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**FACTORS AFFECTING REGIONAL COUNCIL OPERATIVE GOAL
EFFECTIVENESS**

Iowa State University

Ph.D. 1986

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**Factors affecting operative goal effectiveness
among regional councils of government**

by

Gary David Nelson

**A Dissertation Submitted to the
Graduate Faculty in Partial Fulfillment of the
Requirements for the Degree of**

DOCTOR OF PHILOSOPHY

**Department: Sociology and Anthropology
Major: Sociology**

Approved:

Signature was redacted for privacy.

In Charge of Major Work

Signature was redacted for privacy.

For the Major Department

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For the Graduate College

**Iowa State University
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1986

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TABLE OF CONTENTS

	<u>page</u>
CHAPTER I. INTRODUCTION	1
Statement of the Problem	2
Context of the Research	4
Overview of the Research	4
CHAPTER II. OPERATIVE GOAL EFFECTIVENESS: A DESCRIPTION AND EXPLANATION	6
Operative Goals and Organizational Effectiveness	8
The official goal model	8
Operative goals: critical tasks and activities	9
Operative goals: standards of effectiveness	10
Operative goals: problems and limitations	11
The Systems Resource Model and Operative Goal Effectiveness	12
The role of the environment	13
Resource acquisition and operative goal effectiveness	14
Proposition development	15
Empirical support	16
Resource outflow and operative goal effectiveness	18
Proposition development	19
Empirical support	20
Participant Satisfaction Model and Operative Goal Effectiveness	21
Constituency satisfaction and operative goal effectiveness	21
Utilization of alternatives and operative goal effectiveness	23
Summary of Propositions and Key Issues	25

CHAPTER III. REGIONAL COUNCIL OPERATIVE GOAL EFFECTIVENESS	28
The Formation of Regional Council Operative Goals	28
Local government influence	29
Federal government influence	31
The Effects of Resources on Regional Council Operative Goal Effectiveness	33
Local governments' contribution of resources	34
Regional councils' provision of goods and services	35
Satisfaction and Utilization of Alternatives	36
Satisfaction with regional council assistance	37
Local government utilization of alternatives	38
Summary	41
Propositions and hypotheses	41
An ordering of key concepts	42
CHAPTER IV. METHODS	45
Sample Design	45
Questionnaire Construction and Administration	46
Measurement	47
Operative goals	47
Systems resource models: resource inflow	48
Systems resource model: resource outflow	49
Participant satisfaction and alternative utilization	49
CHAPTER V. RESULTS	54
Types and Distributions of Operative Goal Effectiveness	54
Correlations Among Indicators of Models of Effectiveness	59
Means and distributions of independent variables	59

Community size and models of effectiveness	65
Within and between model correlations	66
Results of Tests of Hypotheses	69
Community and County Size	69
Resource contributions	70
Resource outflow	71
Participant satisfaction and utilization of alternatives	72
CHAPTER VI. DISCUSSION	75
Summary of Conceptual Framework and Results	75
Resources and operative goals	76
Satisfaction and operative goals	77
Issues and Implications	79
Conceptual and analytical issues	80
Methodological issues	81
Applied issues	82
REFERENCES	84
APPENDIX A. FACTORS AFFECTING OPERATIVE GOAL EFFECTIVENESS AMONG REGIONAL COUNCILS OF GOVERNMENT	92
APPENDIX B. FACTORS AFFECTING OPERATIVE GOAL EFFECTIVENESS AMONG REGIONAL COUNCILS OF GOVERNMENT	110

LIST OF FIGURE

	Page
Figure 1. Factors affecting regional council operative goal effectiveness	44

LIST OF TABLES

	<u>Page</u>
Table 1. Summary of concepts and indicators	51
Table 2. Percentage of municipal mayors and county board representatives who indicated that selected policy council roles and staff activities are very effectively performed, somewhat effectively performed, not effectively performed, or not performed	55
Table 3. Distribution of policy council role and staff activity effectiveness scale scores, by municipality and county	58
Table 4. Correlations, means, and standard deviations for variables; municipalities (N=167)	60
Table 5. Correlations, means, and standard deviations for variables; counties (N=86)	62

CHAPTER I.

INTRODUCTION

The American political system has a history of diversification and jurisdictional fragmentation. As a result of urban sprawl and concomitant increases in citizens' demands for public goods and services, numerous general and special purpose governments were formed during the 1950s, the 1960s and 1970s. Regional councils of government emerged in the 1960s as a mechanism to alleviate problems associated with governmental fragmentation and to provide technical assistance to local governments in rural areas (Sundquist, 1969).

Regional councils are voluntary public organizations, "founded, sustained and tied directly to local governments through local and/or state government actions" (National Association of Regional Councils, 1979:IV). As entities organized under state enabling legislation at the behest of federal mandates and programs, regional councils are intended to provide local governments with comprehensive planning, a coordinative mechanism for local programs and plans, a source of technical assistance and a forum for discussing local problems and needs.

Regional council activities are governed by policy councils. They are comprised of representatives from local governments, often elected city and county officials. Technical assistance and specialized services are provided to local governments by the regional councils' professional staffs and their activities are coordinated by an executive director.

Statement of the Problem

Since their inception, there have been local, as well as federal concerns regarding the proper place of regional councils in the American political system. During the mid-seventies, local opposition and concern on the part of local officials over the nature, extent and direction of their regional relationships surfaced. Some political leaders questioned their voluntary nature and asserted they posed a threat to local control via the carrot of federal dollars and the stick of compliance with federal regulations. Because of "carrot and stick" control, some local politicians feared that regional councils could become expansive and engage in empire building. Together, the potential for control and empire building were often interpreted as the death knell of county government (Pagel, 1984).

Some federal agencies also exhibited concern about the effects of regional council control over local governments. The Office of Management and Budget stated that regional councils gained a "quasi-compulsory quality, since involvement brings certain advantages in grantsmanship, and non-participation could result in a loss of eligibility for certain grants or unfavorable clearinghouse reviews of local project applications" U.S. Office of Management and Budget (1976).

During the 1970s, advocates argued that advantages of regional councils included their voluntary nature, coordination of information and their importance for the provision of public services at the local level (Christenson, 1980). Reid (1980:1) states that "nowhere is this more true than in the Nation's rural areas, where substate regional organizations have helped the many small and scattered local governments which serve these areas to compete effectively for Federal dollars and to better promote growth and developments."

Despite the polemics of the seventies, the Advisory Commission on Intergovernmental Relations asserted that regional councils are here to stay (ACIR, 1977). Although the fear that regional councils would become the czars of city and county governments has not been realized, questions and criticisms still exist. The critical question of the eighties appears to emanate from issues regarding council effectiveness. As early as 1971, researchers were suggesting that regional councils could not be effective due to their voluntary nature (Marando, 1971). More recently, "their ability to achieve stated objectives is under scrutiny" and "the economic policy pursued by the Reagan Administration signifies drastic alterations in the fiscal relations between the federal government and the states and localities" (Lim, 1983:3). The emergence of these factors has lead some to argue that regional councils will falter and "only the most effective agencies will survive the crisis" (Lim, 1983:4).

This research examines regional council effectiveness from the perspective of local officials. Specifically, to what extent do municipal and county officials indicate that policy council roles and corresponding professional staff activities are effectively performed? No previous studies of regional council effectiveness have been undertaken, and within the context of concerns regarding their performance, the research is timely and could have relevance for local governments, regional councils and federal policy.

Moreover, the research identifies factors that are important for explaining effectiveness. An integrated approach to organizational effectiveness is developed and assessed. Three policy council roles and three staff activities are the dependent variables. They are viewed as select regional council operative goals. Independent variables are derived

from the systems resource and participant satisfaction models of organizational effectiveness. The general hypothesis is that regional council operative goal effectiveness will be affected by the amount and type of resources contributed to regional councils by local governments, the amount and type of assistance local governments receive from regional councils, local satisfaction with assistance provided and the extent to which local governments utilize alternative forms of assistance.

Context of the Research

The research focuses on a sample of regional councils and municipal and county governments in Colorado, Iowa, Nebraska, North Dakota and South Dakota. It is part of a larger study which was funded as North Central Regional Center Project NC-144 in cooperation with the Agricultural Experiment Stations of participating states.¹ Questionnaires were constructed early in 1980 and data were collected during the summer and fall of the same year. Responses of executive directors of regional councils and county and municipal officials represent the sources of data for this study. In Iowa, questionnaires were approved by the University Committee on the Use of Human Subjects in Research on March 31, 1980.

Overview of the Research

This dissertation is divided into six chapters. In Chapter 2, an explanation of organizational operative goal effectiveness is developed. The chapter consists of four sections. In the first, the operative goal model is described and discussed. In the second and third sections, the operative goal approach is combined with the systems resource and participant satisfaction models of effectiveness.

These combinations yield several propositions regarding operative goal effectiveness. The propositions and key issues are summarized in the fourth section.

The conceptual model developed in Chapter 2 is applied to regional council operative goal effectiveness in Chapter 3. First, regional council operative goals are described and discussed within the context of their formation. In the second and third sections, the propositions developed in Chapter 2 are used to derive hypotheses about regional council operative goal effectiveness. A summary of the conceptual model as it applies to regional councils of government is provided in the final section of Chapter 3.

In Chapter 4 the research design and methods used to collect the data are described. A description is provided of the sampling process, concept operationalization and data analysis strategy.

The results of the analysis are contained in Chapter 5. First, the distributions of the dependent variables are described. In the second section, correlational analysis is used to explore the relationships among models of effectiveness. In the third, hypotheses derived in Chapter 3 are tested using regression analysis. The results and limitations of the study are discussed in the final chapter of the dissertation.

¹ State study leaders: Colorado, David Rogers; Iowa, John L. Tait and Frederick O. Lorenz; Nebraska, Paul Gessemen; North Dakota, William Nelson; South Dakota, Robert Dimit.

CHAPTER II.

OPERATIVE GOAL EFFECTIVENESS: A DESCRIPTION AND EXPLANATION

For the past five decades sociologists and scholars in related disciplines have been concerned with organizational effectiveness. Theoretical and empirical efforts have intensified over the past twenty years, as exemplified by the numerous texts (Price, 1968; Ghorphade, 1971; Mott, 1972; Spray, 1976; Goodman and Penkings, 1977; Steers, 1977; Van de Ven and Ferry, 1980; Zammuto, 1982; Cameron and Whitten, 1983) and hundreds of articles (Cameron, 1982).

These efforts have not been uniformly successful in providing a cumulative set of propositions, but they have provided the intellectual context out of which several models of organizational effectiveness have emerged. Each model makes different assumptions about the nature of organizations and assigns a unique meaning to effectiveness. As a result, there has been a great deal of fragmentation and confusion about what effectiveness is, so much so, that some scholars have suggested that the construct should be abandoned (Hannan and Freeman, 1977), and that "there should be a moratorium on all studies of organizational effectiveness and chapters on organizational effectiveness" (Goodman, 1979:4).

Others have adopted a different approach. Rather than abandon the construct, some scholars have begun to examine the relationships among models of effectiveness (Goodman and Penkings, 1977; Keeley, 1978; Hall, 1982; Scott, 1981; Cameron and Whitten, 1983), while still others have argued for studies which focus on a limited number of very specific dependent variables, rather than more general measures of organizational effectiveness (Goodman, Aiken and Schoorman, 1983; Scott, 1981). Conceptual progress has been made, but there are few studies that

investigate the empirical relationships among the models (Molnar and Rogers, 1976; Cameron, 1978; Cameron and Whitten, 1983), and fewer yet that can be classified as focused assessments of organizational effectiveness.

This research builds on the work of those scholars who have adopted an integrated approach to organizational effectiveness by demonstrating the common strains and complementary arguments among three models of organizational effectiveness. The three models--perhaps better, perspectives, are the operative goal model, the systems resource perspective and the participant satisfaction model. According to this scheme, the chapter is divided into three sections. First, the idea of operative goals is developed. Then, operative goals are discussed within the context of the systems resource and participant satisfaction models of effectiveness.

In order to proceed with this task, certain definitions and concepts must be held in common. The organization being evaluated is referred to as a "focal" organization. Individuals and organizations in the focal organization's environment are viewed as constituencies. The relationship between the focal organization and its constituencies is conceptualized as an exchange relationship, not unlike an economic exchange as conceived of by many sociologists (Emerson, 1962; Blau, 1964; Cook and Emerson, 1978). The basic argument is that the operative goals, that is, the critical tasks and activities performed by a focal organization, are established and influenced by constituencies in the focal organization's environment. This operative goal-setting activity provides the basis for exchanges to occur between the focal organization and constituencies. Focal organization operative goal effectiveness is an outcome of these exchanges.

Operative Goals and Organizational Effectiveness

The operative goal model of organizational effectiveness emerged in the early 1960s in response to conceptual and measurement problems associated with the "official goal model". Operative goals refer to the critical tasks and activities performed by an organization. As evaluative criteria of organizational effectiveness, operative goals can be viewed as process measures with the potential for using one of several kinds of referents. But, the model is not without its own unique problems and limitations.

The official goal model

Literature on organizations was dominated by the classical goal paradigm from the turn of the century through 1960. The classical goal model focused on the organization's official goals. Official goals were viewed as the "general purposes of the organization as put forth in the charter, annual reports, public statements by key executives and other authoritative pronouncements" (Perrow, 1961:855). Within this perspective, organizations were portrayed as "an instrument, a deliberate and rational means for attaining known goals. . . . In some versions the goals are explicitly stated; in others, the goals are assumed to be self-evident as, for example, the assumption that the goal of the private business firm is to maximize profits" (Thompson, 1968:397).

Empirical evidence demonstrated, however, that an organization's official goals were of little value as standards for assessing effectiveness (Rothlisburger and Dickson, 1939; Mayo, 1945; Merton, 1957; Shubik, 1961; Michels, 1962) and subsequent papers questioned the basic tenets of the classical model (Gouldner, 1955; Selznick, 1948; 1949, 1957; Etzioni, 1960, 1961, 1964, 1975; Perrow, 1961; Price, 1968; Lawrence and

Lorsch, 1969; Yachtman and Seashore, 1967; Hall, 1972; Georgiou, 1973). Critics objected to its inherent mechanistic assumptions and argued that official management goals were often vague and did not reflect the actual operational procedures and policies of the organization. The classical model also excluded constituency and member goals, ignored multiple goals among subunits of the organization and neglected the influence of the environment on the establishment of organizational goals.

Operative goals: critical tasks and activities

Because official goals revealed very little about the organization, they were of questionable utility as criteria for assessing effectiveness. Perrow (1961) argues that conceptual and operational difficulties associated with the official goal model can be avoided by focusing on "operative goals". Operative goals "designate the ends sought through the actual operating policies of the organization; they tell us what the organization actually is trying to do, regardless of what the official goals say are the aims" (Perrow, 1961:865). If the operative goals reflect the content of an organization's official goals, then they become the means to an end. Operative goals are often viewed as a reflection of the most critical tasks and activities performed within the organization (Perrow, 1961:856-857; Molnar and Rogers, 1976) and they are "developed and modified through ongoing interaction patterns with organizations" (Hall, 1982:279).

Like Hall, Swinth (1974) suggests that an organization's operative goals are established and transformed in response to preferences and demands from the environment and that some goals may be the result of "specific orders"; that is, organizations and individuals in its environment shape the content of the focal organization's operative goals. In turn, this goal setting activity and constituency claims and interests

in an organization provide the basis for exchange relations to occur between the focal organization and constituencies in its environment.

Operative goals: standards of effectiveness

As evaluative criteria, operative goals can be viewed as process measures. Process measures

assess effort rather than effect. Rather than requiring inferences from outcomes to performance characteristics, process measures directly assess performance values. ...all process measures evaluate efforts rather than achievements; and when the focus is on quality of performance rather than quantity, they assess conformity to a given standard but do not evaluate the adequacy or correctness of the standards themselves. They are based on the assumption that it is known what activities are required to ensure effectiveness of performance. (Scott, 1981:329-330)

Process measures address the questions "What did you do?" and "How well did you do it?" (Sachman, 1967). By addressing these questions, researchers can focus on the quality and quantity of tasks and activities carried out by an organization. Assessment of operative goals is accomplished by first determining the tasks and activities performed by the organization, and then evaluating how well they have been met. Objective data from organizational records as well as subjective data collected from interviews or questionnaire responses can be used for measuring the extent to which an organization's operative goals have been met.

Employing the operative goal perspective also provides the opportunity to choose from among several standards against which operative goal effectiveness can be judged. For example, similar organizations can be compared against the same set of operative goals. Normative judgements can also be made by comparing organizational performance on operative goals against a theoretical ideal. Goal centered judgements are another possibility. Here, the question is "Did we reach our stated goals?".

Improvement judgements are another alternative; that is, comparing an organization's performance on a set of operative goals against its past performance on the same operative goals (Cameron and Whitten, 1983).

Operative goals: problems and limitations

The operative goal approach is not without problems and limitations. A major problem with the perspective is determining the critical tasks and activities performed. As Keeley (1978:273) attests, "it is no simple matter to determine what formal organizations are actually doing." One approach to this problem is to frame it in terms of two related tasks. The first is to determine on what domains the organization should be evaluated. An explicit response to this question is necessary because "a variety of domains can be identified for almost all organizations but no organization is maximally effective in all its domains" (Cameron and Whitten, 1983:270-271). The second task is to determine who evaluates the organization's performance. This is very important because "organization's never satisfy all their constituencies, and what appears to be high effectiveness from one point of view may be interpreted as being mediocre or low effectiveness from another point of view" (Cameron and Whitten, 1983:270-271).

The major limitation of the operative goal approach is that it is primarily descriptive rather than explanatory. Variations of this approach have been applied as tools for assessing organizational effectiveness in numerous settings, including correctional institutions (Zald, 1963), juvenile probation departments (Hall et al., 1970), universities (Cameron, 1978) and hospitals (Scott et al. 1978). However, most of these studies are descriptive evaluations. Explanations of organizational effectiveness are clearly absent. To provide explanations requires integrating the construct of operative goals with other models of effectiveness. There are

numerous other models of organizational effectiveness, but two that appear promising for purposes of this study are the systems resource and participant satisfaction models. Their potential value is due to their commonalities with the operative goal perspective, and in the way they complement one another.

The Systems Resource Model and Operative Goal Effectiveness

Similar to the operative goal model, the systems resource model of organizational effectiveness was developed in the 1960s to overcome inherent "pitfalls" in the official goal model. In the systems resource model, effectiveness is defined as the organization's "bargaining position, as reflected in the ability of the organization, in either absolute or relative terms, to exploit its environment in the acquisition of scarce and valued resources" (Yachtman and Seashore, 1967:898). Yachtman and Seashore (1967), the major proponents of the model, ignore goals and focus on the means or resources required to attain unspecified goals. They argued that organizational goals are too abstract and elusive to use as evaluative criteria. Organizational resources are more tangible and therefore provide a more quantifiable criteria. They assume that if an organization is effective in resource acquisition, then it will also be effective in carrying out its varied tasks and activities, and attaining its ultimate goals. In this sense, the systems resource perspective is often viewed as less abstract than the official and operative goal models. Keeley (1978:275) states:

Compared to the official-goal model, the operative goal approach backs off a degree in abstraction by focusing on operating objectives rather than ultimate ends. Similarly, the systems resource model backs off a degree from the operative goal approach by focusing on more immediate means to the attainment of operating objectives.

The systems resource model does form conceptual linkages with the operative goal model. The role of the environment in the systems resource model provides the context for examining these connections.

The role of the environment

Like the operative goal model, the systems resource model places emphasis on the organization's environment, but for different reasons. In the operative goal model constituencies in the focal organization's environment influence the establishment and transformation of operative goals. In the systems resource model, the organization's environment serves a dual role. On one hand, the environment is viewed as an important source of organizational resources, and on the other, individuals and organizations in the environment are viewed as recipients of the focal organization's goods and services. Pennings and Goodman (1977:154) summarize the role of the environment as follows:

The environment of an organization consists of individuals, single groups and organizations that provide resources for organizational input and that are recipients of organizational output. Organizations depend on these actors for both resources and information.

Conceptualizing the environment in this way has led to the development of two approaches for evaluating effectiveness using the systems resource model. One focuses on the focal organization's resource acquisition processes and the other on the organization's resource distribution function, or organizational inputs and outputs, respectively. Some argue that these processes are so interdependent that organizational effectiveness can be evaluated at any juncture in the overall process (Yachtman and Seashore, 1967). More specifically, if an organization is effective at distributing goods and services to the environment, it is assumed that it has been effective in acquiring resources and transforming

them into the products to be distributed. However, to focus on either inputs or outputs, in the absence of the other, can create a conceptual void in understanding important organizational processes. Explicitly including both inputs and outputs as objective elements in an exchange relation provides the opportunity to stop the process and assess their relative contribution for explaining operative goal effectiveness.

Resource acquisition and operative goal effectiveness

Resource acquisition and organizational goal effectiveness are coterminous within the systems resource perspective. Effectiveness is the ability of an organization to acquire scarce and valued resources from its environment (Yachtman and Seashore, 1967:898). Effective organizations are those which receive greater resource input from the environment (Molnar and Rogers, 1976). Although Yachtman and Seashore are critical of the goal approach and those who use it, their own formulation makes important conceptual connections with both the official goal model and the operative goal model. An organization's official goals comprise the driving mechanism for resource acquisition. Garnering resources from the focal organization's environment is based on the organization's "ultimate criterion," another term for official goals (Seashore and Yuchtman, 1967:378). Recognizing the difficulties associated with assessing official goals, Seashore and Yuchtman argue for an evaluative emphasis on "penultimate criteria". Penultimate criteria is synonymous with the operative goals of an organization. They include resource acquisition and other important tasks and activities performed by the organization--for example, "business volume" and "market penetration". They argue that it is much easier to identify and assess penultimate criteria or operative goals, and further, performance on them can be used as a yardstick for

determining organizational progress toward its ultimate criterion or official goals.

This view is similar to the operative goals "means-end" approach, whereby operative goals are viewed as the means to obtain official goals. Here, Hall (1977:91) suggests that the purported differences between goals, resource acquisition and allocation are "in many ways an argument over semantics". Resource acquisition can be conceptualized as an operative goal but it may be a useful contribution to the literature to keep the idea of operative goals separate from resource inputs, outputs and evaluations of outputs.

Proposition development

Several scholars have examined the relationship between resource acquisition and organizational goals. These studies raise at least one methodological issue and suggest one reversible proposition. The procedural or methodological point is that it would be difficult, if not impossible, to identify important resources flowing into an organization without a prior knowledge about the nature of organizational goals. Most scholars recognize that resource acquisition does not just occur (Levine and White, 1961; Seashore and Yuchtman, 1967; Hall, 1977, 1982). The flow of resources into an organization is influenced by what the organization is actually trying to accomplish--that is, its goals. Levine and White (1969) found that the nature of resources exchanged between organizations is determined by the function of an organization, and that organizations enter into exchanges because they require additional resources to fulfill their respective missions in an effective manner.

The relationship between resources and goals is refined by Benson (1975) and Keeley (1978) when they suggest the reversible proposition that

the greater the flow of resources into the focal organization, the greater its operative goal effectiveness. Following the lead of Yachtman and Seashore, Benson (1975:231) argues that the "acquisition and defense of an adequate supply of resources is the definition of the purposes of the organization. . . ." Benson (1975) argues that there are two critical resources: money and authority. Authority is viewed as a legitimate organizational claim to carry out activities in a given program area and money is the mechanism utilized for mounting programs. The relationship between the two is portrayed as follows: Authority to conduct activities is generally assumed to imply a claim upon money adequate to perform in the prescribed sphere (Benson, 1975:232). This formulation suggests that the relationship between resource acquisition and operative goals effectiveness is twofold: 1) resource acquisition enhances organizational performance on operative goals, and conversely, 2) "The organization's claim to a supply of resources will typically be based upon the adequacy and effectiveness of its established programs", or operative goals (Benson, 1975:232).

Keeley's formulation is quite similar to Benson's extension of Yachtman and Seashore. Keeley (1978:276) states: "contributed resources further operative goals." In turn, operative effectiveness must be sufficient to ensure an adequate supply of resources flowing into the organization.

Empirical support

Empirical research concerning the relationships between resources and goals has not kept pace with conceptual developments. However, some studies do provide important insights. In their original study of the systems resource perspective, Seashore and Yachtman (1967) collected organizationally based data on 75 insurance-sales agencies. They found

positive stable correlations among 10 factors over time. These factors represented the insurance agencies' penultimate criteria or operative goals. While some factors, such as "business mix" and "business volume" could be considered operative goals, other factors such as "manpower growth" and "youthfulness of members" were regarded as important resources to be garnered from the insurance agencies' environments. Hall (1977:91) notes that the Yachtman and Seashore study represents "an empirical verification of the importance of the operative goal concept". The study also provides empirical support for the postulated relationship between resources and operative goal effectiveness.

Research by others has failed to identify significant correlations between the flow of resources into organizations and evaluations of organizational goal attainment (Molnar and Rogers, 1976). However, the absence of a relationship could be attributed to the methodological issue raised earlier; that is, without precisely specifying operative goals, the definition of resources becomes vague and identification a rather difficult task. Using subject perceptual data, Molnar and Rogers (1976) found only a weak correlation between "resource inflow" and respondent's subjective evaluations of goal accomplishment among non-market organizations. But their conceptualization of goals lacks specificity and is, therefore, of little value for identifying resources required to accomplish goals. Yet, several scholars have taken the position that the outflow of resources from the focal organization to the environment, ought to comprise the major evaluative criteria of effectiveness, especially among non-market organizations.

Resource outflow and operative goal effectiveness

In contrast to the work of Yachtman and Seashore and especially perhaps because of the weak relationships found by Molnar and Rogers, some scholars have suggested that effectiveness should be evaluated in terms of the outflow of resources to the environment. This point is especially argued in the study of non-market, voluntary or non-profit organizations (Downs, 1967; Warner, 1967; Levitt, 1972, 1973; Wamsley and Zald, 1973; Chitwood, 1974; Rushing, 1974; Cyert, 1975; Molnar and Rogers, 1976; Heaton, 1977; Kanter, 1979; Scott, 1981; Hall, 1982). The rationale for this shift in focus is that "the effectiveness of market controlled organizations is directly determined by their customers: if their interests are satisfied, they will continue to supply the inputs required by the organization; if not, then they can withhold their contributions, causing the organization to suffer and perhaps ultimately to fail" (Scott, 1981:324). The point Scott and others press is that these exchange principles cannot be applied to voluntary non-market organizations, since they are immune to market conditions. Downs (1967) and Kanter and Brinkerhoff (1981) suggest that there is a wide gap between the services a public sector organization provides and the resources it receives for providing them.

Molnar and Rogers (1976) conclude from their study of non-market organizations that the systems resource model "may be applied to public agencies when effectiveness is conceptualized in terms of the distribution or outflow of resources", rather than in terms of the inflow of resources. They further assert that "the resource distribution function of public service agencies should be the central focus in evaluating the effectiveness of these organizations, and effectiveness should be defined

in terms of the flow of resources from the organization to the environment" (1976:404,411).

Proposition development

Viewing the outflow of resources as the major evaluative criterion may have some merit if a literal interpretation of "market conditions" is applied to public agencies. But it is equally plausible to argue that non-market organizations are subject to the same general principles as market organizations. The problem may be one of measurement, that is, the development of standardized units of exchange, rather than the absence of exchange relations. Norms of fair exchange emerge among organizations even when there is no common currency, and formal mandates, such as laws and regulations, can be viewed as mechanisms to routinize exchange relations among non-market organizations (Blau, 1964; Cook, 1977).

Conceptually, it makes sense to view non-market agencies as engaging in exchange relations. Lorenz (1980:5) conceptualizes the relationship between regional councils and local governments as one in which councils "provide technical assistance to city and county governments in exchange for funding support and organizational legitimacy". And Molnar and Rogers (1976) found a significant relationship between inflow and outflow of resources among public agencies.

As a resource within an exchange relationship, the distribution of goods and services to the environment can be conceived of as an independent variable, rather than as the primary criteria of effectiveness. As such, the effects of the outflow of resources on operative goals can be determined without loss of information on the inflow of resources. In this manner, the nature or types of goods and services provided to constituencies, as well as the extent or amount of services provided, can

be assessed for their importance for explaining operative goal effectiveness. As Pennings and Goodman (1977) note, constituencies in the focal organization's environment are important determinants of effectiveness when they have some control over the focal organization's input acquisition or its output disposal.

These formulations are especially relevant for their application to non-market organizations. Because the operative goals of non-market public service agencies are in many ways related to the distribution of goods and services to constituencies in their environment, it could be expected that the outflow of these resources, both the nature and extent, could influence constituency evaluations of agency effectiveness on operative goals.

Empirical support

Research on the relationship between outflow of resources and constituency evaluation of operative goals has been inconclusive. Molnar and Rogers (1976) found a moderate, significant correlation between "resource outflow" and "peer ratings" of organizational effectiveness. However, the relationship may be positive or negative depending, of course, on who evaluates what during what time frame. In addition, recent conceptualizations and, research suggest that there could be intervening factors influencing organizational exchanges, and therefore, an organization's capability to perform in various areas (Keeley, 1978). The nature and extent of the inflow and outflow of resources may be important predictors of operative goal effectiveness, but they could be mediated by constituency satisfaction with products and services received. If not satisfied, constituencies could withhold their contributions of resources and seek and utilize alternative products and services.

Participant Satisfaction Model and Operative Goal Effectiveness

In this section, linkages between the participant satisfaction model and the operative goal model are examined. Two related concepts are discussed. First, constituency satisfaction with goods and services received from the focal organization is examined for its effects on operative goal effectiveness. Then, the related phenomenon of constituency utilization of alternatives is discussed.

Constituency satisfaction and operative goal effectiveness

In contrast to the systems resource model, which treats either the inflow or outflow of resources as the major evaluative criteria, the participant satisfaction approach uses constituency satisfaction as the primary evaluative criterion, and views satisfaction as the driving mechanism for organizational performance. As elaborated by Keeley (1978), the model employs a "relative worth" view of organizations. Relative worth is the idea that constituencies in the organization's environment can be asked questions such as "are you better off now than you were four years ago?" or "are you better off with services provided, than without them?". Here, organizations are viewed as "systems of interaction" existing "ultimately for human benefit and benefit is the ultimate standard of organizational worth" (Keeley, 1978:277-282).

The participant satisfaction model views goals much the same way as does the systems resource perspective. Organizational resources further operative goals which in turn facilitate the achievement of organizational objectives. But the perspective is different from the systems resource model in that it asserts that the flow of resources from an organization to its constituencies are only important insofar as participants value, and are satisfied with services rendered. Moreover, the perspective rounds the

means-end chain by suggesting that satisfaction with outcomes must be sufficient to ensure future exchanges. Constituency satisfaction must be at a level that will encourage the constituencies to continue to provide resources to the focal organization.

This conceptualization suggests the proposition that constituency satisfaction with goods and services received ought to have positive effects on focal organization operative goal effectiveness. These positive effects accrue to the focal organization in two ways. First, satisfied constituencies would tend to evaluate the organization in a positive manner and thereby provide legitimacy for organizational functions. Second, satisfied constituencies would most likely continue to supply resources required by the focal organization, assuming of course, congruence between attitudes and behavior--a controversial topic (Kelman, 1974; Liska, 1974; Kahle and Berman, 1979; Bentler and Speckhart, 1981). In turn, dissatisfaction, as an element of social process, may encourage participants to search for alternative sources of goods and services.

The empirical evidence concerning the relationship between constituency satisfaction and their evaluations of organizational operative goals, is mixed. Regarding citizen satisfaction with urban services, Hall (1982) reports a weak relationship between indicators of objective service delivery and citizen evaluation of services. But Stein (1977) found that satisfaction with organizational outputs plays a major role in "elite" evaluation of urban services, and Cameron (1978) demonstrated consistent positive correlations among indicators of satisfaction with services and evaluations of university operational objectives.

Utilization of alternatives and operative goal effectiveness

Constituency satisfaction and use of alternatives are interrelated and influenced by contextual factors. The exchange perspective suggests that when organizations recognize better alternatives, as compared to present outcomes, they will use them. The basic principle is that organization may pursue the most favorable outcome available, whether minimizing losses or maximizing profits (Thibaut and Kelley, 1959; Blau, 1964).

The idea of alternatives provides the basis for investigating resource dependency (Emerson, 1962, 1972; Blau, 1964; Benson, 1975; Lehman, 1975; Jacobs, 1974; Cook, 1977; Cook and Emerson, 1978; Pfeffer and Salancik, 1978). These factors are considered in the systems resource model when direct relationships are inferred between an organization's "bargaining position" and resource acquisition and effectiveness. However, more recent conceptualizations suggest that an organization's "bargaining position" is influenced by constituency satisfaction with outcomes and the availability and use of alternatives (Hannan and Freeman, 1977; Keeley, 1978; Scott, 1981; Hall, 1982). Dissatisfied constituencies utilizing alternative sources for similar products and services would not continue to supply resources to the focal organization and this could have adverse consequences on organizational performance.

Together, the form of the interorganizational exchange and the importance of resources exchanged provide the basis for exploring the relationship between constituency utilization of alternatives and focal organization operative goal effectiveness. The extent of constituency utilization of alternatives is dependent, in part, on the form of the exchange and the effects of alternative utilization on focal organization performance is a function of the importance of resources exchanged. These

effects, of course, are conditional. For instance, if the focal organization is an important source of valuable goods and services for constituencies, and constituencies are also a valuable source of important resources for the focal organization, an interdependent balanced exchange exists. However, constituencies may perceive better benefit to cost ratios through exchanges with other sources of similar goods and services, and the form of the exchange may become imbalanced. When the focal organization is dependent upon constituency contribution of resources, and other sources are not readily available, constituency utilization would likely have negative effects on focal organizational operative goal effectiveness. Under these conditions alternative utilization could result in less than positive evaluations of the focal organization and represent a challenge to the organization's ability to carry out critical tasks and activities, and therefore, its subsequent claim to important resources.

In other instances, the form of the exchange unit and importance of resources exchanged may circumscribe a situation whereby constituency utilization of alternatives may have negligible effects on organizational performance. For example, resources provided by constituencies may not be critical for focal organizational functioning, or the focal organization may have numerous or sufficient alternate sources of important resources.

Empirical research on the direct effects of constituency utilization of alternatives on focal organization operative goal effectiveness is limited. However, economic theory and private market research endeavors suggest that organizations functioning in a free market economy must maintain a certain level of constituency or client support to survive. Market researchers employed by private industry invest research energy in determining constituency preferences and tastes, developing marketing

strategies and investigating new market areas. Here, constituency utilization of alternatives is often viewed as an erosion of the focal organization's share of the market, and in the absence of intervening strategies, the organization could fail. The form of the exchange unit and importance of resources exchanged may be more difficult to establish among public agencies, but, even when unilateral monopolies exist, clients may develop and use alternate sources of services, calling into question the public agency's effectiveness and claims to resources.

Summary of Propositions and Key Issues

The recognition of the inadequacy of the official goal approach to organizational effectiveness provided the intellectual climate for the development of multiple models. Among the more recent alternatives are the operative goal, systems resource and participant satisfaction approaches. Each has been criticized for a variety of reasons, the most prevalent being the tendency to devalue or ignore the importance of the other's dependent variable. This scholarly fragmentation has led some to suggest abandoning the concept of effectiveness, while others have argued for conceptual integration.

The exchange perspective provides the basis for integrating the operative goal, systems resource and participant satisfaction models of organizational effectiveness. This approach provides the opportunity to begin to capture the dynamic nature of processes affecting organizational performance. The strategy developed in this chapter consists of viewing the focal organization's operative goals as the dependent variables. Operative goal effectiveness is a process variable. It is dependent on the nature and extent of resources exchanged between the focal organization and

constituencies, as well as constituency satisfaction with goods and services received and constituency utilization of alternatives. The argument capitalizes on linkages between the models, and is represented by the following propositions:

P1: Constituency contributions of resources to the focal organization are positively related to goods and services provided to constituencies by the focal organization.

The exchange of resources affects focal organization operative goal effectiveness whereby:

P1:1 The greater the flow of resources into the focal organization, the greater its operative goal effectiveness.

P2:2 The nature and extent of goods and services provided by the focal organization to constituencies will affect focal organization operative goal effectiveness.

In turn,

P1:3 The nature and extent of focal organization operative goal effectiveness, will influence the nature and extent of resources exchanged between the focal organization and constituencies.

P2: Constituency satisfaction with the focal organization's goods and services will have positive effects on focal organization operative goal effectiveness.

P2:1 Satisfied constituencies will evaluate the focal organization as more effective than dissatisfied constituencies.

P2:2 Constituency satisfaction with the focal organization's goods and services is positively related to constituency contributions of resources to the focal organization.

P3: Constituency dissatisfaction with the focal organization's goods and services could result in constituency utilization of alternatives.

P3:1 Constituency utilization of alternatives to the focal organization could have negative effects on focal organization operative goal effectiveness.

P3:2 Constituencies who utilize alternatives to the focal organization will evaluate the focal organization as less effective than constituencies who don't use alternatives.

P3:3 There is an inverse relationship between constituency utilization of alternatives and constituency contribution of resources to the focal organization.

The effects of alternative utilization on focal organization operative goal effectiveness are mediated by the form of the exchange unit and importance of resources exchanged.

In the process of developing this conceptual framework, several important issues were also identified. They are summarized as follows:

- 1) Focal organization operative goal activity does not occur in a vacuum. Operative goals are established and transformed in response to preferences and demands in the focal organization's environment. The establishment of operative goals provides the basis for exchange relations to occur between the focal organization and constituencies.
- 2) As process measures of focal organization effectiveness, operative goals direct attention to the quality and quantity of tasks and activities performed by the focal organization.
- 3) It is important to specify which of the focal organization's operative goals are going to be evaluated, and who is going to evaluate them. Together, these two factors represent the scope of the effectiveness study.
- 4) Knowledge of the focal organization's operative goals is a prerequisite for determining important resources required to carry out tasks and activities.

In the following chapter, these issues and propositions are used to develop an explanation of regional council operative goal effectiveness.

CHAPTER III.

REGIONAL COUNCIL OPERATIVE GOAL EFFECTIVENESS

The relationship between regional councils of government and county and municipal governments provides the opportunity to apply the conceptual framework developed in Chapter 2. In the first section of this chapter, regional council operative goals, the dependent variables, are described within the context of their formation. The development of regional council operative goals provides the basis for exchanges between local governments and regional councils. In the second section, propositions linking the systems resource model and operative goal approach are used to develop hypotheses about how resource exchange affects regional council operative goal effectiveness. In the third section, propositions establishing the relationship between the participant satisfaction model and the operative goal model provide the basis for hypotheses about the effects of local government satisfaction and utilization of alternatives on regional council operative goal effectiveness.

The chapter concludes with a summary of the conceptual model and its application to regional councils of government. The linkages among the models suggest a tentative sequential ordering of concepts.

The Formation of Regional
Council Operative Goals

Like most formal organizations, regional councils have multiple operative goals and multiple constituencies. The establishment of regional council operative goals was influenced by entities in the councils' environment, namely local governments and the federal government. An understanding of their respective influence provides the justification for the selection of domains on which to base the evaluation of regional

council operative goal effectiveness, and equally important, the rationale for choosing municipal and county officials as evaluators. Through this discussion, important insights are gained regarding the form of the exchange unit between local governments and regional councils and the importance of exchanges that occur in voluntary organizations.

Local government influence

Regional councils of government are voluntary associations of local governments. They are intended to serve the national interest by providing assistance to local governments in a designated substate geographic region. Their program areas grew out of the inability of local governments to solve problems independently, and federal recognition of the problems and subsequent initiatives to provide solutions. In the 1950s, an increasing population transition to suburban and suburban fringe areas resulted in increased local government fragmentation. According to ACIR (1977), fragmentation contributed to duplication of services, inefficient delivery of goods and services and an inability of local governments to effectively address many problems because their solutions required the involvement of neighboring jurisdictions. In the late 1950s and early 1960s, several proposals were made to resolve the fragmentation problem through formal consolidation of local governments (ACIR, 1973). However, the proposals were rejected because traditional power arrangements and jurisdictional boundaries were valued by the local citizenry and elected officials (Bollens and Schmandt, 1975).

As a result of their failure to form consolidated governments, local government officials and federal agencies moved toward the "creation of multicounty organizations that would not replace local governments, but would rather, on an advisory basis, oversee and coordinate the activities

of units of government in a designated area" (Glass and Ward, 1978). Regional councils exemplify these multicounty organizations. Local governments initially influenced regional council operative goals by rejecting formal consolidation and negotiating for organizations whose program areas were responsive to local needs.

As organized, regional councils were given the responsibility to coordinate programs rather than to decide what programs were to be implemented. Although regional councils may vary with respect to the relative emphasis placed on various functions, critical tasks and activities (i.e., operative goals performed by the organization) are customarily related to common program domains. These domains include regional planning and planning for individual counties and cities within the region, coordinating local government programs and plans through the "A-95 review and comment" process, and providing technical assistance to local governments, especially in the form of technical planning and grant writing assistance (ACIR, 1973; Wikstrom, 1977; Stam and Reid, 1980). The important tasks and activities of these program domains are usually performed by the policy councils and professional technical staffs of regional councils.

Regional councils are not only providers of services, they are also recipients of resources from member governments. The form of the exchange between local governments and regional councils is characterized by their interdependencies. Providing regional coordination, planning and technical assistance requires local government cooperation. This cooperation takes the form of local government participation in council sponsored meetings, the contribution of technical information, and financial support to regional councils in the form of local government dues. These

contributions are extremely important due to the voluntary nature of regional councils. As voluntary organizations, councils have no authority to finance programs or levy taxes. Although most regional councils receive support from federal agencies, many important resources can only be gleaned through voluntary exchanges with local governments. In this sense, municipal and county government officials are key determinants of regional council operative goal effectiveness because they have some control over the regional council's resource acquisition, as well as the disposition of its output.

Federal government influence

Regional councils are strategically positioned between federal agencies and local governments. As vanguards of federally administered programs and policies, regional councils must maintain a delicate balance between providing services to local governments without losing sight of regional objectives. The maintenance of this balance was, in part, facilitated by federal support. The role of the federal government in the establishment of regional council operative goals has been attributed to federal legislation and programs (ACIR, 1974; Zimmerman, 1975; Honey, 1975; Wikstrom, 1977; Christenson et al. 1980; Stam and Reid, 1980; Reid, 1980). The impetus for legislative action was provided by the increased recognition that the complex issues confronting local governments were also of concern to the nation as a whole. Therefore, legislators argued, the nation's interests are best served by providing legislation at the national level which would facilitate solutions to local problems (Ostrom, 1972). In efforts to provide accountability, promote local-federal cooperation, avoid duplication of services and waste of funds, many federal agencies issued mandates facilitating the development of regional councils at the

sub-state level. Of particular importance was the Intergovernmental Cooperation Act of 1968. This act required state and local governments to establish "a network of state and area-wide planning and development clearinghouses which would aid in the coordination of federal or federally assisted projects and programs with state, area-wide and local governments" U.S. Office of Management and Budget (1976). Other important legislative acts supporting regional council programs included the Housing and Urban Development Act (1965) and Demonstration Cities and Metropolitan Act (1966).

Recent research demonstrates that federal program designations have influenced the establishment of regional council program areas, and that services provided to local governments are most often related to planning, coordination and technical assistance. Reid (1980) found that approximately 80 percent of regional councils throughout the United States have been officially designated by the federal government as responsible for comprehensive planning and coordination. In support of these roles, regional council professional staffs provide technical planning and grant assistance to local governments.

Tyer (1978) argues that planning, coordination and technical assistance constitute the primary missions of regional councils and comprise the major activities performed within the organization. Others have documented that local governments utilize regional councils primarily for their expertise in these areas, and that local officials view these program areas and activities as the most important services provided by the regional council (Lorenz, 1980, 1982; Lorenz and Tait, 1983; Lorenz and Nelson, 1985). Activities and tasks carried out by the policy council and technical staff of the regional council in support of these major programs

are especially important to local governments in rural areas. These entities often lack the staff and required expertise to apply for federal assistance and comply with the often cumbersome details associated with federal programs and policies. The Advisory Commission on Intergovernmental Relations argues that:

Rural governmental institutions are frequently unable to provide the type of public services needed. They were originally designed with less acute problems in an age of greater self-sufficiency. They can adjust only with difficulty to declining population. Local government expenditures per person in such areas are disproportionately high for what frequently are inadequate levels of service. Furthermore, the small local governments are frequently ill-equipped to undertake the planning and development activities necessary to overcome their handicaps (ACIR, 1973:259).

But, are the policy councils and professional staffs of regional councils viewed as effective in their support of local governments? As suggested by the systems resource model, local government officials are important evaluators because they contribute critical resources and are the primary consumers of regional council goods and services. As such, policy council role and staff activity effectiveness can be thought of as an outcome of the nature and extent to which resources are exchanged between local governments and regional councils. Additionally, regional council operative goal effectiveness can be viewed as a function of local government officials' satisfaction with services provided and their utilization of alternate sources of goods and services.

The Effects of Resources on Regional Council Operative Goal Effectiveness

In Chapter 2, several propositions were developed. Two concerned the relationship between resources, both the inflow and outflow, and their effects on focal organization operative goal effectiveness. In this section, these two propositions are used to develop hypotheses about

regional council operative goal effectiveness.

Local governments' contribution of resources

Proposition P1:1 postulates a positive relationship between the inflow of resources and operative goal effectiveness. The conceptual logic and evidence supporting this proposition suggests that, to survive and be effective, formal organizations require resources from their environment. This proposition has broad applications, independent of organizational type. Churches, corporations and public service agencies all require resources from their respective environments to be effective along various operative dimensions.

Applied to the relationship between local governments and regional councils, the proposition suggests that the general hypothesis that:

H1: The greater the local government's contribution of resources to regional councils, the greater the regional council operative goal effectiveness, as evaluated by local officials.

Local government resources are important in order for regional councils to produce their goods and services. To some extent, the outflow of resources from regional councils to their environment is based on and requires local government information, participation and funding. Regional council operative goals in the program areas of planning, coordination and technical assistance require information from municipal and county governments. This information serves as the basis for regional plans and reports, the preparation of grant applications and overall coordination among local, regional and federal entities. In addition, local government participation in regional council sponsored meetings can be viewed as an important resource. This type of participation provides a mechanism for council managers and staff to receive input from local government officials regarding local and regional needs, issues and problems.

Funding is also an important resource. Although some regional council funding is derived from the administration of federal programs, local governments are also required to pay dues. In some instances, municipal dues are paid by the county in which the city is located, and city membership may be attributed to default rather than intention. When money is contributed it may be regarded as a commitment to the organization which in turn, serves to legitimize the council's claim to various program areas. Money is also required to procure personnel with the appropriate expertise to carry out council activities (Aldrich, 1972; Benson, 1975). For these reasons, H1 is tested by the following specific hypotheses:

- H1:1 The greater the local government's contribution of information to regional councils, the greater the regional councils, operative goal effectiveness, as evaluated by local officials.
- H1:2 The greater the local government's contribution of money to regional councils, the greater the regional council operative goal effectiveness, as evaluated by local officials.
- H1:3 The greater the local government's participation in regional council meetings, the greater the regional council operative goal effectiveness, as evaluated by local officials.

Regional councils' provision of goods and services

Proposition P1:2 suggests that, as elements within an exchange unit, the nature and extent of resources flowing from the focal organization to the environment can affect the focal organization operative goal effectiveness. Local governments contribute resources in exchange for regional council assistance. Although the type and amount of assistance provided to local governments may vary by regional council, most researchers concur that technical assistance is among the most important (Sundquist, 1969; ACIR, 1973; Jones and Doss, 1977; Christenson et al. 1980; Lorenz, 1980). Therefore, the relationship between the outflow of regional council resources and operative goal effectiveness is explored

through the following general hypothesis:

- H2: Local government receipt of technical assistance will have positive effects on regional council operative goal effectiveness, as evaluated by local officials.

In addition to the receipt or non-receipt of assistance, further insights on the effects of outflow of resources on operative effectiveness can be gained by examining the nature of assistance received. The types of technical assistance most often provided to rural local governments are grant writing and planning assistance (Lorenz, 1980, 1982; Lorenz and Nelson, 1985). The general hypothesis is, therefore, assessed by the following specific hypotheses:

- H2:1 Local governments receipt of assistance with grants will have positive effects on regional council operative goal effectiveness, as evaluated by local officials.

- H2:2 Local government receipt of planning assistance will have positive effects on regional council operative goal effectiveness, as evaluated by local officials.

Providing technical assistance to local governments may be an important predictor of regional council operative goal effectiveness. However, some researchers have suggested that the delivery of goods and services to constituencies are important only to the extent that constituencies are satisfied with the assistance received.

Satisfaction and Utilization of Alternatives

Two questions are addressed in this section. Does local official satisfaction with assistance received translate into positive evaluations of regional council effectiveness? Does local government utilization of alternative sources of assistance result in negative evaluations of council effectiveness? Under certain conditions, the third and fourth propositions developed in Chapter 2 suggest an affirmative response to both questions.

Satisfaction with regional council assistance

The second proposition states that constituency satisfaction with goods and services will have positive effects on focal organization operative goal effectiveness. The proposition is evaluated through the following general hypothesis:

- H3: The greater the local officials' satisfaction with regional council assistance, the greater the regional council operative goal effectiveness.

The general hypothesis is tested by two specific hypotheses:

- H3:1 The greater the local officials' satisfaction with grant assistance, the greater the regional council operative effectiveness.
- H3:2 The greater the local officials' satisfaction with planning assistance, the greater the regional council operative effectiveness.

Local government satisfaction with assistance can be viewed as the driving mechanism of regional council operative goal effectiveness. It is a critical pivotal variable because satisfaction has direct effects on evaluations of operative goal effectiveness and subsequent indirect effects through its influence on resources exchanged between local governments and regional councils. Local government officials who are satisfied with regional council assistance are expected to provide positive evaluations of council operative goal effectiveness. And, similar to market economy organizations, satisfied officials would continue to contribute resources required to maintain regional council assistance. Conversely, dissatisfied local officials would evaluate councils as less than effective, and in turn, possibly withhold their contributions of resources.

As conceptualized here, local government satisfaction is contingent upon the receipt of assistance. The focus is on the extent of satisfaction after having received assistance. However, it would be erroneous to

presume that local governments have an endless laundry list of needs that require continued regional council interaction and assistance. For example, municipalities in four midwest states utilized regional council technical assistance, an average of about five times over a two year period (Lorenz, 1980; Lorenz and Nelson, 1985). In these studies, the definition of technical assistance included more dimensions than planning and grant assistance. But in anticipation of future benefits, satisfaction with assistance provided, even once or twice a year, may be sufficient to provide the inducement for continued local government involvement in regional councils, to include, the contribution of resources.

Other researchers have also provided important insights on the delivery of public goods and services to communities (Turk, 1973; Christenson et al., 1980). Combined, these studies suggest that objective indicators of community need are only weakly correlated with assistance received. Specifically pertaining to regional council assistance, the studies by Lorenz (1980) and Christenson et al. (1980) suggest that assistance is most often provided to communities that "have" relative to those that "need". Moreover, as might be expected, the "have" communities are characterized by larger populations. Therefore, the assessment of the effects of satisfaction on regional council operative goal effectiveness requires controlling for the effects of community size. Because satisfaction is a central variable, potentially influencing all other independent variables, it would seem prudent to also control for community size throughout the analysis.

Local government utilization of alternatives

Dissatisfaction with assistance received, or dissatisfaction as a result of not receiving assistance, may provide an impetus for local

governments to search for alternative forms of assistance. The final propositions in Chapter 2 stipulate an inverse relationship between constituency utilization of alternatives and focal organization operative goal effectiveness. Applied to the relationship between local governments and regional councils, the proposition suggests the following hypothesis:

- H4: The greater the local government's utilization of alternative forms of assistance, the less the regional council operative goal effectiveness, as evaluated by local officials.

To illustrate the potential effects of alternatives on regional council operative goal effectiveness, three assumptions are made. First, the regional council can be viewed as operating in a market place whereby local governments interact with regional councils "when there is some advantage to be gained and leave when there is no longer any advantage" (Pfeffer and Salancik, 1978:26). This means that local governments are not in forced compliance; they have options. Second, the resources contributed to regional councils by local governments are critical for council functioning. Related to the second is the third assumption: that resources flowing into the regional council are finite. Regional councils are designed to serve a particular geographic area, and within that specific area there are only so many municipalities and counties from whom they can secure resources.

These assumptions permit the construction of three possible scenarios relating effectiveness to use of alternatives. The scenarios are elaborations of the conditional statements developed in Chapter 2 concerning alternative utilization and operative goal effectiveness. In the first scenario, alternatives may not be the result of local government officials' dissatisfaction with regional council assistance, but local government officials may simply perceive better benefits elsewhere. These

other sources of assistance may include university extension services, private firms or other public agencies. Here, the effects of alternatives on council effectiveness may vary from devastating to marginal. Because of enhanced benefits from other sources, local officials may view the council in relative terms as ineffective and completely withdraw their resources. Or they may view the regional council as ineffective in certain program areas, but continue to provide resources such as dues and information.

The second scenario is similar to the first, but the source of alternatives stems from partial dissatisfaction with assistance received from regional councils. Local officials may become disillusioned with a particular service and seek to utilize other sources for that assistance while continuing to use council assistance in areas where they are satisfied. Within this context, alternatives would appear to have specific effects on only certain tasks and activities, rather than represent an indictment of the entire organization.

Local government utilization of alternatives may also result from extreme general dissatisfaction with regional councils. In this scenario, local officials may utilize alternatives to minimize losses. One action on the part of local officials may be to break completely with regional councils and to withdraw all resources. This situation represents an acute challenge to regional council managers because it unequivocally questions their effectiveness and legitimacy, and therefore, the council's claim to important resources.

One of the goals of this research is to provide greater specificity in conceptualizing the relationship between independent and dependent variables in effectiveness studies. The conceptualization of goals, resources and the outflow of goods and services has often been vague, and

studies of constituency satisfaction are primarily descriptive, foregoing the opportunity to examine interorganizational process. Additionally, although conceptually prominent in some models of effectiveness, studies of the effects of alternative utilization on effectiveness are for the most part non-existent. The hypothesis concerning the relationship between local government utilization of alternatives and regional council operative goal effectiveness cannot, by itself, provide direct information bearing on all factors considered in the three scenarios. However, it will begin to provide some insight into an area which is often neglected in organizational effectiveness research.

Summary

The conceptualization and its application to local governments and regional councils is summarized in this section. First, propositions and hypotheses are restated. This is followed by a discussion of the relative importance of key concepts for explaining regional council operative goal effectiveness.

Propositions and hypotheses

P1:1 The greater the flow of resource into the focal organization, the greater its operative goal effectiveness.

H1: The greater the local government's contribution of resources to regional councils, the greater the regional council operative goal effectiveness, as evaluated by local officials.

H1:1 The greater the local government's contribution of information to regional councils, the greater the regional council operative goal effectiveness, as evaluated by local officials

H1:2 The greater the local government's participation in regional council meetings, the greater the regional council operative goal effectiveness, as evaluated by local officials.

H1:3 The greater the local government's contribution of money to regional councils, the greater the regional council operative goal effectiveness, as evaluated by local officials.

- P1:2 The nature and extent of goods and services provided by the focal organization to constituencies, will affect focal organization operative goal effectiveness.
 - H2: Local government receipt of technical assistance will have positive effects on regional council operative goal effectiveness, as evaluated by local officials.
 - H2:1 Local government receipt of assistance with grants will have positive effects on regional council operative goal effectiveness, as evaluated by local officials.
 - H2:2 Local government receipt of planning assistance will have positive effects on regional council operative goal effectiveness, as evaluated by local officials.
- P2 Constituency satisfaction with the focal organization's goods and services will have a positive effect of focal organization operative goal effectiveness.
 - H3: The greater the local officials' satisfaction with regional council assistance, the greater the regional council operative goal effectiveness.
 - H3:1 The greater the local officials' satisfaction with grant assistance, the greater the regional council operative goal effectiveness.
 - H3:2 The greater the local officials' satisfaction with planning assistance, the greater the regional council operative goal effectiveness.
- P3:1 Constituency utilization of alternatives to the focal organization could have negative effects on focal organization operative goal effectiveness.
 - H4: The greater the local government's utilization of alternative forms of assistance, the less the regional council operative goal effectiveness, as evaluated by local officials.

An ordering of key concepts

The linkages among the models of effectiveness as applied to regional councils suggest a temporal sequencing of concepts. Initially, local governments contribute resources to regional councils in exchange for regional council assistance. Local officials then evaluate the assistance received. If they are satisfied, it is probable that they will continue to provide support to the regional council. If local officials are not

satisfied, under certain conditions, they may use alternatives and stop providing resources to the council. Regional council operative goal effectiveness is an outcome of the nature and extent of these exchanges.

However, when these initial exchanges are completed, the ordering of concepts according to their relative effects on evaluations of regional council operative goal effectiveness may differ from the actual temporal sequence of events. Resources are initially required to produce goods and services, but the continual flow of resources into regional councils, over the long run, may be dependent on local official satisfaction with assistance received. For this reason, satisfaction with assistance could have greater relative effects on evaluations of operative goal effectiveness than either resource contributions or resource outflow. And because the objective delivery of goods and services is conceptually dependent on resource contributions, and also viewed as secondary to satisfaction with goods and services, its effects on evaluations of operative goal effectiveness ought to be relatively less than the effects of resource contributions. Local government utilization of alternatives is more difficult to rank. Under certain circumstances, however, it ought to correlate negatively with all other concepts. The results of tests of the hypotheses developed in this chapter are presented in Chapter 5. When the hypotheses are evaluated, the evaluation takes into account competing arguments through statistical control.

Figure 1 displays the hypothesized relationships among variables. The dashed lines represent reciprocal effects between independent variables. Reciprocal effects are not evaluated in this research.

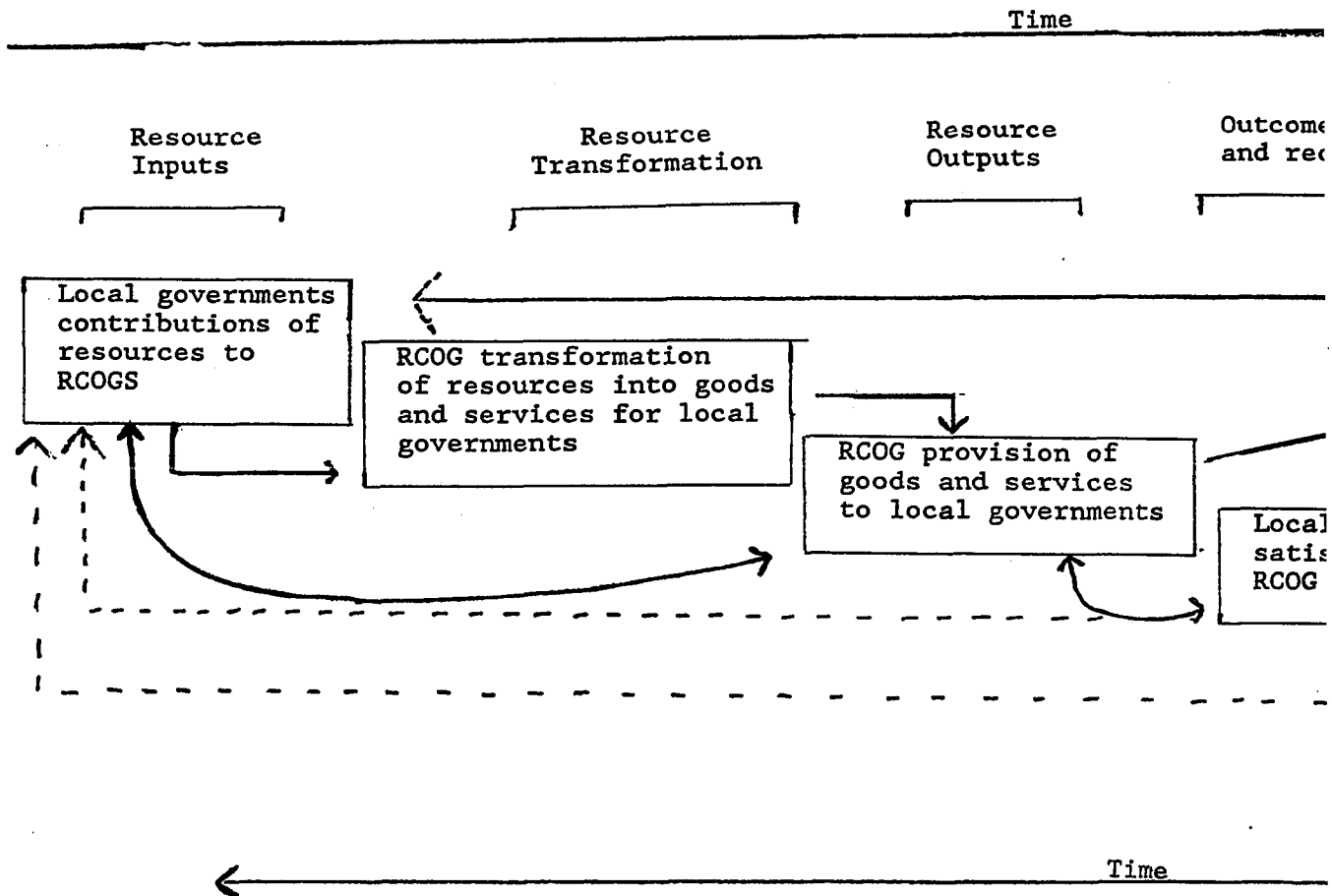
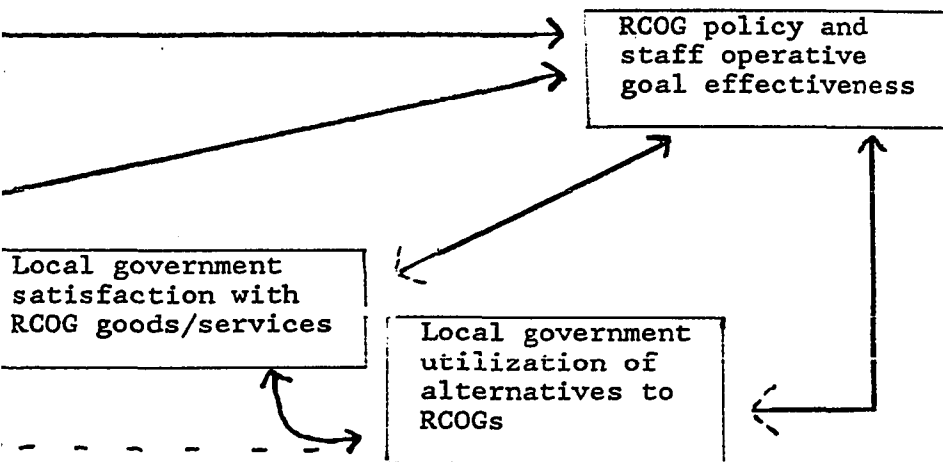


Figure 1. Factors affecting regional council operative goal effectiveness

Outcomes of resource exchange
and reciprocal effects on future exchanges (feedback)



CHAPTER IV.

METHODS

This research is one facet of the multiple purpose North Central Regional Research Project NC-144 ("Analysis of Multi-County Intergovernmental Units and Impacts on Local Governments"). Details pertaining to the overall study design can be found in Lorenz (1980, 1982). This chapter summarizes the study methodology, recasting it within an organizational effectiveness orientation. The chapter consists of three sections: sample design, questionnaire development and administration, and measurement. The measurement section is summarized at the end of the chapter in Table 1.

Sample Design

Judgements about organizational effectiveness can be made at the societal level of analysis, at the population of organizations level, at the organizational level, at the organizational subunit level or the individual level (Cameron and Whitten, 1983). In this research organizational subunits, the regional council policy council and technical staff, comprise the levels of analysis. The units of analysis are the individual responses of municipal mayors and county board chairpersons. Twelve regional councils in four midwest states and one mountain state were selected for study. Ten councils serve rural populations, while two service primarily urban areas.

The following four criteria were employed when selecting regional councils: total budget, staff size, percent of units of governments that were members of the regional council and level of citizen involvement in the regional council. Councils above the median of all criteria were

considered for selection.

All counties within the particular regional council's region, and cities with populations greater than 2500 are included in the study. Cities with populations less than 2500 were sampled. Municipal mayors and county board chairpersons are the evaluators of policy council and staff effectiveness. The responses of the twelve executive directors of the regional councils, 86 county board chairpersons and 167 municipal mayors comprise the data base for this study.

Questionnaire Construction and Administration

The thesis of this research is that regional council operative goal effectiveness is a process variable, an outcome of interactions between councils and local governments. The nature of the problem required two questionnaires: one designed specifically for the regional council executive director (Appendix A), and the other for local officials (Appendix B). Both required historical data that would characterize the nature and extent of their interactions during the previous two years. The questionnaire for local officials required current assessments of policy council and staff effectiveness as well.

The instrument prepared for executive directors contained questions about the provision of services to counties and municipalities in their region within the previous two years, 1978-1980. Executive directors were asked to document, from their files, and record on their questionnaire, each instance of technical assistance provided to counties and selected cities in their region. This information was then used to construct individual questionnaires for counties and municipalities. When interviewing local officials, they were asked if they were familiar with

each instance of regional council technical assistance. If they were not, no further questions concerning that particular instance of assistance were asked. If they were familiar with the assistance provided, a series of additional questions were asked, including their satisfaction with assistance received. Beyond the specifics pertaining to technical assistance, additional indicators were developed to assess the local government's contribution of resources to regional councils and their utilization of alternative forms of assistance. For the most part, these items also referenced the previous two years. Questions about policy council and staff effectiveness were framed in the present tense.

All data were collected through face-to-face interviews. Executive directors were interviewed first to collect the requisite information for the construction of the interview schedule for local officials. All information was collected between May and August, 1980.

Measurement

Operative goals

Three policy council roles and three staff activities serve as indicators of operative goals in the regional council program areas of planning, coordination and technical assistance. Indicators of policy council effectiveness in the domains of planning and coordination are: 1) serving as a forum for discussing region-wide problems; 2) implementing comprehensive plans and specific functional plans for the region; and 3) reviewing and coordinating applications for federal grants-in-aid. Indicators of professional staff effectiveness in providing technical assistance are: 1) preparing applications for federal and/or state grants for regional planning; 2) providing technical planning assistance to member

governments; and 3) helping local government officials write grant applications. Municipal mayors and county board chairpersons were asked if the policy council and staff "performed" the role/activity and if they were "very effective", "somewhat effective", or "not effective" in performing each role and activity. The categories "not performed" and "not effective" are combined to represent the least amount of effectiveness for each role and activity. "Somewhat effective" is coded as 1 and "very effective" as 2. Therefore, each role and activity has a possible range of 0 to 2. To assess policy council effectiveness and staff effectiveness, responses are summed for each respondent. Policy council effectiveness scores have a possible range of 0-6, and staff effectiveness scores range from 0-6.

Systems resource models: resource inflow

Three indicators of constituency resource contribution to the focal organization are used. They are participation, the contribution of information and the contribution of money. Two indicators of participation are attendance at regional council sponsored meetings and serving on regional council committees. Respondents were asked, "How often, in the last two years, has your government's representative attended the following meetings? Would you say never attended any, attend some, or attend all, of the following meetings--or were no meetings held?" Types of meetings include policy council, executive committee, advisory committee and council sponsored public meetings. Responses are summed for each respondent and represent an overall meeting attendance score. The number of committees served on by respondents is assessed by the following question: "Are you now or have you in the past five years, served on any committee of the regional council. If yes, which ones." The actual number of committees served on is counted for each respondent.

A four-point item ranging from "frequently" to "never" is used to assess the extent to which local governments "provide information for regional grant applications or reports". Mayors and chairpersons were also asked to characterize their unit of government's financial contribution to the regional council. Eight response categories ranging from the payment of all dues plus technical assistance fees to "not expected to pay" were provided. Their responses are collapsed into three categories: 1) their unit of government does not pay dues, 2) they seldom pay dues or fees; and 3) they pay all dues and sometimes pay additional fees for special services.

Systems resource model: resource outflow

Two indicators of regional council output are used, grant application writing and the provision of a county or city plan. Executive directors from the twelve regional councils were asked to identify each grant written and plan provided to the counties and selected cities in their region during the previous two years. The actual number of grants and plans are summed for each respondent's governmental unit. Orthogonal coding schemes are used to compare the effects of those receiving assistance with those not receiving assistance (Pedhazur, 1982).

Participant satisfaction and alternative utilization

Local official satisfaction with council region output was assessed by asking respondents to "think back on the work that went into" planning or grant assistance, and then describe their satisfaction with the assistance. A five-point Likert item ranging from "very satisfied" to "very dissatisfied" categorized the responses. Because satisfaction with regional council assistance is dependent on the receipt of assistance, orthogonal contrasts were constructed. Two orthogonal coding schemes were

developed to assess the effects of receipt of technical assistance and satisfaction with that assistance on policy council and staff operative goal effectiveness. The first addresses the full hypothesis that the response scores of local officials who represent local units of government that have not received assistance will be the same as those local officials representing units of government who have received assistance. The second coding scheme argues that among these local governments receiving assistance, local officials who are completely satisfied with that assistance will have the same mean response score as those local officials who are not completely satisfied with assistance received.

The extent to which local governments utilize alternatives to regional council assistance was assessed with three dichotomous indicators. Local officials were asked if their unit of government had "written any grant applications within the last two years without the assistance of the regional council" and if their unit of government had, within the last two years "submitted any grant applications to a federal agency without first clearing that application with the regional council?" Respondents were also asked if they had "obtained planning assistance from sources other than the regional council". Responses are summed to form a composite with a possible range of 0-3.

Previous research (Stam and Reid, 1980; Christenson et al. 1980; Lorenz and Tait, 1983) has suggested that the population of cities can be an important factor affecting the types and amounts of services cities receive from regional councils, as well as more general forms of municipal participation and involvement in regional councils. In this research, population is treated as a control variable.

Table 1. Summary of concepts and indicators

Model	Concepts	Indicators	Questionnaire Page Number (Appendix B)	Scales
Operative Goal	Operative Goal Effectiveness	Regional Council policy Council operative goals:	1-11	Continuous
		<ul style="list-style-type: none"> - Forum for discussing region-wide problems. - Implement comprehensive plans and specific functional plans for the region. - Review and coordinate applications for federal grants-in-aid. 		
		Regional Council professional staff operative goals:	1-12	Continuous
		<ul style="list-style-type: none"> - Prepare applications for federal and/or state grants for regional planning. - Provide technical planning assistance to member governments. - Help local officials write grant applications. 		

Table 1. (cont.)

Model	Concepts	Indicators	Questionnaire Page Number (Appendix B)	Scales
Participant Satisfact- ion	Constituency Satisfaction with services provided	- Local officials satisfaction with grant assistance received	1-1	Categorical (Orthogonally Coded)
		- Local officials satisfaction with planning assistance	1-2	Categorical (Orthogonally Coded)
	Constituency Utilization of Alternatives	- Has local government written any grant applications with- out council assistance/previous two years	11-8	Categorical
		- Has local government submitted any grant applications without clearing through regional coun- cil/previous two years	11-8	Categorical
		- Has local government obtained planning assistance from other sources	11-8	Categorical

Table 1. (cont.)

Systems Resource	Resource Inflow Constituency Participation	- Local official attendance at regional council meet- ings/previous two years	1-8	Continuous
		- Regional council commit- tees served on by local officials/previous 5 years	Part III	Categorical (Dummy Coded)
	Constituency Contribution of Information	- Local government contri- bution of information to regional councils	1-8	Continuous
	Constituency Contribution of Funds	- Local governments financial contribution to regional councils	1-8	Continuous
Systems Resource	Resource outflow services provided by the focal organization	Regional council provision of technical assistance to local governments		
		- Number of grants provided/ previous two years	1-1	Cateogrical (Dummy Coded)
		- Number of plans provided/ previous two years	1-2	Categorical (Dummy Coded)

CHAPTER V.

RESULTS

The results of the analyses are divided into three sections. First, the municipal and county officials' evaluations of policy council role and staff activity effectiveness are described. Then, correlations among indicators of the operative goal, systems resource and participant satisfaction models of effectiveness are discussed. In the third section, the results of hypotheses tests are presented.

Types and Distributions of
Operative Goal Effectiveness

Municipal and county officials' evaluations of policy council role and staff activity effectiveness are shown in Table 2. The majority of respondents indicate that the roles and activities are very or somewhat effectively performed. Few local government officials evaluate the roles and activities as not effectively performed. Staff activities are consistently rated as more effectively performed than are policy council roles. Generally, county officials give higher "marks" than do their municipal counterparts, especially for roles and activities having a regional dimension. Roles and activities most closely related to grant writing assistance are more often rated as very effectively performed than are roles and activities related to planning.

Among the policy council roles, 42 percent of the municipal officials and 52 percent of the county respondents indicate that the review and coordination of applications for federal grants-in-aid is very effectively performed. But, only 25 percent of the respondents from both municipalities and counties view the policy council as very effective in implementing comprehensive plans and specific functional plans for the region. County respondents are more likely to view the policy council as

Table 2. Percentage of municipal mayors and county board representatives who reported that selected policy council roles and staff activities are very effectively performed, somewhat effectively performed, not effectively performed or not performed

	Municipalities N = 167				
	<u>Very Effective</u>	<u>Somewhat Effective</u>	<u>Not Effective</u>	<u>Not Performed</u>	<u>Very Effective</u>
<u>Policy Council Roles</u>					
Serve as a forum for discussing region-wide problems	24%	58%	7%	11%	
Implement comprehensive plans and specific functional plans for the region	25	43	5	27	
Review and coordinate applications for federal grants-in-aid	42	37	6	15	

es who indicated
ery effectively
rformed, or not

Counties
N = 86

<u>Very Effective</u>	<u>Somewhat Effective</u>	<u>Not Effective</u>	<u>Not Performed</u>
40%	41%	4%	15%
27	48	1	24
52	29	4	15

Table 2. (cont).

	Municipalities N = 167				
	<u>Very Effective</u>	<u>Somewhat Effective</u>	<u>Not Effective</u>	<u>Not Performed</u>	<u>Very Effect</u>
<u>Staff Activities</u>					
Prepare applications for federal and/or state grants for regional planning	38	35	2	25	57
Provide technical planning assistance to member governments	38	35	3	24	46
Help local government officials write grant applications	49	26	4	21	52

Counties
N = 86

<u>Very</u> <u>Effective</u>	<u>Somewhat</u> <u>Effective</u>	<u>Not</u> <u>Effective</u>	<u>Not</u> <u>Performed</u>
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57	24	5	14
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46	34	4	16
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52	29	5	14
----	----	---	----

very effective in serving as a forum for discussing region-wide problems than are municipal respondents.

Forty-nine percent of the municipal officials indicate that the professional staff is very effective in helping local officials write grants. Fifty-seven percent of the county respondents report that the staff is very effective in preparing applications for federal and state grants for regional planning. Over one-third of the respondents from municipalities and counties indicate that the professional staff is very effective in providing technical planning assistants to member governments.

Although these policy council roles and staff activities have been identified as critical tasks and activities, some respondents report that they are not performed. For example, 27 percent of the municipal officials and 24 percent of the county officials indicate that the implementation of comprehensive plans and specific functional plans for the region is not performed by the policy council. Additionally, between 21 and 25 percent of municipal respondents and approximately 15 percent of the county respondents, report that the three staff activities are not performed.

Responses to questions about the effectiveness of the individual policy council roles and staff activities are summed for each respondent to create a policy council and staff activities effectiveness scale. Scale score distributions are reported in Table 3. Each scale has a possible range of 0-6. Scores of 0, 1 and 2 represent low effectiveness, 3 and 4 reflect moderate effectiveness and scores of 5 and 6 represent high effectiveness. Reliability estimates for the policy council role and staff activity scales are .84 and .88, respectively, for municipal officials and .81 and .84, respectively, for county officials.

Similar to the pattern observed earlier, the data in Table 3 indicate

Table 3. Distribution of policy council role and staff activity effectiveness scale scores, by municipality and county

	Municipalities N = 167	Counties N = 86
Policy Council Effectiveness		
High	25%	32%
Moderate	45	42
Low	31	26
	<u>100%</u>	<u>100%</u>
Professional Staff Effectiveness		
High	38%	48%
Moderate	33	30
Low	29	22
	<u>100%</u>	<u>100%</u>

that the professional staff is generally rated as more effective than the policy council. The distributions of effectiveness scale scores are also quite similar for municipal and county officials.

Correlations Among Indicators of Models of Effectiveness

A separate correlation matrix was generated for municipal and county respondents. Correlations, means and standard deviations for all variables are reported for municipal respondents in Table 4, and for county respondents they are reported in Table 5. The means and distributions of the independent variables are discussed first. Then, correlations between community size and indicators of models of effectiveness are described. In the third part of this section, correlations within and between models of effectiveness are discussed.

Means and distributions of independent variables

The means and distributions of independent variables suggest that there are similarities, as well as differences in the nature and extent of interaction occurring between regional councils and municipal governments and regional councils and county governments. The means for contribution of information are quite similar for cities and counties, 1.13 and 1.21, respectively. Only 14 percent of the municipal respondents and 14 percent of the county respondents reported that they never provided information to the regional council. Approximately one-third of the county respondents and 27 percent of the municipal respondents reported that they frequently provided information to their regional council.

The means for payment of dues and fees are substantially dissimilar for cities and counties. Only 8 percent of the county respondents indicated that they did not pay dues, while 50 percent of the municipal

Table 4. Correlations, means, and standard deviations for variables; municipalities

Independent Variables	1	2	3	4	5
<u>Control</u>					
1. Population ^a	---				
<u>Systems Resource - Inflow</u>					
2. Contribution of information	.10	---			
3. Contribution of dues and fees	.19	.21	---		
4. Committees served on by local officials	.22	.10	.22	---	
5. Attendance at council meetings	.34	.24	.46	.43	---
<u>Systems Resource - Outflow</u>					
6. Council provision of grant assistance	.03	.15	.14	.17	.15
7. Council provision of planning assistance	.25	.17	.28	.24	.27

^a Population data are transformed using the natural logarithm.

alities (N=167)

6	7	8	9	10	11	12
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.38 ---

Table 4. (cont.)

Independent Variables	1	2	3	4	5	
<u>Participant Satisfaction</u>						
8. Local official satisfaction with grant assistance	-.05	.15	.06	.04	.12	-
9. Local official satisfaction with planning assistance	.06	.08	.24	.12	.27	
10. Local government utilization of alternatives	.18	-.04	-.13	-.08	.07	
<u>Dependent Variables</u>						
11. Policy council operative goal effectiveness	.21	.36	.38	.25	.41	
12. Staff operative goal effectiveness	.20	.41	.32	.25	.40	
Means	7.12	1.13	.96	.21	2.52	-
Standard Deviations	1.34	.63	.97	.41	2.34	

	6	7	8	9	10	11	12
	-.07	.08	---				
	.11	.07	.13	---			
	-.18	-.13	-.15	-.19	---		
	.31	.20	.30	.30	-.11	---	
	.39	.28	.26	.26	.01	.68	---
2	-.03	.01	-.01	.02	1.20	3.19	3.46
4	1.75	1.00	2.12	1.00	1.03	1.77	2.10

Table 5. Correlations, means, and standard deviations for variables; counties (N

Independent Variables	1	2	3	4	5
<u>Control</u>					
1. Population ^a	---				
<u>Systems Resource - Inflow</u>					
2. Contribution of information	.09	---			
3. Contribution of dues and fees	.10	.16	---		
4. Committees served on by local officials	.11	.13	.11	---	
5. Attendance at council meetings	.07	.35	.34	.37	---
<u>Systems Resource - Outflow</u>					
6. Council provision of grant assistance	.11	.13	.15	.00	.19
7. Council provision of planning assistance	-.03	.08	.07	-.08	-.02

^a Population data are transformed using the natural logarithm.

nties (N=86)

5	6	7	8	9	10	11	12
---	---	---	---	---	----	----	----

.19 ---

.02 .45 ---

Table 5. (cont.)

Independent Variables	1	2	3	4	5
<u>Participation Satisfaction</u>					
8. Local official satisfaction with grant assistance	-.02	.15	-.03	.01	.22
9. Local official satisfaction with planning assistance	-.02	.19	.13	.13	.05
10. Local government utilization of alternatives	.22	.02	.17	.13	.35
<u>Dependent Variables</u>					
11. Policy council operative goal effectiveness	.11	.42	.36	.30	.52
12. Staff operative goal effectiveness	.23	.46	.28	.25	.46
Means	8.73	1.21	1.84	.47	4.45
Standard Deviations	1.26	.67	.55	.50	2.83

5	6	7	8	9	10	11	12
.22	.00	.09	---				
.05	.07	.05	.36	---			
.35	.06	.09	.09	-.01	---		
.52	.22	.10	.24	.11	.12	---	
.46	.35	.21	.20	.25	.08	.75	---
.45	-.11	-.01	.01	.06	.73	3.57	3.99
.83	2.09	1.43	1.25	.82	.86	1.79	1.98

respondents said that their government did not pay dues. Ninety-two percent of the county respondents reported that they paid dues plus additional fees.

The majority of city officials have not served on regional council committees. The mean indicates that only 21 percent of the municipal officials have served on committees. Forty-seven percent of the county officials have served on various regional committees. The data also show that, in general, most cities and counties are represented at regional council sponsored meetings. Only 11 percent of the county officials and 26 percent of the municipal officials indicated that their unit of government never attends regional council sponsored meetings.

Indicators of regional council resource outflow and local official satisfaction with assistance received were orthogonally coded. This means that the sums and cross products for these indicators should approximate 0. Therefore, the means for provision of grant assistance, provision of planning assistance, satisfaction with grant assistance and satisfaction with planning assistance ought to be 0. Additionally, the correlations between indicators of assistance received and satisfaction with that assistance should approximate 0. Although the specific means and correlations do not convey a great deal of information, the distributions of these variables provide some important insights. Twenty-two percent of the county officials and 26 percent of the municipal officials reported that they had not received any assistance with grants. And 34 percent of the respondents from counties and 50 percent from cities indicated that they had not received a plan. Among those receiving grant assistance, 52 percent of the county officials and 44 percent of the city officials were completely satisfied with the assistance provided. Thirty percent of the

city officials and 26 percent of the county officials were less than satisfied with the grant assistance received. Among local governments who had received planning assistance, approximately 35 percent of both county and city officials were completely satisfied with the assistance. Sixteen percent of the municipal respondents and 31 percent of the county respondents who had received planning assistance reported that they were less than satisfied with assistance received.

The majority of counties and cities in this sample reported never using alternatives to regional council assistance. Seventy-one percent of the county respondents and 56 percent of the city respondents said that their unit of government never used alternative sources of assistance. Forty-six percent of the municipalities reported using 1 or more alternate sources.

Community size and models of effectiveness

The correlation coefficients in Tables 4 and 5 indicate low to moderate positive relationships between community size and local officials' evaluations of policy council and staff operative goal effectiveness, local government contributions of resources to regional councils and local government utilization of alternatives. The strength of the correlations between size and regional council provision of assistance to local governments are not consistent, and community and county size does not appear to be related to local official satisfaction with assistance received.

The correlations between size and policy council and staff effectiveness are all positive and range from low to moderate. Among municipalities, the coefficients are .21 and .20, respectively, and for counties, the coefficients are .11 and .23, respectively. Positive

correlations are also observed between community size and local government contributions of resources to regional councils. The strongest, as indicated in Table 4, occur between community size and number of committees served on by local officials and local officials attendance at regional council meetings; .22 and .34, respectively. The coefficients in Table 5 suggest that the relationship between county size and resource contributions are also positive, but not as strong.

Correlations between size and the provision of regional council assistance are not consistent. Among municipalities, the correlation between size and planning assistance is .25, but there is no relationship between community size and grant assistance. Among counties, there is a low positive correlation between size and the provision of grant assistance, but essentially no relationship between size and planning assistance. There is also an absence of a relationship between community and county size and satisfaction with assistance received. But, the data in Tables 4 and 5 suggest that communities and counties having greater populations utilize alternatives to regional councils to a greater extent than do communities and counties of lesser populations.

Within and between model correlations

The correlations within and between models of effectiveness are examined for two reasons. First, because multiple indicators are used for each model, there is the potential for multicollinearity among independent variables. When present, multicollinearity can attenuate or distort regression parameter estimates (Pedhazur, 1982:235). Second, some scholars have argued that the organizational processes of resource acquisition, transformation and the output of goods and services are so interrelated that effectiveness in any one of the domains infers effectiveness in

others; in other words, organizational effectiveness is viewed as a unidimensional concept. If this argument is tenable, it could be expected that indicators between models of effectiveness would be highly correlated. Patterns in the correlation matrices provide important insights into these two related issues.

The correlation coefficients in Tables 4 and 5 indicate that among independent variables, within-model correlations are higher than between-model correlations, and that between-model correlations are in the expected direction. Additionally, the dependent variables are highly correlated and coefficients between the independent variables and dependent variables are in the anticipated direction and are greater than between-model correlations among independent variables. These patterns suggest that: 1) the potential for multicollinearity is most prevalent among indicators within-models, compared to between-models, and 2) the between-model correlations do not support the thesis that organizational effectiveness is unidimensional.

In the municipal correlation matrix, within-model coefficients are highest between indicators of resource contributions; and in the county matrix, within-model correlations are highest between indicators of resource output. In the former, the coefficients between meeting attendance, payments of dues and fees and number of committees served on are .46 and .43, respectively. In the county matrix, the coefficient between grants and planning assistance is .45. These moderately positive correlations suggest the possibility of multicollinearity between these indicators. The correlations between them suggest that local officials tend to contribute resources in multiple ways. For example, those who make monetary contributions also tend to attend more meetings, perhaps to

oversee their investments. The relationship between grants and planning assistance could also be expected. Grants are often sought to implement plans, yet they are conceptually distinct.

Compared to within-model coefficients, between-model coefficients among independent variables are relatively and consistently low, but are in the anticipated direction. The data in Tables 4 and 5 indicate low positive correlations between indicators of resource contributions and indicators of resource outflow, and between indicators of participant satisfaction and resource contributions. Additionally, as expected, there are inverse relationships between indicators of alternative utilization and indicators of resource contributions, resource outflow and participant satisfaction. Similar patterns are observed in the county correlation matrix, but the coefficients are somewhat smaller and the patterns are not as consistent.

The dependent variables, policy council and staff effectiveness, are highly correlated, .68 and .75 for municipal and county respondents, respectively. Correlations between the independent and dependent variables are in the predicted direction and are greater than between-model coefficients among independent variables, except for alternative utilization. Positive correlations between the independent and dependent variables range from .20 to .41 in the municipal matrix, and from .20 to .52 in the county matrix. Alternative utilization correlates stronger with other independent variables than it does with the dependent variables, but, as predicted, it is negatively correlated with municipal officials' evaluations of effectiveness. Unexpectedly, however, alternative utilization is positively correlated with county respondents' evaluations of effectiveness.

Results of Tests of Hypotheses

The hypotheses developed in Chapter 3 are tested using multiple regression. The results are given in Tables 4 and 5. The dependent variable in all hypotheses is regional council operative goal effectiveness as reflected by municipal and county officials' evaluations of policy council roles and staff activities. Major concepts and their indicators are presented on the left side of the tables followed by the standardized regression coefficient and significance levels. The standardized beta coefficients and associated t-tests assess the hypotheses developed in Chapter 3. Each block of variables was entered into the equation after all other blocks for purposes of evaluating the unique effects of an entire concept after controlling for all other blocks. Here, unique means the variance in the dependent variable explained by the independent variables, after controlling for all other variables. More specifically, it is the variance in the dependent variable correlated with a specific independent variable, but uncorrelated with other independent variables (Pedhazur, 1982).

Community and County Size

Consistent with patterns observed in the correlation matrix, the data in tables 4 and 5 show that respondents from larger municipalities and counties tend to evaluate the regional council as more effective than do officials from smaller places. Among municipal officials the beta for policy council effectiveness is .117 and statistically significant. The beta for staff effectiveness suggests that municipal size has only minimal effects. Just the opposite was found for county respondents. County size has positive and significant effects on county officials' evaluations of staff effectiveness but essentially no effects on evaluations of policy

council effectiveness.

Resource contributions

Hypotheses H1:1 through H1:3 were designed to assess the linkage between constituency resource contributions and focal organization operative goal effectiveness. The systems resource perspective argues that organizations must be successful at securing resources from their environments to fulfill organizational goals. This linkage is couched in a means end argument, whereby resources are synonymous with means and ends synonymous with goals. The results are presented in Tables 4 and 5. The logic is consistent with the data. The coefficients in Tables 4 and 5 indicate that local governments' resource contributions during the previous two year period have positive effects on regional council operative goal effectiveness. The data suggest that a variety of resources are important.

Among indicators of resource contributions for cities, the provision of information and payment of dues and fees have greater effects on policy council and staff effectiveness than do indicators of participation through attendance at meetings and serving on committees. The data fail to reject H1:1. The betas for the provision of information are significant at .001 for municipal respondents for both policy council and staff activities effectiveness and for county respondents they are significant at .01. Hypothesis H1:2 assesses the effects of local government financial contributions on regional council operative goal effectiveness. The betas and associated t-tests suggest that the contribution of money, in the form of dues and fees, has greater effects on evaluations of policy council effectiveness than staff effectiveness. This pattern is observed among municipal and county respondents alike.

Hypothesis H1:3 measures the effects of the extent of local government

participation in regional council sponsored meetings over a previous two year period on regional council operative goal effectiveness. The results of the analysis suggest that participation, via meeting attendance, is also an important resource. The slopes indicate that meeting attendance tends to have greater effects on staff effectiveness than policy council effectiveness. The betas for serving on committees are not significant. The effects of this variable could be attenuated because serving on committees may translate into attending more meetings, and therefore, the information contained in this variable may be somewhat redundant.

Among city respondents, indicators of resource contributions explain 13 percent of the variance in evaluations of policy council and staff effectiveness. For county respondents, these indicators account for the majority of explained variance in policy council and staff effectiveness. The partial R^2 s indicate that they uniquely explain 30 percent of the variance in policy council effectiveness and 23 percent of the variance in staff effectiveness.

Resource outflow

H2:1 and H2:2 assess the linkage between focal organization output and operative goal effectiveness. The rationale for this linkage resides in exchange theory. Constituencies provide resources to the focal organization in exchange for the focal organization's goods and services. In this study, local government receipt of regional council technical assistance is viewed as having positive effects on council effectiveness. The data are consistent with these arguments. Especially among municipalities.

Among indicators of resource outflow, only the receipt of grant assistance has positive and significant effects on operative goal

effectiveness after controlling for all other variables. Slopes for the receipt of grant assistance among city respondents for policy council and staff effectiveness are .244 and .310, respectively. Both are significant at .001. Slopes for county respondents indicate that the receipt of grant assistance has only modest effects on evaluations of policy council effectiveness but positive and significant effects on evaluations of staff effectiveness. The size of the betas suggests that the receipt of grant assistance has a greater influence on local officials on evaluations of staff effectiveness than policy effectiveness for both municipal and county respondents.

The coefficients for planning assistance, H2:2, are relatively small and not statistically significant for either city respondents or county respondents. This specific hypothesis is, therefore, rejected. Together, the two indicators of resource outflow explain 5 percent of the variance in policy council effectiveness and 9 percent of the variance in staff effectiveness among city respondents. The associated f-tests indicate that the proportion of variance accounted for by these two indicators is significant at .01. Among counties, the two indicators are not significant predictors of evaluations of policy council effectiveness, but they are significant predictors of county respondent's evaluations of staff activities effectiveness.

Participant satisfaction and utilization of alternatives

Hypotheses H3:1 and H3:2 assess the linkage between constituency satisfaction and operative goal effectiveness, and Hypothesis H4 examines the relationship between constituency utilization of alternatives and operative goal effectiveness.

Municipal officials' satisfaction with grant and planning assistance

received from regional councils has positive and significant effects on their evaluations of policy council and staff activities effectiveness. Regarding satisfaction with grant assistance, the slopes for city respondents are .183 and .190 for policy council and staff effectiveness, respectively. They are significant at .01. The betas for satisfaction with planning assistance are .170 for policy council effectiveness and .134 for staff effectiveness. The former is significant at .01 while the later is significant at .05. The partial R^2 s for these two indicators and corresponding f-values indicate that satisfaction with assistance received from regional councils accounts for a significant amount of variation in municipal officials evaluations of policy council and staff effectiveness. The coefficients for satisfaction with planning assistance also suggest that municipal officials satisfaction with planning assistance is more important than the actual objective receipt of planning assistance.

Among counties, satisfaction with grant assistance is an important predictor of policy council effectiveness, while satisfaction with planning assistance is approaching significance for staff effectiveness. However, the partial R^2 s and associated f-values indicate that this block of indicators fails to explain a significant amount of variance in county officials' evaluations of either policy council or staff activities effectiveness.

The coefficients for local government utilization of alternative forms of assistance are in the predicted direction for county respondents, but in the opposite direction for city respondents. The betas, partial R^2 and f-tests suggest that the effects of local government utilization of alternatives on regional council operative goal effectiveness are minimal. However, as observed earlier in the correlation matrices, its effects may

be more indirect than direct. Although the coefficients are in the expected direction for counties, among cities, the utilization of alternatives has a positive and significant effect on staff effectiveness. After controlling for the effects of all other variables, it appears that city respondents whose government has utilized alternatives to a greater extent than others, also view the regional councils' staff as more effective.

With all variables in the equation, the adjusted R^2 s for policy council and staff effectiveness are .349 and .391, respectively, for cities; and .350 and .394, respectively for counties. The corresponding f-values are significant at .01. Together, the variables account for approximately 5 percent more variance in staff effectiveness than policy council effectiveness. This pattern is observed among both city and county respondents. The results of the analysis are discussed within their theoretical context in the following chapter.

CHAPTER VI.

DISCUSSION

The objectives of this final chapter are to summarize the results, and discuss the implications and limitations of the research. In the first section, the results of the study are discussed within the context of the conceptual framework developed in Chapter 2 and its subsequent application to regional councils in Chapter 3. In the second section, specific theoretical, methodological and applied issues are discussed.

Summary of Conceptual Framework and Results

This research has argued that organizational operative goal effectiveness is influenced by dynamic organizational processes. The argument was based on conceptual linkages among the systems resource, participant satisfaction and operative goal models of organizational effectiveness. The linkages are summarized as follows. Resources flowing into the focal organization are positively correlated with resources flowing out of the organization, and they both have positive effects on operative goal effectiveness. In turn, effectiveness legitimizes the focal organization's claim to future resources. Constituency satisfaction with goods and services flowing out of the focal organization is more important than the actual provision of services, and satisfaction has positive effects on operative goal effectiveness and provides the inducement for future resource contributions. Dissatisfaction with goods and services results in negative evaluations of operative goal effectiveness; and negative evaluations may result in the search for, and utilization of alternative sources of goods and services. Negative evaluations and alternative utilization can jeopardize the focal organization's claim to

resources, and subsequently, its operative goal effectiveness.

In this study, regional councils of government represented the focal organization, and municipal and county governments were viewed as constituencies. A partial assessment of the argument was undertaken by examining the following relationships: the effects of local governments' contributions of resources on regional council operative goal effectiveness; the effects of the regional councils' provision of assistance to local governments on regional council operative goal effectiveness; and the effects of local official satisfaction with services received and local government alternative utilization on regional council operative goal effectiveness. Reciprocal effects between models were not examined, but the data provided initial support for the linkages which were assessed.

Resources and operative goals

It has been argued in this study that it is theoretically meaningful to conceptualize resource acquisition and resource outflow as elements within an exchange unit that can influence operative goal effectiveness. Conceptual ties between the systems resource perspective and operative goal model suggest that resources contributed to the focal organization by constituencies, and in turn, constituency receipt of goods and services from the focal organization ought to have positive effects of focal organization operative goal effectiveness.

The results of this research supported the contention that the nature and extent of exchanges occurring over a two year period between regional councils and local governments had positive effects on evaluations of regional council operative goal effectiveness. The conceptual linkage between the systems resource model and operative goal model was supported

in the sense that municipal and county officials who represented units of government that contributed more resources during the two year period also tended to evaluate the policy council and staff as more effective at the end of the two year period than did those officials who represented units of government who contributed less resources. The linkage between the outflow of resources and operative goal effectiveness was also supported when it was demonstrated that local officials from governments who had received technical assistance during the two year period also tended to evaluate the policy council and professional staff as more effective than officials whose unit of government had not received assistance.

Perhaps more importantly, the results suggest that the different types of resources exchanged had differential effects on policy council and staff effectiveness. Although most of the beta coefficients were significant for both policy council and staff effectiveness, the difference in their sizes implied that providing information had greater effects on staff effectiveness than policy council effectiveness, while the contribution of money had somewhat greater effects on policy council effectiveness. Attendance at meetings had essentially equal effects, but the receipt of technical assistance, especially in the form of grant assistance, had greater effects on staff effectiveness than policy council effectiveness. These patterns were observed among county and municipal officials alike.

Satisfaction and operative goals

The relative worth view of organizations is the cornerstone of satisfaction approaches to organizational effectiveness. Proponents of this approach argue that although resource exchanges are important, they are secondary to the effects of constituency satisfaction with goods and services received from the focal organization. According to these views,

constituency satisfaction can have direct and indirect effects on operative goal effectiveness. Dissatisfaction results in negative evaluations and perhaps the utilization of alternative sources of goods and services. Constituency utilization of alternatives can also jeopardize the focal organization's claim to resources.

The results showed that local officials who were completely satisfied with assistance received also evaluated the policy council and staff as more effective than those officials who had received assistance and were less than completely satisfied. Among municipal officials, satisfaction with grant assistance had greater effects on evaluations of staff effectiveness, and satisfaction with planning assistance had greater effects on policy council effectiveness. Just the opposite was found among county officials; satisfaction with grants tended to have greater effects on policy council effectiveness, while satisfaction with planning had more positive effects on staff effectiveness.

The results also provided partial support for the argument that the objective delivery of goods and services are not as important as constituency satisfaction with those goods and services. This was especially true for the provision of planning assistance to municipal units of government. Here, the actual receipt of planning assistance had negligible effects on evaluations of effectiveness, while satisfaction with planning assistance had positive and significant effects on both policy council and staff effectiveness.

The effects of alternative utilization on operative goal effectiveness were not as clear. Tests of the simple hypothesis showed that, among municipalities, greater utilization of alternative sources of assistance resulted in significant negative evaluations of the policy council and

negative, but not significant effects on evaluations of staff effectiveness. Among counties, alternative utilization had only minimal effects, but when controlling for the effects of all other variables the signs of the coefficients were negative. And when all other variables were controlled for, municipal utilization of alternatives had positive effects on staff effectiveness. This finding, however, is consistent with the scenario developed in Chapter 3 where it was argued that alternative utilization need not necessarily represent an indictment of the entire organization. Municipal officials in this study seem to be saying that, "Yes, we use alternatives, but we also view the staff as quite effective." Perhaps they are making comparative statements about the effectiveness of their alternative sources of goods and services.

Insights into the indirect effects of alternative utilization were gleaned from the correlation matrices. When considered along side the results obtained from the regression analyses, the correlation coefficients suggest the possibility that alternative utilization may have greater indirect than direct effects on operative goal effectiveness. In the municipal matrix, utilization of alternatives correlated more negatively with indicators of resources exchanged than it did with evaluations of effectiveness.

Issues and Implications

Several issues were raised during the course of this research. Conceptual and analytical issues are discussed first, followed by a discussion of research design issues. The dissertation closes with a return to the question of regional council effectiveness.

Conceptual and analytical issues

Two conceptual issues warrant further discussion. The first pertains to the dynamics of organization effectiveness, and the second concerns the appropriateness of applying the argument developed in this research to "non-market" organizations. These issues have implications for future studies of organizational effectiveness.

Literature on organizational effectiveness is fragmented. There is a lack of theory, but conceptual frameworks are plentiful. This research has extended the works of others by developing propositions that link three models of effectiveness. Although there was an acceptable fit between the conceptual logic and its application to regional councils and local government, a more dynamic analytical approach could begin to provide some important insights. For example, the relationship between operative goal effectiveness and the nature and extent of exchanges occurring between the focal organization and constituencies require explication. Similar to the argument concerning resources, operative goal effectiveness need not always be conceptualized as the dependent variable. For some organizations, it may be more useful to know how their level of effectiveness is influencing their claim to resources and subsequent contributions of resources.

Similarly, a more dynamic approach could yield information regarding the conditions under which satisfaction with goods and services provides the incentive for constituencies to continue to provide resources. In all likelihood, the relationship between satisfaction and resource contributions may not be linear; that is, for some types of resources the relationship may plateau or reach a threshold.

Additionally, more conceptual and analytical work is required to specify the relationship between constituency utilization of alternatives

and focal organization effectiveness. Perhaps, over time, some constituencies move in and out of the focal organization depending on perceived benefit to cost ratios for desired goods and services. And perhaps some, as evidenced in this research, use alternatives, but also view some segments of the focal organization as effective. Conceptual elaboration will help unravel the conditions under which utilization of alternatives has deleterious or positive effects on organizational effectiveness.

The second issue is whether or not the argument developed in this research can be applied to "non-market" organizations. The position adopted in this research was that it can be applied to a variety of organizations, and the results provide initial support. Future research is required to falsify the argument among different types of "non-market" organizations, as for example, churches, public organizations and trade unions.

Methodological issues

The North Central Regional Research Project NC-144 was designed to meet the research objectives of several investigators. Many of the research design features were negotiated among the representatives of participating states. The sampling strategy has important implications for this study.

Regional councils selected for study in each participating state were those above the median value on four criteria: percent of local units of government that were members, total budget, staff size and level of citizen involvement. It was also intended that the regional councils selected serve primarily rural areas. Municipal and county respondents were then selected from the councils' service area. All counties and cities with

populations greater than 2500 were included in the study. Cities with populations less than 2500 were stratified by size and sampled.

This purposive sampling strategy has had both positive and negative effects on this research. On the positive side, the strategy has served as a partial control for the effects of internal organizational characteristics, such as size of staff and budget, on perceptions of regional council effectiveness. A somewhat homogenous group of regional councils provided the opportunity to develop and test an explanation of operative goal effectiveness that was based on other factors.

The sampling strategy, however, also imposes limits on the generalizability of the results. Although the findings provided partial support for the argument, they can only be generalized to regional councils that are similar to the ones selected for this study. Councils serving metropolitan areas were under sampled and councils that could be characterized as perhaps less than thriving were systematically excluded. These limitations are inherent within the study and can only be remedied in future investigations.

Applied issues

In these final paragraphs, the applied relevancy of the study is discussed. Two questions are important: are regional councils effective and will they survive?

From the perspective of local officials surveyed, the policy council and staff of the twelve regional councils studied were viewed as effective on the tasks and activities evaluated. The finding that they are effective, however, is perhaps not as important as the idea that their effectiveness is not an isolated phenomenon. It is part of, as well as the result of, dynamic organizational processes. These processes ought to be

recognized, and incorporated into balanced management strategies. While resources are essential for regional council functioning, the transformation of these resources into goods and services that local officials are satisfied with is equally important. An emphasis on acquiring resources, while forsaking other functions, could have adverse effects on the entire organization. Further, council managers could benefit from the finding that some factors have generalized effects, while others have more specific effects on evaluations of effectiveness. The provision of technical assistance tends to have a greater influence on the perceptions of staff effectiveness, while satisfaction with assistance has significant effects on both the policy council and staff.

The question of regional council survival was beyond the scope of this research, but effectiveness and organizational survival are often equated-- effective organizations survive. While this may be, most formal organizations have multiple constituencies, and evaluations of effectiveness may vary dramatically. It is not uncommon for organizations, agencies and programs to be abandoned even though they have been viewed as effective by consumers of their services. Local governments are important regional council constituencies, but so are state and federal agencies. The operative goals evaluated in this study may or may not coincide with the federal objectives of reducing the duplication of services and waste of federal funds. Evaluations of regional council effectiveness from the perspective of state and federal agencies are required to determine the degree of consensus among various stakeholders. Combined, these investigations could provide important insight into the most probable future of regional councils.

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APPENDIX A.
FACTORS AFFECTING OPERATIVE GOAL EFFECTIVENESS
AMONG REGIONAL COUNCILS OF GOVERNMENT

SCHEDULE II

Identification Page

State: _____

Region Name: _____

Region Number: _____

Respondent's Name: _____

Respondent's Position or Title:

- ☐ Mayor of city or village
- ☐ Chairperson of county board
- ☐ City council member
- ☐ Member of county board
- ☐ Policy council representative

THE FOLLOWING PARTS OF THE QUESTIONNAIRE ARE TO BE COMPLETED
(CHECK ALL THAT APPLY):

- ☐ PART I: All respondents
- ☐ PART II: If respondent is a chairperson of the Board of
County Supervisors, or City or Village Mayor.
- ☐ PART III: All respondents

94
PART I

COMPLETE THIS PAGE PRIOR TO INTERVIEW

1. County/Municipality: _____
2. Did the Regional Council Executive Director report that this county/
municipality received grant-writing assistance?

☐ YES → If YES, include one Page I-1 for each
grant written.

☐ NO → If NO, exclude Page I-1.

3. Did the Regional Council Executive Director report that they had
agreements with this county/municipality to do planning?

☐ YES → If YES, include one Page I-2 for each
agreement reported.

☐ NO → If NO, exclude Page I-2.

4. Did the Regional Council Executive Director report that they had
provided any of the following kinds of technical assistance to this
county/municipality?

YES	NO		IF YES, INCLUDE PAGE
<input type="checkbox"/>	<input type="checkbox"/>	Planning information or assistance	I-3
<input type="checkbox"/>	<input type="checkbox"/>	Local government administration or budget assistance	I-4
<input type="checkbox"/>	<input type="checkbox"/>	Preparation of forms necessary to claim revenue sharing	I-5
<input type="checkbox"/>	<input type="checkbox"/>	Needs assessment surveys and public meetings	I-6
<input type="checkbox"/>	<input type="checkbox"/>	In-service training	I-7

COMPLETE PRIOR TO INTERVIEW

Grant Applications

Page ____ of ____ Pages

County/Municipality: _____

Approximate Date of Application: _____

Funding Agency: _____

Program Activity or Facility the Grant Address: _____

ASK RESPONDENT:

I understand that your unit of government submitted a grant to _____ in _____
 for _____
 (agency) (year)
 (purpose)

1. Are you familiar with this grant application?

☐ YES - Go to Question #2☐ NO - Go to Next Page

2. Who first suggested that an application for this grant should be written? Was it a local citizen, a local elected or appointed official, or a member of the regional council staff?

☐ LOCAL CITIZEN☐ LOCAL ELECTED OR
APPOINTED OFFICIAL☐ REGIONAL COUNCIL
STAFF MEMBER☐ DON'T RECALL☐ OTHER: _____

3. Would the grant application have been prepared without assistance from the regional council?

☐ YES☐ NO☐ DON'T KNOW

4. What function did the regional council serve? Did it write the grant, or serve as advisor, or what?

☐ WROTE GRANT☐ ADVISOR☐ OTHER: _____

5. What was the result of the application; was it funded, rejected or is it still being considered?

☐ FUNDED☐ REJECTED☐ BEING
CONSIDERED☐ DON'T KNOW

IF FUNDED:

a. What do you expect is, or will be, the effect of the grant on your government's revenue? Will it increase, decrease or have no effect on revenue?☐ INCREASE☐ DECREASE☐ NO EFFECT☐ DON'T KNOWb. What do you expect is, or will be, the effect of the grant on your government's expenditures? Will it increase, decrease or have no effect on expenditures?☐ INCREASE☐ DECREASE☐ NO EFFECT☐ DON'T KNOW

6. As you think back on the work that went into preparation of this grant application, which of the following best describes your satisfaction with the assistance. (HAND RESPONDENT CARD 1) Were you:

☐ VERY
SATISFIED☐ SATISFIED☐ UNCERTAIN☐ DISSATISFIED☐ VERY
DISSATISFIED

COMPLETE PRIOR TO INTERVIEW

Planning

Page ____ of ____ Pages

County/Municipality: _____

Type of Planning Effort: _____

Approximate Dates of Agreement: _____

ASK RESPONDENT:

I understand that your unit of government had an agreement in effect about
 _____ with the regional council whereby they were to provide
 (dates)
 a plan regarding _____
 (type of plan)

1. Are you familiar with this planning effort?

☐ YES - Go to Question #2☐ NO - Go to Next Page

2. Who first suggested the idea of using the Regional Council Staff as planning consultants?

☐ LOCAL
CITIZEN☐ LOCAL ELECTED
OR APPOINTED
OFFICIAL☐ REGIONAL
COUNCIL
STAFF☐ DON'T
RECALL☐ OTHER: _____

3. Would this planning effort have been undertaken if the Regional Council planning consultants had not been available?

☐ YES☐ NO☐ DON'T KNOW

4. Could your unit of government have afforded to hire planning experts to do the planning the regional council did for you?

☐ YES☐ NO☐ DON'T KNOW

5. (USE CARD 1) As you think about the planning that was carried out by the regional council, which of the following best describes your satisfaction with the assistance. Were you:

☐ VERY SATISFIED☐ SATISFIED☐ UNCERTAIN☐ DISSATISFIED☐ VERY DISSATISFIED

Technical Assistance to Local Planning

County/Municipality: _____

ASK RESPONDENT:

I understand that your unit of government has received assistance from the regional council in your planning efforts.

1. Do you know about any regional council assistance to your planning efforts in the last two years?

☐ YES - Go to Question #2

☐ NO - Go to Next Page

2. Are you familiar with the kinds of assistance to your planning efforts that were provided?

☐ YES - Go to Question #3

☐ NO - Go to Next Page

3. What kinds of assistance did the regional council provide? Did they:

YES NO

1 0 Provide information on population, economic conditions, or any other needed information?

1 0 Assist in the preparation of maps or other documents?

1 0 Assist in preparation of proposed zoning regulations or amendments?

1 0 Other assistance? _____

4. (USE CARD 1) Overall, as you think about the technical assistance to planning that has been provided, which of the following best describes your satisfaction? Were you:

☐ VERY SATISFIED

☐ SATISFIED

☐ UNCERTAIN

☐ DISSATISFIED

☐ VERY DISSATISFIED

Local Government Administration or Budget Assistance

County/Municipality: _____

ASK RESPONDENT:

I understand that your unit of government has received assistance from the Regional Council in matters relating to government administration or budgeting.

1. Do you know about having received such assistance from the regional council in the last two years?

☐ YES - Go to Question #2

☐ NO - Go to Next Page

2. Are you familiar with the kinds of assistance provided to your unit of government in matters of administration or budgeting?

☐ YES - Go to Question #3

☐ NO - Go to Next Page

3. What kinds of administrative or budgeting assistance did the regional council provide?

4. (USE CARD 1) Overall, as you think back about the administrative or budgeting assistance that was provided, which of the following best describes your satisfaction? Were you:

☐ VERY SATISFIED

☐ SATISFIED

☐ UNCERTAIN

☐ DISSATISFIED

☐ VERY DISSATISFIED

Revenue Sharing

County/Municipality: _____

ASK RESPONDENT:

I understand that your unit of government has received assistance from the regional council in preparing application forms or compiling data to claim revenue sharing.

1. Do you know about having received such assistance from the regional council in the last two years?

☐ YES - Go to Question #2

☐ NO - Go to Next Page

2. Are you familiar with the kinds of assistance provided to your government in matters relating to application for revenue sharing.

☐ YES - Go to Question #3

☐ NO - Go to Next Page

3. What kind of assistance did the regional council provide?

4. (USE CARD 1) Overall, as you think back about the assistance provided by RCOG in preparing forms or compiling data to claim revenue sharing, which of the following best describes your satisfaction? Were you:

☐ VERY SATISFIED

☐ SATISFIED

☐ UNCERTAIN

☐ DISSATISFIED

☐ VERY DISSATISFIED

Needs Assessment Surveys and Public Meetings

County/Municipality: _____

ASK RESPONDENT:

Needs assessment surveys and/or public meetings are often conducted to help set goals or for other reasons. I understand that your unit of government was assisted in such efforts by the regional council.

1. Do you know about having received such assistance from the regional council in the last two years?

☐ YES - Go to Question #2

☐ NO - Go to Next Page

2. Are you familiar with the kinds of assistance provided to your government in matters relating to these goal-setting activities?

☐ YES - Go to Question #3

☐ NO - Go to Next Page

3. What kind of service did the regional council provide?

4. (USE CARD 1) Overall, as you think back about the assistance provided by the regional council in goal setting, which of the following best describes your satisfaction? Were you:

☐ VERY SATISFIED

☐ SATISFIED

☐ UNCERTAIN

☐ DISSATISFIED

☐ VERY DISSATISFIED

In-Service Training

County/Municipality: _____

ASK RESPONDENT:

In-service training refers to training programs or seminars sponsored by the regional council. I understand that your unit of government has participated in regional council sponsored in-service training.

1. Do you know whether any of your local government's employees attended regional council sponsored in-service training?

☐ YES - Go to Question #2

☐ NO - Go to Next Page

2. Are you familiar with the content of the programs or seminars your government's employees attended?

☐ YES - Go to Question #3

☐ NO - Go to Next Page

3. What were the topics or subject matter of these training programs or seminars?

4. (USE CARD 1) Overall, as you think back about the training programs or seminars sponsored by your regional council, which of the following best describes your satisfaction? Were you:

☐ VERY SATISFIED

☐ SATISFIED

☐ UNCERTAIN

☐ DISSATISFIED

☐ VERY DISSATISFIED

Next we would like to ask you some questions about the extent of your government's involvement with the Regional Council.

1. How often, in the last two years, has your government's representative attended the following meetings? Would you say never attend any, attend some, or all, of the following meetings, or were no meetings held?

	<u>NEVER</u>	<u>SOME</u>	<u>ALL</u>	<u>DON'T KNOW</u>	<u>NO MEETINGS HELD</u>
a. POLICY COUNCIL MEETINGS	1	2	3	4	5
b. EXECUTIVE COMMITTEE MEETINGS	1	2	3	4	5
c. ADVISORY COMMITTEE MEETINGS	1	2	3	4	5
d. COUNCIL-SPONSORED PUBLIC MEETINGS	1	2	3	4	5

2. How often, in the last two years, did your government contribute equipment such as office machinery for regional council use or for regional council related matters. Would you say frequently, occasionally, seldom or never?

☐ FREQUENTLY ☐ OCCASIONALLY ☐ SELDOM ☐ NEVER

3. How often does your unit provide information for regional grant applications or reports? Would you say frequently, occasionally, seldom, or never?

☐ FREQUENTLY ☐ OCCASIONALLY ☐ SELDOM ☐ NEVER

4. (HAND OUT CARD 2) Which one of the following best describes your government's financial contributions to the regional council?

___ 1. WE PAY ALL DUES PLUS TECHNICAL ASSISTANCE FEES.

___ 2. WE PAY DUES, AND ONLY INFREQUENTLY PAY ADDITIONAL FEES.

___ 3. WE PAY ONLY DUES.

___ 4. WE PAY ONLY FEES ASSOCIATED WITH SPECIAL SERVICES.

___ 5. WE SELDOM PAY EITHER DUES OR FEES.

___ 6. WE NEVER PAY DUES.

___ 7. NOT EXPECTED TO PAY, ETC.

___ 8. OTHER - Explain: _____

5. Local government leaders differ in their opinions about the role played by regional councils. (HAND OUT CARD 3) Would you strongly agree, agree, be uncertain, disagree, or strongly disagree with the following statements:

	<u>SA</u>	<u>A</u>	<u>U</u>	<u>D</u>	<u>SD</u>
a. Regional councils of governments are a good way for local governments to pool resources to address problems that go beyond local boundaries	5	4	3	2	1
b. Regional councils are an acceptable way for local governments to cope with federal mandates and regulations	5	4	3	2	1
c. Regional councils are part of a federal effort to limit local government authority	5	4	3	2	1
d. Regional councils could not continue to operate if federal funds were discontinued . . .	5	4	3	2	1
e. Regional councils are a good way to make expensive planning experience available to local communities	5	4	3	2	1
f. Regional councils are an acceptable way for local governments to reduce federal or state control over local governments	5	4	3	2	1
g. Many local governments would withdraw from membership in the regional council if federal funds were discontinued	5	4	3	2	1
h. Regional councils are imposed on local governments by federal mandates	5	4	3	2	1
i. Regional councils are not acceptable because they remove control from local governments . . .	5	4	3	2	1
j. Regional councils are part of a state effort to limit local government authority	5	4	3	2	1
k. If it came to a referendum, citizens in this region would ratify the regional council's continued operation	5	4	3	2	1
l. Regional councils are imposed on local governments by state mandates	5	4	3	2	1

6. Many of the problems local governments face can be handled at the local level; some require cooperation between governments because they cover large geographic areas.

a. I will first read a list of topical areas that may be a problem. For each, please tell me whether it is or is not a problem for your unit of government, regardless of whether the problem is local or extends beyond your government's boundaries. First, would you say vandalism is a problem for your unit of government, or no problem (continue with b through o).

FOR ALL "YES" RESPONSES ONLY:

b. Is the problem local only, or does it extend beyond your government's boundaries?

c. Who should solve the problem? Should it be solved primarily by local governments, special district, a regional council, or by the state?

d. Are you willing to commit resources to its solution?

Problems Associated With:	(a) Is this a problem?		(b) Is the scope of the problem local/regional?		(c) At what level should problem be solved?					(d) Would you commit resources to its solution?	
	No	Yes	Local	Regional	City/County	Spec. District	RCOG	State	Other	Yes	No
a. vandalism	0	1	1	2	1	2	3	4	5	1	2
b. jail facilities	0	1	1	2	1	2	3	4	5	1	2
c. parks & campgrounds	0	1	1	2	1	2	3	4	5	1	2
d. mental health services and counseling	0	1	1	2	1	2	3	4	5	1	2
e. health and hospital services (other than mental health)	0	1	1	2	1	2	3	4	5	1	2
f. fire protection	0	1	1	2	1	2	3	4	5	1	2
g. public housing development and management	0	1	1	2	1	2	3	4	5	1	2
h. adequate and sanitary water supply	0	1	1	2	1	2	3	4	5	1	2
i. funding social services	0	1	1	2	1	2	3	4	5	1	2
j. solid waste disposal	0	1	1	2	1	2	3	4	5	1	2
k. water pollution	0	1	1	2	1	2	3	4	5	1	2
l. land use planning	0	1	1	2	1	2	3	4	5	1	2
m. flood control	0	1	1	2	1	2	3	4	5	1	2
n. energy development	0	1	1	2	1	2	3	4	5	1	2
o. environmental protection	0	1	1	2	1	2	3	4	5	1	2

7. (HAND OUT CARD 4) In thinking about the regional issues that your local unit of government needs to respond to, please indicate which of the following forms of regional organization you find acceptable.

	<u>Acceptable?</u>	
	<u>Yes</u>	<u>No</u>
a. Voluntary cooperation between local governments (including intergovernmental contracts for services) as needs arise	1	0
b. Long-term voluntary association of local government . . .	1	0
c. Multicounty single service special districts that address functional problems as they arise, while local governments continue to deal with local needs . . .	1	0
d. A two-tier system consisting of a multicounty organization with responsibility for regional needs, and local governments to deal with local needs	1	0
e. Full scale regional government for the area that combines present local governments and special districts into a single one	1	0

8. We would now like to ask some questions about the effectiveness of the regional council. (HAND OUT CARD 5) I will read a list of roles policy councils often engage in. For each, please tell me if the policy council performs this role. Second, is the policy council very effective, somewhat effective, or not effective in performing these roles. Finally, do you think it is appropriate that the policy council serves in this role?

	<u>Performs role</u>		<u>Effective</u>			<u>Appropriate?</u>	
	<u>Yes</u>	<u>No</u>	<u>Very</u>	<u>Somewhat</u>	<u>Not</u>	<u>Yes</u>	<u>No</u>
a. Serve as a forum for discussing region-wide problems	1	0	3	2	1	1	0
b. Assist in the formation of formal contracts or agreements between local governments	1	0	3	2	1	1	0
c. Promote a "regional perspective" among local governments	1	0	3	2	1	1	0
d. Implement comprehensive plans and specific functional plans for the region	1	0	3	2	1	1	0
e. Establish priorities among regional problems	1	0	3	2	1	1	0
f. Review and coordinate applications for federal grants-in-aid	1	0	3	2	1	1	0

9. (USE CARD 5) For each of the following activities, please indicate whether the regional council's staff performs this activity. Second, are they very, somewhat, or not effective in performing this activity. Is this activity an appropriate activity?

	<u>Performs Activity</u>		<u>Effective</u>			<u>Appropriate?</u>	
	<u>Yes</u>	<u>No</u>	<u>Very</u>	<u>Somewhat</u>	<u>Not</u>	<u>Yes</u>	<u>No</u>
a. Provide comprehensive physical planning (land use, housing, transportation, etc.)	1	0	3	2	1	1	0
b. Provide economic development planning and programming (CEDPs, etc.) .	1	0	3	2	1	1	0
c. Provide comprehensive social planning (health and welfare, historic presentation, etc.) . .	1	0	3	2	1	1	0
d. Prepare applications for federal and/or state grants for regional planning	1	0	3	2	1	1	0
e. Provide technical planning assistance to member governments . . .	1	0	3	2	1	1	0
f. Provide assistance in solving local government management problems	1	0	3	2	1	1	0
g. Promote new federal programs in local communities	1	0	3	2	1	1	0
h. Help local government officials write grant applications	1	0	3	2	1	1	0
i. Expedite (bird-dog) grant applications after they have been submitted to an agency	1	0	3	2	1	1	0
j. Lobby for state and federal funds for local government	1	0	3	2	1	1	0

10. Are you currently a representative on the policy council of the regional council?

☐ YES - Go to Questions #11, #12 & #13

☐ NO - Go to Question #14

11. (HAND OUT CARD 6) Now I want to ask you some questions about how the council operates and how decisions are made.

- a. How frequently have you opposed budget recommendations made by the executive committee or executive director and staff?

1-never; 2-seldom; 3-sometimes; 4-often; 5-always

- b. How often have you attempted to introduce an issue before the policy council when you knew it had less than full support from all member governments?

1-never; 2-seldom; 3-sometimes; 4-often; 5-always

- c. How often have you openly disagreed with other members in a policy council meeting?

1-never; 2-seldom; 3-sometimes; 4-often; 5-always

- d. How often have you disagreed with the outcome of a policy council vote?

1-never; 2-seldom; 3-sometimes; 4-often; 5-always

12. (HAND OUT CARD 7) Next, I'd like to know to what extent each of the groups on this card influences decision-making.

- a. To what extent do each of the groups on this card influence regional council decisions about adoption of new policies? Would you say they have no input, some input, or a great deal of input?

	<u>No input</u>	<u>Some input</u>	<u>A great deal of input</u>
Policy council	_____	_____	_____
Executive committee	_____	_____	_____
Executive director	_____	_____	_____
Planning staff members	_____	_____	_____
Other committees	_____	_____	_____

- b. To what extent do each of these groups influence decisions about the adoption of new budgets? Would you say they have no input, some input, or a great deal of input?

	<u>No input</u>	<u>Some input</u>	<u>A great deal of input</u>
Policy council	_____	_____	_____
Executive committee	_____	_____	_____
Executive director	_____	_____	_____
Planning staff members	_____	_____	_____
Other committees	_____	_____	_____

- c. To what extent do each of these groups influence decisions about the adoption of new programs? Would you say they have no input, some input, or a great deal of input?

	<u>No input</u>	<u>Some input</u>	<u>A great deal of input</u>
Policy council	_____	_____	_____
Executive council	_____	_____	_____
Executive director	_____	_____	_____
Planning staff members	_____	_____	_____
Other committees	_____	_____	_____

13. How long have you served as a policy council member?

_____ years

TO BE COMPLETED BY ALL RESPONDENTS:

14. As you think about the various needs of your local government, what is the most important type of support or assistance you receive from the regional council? What is the second most important support or assistance you receive? What is the third most important?

a. _____

b. _____

c. _____

15. In thinking about the needs of the region as a whole, what is the most important activity of the regional council? What is the second most important activity? The third most important?

a. _____

b. _____

c. _____

16. Are there programs, services, and so on, that were initiated or formerly provided through regional council efforts, that you are now continuing with local funds?

☐ YES

☐ NO

If YES, what are these programs? _____

17. How do you obtain your information about regional council executive committee meetings and professional staff activities?

18. How do you make your preferences known to the regional councils?

APPENDIX B.
FACTORS AFFECTING OPERATIVE GOAL EFFECTIVENESS
AMONG REGIONAL COUNCILS OF GOVERNMENT

111
PART II

TO BE COMPLETED BY CHAIRPERSON OF COUNTY BOARDS, CITY AND VILLAGE MAYORS.

In this part of the questionnaire we would like to ask you some questions about your local government finances, employment characteristics, inter-governmental agreements, and a few specific questions concerning the form of your government.

We would like to begin with some general questions concerning government finances. I would also like to have a copy of your budget to take along.

1. What was the dollar amount of your unit of government budget in Fiscal Year 1979?

\$ _____

- a. How much money did your unit of government receive in revenue sharing in Fiscal Year 1979?

\$ _____

- b. How much money did your unit of government receive from federal and state sources, excluding revenue sharing, in 1979?

\$ _____

- c. Excluding revenue sharing, did your unit of government receive funds from any of the following federal or state agencies within the last fiscal year?

	<u>YES</u>	<u>NO</u>
Environmental Protection Agency	1	0
Economic Development Administration	1	0
Housing and Urban Development	1	0
Health, Education and Welfare	1	0
Department of Justice (LEAA)	1	0
Department of Labor	1	0
Department of Transportation	1	0
U.S. Department of Agriculture	1	0
Any other federal or state agencies?		

2. What is the statutory limit on mill levies for general funds that applies to your unit of government?

_____ MILLS

- a. What is your current mill level?

_____ MILLS

3. Is your unit of government subject to a limit on the amount it can raise expenditures in one year?

☐ YES

☐ NO

- a. If YES, what is that maximum percent allowable increase?

_____ PERCENT

- b. If YES, has that limit been a constraint that has caused or will soon cause a decline in public services?

☐ YES

☐ NO

4. Has this unit of government made any major new public capital investments in new buildings or new equipment within the last two years (for example, new school, water or sewage system)?

☐ YES

☐ NO

IF YES, what facility was built, or equipment purchased?

5. (HAND OUT CARD 8) Spending priorities are established in many different ways. We would like to learn about how your government typically identifies priorities for funding. To what extent do the following factors influence how your government's funds are allocated?

- a. Would you say data generated through needs assessment surveys are used to a great extent, to some extent, or not at all?
(continue b through f)

	<u>TO A GREAT EXTENT</u>	<u>TO SOME EXTENT</u>	<u>NOT AT ALL</u>
a. Data generated through needs assessment surveys	3	2	1
b. Federal or state standards and regulations	3	2	1
c. Availability of federal or state funds	3	2	1
d. Budget requests from specific departments of government	3	2	1
e. Requests of citizens or citizen groups	3	2	1
f. Other: _____	3	2	1

6. (HAND OUT CARD 9) We would now like to learn about your feelings about the adequacy of funds available to your government. Please indicate whether you strongly agree, agree, are undecided, disagree, or strongly disagree with each of the following items.

	<u>SA</u>	<u>A</u>	<u>U</u>	<u>D</u>	<u>SD</u>
a. This county/municipality has enough personnel to operate its programs	5	4	3	2	1
b. This county/municipality has sufficient equipment to provide the level of service we desire	5	4	3	2	1
c. We have sufficient local revenue (including revenue sharing) to support our capital investment needs	5	4	3	2	1
d. We have sufficient local revenue (including revenue sharing) to pay the costs of improvements required by federal or state mandates	5	4	3	2	1
e. We have sufficient local revenue to pay for operating costs associated with needed services	5	4	3	2	1

7. As you think about the next two years, do you think the adequacy of funds will improve, stay about the same, or get worse?

☐

IMPROVE

☐

STAY SAME

☐

GET WORSE

Now we have some questions concerning the employment characteristics of your county/municipality.

8. First, how many people does this unit of government employ (include regular maintenance staff, etc., but exclude people paid through special funding, e.g. CETA employees)?

 EMPLOYEES

9. Does your local government have employees assigned the following position titles?

- a. If YES, is that employee full-time or part-time?

	<u>YES</u>	<u>NO</u>	<u>FULL/PART TIME</u>	
Purchasing Officer	1	0	2	1
County/City Clerk	1	0	2	1
Treasurer	1	0	2	1
Auditor	1	0	2	1
Assessor	1	0	2	1
Personnel Officer	1	0	2	1
Attorney	1	0	2	1
Water Superintendent	1	0	2	1
Sanitation Superintendent	1	0	2	1
Streets/Highways Superintendent	1	0	2	1
Director of Recreation Program	1	0	2	1
Parks Director	1	0	2	1
Engineer	1	0	2	1
Police Chief/Sheriff	1	0	2	1
Public Works Director	1	0	2	1
Fire Chief	1	0	2	1
Others: <u> </u>	1	0	2	1
<u> </u>	1	0	2	1

10. Does your unit of government employ a city or county planner?

☐ YES

☐ NO - Go to Question #11

- a. If YES, how large is the planning staff; that is, how many full and part-time professional planners do you employ?

Full Time

Part Time

Now we would like to ask some questions about intergovernmental agreements that you may have with other governments in this region.

11. Has your government entered into any agreements with another government for the joint construction or joint leasing of a facility (e.g. buildings, parks, etc.) within the last two years?

☐ YES ☐ NO ☐ DON'T KNOW

If YES,

- a. Please list the facilities constructed or being leased and with whom you have the agreements.

Facilities built or leased

With whom

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

12. Has your government entered into any agreements with another government for the joint leasing of equipment within the last two years?

☐ YES ☐ NO ☐ DON'T KNOW

If YES,

- a. Please list the type of equipment leased and with whom you have the agreements.

Equipment leased

With whom

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

13. Has your government entered into any agreement with another government for the loan or sharing of personnel or equipment within the last two years?

☐ YES ☐ NO ☐ DON'T KNOW

If YES,

- a. Please list the personnel's function and/or type of equipment loaned, and with whom you have the agreements.

Personnel or equipment

With whom

_____	_____
_____	_____
_____	_____
_____	_____

14. Has your local government entered into any other agreements with another government for the joint provision of services in the last two years?

☐ YES ☐ NO ☐ DON'T KNOW

If YES,

- a. Please list the services, and with whom you have the agreements.

Services

With whom

_____	_____
_____	_____
_____	_____
_____	_____

15. Does your local government supply services to other local governments or special districts?

☐ YES ☐ NO ☐ DON'T KNOW

If YES,

- a. Please list the types of services, and to whom you provide them.

Type of service

With whom

_____	_____
_____	_____
_____	_____
_____	_____

16. Does your local government buy services from other local governments or special districts?

☐ YES ☐ NO ☐ DON'T KNOW

If YES,

- a. Please list the types of services, and from whom you receive them.

Type of service

With whom

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Has respondent answered "YES" to any of questions 10-15?

☐ YES - Go to Question #17

☐ NO - Go to Question #18

17. We have a list of possible consequences of agreements you have with other governments. When considering your intergovernmental agreements, overall, would you say that your government

	<u>YES</u>	<u>NO</u>	<u>DON'T KNOW</u>
a. loses some control over local activities? . . .	1	0	2
b. receives higher local quality services per dollar spent?	1	0	2
c. experiences higher per unit cost of services?	1	0	2
d. gains access to more professional services?	1	0	2
e. encounters more bureaucratic red tape? . . .	1	0	2
f. is able to provide a wider variety of services?	1	0	2
g. is able to provide previously unaffordable services?	1	0	2
h. finds coordination costs are becoming more costly?	1	0	2
i. experiences other benefits or limitations? (list): _____	1	0	2

18. Has your unit of government written any grant applications within the last two years without the assistance of the regional council?

☐ YES ☐ NO

19. In the last two years, has your unit of government submitted any grant applications to a federal agency without first clearing that application with the regional council?

☐ YES ☐ NO

20. Has your unit of government obtained planning assistance from sources other than the regional council, such as from the University Extension Service or from consultants, in the last two years?

☐ YES ☐ NO

a. If YES, from whom? _____

21. Has your unit of government elected to forgo opportunities for federal assistance on specific projects or programs within the last two years?

☐ YES ☐ NO

a. If YES, why did you decide not to use federal funds? _____

22. TO BE COMPLETED BY CHAIRPERSON OF COUNTY BOARD ONLY.

- a. Are county board members elected to represent specific townships or districts, or are they elected at large?

☐ REPRESENT TOWNSHIPS OR DISTRICTS ☐ AT LARGE ☐ BOTH

- b. Does your county have an officially designated "Housing Authority?" (Do not include housing authorities of municipalities located within the county.)

☐ YES ☐ NO ☐ DON'T KNOW

23. TO BE COMPLETED BY MAYOR OF CITY OR VILLAGE ONLY.

- a. Would you describe your form of government as:

☐ MAYOR - COUNCIL ☐ VILLAGE BOARD

☐ COMMISSION ☐ OTHER: _____

☐ COUNCIL - MANAGER _____

- b. Are your council or board members elected by ward or precinct, or at large?

☐ BY WARD (PRECINCT) ☐ AT LARGE

- c. Does your municipality have any of the following:

	<u>YES</u>	<u>NO</u>
Community Improvement or Betterment Council	1	0
Official "Housing Authority"	1	0
Federated Women's Club	1	0
United Fund Organization	1	0
Chamber of Commerce	1	0
Full or Part-time Chamber of Commerce Manager . . .	1	0
Junior Chamber of Commerce	1	0
Ministerial Association or its equivalent	1	0
Industrial Development Commission	1	0
League of Women Voters	1	0
Businessmen's Club	1	0
Business & Professional Women's Organization . . .	1	0
Kiwanis Club	1	0
Lion's Club	1	0
Rotary Club	1	0

24. TO BE COMPLETED BY MAYOR OF CITY OR VILLAGE ONLY.

We have some questions about businesses in this community.

- a. First, are there any corporations that have headquarters in this municipality, but plants or offices in other towns?

☐ YES

☐ NO

If YES, how many corporations? _____

- b. Do any corporations with headquarters located elsewhere have plants or offices in or quite near this municipality (Exclude retail outlets such as gas stations, fast food chains or grocery stores.)

☐ YES

☐ NO

If YES, how many people do they employ? _____

- c. Does this community have an area designated as an industrial park?

☐ YES

☐ NO

- d. Has there been any major private industrial development, such as new factories or natural resource development, in this county/municipality in the last five years?

☐ YES

☐ NO

If YES, what is (are) the factory(ies), or what kinds of resources are being developed?

- e. Do any banks have their headquarters in this municipality?

☐ YES

☐ NO

- f. Does this municipality have a daily or weekly newspaper?

☐ YES

☐ YES, WEEKLY

☐ NO

TO BE COMPLETED BY ALL RESPONDENTS

Finally, we have some questions about you.

1. How long have you lived in this community? _____ years
2. How long have you held your present public office? _____ years
3. What is your age? _____ years
4. What is the highest grade of school you completed? _____ years
5. Which of the following best describes your employment situation?

- ☐ Full-time public official
- ☐ Self-employed (See "a" below)
- ☐ Employed (See "b" below)
- ☐ Other

- a. If SELF EMPLOYED, what is the nature of your business and how many people do you employ (exclude immediate family members)?

Employees: _____ Nature of Business: _____

- b. If EMPLOYED, is your employer a locally owned and operated business?

☐ YES ☐ NO

If NO, what is the name of the parent corporation? _____

What is your position within this business? _____

6. Are you now or have you in the past five years served on any committees of the regional council?

☐ YES ☐ NO

If YES, which ones? _____

THANK YOU!

INTERVIEWER, PLEASE BE SURE TO SECURE BUDGET.