The changes in DVR are so rapid that they make me uncomfortable.</td>
<td></td>
</tr>
<tr>
<td>4. DVR should not add a new category of disability until clear-cut and unambiguous definitions of the disability are drawn up.</td>
<td></td>
</tr>
<tr>
<td>5. Traditional programs within the division are suffering because of too rapid expansion into other programs.</td>
<td></td>
</tr>
</tbody>
</table>

Responses were assigned a value; i.e., 1-Strongly Agree, 2-Agree, 3-Disagree, and 4-Strongly Disagree; and organizational indices were calculated in a manner similar to that done in the previous section. Utilization of this index showed that Offices 2, 3, and 4 had a similar pattern of response opposite to that predicted by the hypothesis. That is, the attitudes towards change
became decreasingly favorable as the amount of organizational change increased. In addition, the three offices having very similar rates of change; i.e., Offices 2, 3, and 4, did have a pattern distinct from that of Office 1, the most innovative office.

To improve readability of the tables, and because the responses varied only slightly in Offices 2, 3, and 4, these agencies have been combined in Tables 4.14 to 19.

**TABLE 4.14.**—Number and percent of respondents indicating agreement with not slowing down the development of new career positions.¹

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Offices 2,3,4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>1 (11.1%)</td>
<td>2 (7.7%)</td>
</tr>
<tr>
<td>Agree</td>
<td>8 (88.8%)</td>
<td>17</td>
</tr>
<tr>
<td>Disagree</td>
<td>0 (0.0%)</td>
<td>5 (23.1%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>0 (0.0%)</td>
<td>1 (3.8%)</td>
</tr>
</tbody>
</table>

**TABLE 4.15.**—Number and percent of respondents indicating degree of agreement with the use of experimental offices.

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Offices 2,3,4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>0 (0.0%)</td>
<td>1 (3.8%)</td>
</tr>
<tr>
<td>Agree</td>
<td>5 (55.5%)</td>
<td>7 (30.8%)</td>
</tr>
<tr>
<td>Disagree</td>
<td>4 (44.4%)</td>
<td>15 (54.0%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>0 (0.0%)</td>
<td>3 (11.4%)</td>
</tr>
</tbody>
</table>

¹The order of the words in the statements has been reversed so that agreement indicates a positive attitude towards change.
TABLE 4.16.—Number and percent of respondents in each office indicating agreement with the statement that changes were not too rapid.

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Offices 2,3,4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>1 (11.1%)</td>
<td>2 (7.6%)</td>
</tr>
<tr>
<td>Agree</td>
<td>6 (66.6%)</td>
<td>27 (74.1%)</td>
</tr>
<tr>
<td>Disagree</td>
<td>2 (22.2%)</td>
<td>4 (14.8%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>0 (0.0%)</td>
<td>1 (3.7%)</td>
</tr>
</tbody>
</table>

(N-9) (N-27)

TABLE 4.17.—Number and percent of respondents in each office indicating agreement with the statement that a new category should be used before the development of clear definitions.

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Offices 2,3,4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
</tr>
<tr>
<td>Agree</td>
<td>7 (77.7%)</td>
<td>12 (44.4%)</td>
</tr>
<tr>
<td>Disagree</td>
<td>1 (11.1%)</td>
<td>13 (48.1%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1 (11.1%)</td>
<td>2 (7.4%)</td>
</tr>
</tbody>
</table>

(N-9) (N-27)

TABLE 4.18.—Number and percent of respondents in each office indicating agreement with the lack of suffering of traditional programs due to rapidity of changes.

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Offices 2,3,4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>0 (0.0%)</td>
<td>1 (3.3%)</td>
</tr>
<tr>
<td>Agree</td>
<td>5 (55.5%)</td>
<td>11 (33.4%)</td>
</tr>
<tr>
<td>Disagree</td>
<td>3 (33.3%)</td>
<td>10 (25.9%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1 (11.1%)</td>
<td>5 (25.9%)</td>
</tr>
</tbody>
</table>

(N-9) (N-2)
TABLE 4.19.--Mean office indices indicating the attitude of change by office.  

<table>
<thead>
<tr>
<th>Office</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Index</td>
<td>2.20</td>
<td>2.49</td>
<td>2.47</td>
<td>2.41</td>
</tr>
</tbody>
</table>

With such a small range between the highest and the lowest office indices, it is impossible to make any definite or strong statements. There was some indication that the original hypothesis is supported, but the relationship is weak. Whether the pattern found here is only random variation is undetermined. Repetition of the experiment, particularly using a larger number of offices which would give a larger sample size, would be one method of retesting the hypothesis.

Although the original hypothesis is not firmly supported, there was a clustering of responses on the attitudes towards change in the three offices which had a similar amount of clients accepted in the behavioral disability categories. See Table 4.20, following.

1Where 1--Strongly Agree, 2--Agree, 3--Disagree, and 4--Strongly Disagree.

2Tests of significance derived for use with a variety of statistical measures, notably the means tests and chi square, were not selected here due to the interaction effects of the staff working within the organization on each other which is reflected in the organizational score. To neglect the effects of this interaction is to negate a basic assumption that the organizational style results in characteristic responses to change. Accounting for the interaction effects requires sophisticated statistical analysis beyond the scope of statistical acuity required in this study.
TABLE 4.20. Number of clients in the behavioral categories by office and their index of attitudes towards change.

<table>
<thead>
<tr>
<th>Office</th>
<th>Percent of client caseload in behavioral category</th>
<th>Mean office index of the attitude toward change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office 1</td>
<td>33.3%</td>
<td>2.26</td>
</tr>
<tr>
<td>Office 2</td>
<td>12.36%</td>
<td>2.49</td>
</tr>
<tr>
<td>Office 3</td>
<td>10.36%</td>
<td>2.47</td>
</tr>
<tr>
<td>Office 4</td>
<td>9.25%</td>
<td>2.41</td>
</tr>
</tbody>
</table>

**Independent variable: the clarity of the change**

Ambiguity and uncertainty are a source of strain for an organization. Although a rigid and strictly defined structure or process does not lend itself to innovation, neither does a formless structure nor an undefined process aid in instituting change. Some balance must be achieved by an organization so that flexibility and innovation are possible for the clear delineation of the area of concern. The direction or benefits to be gained from the change must be known or the change is formless and methods of implementation cannot be successfully made. Therefore, the hypothesis to be tested is that the clearer the definition of a change; i.e., the eligibility of clientele under the behavioral disability classification, the greater the amount of organizational change; i.e., the greater the number of clients accepted in these classifications in a given period of time.

The respondents were asked directly whether or not they thought that the disorder was easily recognizable. Exactly half...
of the respondents felt that they were easily recognizable disorders, while the remaining half felt they were not easily recognizable. The breakdown by the two categories is shown in Table 4.21 below.

**TABLE 4.21.--Number and percentage of respondents by office indicating that the sociogenic disorders were not easily recognizable.**

<table>
<thead>
<tr>
<th>Behavioral Disorder</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sociogenic Neurosis</td>
<td>6 (60%)</td>
<td>3 (33.3%)</td>
<td>6 (55.5%)</td>
<td>5 (50%)</td>
</tr>
<tr>
<td>(N-10)</td>
<td>(N-9)</td>
<td>(N-11)</td>
<td>(N-10)</td>
<td></td>
</tr>
<tr>
<td>Sociogenic Retardation</td>
<td>6 (60%)</td>
<td>4 (44.4%)</td>
<td>5 (45.5%)</td>
<td>5 (50%)</td>
</tr>
<tr>
<td>(N-10)</td>
<td>(N-9)</td>
<td>(N-11)</td>
<td>(N-10)</td>
<td></td>
</tr>
</tbody>
</table>

Of the fifty percent (responses-40; N-80) who felt that there was difficulty in recognizing the disorder, the major concern expressed was the nebulosity of the category and the effects of labeling a person disabled due to social and cultural factors. As one coordinator put it:

*It is a term not accepted by all psychologists - It is strictly subjective judgment rather than tangible evidence of disability - a fiction: not a reality: put a name to a cultural problem: only scars of poverty: not equate (d) to other neurosis - only a label so we can provide service to people that we could not before.*

Some coordinators felt that the problem lay in the definition:

*Something needs to be done about the definition. Persons must be defined at present as crazy or stupid: that's unfortunate. Definition may not have to be in psychiatric terms. - It's too vague and nebulous.*

Others saw the flaws while they accepted the goals which were made possible through the use of an imperfect categorization:
Categories are means for bringing people into the program. Both categories established to get clients who needed services into system. It is not necessarily scientific, but does get clients in—it's recognizable by the definition but that's inadequate.

The majority of the staff appeared to have a clear understanding of the means of recognizing the disorder, and those expressing difficulty in evaluation of it expressed mainly frustration with the wording or labeling effect of classifying people while simultaneously accepting the purposes for which the definition was developed. The clarity of the change seems to be strong in reference to the goals for establishing the classification; i.e., to bring into the system the unemployed client who has a vocational handicap due to a disability arising from societal rather than medical handicaps. Ambiguity arose in terms of accepting the definition, but this problem was considered by many to be inherent in any classification of people or as a problem of less significance than that of broadening the categories of client eligibility.

Acceptance of the introduction of the new client population is still held with some reservation, as is the use of the categories. (See Tables 4.22 and 4.23) The distribution of responses to questions related to the definition and the possible change of priorities of population groups to be served followed no consistent patterns. One reason for possible resistance to implementation of the expanded service to the behaviorally disabled would be that the counselor felt that he would not be as well qualified to serve them or they would have to gain new counseling skills. This did
not appear to be an inhibiting factor since most counselors felt new techniques were not needed. (See Table 4.24.)

TABLE 4.22.--Number and percentage of respondents by office indicating agreement with the statement that the Division should definitely enlarge its services to the behaviorally disabled even if this means reducing the number of persons with physical handicaps in the caseload.

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>(0.0%)</td>
<td>(0.0%)</td>
<td>(14.2%)</td>
<td>(0.0%)</td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>5</td>
<td>7</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(55.5%)</td>
<td>(77.7%)</td>
<td>(42.8%)</td>
<td>(44.4%)</td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(44.4%)</td>
<td>(22.2%)</td>
<td>(42.8%)</td>
<td>(44.4%)</td>
<td></td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>(0.0%)</td>
<td>(0.0%)</td>
<td>(0.0%)</td>
<td>(9.0%)</td>
<td></td>
</tr>
</tbody>
</table>

TABLE 4.23.--Number and percentage of respondents by office indicating their acceptance of the present categories of behavior disabilities.

<table>
<thead>
<tr>
<th>Degree of Acceptance</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completely Positive</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>(0.0%)</td>
<td>(0.0%)</td>
<td>(0.0%)</td>
<td>(11.1%)</td>
<td></td>
</tr>
<tr>
<td>Positive</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(44.4%)</td>
<td>(22.2%)</td>
<td>(42.8%)</td>
<td>(44.4%)</td>
<td></td>
</tr>
<tr>
<td>Negative</td>
<td>5</td>
<td>7</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>(55.5%)</td>
<td>(77.7%)</td>
<td>(42.8%)</td>
<td>(44.4%)</td>
<td></td>
</tr>
<tr>
<td>Completely Negative</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>(0.0%)</td>
<td>(0.0%)</td>
<td>(14.2%)</td>
<td>(0.0%)</td>
<td></td>
</tr>
</tbody>
</table>

Table 4.22 shows that not only would approximately forty percent of the professional staff accept the use of the new categories with an expansion of services, but that they would support the acceptance of clients with behavioral disabilities at the loss of other present programs for the physically handicapped. Only four persons in the agency strongly disagreed with such a move. The
acceptance of the categories was also about 40 percent, but since this refers to the definition without reference to loss of services to other clients, the degree of acceptance does not appear large. This interpretation is supported by the responses given to the open-ended question noted previously on pages 59 and 60 where dissatisfaction with the wording of the definition and its labeling effects were expressed by the counselors.

TABLE 4.24.—Number and percentage of respondents by office indicating their degree of agreement with the statement that the treatment of the behaviorally disabled does not require new counseling techniques.*

<table>
<thead>
<tr>
<th>Degree of Agreement</th>
<th>Office 1</th>
<th>Office 2</th>
<th>Office 3</th>
<th>Office 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
<td>3 (27.2%)</td>
</tr>
<tr>
<td>Agree</td>
<td>8 (88.8%)</td>
<td>5 (62.5%)</td>
<td>7 (77.7%)</td>
<td>5 (54.5%)</td>
</tr>
<tr>
<td>Disagree</td>
<td>1 (11.1%)</td>
<td>3 (37.5%)</td>
<td>1 (11.1%)</td>
<td>2 (18.1%)</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>0 (0.0%)</td>
<td>0 (0.0%)</td>
<td>1 (0.0%)</td>
<td>0 (0.0%)</td>
</tr>
</tbody>
</table>

In conclusion, the hypothesis that the greater the clarity of the change, the greater the amount of organizational change was not supported by the data. There was no consistent pattern of response in relation to the amount of change in each office and the staff's perception of the clarity of the change. Within all offices some questioning of the definition of the behavioral disability categories occurred, while other counselors within the

---

1The word order of the statement is reversed, as well as the responses, so that agreement indicates that no new counseling techniques are necessary.
same office felt that it was recognizable and acceptable. Even
those questioning the clarity of the definition, though, often
mentioned that they were in agreement with the purpose of using
the category. It is possible to assume that the definition may
be nebulous but the purposes for the change are clear. Whichever
way the change is viewed, clear goals or not, the clarity of the
change was not different between the offices; and the use of the
category was. One interpretation of this fact may be that all
offices receive the same directives from the State Office in terms
of utilizing the classification. Understanding these same direc-
tives may lead to a fairly uniform interpretation of the change in
all offices which would explain the relationship found here.
CONCLUSION AND IMPLICATIONS FOR FURTHER STUDY

Where Did We Go and Why?

Two facts were assumed as given in the original development of the major thesis:

(1) that organizations evolve characteristic patterns for achieving their goals, and
(2) that organizations respond to demands for change in varying degrees and at varying rates.

Given these two statements, it was contended that certain organizational traits are more favorable to the implementation of innovation than are others. It was hypothesized that three particular traits; job satisfaction, attitudes toward change, and the clarity of the change, were associated with organizational innovation in the following way:

(1) the more favorable the attitude towards change by members of the staff of an organization, the greater the amount of organizational change;
(2) the higher the job satisfaction, the greater the amount of organizational change; and
(3) the clearer the definition of a change, the greater the amount of organizational change.

These variables (independent variables: job satisfaction, attitudes towards change, and the clarity of the definition; dependent variable: amount of organizational change), were defined and operationalized. Questions concerning these topics were asked of all professional staff members in the Michigan Division of Vocational Rehabilitation; responses were given either by
answering questions asked during a focused interview or by filling out a questionnaire designed for use in this study.

The Michigan DVR was selected for study because it is a federal-state agency which has progressively broadened its scope of services and adapted to the changing demands of a consumer/client public. One of its most recent innovations was the broadening of the eligibility requirements for receiving service through the agency. Clients with employment disabilities resulting from socio-cultural factors are given vocational guidance, as well as persons defined as having physical and mental disabilities affecting their ability to find employment. Given the optional use of this new client category, it was expected that the District Offices would use it in varying amounts and in ways congruent with different patterns of organization style.

True to the assumption that the agency is capable of rapidly responding to change, the client caseload had increased almost three times in its use of the behavioral disability categories in the eight months between August, 1970 to August, 1971. (Use increased from 5.8 percent to 18.42 percent.) In addition, it was discovered that there were different patterns of response in its implementation; with the result that one office, designated Office 1, had nearly three times as many clients in the categories than did the other three district offices selected for study.

The first hypothesis, concerning job satisfaction, was not supported by the data. In fact, there were indications that the
lower the job satisfaction, the higher the amount of change. Rather than quote studies which have this finding as a result; i.e., low satisfaction correlated with high change, it was suggested that change has two sides; namely, a threat to the status quo and vested interests and/or as a benefit which can eliminate present problems or improve the situation. High job satisfaction and the prospect of an improved situation would yield high rates of innovation, and vice versa. Cases involving high job satisfaction and a threat to this continued satisfactory situation would yield low organizational innovation. Low job satisfaction and a prospect for improvement would yield high rates of innovation. Tannenbaum and Seashore¹ found in their studies of job satisfaction that the way the supervisor behaved was more influential on production. This may be another influence on the direction of change and job satisfaction.

Although this study is not an exact duplication of that done by Aiken and Hage in their book, Social Change in Complex Organizations,² it is fairly similar. The findings in this study do not support their conclusions; i.e., the association between high job satisfaction and high rates of organizational change. Possible reasons for this conflicting finding are presented above. One of the suggestions for further research in this area does involve the

¹Tannenbaum and Seashore, Some Changing Conceptions and Approaches to the Study of Persons in Organizations, in Perrow, Organizational Analysis, pp. 6-7.
²Hage and Aiken, Social Change, pp. 52-55.
replication of previous work and an attempt to standardize measures so that comparisons may be made. This was done, at least partially here, and the results are not as predicted, leading to a furthering of the inquiry process relating to this issue of job satisfaction and change.

There was some support of the hypothesis that the more favorable the attitude towards change, the greater the amount of change. Office 1 had a more favorable attitude towards change, and Offices 2, 3, and 4 had a less favorable attitude, measured by a mean office index. The range between the most favorable and least favorable was quite small, though, and whether this difference is significant was not determined. The interesting fact in relation to the questions posed, in relation to recent innovations instituted by the Michigan office, is that these questions are a rough scale for measuring past attitudes towards specific change. This results in a measure of the effect of a history of change. It can be postulated that a negative history would decrease the probability of accepting change, and this may be a potential measure for determining organizational "style" which has been referred to as mechanical/organic, static/dynamic, etc.

The third hypothesis, related to the clarity of the definition, also was not supported. It was postulated that the similar directives issued from the State Office to the District Offices yielded a fairly uniform pattern of understanding of the definition and its intent. Thus, it was found that not all staff members felt
that the definition was clear, but that the questions concerning ambiguity and nebulousness were found in all offices. A large percentage (50 percent) felt that the definition and recognition of the disability was clear in its intent and application.

In conclusion, it can be said that the District Offices did vary in their implementation of the organizational change, measured by the number of clients in the behavioral disability category within the first three months of 1971. The only hypothesis supported, and weakly at that, was the one concerning the attitude towards change and the amount of innovation. Although the data has been analyzed and interpreted, there still remains a larger question: How can the process of organizational change be better understood?

Implications for Further Study

This study was conducted in a traditional manner of doing organizational research. Organizational traits were isolated and operationalized, and a relationship was hypothesized between them and another organizational characteristic, the rate of organizational change. Work in the field of organizational change is simultaneously rather scarce and voluminous. This paradox exists because of the proliferation of case studies or comparative analyses such as this one which continue to produce tiny bits of information which must be tediously pieced together to yield only a smidgin of information. Through the combination of feeling dissatisfied with the amount of information obtained through the
approach used here and the need to review the literature which is presently massive and largely unrewarding, a search process on how alternatively to pose the question of how organizations change and how this process can be measured. The result of this exercise is the following model of organizational change which integrates a number of studies which have been done in reference to organizations and their process of change. Measures of the organizational traits listed can be found through existing studies. If these same measures or operational definitions were used in future studies, then the multipurpose goals of (1) replicating a study, (2) having comparability of data to contrast findings, (3) having a lot of initial tedious groundwork established and accepted, (4) findings could be applied in a wider variety of circumstances and organizations, particularly for studies which have large portions of unused data which could possibly be interpreted in conjunction with the findings of another study, (5) the work in the field could begin to get a semblance of order and coherence. A similar approach is being recommended in a variety of fields within the social sciences. Terry Clark in his study of "Community Structure, Decision-Making, Budget Expenditures, and Urban Renewal in 51 American Communities," delineated the steps in development of a more integrative, large-scale approach to community decision-

making.

A first, admittedly crude, procedure is to compare two or three case studies of individual communities which have been conducted by different persons.

A second, improved variation of this procedure is the comparison of results from two, three, or four communities that have been investigated by the same researcher, or team of researchers, using directly comparable results and collecting identical data.

A third type of procedure is the quantitative comparison of relatively large numbers of case studies. Here, as when examining smaller numbers of studies, problems of comparability loom large, while to compound the difficulty, missing information inevitably lowers the n of any given correlation.

A fourth procedure, and the most satisfactory one for testing comparative propositions, is the quantitative study of large numbers of communities, collecting identical data in each case using directly comparable research methods.

On a more theoretical plane, the development of systems theory has led to a view of a particular organization or system within a framework encompassing various parts which are integrated and react with one another in such a way that the system is altered in the process.

Characteristic of organization, whether of a living organism or a society, are notions like those of wholeness, growth, differentiation, hierarchical order, dominance, control, competition, etc. ... System theory is well capable of dealing with these matters. It is possible to define such notions within the mathematical model of a system.

The simplest model of an organization involves the presence

---


of an input, a process, and an output.

![Input → Organization as Process → Output](image)

Another important influence on an organization is the general environment within which it must function. Since this can involve an overwhelming array of information and forces, certain areas, called the domain, have been selected for study.

It is useful for this purpose to distinguish between the domain, which is that part of the environment—the technological environment, the market environment, and so on with which the organization is in more or less constant interaction, and the secondary environment ... 1

A systems model of organizational innovation, integrating work done by a variety of investigators, has been developed. Whenever possible, operational measures for the variables will be found in the footnoted references. The major sources of theoretical development are the following four works:

2. Terry N. Clark, "Institutionalization of Innovation in Higher Education," 3
3. Jerald Hage and Michael Aiken, Social Change in Complex Organizations. 4

---

2 Bernard, "Neighborhood Service Organization."
4 Hage and Aiken, *Social Change.*
Victor Thompson, "Bureaucracy and Innovation."¹

Figure 5.1 presents the parts and their relationships of factors associated with organizational innovation and their relationships to each other. Each subsystem; i.e., inputs, environments, etc., is then examined separately in Tables 5.1-5.6.

The reasons that this model was developed are the following:

1. to integrate the theoretical concepts utilized by a number of investigators;
2. to synthesize the parts within a framework aimed at understanding the phenomenon, organizational change, as a total process, distinct from the sum of the individual parts; and
3. to provide a framework for comparative analysis for a variety of investigators and/or organizations.

Ideally, this would involve the fourth type of procedure for testing propositions; namely, the quantitative study of large numbers of organizations, collecting identical data in each case using directly comparable research methods.

The propositions and relationships evolving from these factors and organizational innovation could be woven within a theoretical framework which has been conceptualized under the various continuum dimensions developed in the work of Victor Thompson (innovative vs. non-innovative),² Burns and Stalker (organic vs. mechanical),³ and Hage and Aiken (dynamic vs. static).⁴ Therefore, it could be hypothesized that various traits would cluster to

¹Thompson, "Bureaucracy and Innovation."
²Ibid.
⁴Hage and Aiken, Social Change.
FIGURE 5.1.—Relationships of factors associated with organizational innovation

INPUTS

ORGANIZATION:
1. TECHNOLOGY
2. Staff
   a. Administrative
   b. Non-administrative
3. PHYSICAL STRUCTURE
4. ORGANIZATIONAL STRUCTURE
5. INNOVATORS
6. Change Characteristics

INNOVATORS

ENVIRONMENT

ORGANIZATIONAL INNOVATION:
one type of output

CHANGE CHARACTERISTICS
### TABLE 5.1 — Inputs

| 1. Physical structure and equipment |
| 2. Funds                           |
| 3. Skills required                 |
| 4. Recruitment of staff¹           |
|   a. Administrative               |
|   b. Non-administrative           |
| 5. Technology²                    |
| 6. Raw Material for product        |
|   a. Non-human - physical characteristics, quality and quantity |
|   b. Human - demographic characteristics, socioeconomic status, strata of population in relation to that of the staff, perception of services to be offered. |

### TABLE 5.2 — Environment — Domain³

| 1. Competition                     |
| 2. Value climate                   |
| 3. Growth and state of knowledge of process, organization, and product |
| 4. Availability of funds           |
| 5. Availability of skills          |
| 6. Availability of knowledge       |
| 7. Demands for services and/or product |


²Technologies can be divided into a number of categories: ex., primary, secondary, and tertiary. Definitions of various types of technology developed by James D. Thompson are suggested here.

A long linked technology involves serial interdependence in the sense that act Z can be performed only after successful completion of act Y, which in turn rests on act X, and so on.

Various organizations have, as a primary function, the linking of clients or customers who are or wish to be interdependent.

Complexity in the mediating technology comes not from the necessity of having each activity geared to the requirements of the next but rather from the fact that the mediating technology requires operating in standardized ways and extensively; e.g., with multiple clients or customers distributed in time and space.

This third variety we label intensive to signify that a variety of techniques is drawn upon in order to achieve a change in some specific object; but the selection, combination, and order of application are determined by feedback from the object itself.

³James D. Thompson, *Organizations in Action* (New York: Reproduced with permission of the copyright owner. Further reproduction prohibited without permission.
### TABLE 5.3.—Innovators

<table>
<thead>
<tr>
<th></th>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Inside the organization</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Outside the organization</td>
</tr>
</tbody>
</table>

### TABLE 5.4.—Change characteristics氨

<table>
<thead>
<tr>
<th>1. Degree of development of the central conceptual schemes</th>
<th>7. Effects of the change</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Clarity of the innovation氨</td>
<td>a. By status position</td>
</tr>
<tr>
<td>3. Time of entry</td>
<td>b. Methods of implemention required</td>
</tr>
<tr>
<td>4. Relation of innovation to the central value system</td>
<td>8. Method of introduction into the system</td>
</tr>
<tr>
<td>5. Knowledge of the innovation</td>
<td>9. Cost</td>
</tr>
<tr>
<td>6. Point of origin</td>
<td>10. Availability of funds and other resources</td>
</tr>
<tr>
<td>a. Inside the organization</td>
<td></td>
</tr>
<tr>
<td>b. Outside the organization</td>
<td></td>
</tr>
</tbody>
</table>


^2 Three measures used by Aiken and Hage are (1) years of training, (2) membership in professional organizations, and (3) activity within professional organizations: membership to journals, presentation of papers, and holding offices. Jerald Hage, "An Axiomatic Theory of Organizations," Administrative Science Quarterly, X (December, 1965), p. 294.

^3 This section was largely developed to the work of Clark, "Innovation in Higher Education: Four Models."

TABLE 5.5.—Organizational Characteristics

<table>
<thead>
<tr>
<th>I. SYSTEM VARIABLES (CONTEXTUAL)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Age</td>
</tr>
<tr>
<td>2. Production system (technology)</td>
</tr>
<tr>
<td>3. Ownership</td>
</tr>
<tr>
<td>4. Size</td>
</tr>
<tr>
<td>5. Formal goals</td>
</tr>
<tr>
<td>6. Power over inputs</td>
</tr>
<tr>
<td>7. Power over environment</td>
</tr>
<tr>
<td>8. History of innovation&lt;sup&gt;1&lt;/sup&gt;</td>
</tr>
<tr>
<td>9. Value climate</td>
</tr>
<tr>
<td>10. Cosmopolitanism</td>
</tr>
<tr>
<td>11. Relationship to competitors</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>II. STRUCTURAL VARIABLES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Complexity&lt;sup&gt;2&lt;/sup&gt;</td>
</tr>
<tr>
<td>2. Communication&lt;sup&gt;3&lt;/sup&gt;</td>
</tr>
<tr>
<td>3. Cosmopolitanism&lt;sup&gt;4&lt;/sup&gt;</td>
</tr>
<tr>
<td>4. Emphasis on efficiency&lt;sup&gt;5&lt;/sup&gt;</td>
</tr>
<tr>
<td>5. Stratification&lt;sup&gt;6&lt;/sup&gt;</td>
</tr>
<tr>
<td>6. Formalization&lt;sup&gt;7&lt;/sup&gt;</td>
</tr>
</tbody>
</table>


<sup>2</sup>Ibid., pp. 32-38.


<sup>4</sup>Gouldner, "Cosmopolitans and Locals: Toward an Analysis of Latent Social Roles-I and II."

<sup>5</sup>Hage and Aiken, *Social Change*, pp. 51-52.

<sup>6</sup>Ibid., pp. 45-49.

<sup>7</sup>Ibid., pp. 43-45.
TABLE 5.5.--Organizational characteristics (continued)

<table>
<thead>
<tr>
<th>III. STAFF CHARACTERISTICS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Job satisfaction$^1$</td>
</tr>
<tr>
<td>2. Compatibility of goals of organization with personal goals</td>
</tr>
<tr>
<td>3. Turnover in staff positions</td>
</tr>
<tr>
<td>4. Cosmopolitanism$^2$</td>
</tr>
<tr>
<td>5. Professionalization$^3$</td>
</tr>
<tr>
<td>6. Autonomy</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>IV. ADMINISTRATIVE PRACTICES$^4$</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Autonomy</td>
</tr>
<tr>
<td>2. Emphasis on efficiency</td>
</tr>
<tr>
<td>4. Peer evaluation</td>
</tr>
<tr>
<td>5. Supervisor's methods of evaluation</td>
</tr>
<tr>
<td>6. Orientation to goals</td>
</tr>
<tr>
<td>7. Orientation to territorial boundaries</td>
</tr>
</tbody>
</table>

TABLE 5.6.--Organizational innovation

| 1. Measurement of the attainment of goals |
| 2. Measure of the state of the system at Time$^1$(prior to change), T$_2$, T$_3$, .., n |
| 3. Evaluation of the change by the (a) staff, (b) consumers, and (3) relevant domain; i.e., competitors, clients, legislators, etc. |
| 4. Measure of the magnitude of the change |
| 5. Measures of the alteration of the change through time; i.e., definition, methods of implementation, change of goals, etc. |

$^1$Hage and Aiken, Social Change.

$^2$Gouldner, "Cosmopolitans and Locals: Towards an Analysis of Latent Social Roles-I and II."

$^3$Hage and Aiken, Social Change.

$^4$This section is largely taken from the Thompson article, "Bureaucracy and Innovation."

$^5$Blau, "The Hierarchy of Authority."
yield typical patterns of change for different technologies, levels of change, scale of change, etc. Although this theoretical model is only presented here in rudimentary form in terms of theory construction, it does make a basis for such a construction to occur.¹

With empirical data and a theoretical framework, the simplistic dichotomies delineated above would be replaced by more sophisticated and accurate perception of how organizations change. Repetition of studies such as the one conducted here would be of more value if they were drawn from established operationalized variables which would yield some comparability in data. Of course, the systemic analysis, replicated over a period of time, by one investigator, is the major method for obtaining large scale controlled conditions and comparability of data. Sophisticated statistical analysis would also provide a means for ranking the importance of these variables. For example, cost seems to be a prohibitive factor in a number of instances. Only when this large scale organization of results and of interdisciplinary cooperation occurs, can the study of organizational change be integrated into a more coherent and meaningful body of knowledge.

Organizations of the Future: Beyond Bureaucracy?

The death of bureaucracies has been predicted.² There are


at least four relevant threats to their survival:

(1) Rapid and unexpected change.
(2) Growth in size where the volume of an organization's traditional activities is not enough to sustain growth.
(3) Complexity of modern technology where integration between activities and persons of very diverse, highly specialized competence is required.
(4) A basically psychological threat springing from a change in managerial behavior.¹

Problems of growth and decay, turbulent environmental demands, and rapidly changing technology all face the organizations of the future. Alvin Toffler characterizes our society as not only a throw-away one with cars and paper plates, but with organizations, too.² "The key word will be 'temporary'."³ For a quick run through some of the present and imminent changes in organizational life facing us, here's how Toffler sees it:

Throw-away organizations, ad hoc teams or committees, do not necessarily replace permanent functional structures, but they change them beyond recognition, draining them of both people and power... Traditional, functional organization structures, created to meet predictable, non-novel conditions, prove incapable of responding effectively to radical changes in the environments. There is a revolutionary shift in power relationships... People will have to learn to develop quick and intense relationships on the job and learn to bear the loss of more enduring work relationships. The old boundaries between specialties are collapsing.⁴

¹Bennis, "The Coming Death of Bureaucracy," p. 31.
³Bennis, "The Coming Death of Bureaucracy," p. 35.
⁴Toffler, Future Shock, p. 135.
"Future shock" will appear in "organization shock." The quick obsolescence of knowledge, particularly in the natural sciences, demands continual retraining of educated experts of an out-dated technology. The new demands for human rights bring in questions of self-actualization; and the patriarchal lines of authority inherent in bureaucratic control are undermined by such a development. Ties to an organization through loyalty and economic dependence are being weakened for many. Demands for a shorter work day, adjustment of bureaucracies to various cultural settings which refuse "Westernization," increasing use of automation, the erosion of the Protestant Ethic\(^1\)--all of these changing conditions press for bureaucratic annihilation and for organizational change.

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APPENDIX A

Questions used in measurement of the variables indicated:

Appendix A.1: Questionnaire format used to determine job satisfaction.

Appendix A.2: Questionnaire format used to determine attitude towards change.

Appendix A.3: Questionnaire format used to determine the clarity of the behavioral disorder categories.
APPENDIX A.1

We would like your opinion as to your satisfaction or dissatisfaction with respect to certain aspects of your situation here. Are you very satisfied, satisfied, dissatisfied, or very dissatisfied; on the whole, how satisfied are you—

<table>
<thead>
<tr>
<th>Very</th>
<th>Satisfied</th>
<th>Satisfied</th>
<th>Dissatisfied</th>
<th>Very</th>
<th>Dissatisfied</th>
</tr>
</thead>
</table>

1. That the work you do is in accord with the professional training and experience which you have had?

2. With the progress you are making toward the goals which you set for yourself in your present position?

3. With the professional interaction you have with your work associates?

4. With the opportunities you have for using your own skills and abilities in your work?

5. With your present job in light of your career expectations?

6. With the capabilities of most of the people who are currently in DVR?
APPENDIX A.1 (cont.)

<table>
<thead>
<tr>
<th>Very Satisfied</th>
<th>Satisfied</th>
<th>Dissatisfied</th>
<th>Very Dissatisfied</th>
</tr>
</thead>
</table>

7. with the level of professional standards maintained by most counselors? _______ _______ _______ _______
For the following statements please note your agreement—whether you strongly agree, agree somewhat, disagree somewhat, or strongly disagree.

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Traditional programs within the Division are suffering because of the too rapid expansion into other programs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. The development of &quot;new career&quot; positions such as aides should be slowed down so that evaluations over a period of time can be made</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. There should be less of an effort to establish &quot;experimental&quot; offices and more emphasis on strengthening the offices which already exist</td>
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<tr>
<td>4. The changes in DVR are so rapid they make me uncomfortable</td>
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<tr>
<td>5. DVR should not add a new category of disability until clear-cut and unambiguous definitions of the disability are drawn up</td>
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</tbody>
</table>
APPENDIX A.3

For the following items please indicate whether you strongly agree, agree somewhat, disagree somewhat, or strongly disagree.

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tr>
</tbody>
</table>

1. The Division should definitely enlarge its services to the behaviorally disabled even if this means reducing the number of persons with physical handicaps in the caseload

   ______  ______  ______  ______

2. The treatment of the behaviorally disabled requires new counseling techniques

   ______  ______  ______  ______

3. Do you think that the disability, sociogenic neurosis, is an easily recognizable disorder? ___ no ___ yes (if answer is yes, skip to question 4)

   3 a. Why not? ____________________________________________

   _______________________________________________________

   _______________________________________________________

   _______________________________________________________

4. Do you think that the disability, sociogenic retardation, is an easily recognizable disorder? ___ no ___ yes (if answer is yes, skip 4a)

   4 a. Why not? ____________________________________________

   _______________________________________________________

   _______________________________________________________

   _______________________________________________________
SELECTED BIBLIOGRAPHY

Books


Miscellaneous


