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UNIVERSITY OF ALBERTA

**GOAL SURVEY INSTRUMENT DEVELOPMENT:
MUNICIPAL RECREATION SERVICES**

by

Gordon A. McIntosh



A THESIS

**SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTER OF ARTS IN RECREATION**

DEPARTMENT OF RECREATION AND LEISURE STUDIES

EDMONTON, ALBERTA

FALL, 1990



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.....
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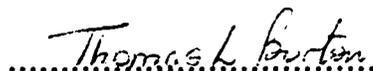
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled Goal Survey Instrument Development: Municipal Recreation Services submitted by Gordon A. McIntosh in partial fulfillment of the requirements for the degree of MASTER OF ARTS IN RECREATION ADMINISTRATION.


.....
Dr. R.P. Heron
(Supervisor)


.....
Dr. D.M. Richards


.....
Dr. T.L. Burton

Date September 28, 1990.....

DEDICATION

To my wife, Diane, for her encouragement and understanding, and to my sons, Andrew and Christopher, for their patience and sacrifices during the completion of this research, with whom I share this accomplishment equally because their unwavering support made it possible.

ABSTRACT

This study examines the reliability and construct validity parameters of Edginton's (1978) goal survey instrument's empirical relationship to a conceptual organizational goal model's *Services Provided, Positional, Motivational, Planning and Adaptational* goal groupings. The study's conceptual background reviewed Edginton's organizational goal model relative to four contemporary theoretical perspectives, four approaches to assessing organizational effectiveness, and the three dimensions of the Open System model contained in its conceptual framework. The study's methodological background established procedures to collect data on the goal importance ratings of survey participants having different vantage points for viewing the operative (rather than official type) goals relative to the municipal recreation service setting. The study's Goal Survey requested Recreation Professional and Recreation Student respondents from Alberta (116) to rate their goal observations of (*what is*) and their goal preferences for (*what should be*) municipal recreation services using a dual Likert-type scale with fifty-seven goal items (study's *base instrument*).

The study's instrument testing results derived through correlation and factor analysis, internal consistency reliability, Linear Structural Equation Model Program (LISERAL), T-Test and Analysis of Variance procedures, were used to refine the *base instrument's* construct validity and reliability and to establish satisfactory levels of confidence in its *revised instrument's* (45 goal items) measures of the predominant Goal Survey data features through the use of a goal structure. This instrument's *expected goal model* (goal structure) was statistically compatible with the Edginton's (and the study's) organizational goal model's classification scheme.

Analyses were conducted to examine the Goal Survey's rank order of goal items' and goal grouping's importance ratings, goal congruency (goal observations with goal preferences), goal consensus (commonality within and between respondent groups), and the relationship between respondent groups and their observed goal structures. The study's goal structure analyses results provided concise, and systematic meaningful empirical insights into the predominant empirical features of the observed goal phenomena and the different goal structure orientations of the various respondent groups. In comparison to Recreation Students, Recreation Professionals were observed to assume a *bureaucratic personality*, which placed more emphasis on transitive activities that reflect an organization's need to maintain itself (*SUPPORT* Goals) than on reflexive goals concerning its *raison d'etre* - to provide valued services and products to its external environment (*OUTPUT* Goals).

The study's instrument assessment/development results support numerous conceptual considerations for general organizational goal survey methodologies and instrument development processes. Its statistical verification of the construct validity and reliability parameters of the study's revised version of the Edginton goal survey instrument will be of interest to practitioners and researchers who are interested in better understanding the organizational goals of municipal recreation service. The results of the study's exploratory analysis offer implications for municipal recreation service administration, specifically goal formulation, adaptation and integration processes.

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CHAPTER 1

THE RESEARCH PROBLEM

INTRODUCTION

The notion of *goals*, usually thought of as ". . . a future state of affairs which an organization attempts to realize" (Etzioni, 1964:6), is a central concept in the study of formal organizations (Georgiou, 1973:291). The attainment of goals is a critical aspect of the survival of all systems (Parsons, 1961:38). Goal attainment is, therefore, a key indicator of organizational effectiveness (Georgopolous and Tannebaum, 1957:534; Price, 1972:3; Steers, 1977:3), and is gauged by the degree of congruity between goal intentions and actual goal activities (Daft, 1983:94). Consequently, the problem of goal attainment in formal organizations, such as municipal recreation service agencies, has primacy over all other organizational concerns (Parsons, 1960:3), irrespective of the theoretical perspective used to study organizations.

The *Behavioristic* (Barnard, 1938; Simon, 1957), *Rationalistic* (Gaus, 1936; Weber, 1947), *Natural System* (Selznick, 1949), and *Institutional/Interests* (Dimaggio, 1988) theoretical perspectives have each contributed to a comprehensive framework for organizations from which to consider organizational goals (Kast, 1974:151). Modern organizations can be concomitantly considered (Aldrich, 1979:3) as: *goal directed* striving for efficiency and effectiveness (Rationalistic); *social entities* comprised of interacting groups of individuals (Behavioristic, Institutional/Interests); and as *structured activity systems* continually adjusting to internal and external influences relative to their defined boundaries (Natural Systems), while continually defining the focus of their activities (goal attainment).

Organizational effectiveness, in terms of goal attainment, has proven to be one of the more intractable problems in organizational theory. A variety of frameworks for measuring different aspects of organizational effectiveness have evolved, using all or any one of the three interrelated dimensions of the Open System model, which are: *Inputs* (the acquisition of resources from the external environment); *Transformation* (internal processes required to turn inputs into outputs); and *Outputs* (something of value that can be exported back to the environment) (Daft, 1983:93).

Each of the theoretical organizational perspectives mentioned has contributed to an evolving goal paradigm (versus a universally accepted theory or model) that reflects the merits of a conceptual framework (Steers, 1977:4) for: 1) the empirical identification of an organization's goals using a *multi-dimensional* viewpoint of an organization's operative goals (Open System model components - Inputs, Transformation and Outputs); 2) the utilization of a *multi-theoretical* perspective that encompasses different prevalent organizational theories (Rationalistic, Behavioristic, Natural Systems and Institutional/Interests); and 3) the utilization of a *multi-faceted approach* (Goal, Internal Process, System Resource and Integrative) to assess organizational effectiveness (goal attainment).

In the municipal recreation service setting, the end product of the organization's efforts is usually thought to be the changes in lifestyle and leisure behaviors which occur as a result of peoples' participation in its programs or services (Edginton, 1978 b:1). However, this cursory appraisal of the goal orientation of such entities cannot account for all of the work-related activities that occur within these types of organizations (Cyert and March, 1963:29; Simon, 1964:19; Mohr, 1973:472). Despite the critical importance that the notion of goals plays in theories

of organizational behavior, its empirical investigation has been limited, both within the municipal recreation (Edginton, 1978 b:3) and the general organizational analysis field (Mohr, 1973:470). Similarly, public recreation service practitioners have given little attention to identifying the specific steps necessary to determine and achieve goals (Balmer, Daminato and Luhuis, 1975; Bannon, 1976:301; Gold, 1977:11; Atkinson et al., 1978:215) and to measure goals (Nogradi, 1980:29).

Lack of empirical attention to this subject by researchers can be attributed to an oversimplification of goals and theoretical goal constructs from which to develop and apply: a) an operationalized measurement of organizational goals (Hall, 1977:163); b) a conceptual framework that reflects the complex nature of organizational goals (Mohr, 1973:472); and c) a methodology to identify the *actual*, (operative) versus *official*, goals of an organization (Gross, 1968:523). Similarly, the public recreation administration field, in general, is characterized by a lack of determination of a comprehensive set of goals related to its operations and/or its constituents (Gold, 1977:11). This paucity of empirical investigation and administrative attention has prevailed despite much academic literature devoted to the reconceptualization of public recreation (Gray & Greben, 1974; Gray, 1984) and the need to reformulate municipal recreation goals, service objectives and strategies in response to changing external influences on public services (Murphy, 1975; Balmer, 1979; Lepage, 1982).

There have been three recent empirical studies of organizational goals in municipal recreation service settings. Each of these studies addresses ideal components for a comprehensive goal study methodology. The Edginton (1978) goal survey instrument presents a useful goal statement inventory categorized within a goal structure comprised of five goal groupings and a goal measurement methodology to identify organizational goals. His study was limited to a homogeneous sample

population of municipal recreation service directors and lacked empirical verification of its goal survey instrument's goal structure. The Witt et al. (1979) study focused only on the Output dimension of the Open Systems model, but conducted statistical verification procedures to collapse its instrument's seventeen goal statements into two Output goal dimensions. The Goodale and Witt (1979) study similarly focused on Output goals through surveying a heterogeneous population (both within, and external to, a specific organization) to examine inter-respondent group (Recreation Staff and Citizens) goal importance rating differences and similarities.

This study adopts the format, goal activity statement content, goal structure classification scheme (organizational goal model) and goal measurement methodology of the Edginton study. It uses statistical procedures similar to the Witt et al. study to assess and refine the reliability and construct validity parameters of the Edginton goal study instrument. It conducts a survey among a heterogeneous population in the manner of the Goodale and Witt study to gain a more comprehensive perspective of the nature of organizational goals within municipal recreation service settings.

NATURE OF THE STUDY

This study has two main parts - an instrument assessment/development component to test and refine the reliability and validity of the Edginton goal survey instrument, and an exploratory component dealing with an analysis of the goal phenomena under study.

The instrument assessment/development component of the study focuses on: i) the reliability of the instrument's measure of the goal phenomena; and ii) the construct validity of the instrument's content relative to the theoretical organizational goal model that it is purported to represent. The exploratory component of the study focuses on: i) the determination of and the descriptive nature of the goal structure

derived from the observed data; and ii) an exploration of the statistical relationships among the instrument's dependent variables (goal items), and between the dependent and independent variables (respondent groups), to further understand the Goal Survey data.

PURPOSE OF THE STUDY

The three main purposes of the study were:

1) To outline a theoretical organizational goal model and conceptual framework to analyse organizational goals in contemporary organizations;

2) To assess and further develop Edginton's organizational goal study instrument and methodology for application in the municipal recreation service setting as a reliable and valid research approach relative to the theoretical organizational goal model and conceptual framework adopted for the study; and

3) To describe the nature of the observed organizational goal phenomena and theoretically relevant relationships based on its Goal Survey data derived from a sample population of students and recreationists in the field of public recreation.

The first two purposes are related to the unanswered question of the reliability and validity of the Edginton instrument and methodology. The third purpose is related more to the study's exploration of organizational goals for municipal recreation services.

STATEMENT OF THE RESEARCH PROBLEM

The study investigated two main problem statements.

1. **Is the Edginton goal survey instrument a reliable and valid measurement tool to study organizational goals in a manner consistent with the theoretical organizational goal model and conceptual framework adopted by this study?**

Three sub-problems related to addressing this main problem statement (stated in the form of null hypotheses) are as follows:

1.1 *There is no significant internal consistency value attributed to the measurement reliability of some version of the Edginton instrument;*

1.2 *There is no significant construct validity attributed to the collapsing of the Edginton instrument's goal statements within a goal structure (as derived from the study's survey data by factor solutions) that approximates his organizational goal model classification scheme; and*

1.3 *There are no significant differences derived from the observed survey data verifying the Edginton instrument's discriminatory power among and between its empirical indicators of the organizational goal phenomena.*

2. **What is the research utility level of an Edginton-type goal survey instrument for examining the observed organizational goal phenomena of the study's Goal Survey in terms of:**

a.) *the rank order of the goal statements and/or groupings;*

b.) *the what is and what should be ratings of the goal statements and/or groupings; and*

c.) *the ranking and dual rating of the goal statements and/or groupings by different respondent groups.*

SIGNIFICANCE OF THE STUDY

Over the last few decades prior to 1980, municipal recreation services experienced an unprecedented growth, accompanied by increased organizational expenditure allocations, sophistication and complexity (Theobald, 1979:6-17). Since 1980, most governmental agencies have been facing cutbacks in resource allocations (Goodale and Witt, 1979:17) amidst constraining economic factors, and rapid social and political change (Gray and Greben, 1974; Goodale, 1980; Gray, 1984). These

conditions have generated greater demands for accountability in resource allocations and directions for municipal recreation operations (McIntosh, 1985:265; Foley and Benest, 1987:89); a higher degree of concern over the degree of effectiveness of such organizations (Nogradi, 1980:29); a heightened practitioner interest in formulating and reformulating goals (Goodale and Witt, 1979:17); and recent researchers' attempts to empirically investigate organizational goals (Edginton, 1978; Goodale and Witt, 1979; Witt et al., 1979; Nogradi, 1980; Hastings, 1984) within municipal parks and recreation service settings. The notion of organizational goals in municipal recreation services has become a matter of practical importance, in addition to one of academic interest and inquiry (Hjelte and Shivers, 1972; Murphy et al., 1973; Reynolds and Hormachea, 1976; Bannon, 1976; Kraus and Curtis, 1977; Edginton and Williams, 1978; Graham and Klar, 1979; Howard and Crompton, 1980; Rockwood, 1980; Lutzin, 1980; and Rodney and Toalson, 1981). This, likewise, applies to organizational analysts and management concerned with effectiveness of modern organizations (Gross, 1969; Mohr, 1973:470; Georgiou, 1973:291; Hall, 1977:70; Robbins, 1983:129).

Few organizational goal classification schemes have been developed that permit professionals and researchers alike to utilize a comprehensive goal structure in analysing the diverse range of goal-related activities in municipal recreation service settings. Some goal classification schemes that do exist (Witt et al., 1979; Nogradi, 1980) focus primarily upon the commonly assumed programs and services goals (or Output goals) associated with the work activities of such entities. Edginton's (1978) adaptation of Gross's (1968) methodology to study organizational goals in universities involves a *multi-dimensional* goal classification which recognizes the existence of subsidiary or sub-goals, and that facilitate a more comprehensive (Open

System Model) perspective of the needs of an organization that do not appear to directly contribute to its attainment of goals (Steers, 1975:555). Edginton's and Gross's theoretical goal model's five goal categories describe an organization determining what means to use for ensuring its survival in its environment (1 - *Adaptational* and 2 - *Positional* goal activities); establishing a means of co-ordinating its efforts (3 - *Planning*); solving its organizational concerns with minimum strain and tension (4 - *Motivational*); and exporting valued services and products to its environment (5-*Output*) (Gross, 1968:524).

Organizational goals, when properly developed, form a base for establishing the legitimate purpose for the organization's existence for providing employee direction and motivation; for setting organizational decision guidelines; for reducing of uncertainty; and for having standards in establishing and evaluating performance criteria (Daft, 1988:90). Once an organization has determined its goals it is in a position to establish policies and strategies for resource allocation (and thereby its physical, fiscal and human resources) in a manner to effectively achieve its desired ends. This planning and management function in municipal recreation service agencies is the primary responsibility of municipal recreation directors. It is incumbent upon the senior manager of an effective municipal parks and recreation department to be the *link pin* in disseminating information about the department's mission, goals and strategies; guiding organizational member goal oriented behavior; monitoring information on external influences to ensure the organization is responsive to them; and forging the needs and interests of the various stakeholders, each with a vested interest in the department's services and activities (Lawrence and Lorsch, 1967(b.):47; Mintzberg, 1973:65-77).

In essence, it is the senior manager's responsibility to facilitate the processes of interpreting organizational members' values and defining the agency's

organizational goals (Daft, 1983:466). Critical to the notion of organizational goals is the senior manager's place in a complicated powerplay of individuals' or groups' interests, (March, 1965:70), internal and external to the organization (Etzioni, 1964:18). To effectively achieve organizational goal consensus and goal attainment among shifting dominant coalitions within the organization (Thompson, 1967:76) senior managers must consider these various interests to both develop and achieve organizational goals.

The Senior management's role in modern complex socio-political organizations is to intervene between multiple and competing variables and to make decisions that provide guidelines for a stable environment within the organization (Mechanic, 1962:353). While it is at the nexus of the organizational goal determination process as a facilitator (Bernthal, 1974:188), it is no longer adequate to consider its goals as necessarily those of the organization (Georgiou, 1973:297). To more accurately examine the organization's goal structure, the researcher and senior manager alike must consider the collective perspectives of different interest groups, within and external to the organization, in order to study or manage organizational goals in a manner consistent with the more recent Institutional/Interests perspective of organizations. This multiple organizational interest focus represents an important break with the rational-actor model by adopting a strategy for modeling and explaining organizational goal phenomena in terms of socio-psychological, micro-behavioral and organizational culture phenomena (Dimaggio, 1988:17). Specifically, this Institutional/Interests perspective states that organizations have interest groups which harness the power of institutions to pursue their own objectives (Myer and Scott, 1983:199-215). These coalitions use their own power premises to intervene (Dimaggio and Powell, 1983:126) and require the organization's goals to respond to

their interests (Myer and Scott, 1983:201). Senior managers are not the sole determinants of organizational goals; rather, management and organizational goals are driven by the process of interest mobilization and organizational culture phenomena (Dimaggio, 1988:19).

ASSUMPTIONS

In order to assist the exploration of the nature of organizational goals in municipal recreation service settings, this study assumed the following:

1. It was assumed that the collective goal perceptions of the survey population were a reasonable estimate of the determination of, and the rank importance of, the instrument's goal statements, even if all respondents did not equally share similar opportunities to observe these goal activities' actual importance and/or presence within a municipal recreation service setting (Gross and Grambsch, 1968:11).

2. It was assumed that findings based on the respondents' rating of goal statement importance through a dual rating scheme (*what is* and *what should be*) would provide some distinction that protected against respondents' *what is* goal importance ratings being simply an expression of their own goal preferences, rather than observations on the goal statements' *current* importance within the municipal recreation setting. This assumption, meanwhile, did not apply to the *what should be* goal importance ratings, for which the personal opinions were sought to determine the respondents' collective expression of attitudes and values (Gross and Grambsch, 1968:12) on the *future* importance the goal statements should have in the municipal recreation services setting.

3. It was assumed that the exploratory analysis component's findings, based on a reduced list of goal-items through the refinement of the study's *base* goal survey instrument's content, were not affected by the respondents' ratings of those

items deleted from the *base* instrument (57 goal-items) in the *refined* instrument (45 goal-items).

LIMITATIONS

The following limitations may have affected this study:

1. The nature of the closed-end format in the questionnaire restricted the amount of information about the goals in an organization that could be obtained from respondents.

2. The goal statement list utilized in the study was not intended to be a comprehensive representation of all the goal activities present in a municipal recreation service setting but, rather, was intended to represent the goal groupings of the study's theoretical goal model relative to such agencies.

3. The Edginton goal study instrument was designed to obtain the goal importance perceptions of a somewhat homogeneous population and may, therefore, exhibit different measurement performance for the heterogeneous survey population of this study.

4. The method of goal determination utilized in this study is not universally accepted as an ideal measure of an organization's goals. Since organizational theorists are not in complete agreement as to the nature, value, or determination of goals, this is an irreconcilable problem.

DELIMITATIONS

This study was delimited in the following ways:

1. The Goal Survey data analyses were delimited to 116 respondents from Senior and Junior Management staff, through a random sampling of municipal recreation service personnel in communities over 5,000 and under 25,000 in population; Alberta Recreation and Parks Department Consultants based in

Edmonton; and two classes of 4th Year Recreation and Leisure Study undergraduate students at the University of Alberta involved in a field placement practicum during the time of their response to the Goal Survey.

2. The study's *base* instrument's content was delimited to Hasting's 1984 adapted version (59 goal statements) of Edginton's (1978) goal study instrument (85 goal statements) designed to examine organizational goals specifically within municipal recreation service settings.

3. The ratings of the Goal Survey participants were restricted to the point in time the survey took place - September, 1987.

4. The exploratory analysis of the data was delimited to the observed goal phenomena of the Goal Survey. There is no intention to generalize the results of the study to describe the nature of organizational goals on a broader basis to the municipal recreation services setting in general.

5. Data were collected using mailed and *on site* administration techniques to solicit responses by way of a questionnaire completed by the survey participants as to their ratings of importance for a number of goal statements.

DEFINITION OF GENERAL TERMS

The following terms have been used, and are defined, for the study of variables relative to operationalizing the theoretical goal model and conceptual framework adopted by this study's inquiry within the municipal recreation service settings (Departments).

The Study's Conceptual Framework encompasses a *multi-theoretical perspective* (Rationalistic, Behavioristic, Natural System and Institutional Interests); the *multi-dimensional* viewpoint of the Open System model (Inputs, Transformation and Outputs); and a *multi-faceted approach* to assessing the organizational

effectiveness (Goal, Internal Process, System Resource and Integrative) reflecting the complexity of modern formal organizations.

Organizational Goal Type Groups - The five goal groupings reflect Edginton's intuitive collapsing of his goal survey instrument's multi-item goal content based on their similarities into groupings which are defined as follows:

1. *Services Provided Goals* are reflected in a municipal recreation service agency's (Department) creation of recreation and leisure services and the desired outcomes for participants individuals in such services;
2. *Positional Goals* involve activities which are directed toward maintaining or improving the position of the Department in terms of required external approvals and resource allocations;
3. *Motivational Goals* focus on the degree of personal satisfaction with the Department of both its internal staff-members and the constituents it serves;
4. *Adaptational Goals* reflect the Department's ability to relate to and/or adapt to various factors that are constantly changing within its environment; and
5. *Planning Goals* represent a Department's attempt to establish directions for the focused allocation of its scarce resources in response to needs and demands that it is mandated to deal with (Edginton, 1978 b:8).

Organizational Goal Focus Groups collapse five *Goal Type* groupings into:

- A. *SERVICE PROVIDED GOALS*, represented by the *Services Provided Goal Type* grouping as previously defined;
- B. *MANAGEMENT GOALS*, dealing with decision making processes within the Department and represented by the *Goal Type* groupings *Motivational* and *Positional Goal Type* groupings as previously defined; and

C. **STRATEGIC PLANNING GOALS**, reflecting the Department's efforts to set directions and to adapt to external influences, and represented by the *Adaptational* and *Planning Goal Type* groupings as previously defined.

Organizational Goal Category Groups classify the *Goal Focus* and *Type* groupings into as follows:

I **OUTPUT GOALS**, which are the contributions the Department makes to its external environment, and are represented by the **SERVICES PROVIDED** goal *focus* grouping as previously defined; and

II **SUPPORT GOALS** which involve the Department's efforts to maintain itself, and are represented by the **MANAGEMENT** and **STRATEGIC PLANNING** goal *Focus* groups as previously defined.

The Study's Organizational Goal Model is represented by the hierarchical organizational goal structure reflected in the collapsing of organizational goal activities into goal *Type*, *Focus*, and/or *Category* groupings noted above, as hypothesized and purported to be present in the Edginton goal study instrument's multi-goal statement content (1978 b:8; Hastings, 1984:63) for use in municipal recreation service settings.

Organizations ". . . are social entities, that are goal oriented, deliberately structured activity systems within an identifiable structured activity systems within an identifiable boundary" (Aldrich, 1979:4-6)

Municipal Government refers to any local government unit (such as a city, town, village or district), that is incorporated for self-government within the statutes of the Province of Alberta.

Municipal Recreation Services are a function of a specific organizational unit (Department) within municipal government which has a mandate to provide local

property tax based public recreation opportunities, services, and programs for its community's citizens in the following areas: cultural programs; recreation activity opportunities; recreation facility, park, open space and/or outdoor athletic areas operations; and/or development.

Organizational Goals are "a desired state of affairs which the organization attempts to realize" (Etzioni, 1964:6), whose direct referent is either the organization itself or some aspect of its environment (Mohr, 1973:475), and as reflected by tacit agreement among its members' individual goals for the organization (Cartwright and Zander, 1963:309; Thompson, 1967:28).

Actual or *what is* Goals reflect the *current goal activities* of the organization, regardless of its officially stated goals, as observed by members within the organization (Gross and Grambsch, 1968:10).

Desired or *what should be* Goals reflect the *goal intentions* of the organization, reflecting its members perceptions of and what the organization as a whole should be striving to achieve (Gross, 1968:10).

Goal Consensus refers to the degree of agreement by respondents about a specific goal statement's importance within a set of responses for the study's dual rating scheme (either *what is* or *what should be*) (Edginton, 1978 a:42).

Goal Congruency refers to the level of agreement between goal activities and goal intentions within the study's dual rating scheme's response sets (*what is* and *what should be*) (Edginton, 1978(a.):42).

Goal Determination reflects confirmation that a particular goal is present within an organization's goal structure, and is affirmed by an empirical indicator of the degree of consensus (standard deviation less than 1.0) among respondents on their collective rating of goal importance (Gross and Grambsch, 1968:10).

Goal Attainment represents the primary concern of an organization, (Parsons, 1961:38) namely, the pursuit of specific aims which legitimize its existence, enable it to call on its environment for inputs and guide its transformation of inputs into outputs (Gross and Grambsch, 1968:519).

Organizational Effectiveness reflects the degree to which an organization realizes and/or makes progress toward its goals (Parsons, 1956:64), as evidenced by the level of congruency between its actual goal activities and its goal intentions (goal attainment).

Goal Observations/Preferences are reflected in an individual's indication of what he sees (*what is*) the organization doing (goal activities), and what he thinks (*what should be*) it should be striving to achieve (goal intentions) in terms of goal emphasis. Collective consensus among respondents as to their ratings of importance for the goal survey instrument's items provides a reasonable estimate of an organization's goals (Gross, 1968:525) in terms of either goal activities or goal intentions.

OUTLINE OF THE STUDY

This study is based on a theoretical organizational goal model purported to be represented in Edginton's goal study instrument designed for application in municipal recreation service settings. Further, its theoretical conceptual framework for the application of the instrument is intended to provide useful insights into the nature of organizational goals in such a setting. To this end, Chapter 1 has outlined the three interrelated purposes of the study; stated the two problems and their subproblems, established the significance and nature of the study; and its assumptions, limitations and delimitations and definition of general terms.

Chapter 2 presents a review of salient theoretical organizational literature, relevant studies and similar research methodologies. Its purpose is to develop the

theoretical conceptual framework and organizational goal model adopted by the study, and establish a methodology to operationalize these elements based primarily on Edginton's (1978) and Gross's (1968) research approach to the study of organizational goals.

Chapter 3 discusses the methodology used for the development, administration and testing of the study's *base* and *revised* instruments, profiles of the survey respondents and procedures employed to analyse the Goal Survey's observed goal phenomena.

Chapter 4 describes the results of the data analyses presented in Chapter 3. This Chapter provides the reliability and validity testing results of the study's *base* and *revised* instruments and the analyses of the dependent and independent variables and their significant relationships exhibited in the Goal Survey data.

Chapter 5 incorporates the conceptual background information, the methodological procedures, and the data analyses results relative to analyses of the problems stated for the study.

The final Chapter summarizes the study, and discusses conclusions and implications of the study for practise and research.

CHAPTER 2

REVIEW OF LITERATURE

INTRODUCTION

The aim of the Chapter is to weave some appropriate views from relevant organizational analysis and public recreation literature, studies, and methodologies within a relevant theoretical conceptual framework and organizational goal model for the empirical exploration of organizational goals in municipal recreation service settings using Edginton's (1978) goal survey instrument.

The **Related Literature** section deals with salient conceptual organizational theory, effectiveness and culture perspectives. The next section, **Related Studies**, reviews issues and approaches associated with identification, measurement and methodological approaches to operationalizing the study's conceptual framework for the empirical study of organizational goals. The **Related Methodologies** section presents specific research methodologies that focus on the study of organizational goals within municipal recreation service settings. The last section summarizes the theoretical conceptual framework and organizational goal model established for the study based on the Review of Literature.

RELATED LITERATURE

Organizational Analysis

Several organizational analysts (March and Simon, 1958; Gouldner, 1959; McGuire, 1961; Blau and Scott, 1962; Scott, 1964; Etzioni, 1975; and Thompson, 1981), in their conduct of intensive reviews of their field, have all generally reached the conclusion that the development of a unified theory of organizations is an expression of aspiration rather than a reflection of reality (Georgiou, 1973:291). Nevertheless, most discussions and studies within this realm can be regarded as

having an essential unity, namely, the notion of organizational goals (Gross, 1969:227). This common theme - the compelling quality of an evolving goal paradigm (versus a universal theory or model) (Georgiou, 1973:291) - has denoted, since the inception of organizational theory, an overwhelmingly accepted conceptualization of organizations as goal attainment devices (Gaus, 1936; Barnard, 1938; Weber, 1947:337; Michels, 1949), with goal orientation having primacy over all organizational concerns (Parsons, 1960:36), irrespective of the theory or model utilized to analyse organizations (Georgiou, 1973:291). Prevalent theoretical perspectives of organizations either explicitly or implicitly introduce the concept of organizational goals (Simon, 1964:2). They each provide critical contributions to the analyses of organizational features and, in this context, none of them are viewed as right or wrong; rather, their usefulness lies in their relevance to the comprehensive study of organizational goals. The Rationalistic, Behavioristic, Natural System and Institutional/Interests organizational perspectives represent a continuum of traditional to modern theoretical organizational concepts. The first, a more traditional theory, uses a highly structured closed system model approach, while the latter three reflect modern organizational theory's shift toward the more dynamic open system view of organizations. Each, upon examination, focuses on a specific element of the Open System organizational model on either its Output component, its Transformation (Internal Process) components, or its Input components.

The Rationalistic Perspective

The Rationalistic perspective (or rational goal theory) is distinguished by the notion of formal organizations having a preconceived omnipresent goal (Gaus, 1936:66) which sets them apart from other informal social systems (Gouldner, 1959:40) and determines the premises by which other organizational features could

be elaborated (Weber, 1947:51-52). The Rationalistic models are distinguished by at least four major features: i) emphasis on the collective action by its individual members; ii) organizationally predetermined member behavior patterns; iii) clear goals; and iv) a defined external environment (Gouldner, 1959:405; Hage, 1965:290; Hill and Egan, 1966:3). The simplistic model, within this conceptual perspective, was the *classical economic* theory of the firm. This model was predicated on the assumption that each firm was so small in relation to its environment that it could exercise no discretion, and that it had to behave rationally toward an essential goal, namely, profit maximization (Cyert and March, 1963). Its focus centred around the personification of the firm as a single mythical entrepreneur (Lewin, 1948:72-74).

Frederick Taylor (1911), assuming the singular organizational goal to be deterministic, developed the *scientific management model*, which established management techniques to control and measure individual performance. Weber (1947) developed the *ideal bureaucracy* model based on a defined authority structure in which hierarchical members' behavior was directed by general rules oriented toward a single goal for the organization. Henry Fayol's (1949) focus on the managerial role typified the Rationalistic perspective's view that the managerial elite used rational and logical means to pursue clear goals, while lower worker echelons were governed by nonrationalistic orientations (Perrow, 1961:854) and, therefore, must be induced by compensation to contribute to the organization's pursuit of specific ends (Simon, 1965:173).

In the Rationalistic perspective, organizational models are permeated with the classical notion that organizations have a well defined goal, intuitively perceived to be concerned with the organization's function in society (Mohr, 1973:471), and that the most effective and efficient use of resources was the organization's primary concern as the means to a stable and given end or goal (Perrow, 1961:855). The

inadequacy of this classical (or traditional) perspective is that it lacks integration with empirical evidence that modern organizations are complex (Blau and Scott, 1962:1), not simple. Their environments are unstable (Selznick, 1966:74; Thompson and McEwen, 1958:24), no stable. They have multiple and conflicting goals (Cyert and March, 1963:30), not just one omnipresent goal. Nonrationalistic behavior exists at all levels (Perrow, 1961:855), not just among lower levels. Organizations are comprised of individuals, who are the basic strategic factor in organizations (Barnard, 1938:73), since organizational entities themselves cannot be personified (Simon, 1964:1; Thompson, 1967:127). Consequently, this theoretical perspective has failed to respond to the introduction of modern organizational concepts and research. Nevertheless, the Rationalistic models remain distinct historical benchmarks for the evolution of the study of organizational goals and proponents of opposing modern organizational perspectives (Georgiou, 1973:295).

The Behavioristic Perspective

The Behavioristic (or human relations) theoretical perspective focuses on the human factor shortcoming of the Rationalistic theory. This perspective accounts for individual or group behavior in the analysis of organizations (Etzioni, 1964:3). Its frame of reference usually reflects a focus on the actors within the organization and on individual behavior being conditioned by personality, as well as by organizational goals and environmental factors (Simon, 1964:1; Hall, 1977:9). Consequently, behavioral process examination must account for the cognition, beliefs, and perceptions of the organization's actors toward organizational goals.

Barnard (1938), an early behaviorist, defined organizations as co-operatives of human actors involved in systematic relationships for at least one definitive end or goal (Barnard, 1938:82). Gardner (1946), a human relationist, conceived the theory

of organizations as subsystems operating within a larger system (Society), and these subsystems are comprised partly of formal relationships and, in part, made up of diverse informal patterns (Gardner, 1946:Chpt. 2). Simon (1947) reinforces the complex nature of behavior within modern organizations by stating that none of the organization's actors act with perfect rationality, although they attempt to be as rational as possible within the limits set by their personalities (Argyris, 1974:16), organizational goals and the influences about them (Simon, 1947:68).

The Behavioristic models, in emphasizing the role of individuals or groups of people within the organization, tend to focus (Bennis, 1966; Likert, 1967; Beckhard, 1969; Argyris, 1974, 1964) on internal processes as the basis for assessing the organization's adequacy in accomplishing or moving toward its goals (Price, 1972:3-15; Hall and Clark, 1980:119-21). This perspective still operates within the goal paradigm, but regulates organizational goal attainment to a secondary position. It describes organizational goals as the aggregate of an organization's individual and/or group goals, thereby avoiding the Rationalistic's personification of the organization (Thompson, 1967:127). The Behavioristic concepts moved organizational theory and the goal paradigm from the classical closed system to the contemporary open system view point, which recognizes that organizations are comprised of dynamic internal relationships (Katz and Kahn, 1966:Chpt. 2). However, Behavioristic concepts tend to ignore the organization's interaction with its external environment.

The Natural System Perspective

The Natural System perspective focuses on the external influence factor deficiency of the Behavioristic concept. While acknowledging that organizations are social entities (Behavioristic) pursuing some specific goal related to their outputs to society (Rationalistic), the Natural System models also recognize that organizations generate needs of their own revolving around their own survival within their

environment (Selznick, 1957:21). This perspective has resulted in empirical evidence that organizations develop system goals (in addition to their general goals) concerning the maintenance or survival (Likert, 1961:71-76; Warner and Havens, 1967:541) of the organization itself. These subgoals may be valued by organizational members as ends in themselves (Selznick, 1957:21), and/or they may replace, or distract attention from, the agency's general goals (Sills, 1957:227; Warner and Havens, 1967:540). The goal paradigm remains the dominant feature in the analyses of organizations from the Natural System perspective (Georgiou, 1973:294). It is merely a sophistication of the goal paradigm, moving it toward a more comprehensive perspective of organizations as both complex social entities and adaptive structures, while searching for operative versus official goals to accurately describe the actual goals of modern organizations (Etzioni, 1964:7).

The Open System Model

Drawing on the contributions of the organizational perspectives presented, one can observe that organizations are oriented primarily toward the attainment (Rationalistic) of specific goals (Parsons, 1956:64); organizations cannot be properly understood apart from the individuals (Behavioristic) related to it (Simon, 1964:1; Kahn et al., 1964:31; Hall, 1977:9); and organizations have multiple and competing goals related to both their general (or stated) goals, and system needs (or subgoals) to maintain themselves within their environment (Natural System) (Mohr, 1973:475). These three perspectives, in essence, reflect different elements of the Open System model. With its heritage in biological sciences (Bertalanffy, 1968:413), the Open System model has led modern organizational analysts to treat the organization as an organism that requires *Inputs* of resources from its external environment. These

Inputs are *Transformed*, through internal processes, into *Outputs*, and these *Outputs* are delivered as products or services back into its environment (Daft, 1983:93).

In light of the merits of each of these organizational perspectives, the study of organizations within multi-conceptual perspective framework is well served by the following definition of modern organizations:

"Organizations are social entities, that are goal-directed, deliberately structured activity systems within an identifiable boundary".

(Aldrich, 1979:4-6)

This definition recognizes that modern organizations can be simultaneously viewed from the three prevalent organizational theory perspectives presented within the Open System model. Organizations are concomitantly: i) *structured activity systems* continually adjusting to internal and external influences relative to their defined boundary - *Inputs* (Natural System); ii) *social entities* comprised of interacting groups of people and individuals - *Transformation* (Behavioristic); and iii) *goal directed*, operating in a rational, albeit fragile, fashion to achieve specific ends - *Outputs* (Rationalistic). It is evident that the goal paradigm has been an evolving, controversial and illusive component of the conceptualization of organizations (Georgiou, 1973:292). Nevertheless, the organizational goal concept is a central theme, although problematic, in each of these perspective's attempts to measure the dominant concern of organizational analysts - organizational effectiveness.

Organizational Effectiveness

An organization's pursuit of goals is the hallmark of contemporary organizational theory. Organizational goals are viewed as representing the reason for an organization's existence and the outcomes it attempts to achieve (Daft, 1988:98). Consequently, organizational effectiveness is commonly referred to as the degree to which an organization realizes its goals (Etzioni, 1964:8) and/or makes progress

toward its goals (Parsons, 1960:3). The assessment of organizational effectiveness has proven to be one of the more intractable problems in organization analysis. While there has been no simple solution, the four prevalent organizational effectiveness approaches each use goal related criterion, while focusing on one of the three dimensions of the Open System model. Each of these effectiveness approaches also reflects at least one of the three theoretical organizational perspectives previously presented.

The Goal Approach

The Goal Approach to organizational effectiveness focuses on the *Output* dimension of the Open System model and reflects, primarily, the Rationalistic perspective of organizations. Early use of this approach focused on prescribed and derived goals (Yuchtman and Seashore, 1967:892). The use of prescribed or official goals was criticized as a valid source of information, given empirical evidence that prescribed goals are ambiguous official artifacts designed for public consumption (Etzioni, 1975:7), and/or their interpretation by a diverse range of internal and external groups of people (Mohr, 1973:476). The derived goal approach, using goals externally derived by society or the investigator, was criticized because it generally arrived at goal terms that are independent of the organization (Yuchtman and Seashore, 1967:897; Price, 1972:13).

It is difficult to refute these criticisms, and they have lead to attempts to identify the real nature of an organization's goals (Etzioni, 1975:72), evident as operative goals (Price, 1968; Steers, 1975; Etzioni, 1975; Hall, 1977) observed through the actual goal activities of the organization (Perrow, 1961:858; Gross and Grambsch, 1968:284). Goal activity research using the organization's members (Georgopoulous and Mann, 1962:271) for identifying organizational goals, rather than using those derived independent of the organization, produced more valid indicators

of an organization's actual goals (Gross, 1968:523; Mohr, 1973:478). Empirical inquiries resulting from such efforts have indicated that organizations have multiple and conflicting goals (Mohr, 1973:472), thereby suggesting that the Goal Approach to effectiveness must be based on all dimensions of the Open System model, not just its *Output* dimension.

The System Resource Approach

The System Resource Approach focuses on the *Input* of resources dimension of the Open System model and reflects, primarily, the Natural System perspective of organizations. Its criterion of effectiveness diverts attention from the Output goal attainment concern by focusing on the optimum allocation of resources (Yuchtman and Seashore, 1967; Katz and Kahn, 1964) from the organization's environment. As such, an organization's effectiveness in acquiring *Inputs* from its external environment would in turn maximize its attainment of given *Output* goals (Yuchtman and Seashore, 1967:898).

It is evident that this approach merely avoids the classical, prescribed notion of the goal paradigm. Without the concept of organizational goals, the System Resource approach fails to satisfy a major criterion of effectiveness. In short, one must identify organizational goals in order to establish those resources that must be efficiently attained. While this approach considers the organization's relationship with its environment, its central notion of resource optimization (Yuchtman and Seashore, 1967:901) has not resulted in general or comparative measures related to goal attainment, rendering it as having a limited and isolated perspective to assess organizational effectiveness (Price, 1972:8).

The Internal Process Approach

The Internal Process Approach focuses on the *Transformation* (Internal Process) dimension of the Open System model and reflects, primarily, the Behavioristic perspective of organizations. The human relationists (Argyris, 1964; Bennis, 1966; Likert, 1967) examine how internal individuals and groups contribute to, and/or detract from, the organization's goal attainment (Conolly et al., 1980:215). Their criterion of effectiveness focuses on the satisfaction levels of individuals and groups within the organization (Keely, 1978:277). By its very nature it is subjective. It does not quantify criterion related to goal attainment and does not evaluate the organization's relationship with its environment, it therefore, represents a limited view of organizational effectiveness.

The Integrative Approach

These three organizational effectiveness approaches each utilize a different theoretical perspective and Open System model dimension, while making implicit or explicit reference to the notion of organizational goals (Price, 1972:12). Each of these unique viewpoints makes a valid contribution to both the goal paradigm and the study of organizational effectiveness, but lack an integrative element (Steers, 1977:4). The more contemporary organizational effectiveness approaches integrate these opposing viewpoints (Price, 1972:5-6). The Integrative Approach is gaining popularity, based on the prevailing view that organizational effectiveness is a complex, multi-dimensional concept that has no single measurement source (Friedhandler and Pickle, 1968:296; Keely, 1978:280; Kanter and Brinkerhoff, 1981:321-49; Cameron, 1984:241). It embodies the diverse elements of three theoretical perspectives, three effectiveness approaches, and three Open System model dimensions, while focusing on the goal attainment concern organizations.

In summary, a review of organizational theory literature indicates that organizational goal analysis, a critical element of organizational effectiveness studies (goal attainment), might best be achieved with a conceptual framework utilizing a *multi-dimensional* viewpoint (Open System model), a *multi-theoretical* organizational perspective and a *multi-faceted approach* to assess organizational effectiveness. Such a comprehensive approach to study organizational goals would, simultaneously, require a sound understanding of the essence of goals to establish a theoretically relevant construct for the identification and measurement of organizational goals.

Organizational Goals

A critical component of a study of organizational goals is the requirement of a compatible operationalized approach for identifying and measuring organizational goal phenomena. This section discusses the operationalization of the conceptual considerations in this regard under the following headings **Organizational Goals Defined, Individual Versus Organizational Goals; Official Versus Operative Goals and Output Versus Support Goals.**

Organizational Goals Defined

In spite of the fact that the concept of organizational goals has received wide spread attention in macro-organizational literature (Zald, 1963; Etzioni, 1969; Gross, 1969; Perrow, 1961, 1970; Mohr, 1973; Georgiou, 1973) and, correspondingly, in micro-organizational literature (March and Simon, 1958; Vroom, 1960; Gibb, 1969; Kelley and Thibaut, 1969; Locke, et al., 1970), the difficulty in developing an operational measure of goals within a theoretical construct remains problematic, in part, due to disagreements surrounding the definition of organizational goals (Simon, 1964:1). The essence of organizational goals is characterized by a comprehensive (rather than simple) definition, and multiple elements (rather than a unitary character),

which suggests that multivariate construct may be a useful premise for operationalizing the notion of organizational goal concept (Gross, 1969:293).

Etzioni defines an organizational goal as ". . . a desired state of affairs which the organization attempts to realize" (1964:6). Warner calls it ". . . a state of affairs or situation which does not exist at the present but it is intended to be brought into existence in the future by the activities of the organization" (1968:5). These definitions demonstrate the difficulty in defining organizational goals without personifying the organization as something more than a system of interacting individuals (Thompson, 1967:127-128).

In reality, an organization is an abstraction, rather than some singular personality that has the ability to create an intention (Mohr, 1973:473; Albanese, 1975:49). Since organizations are formal social entities it seems reasonable to postulate that a group of organized individuals has goals over and above the goals of its individual members (Cartwright and Zander, 1960:403-7; Simon, 1964:7). But the definitions to this point remain evasive when it comes to comparing something analogous at the organizational level to goals at the individual level (Cyert and March, 1963:26). Thompson and March attempt to overcome the personification problem by considering a consensus of intent by the dominant coalition to be the goals of the organization (March, 1966:70; Thompson, 1967:128). Several analysts reject this notion and espouse a view that organizational goals are the result of a continuous bargaining/dominant learning process (Cyert and March, 1963:27) among a shifting and dynamic coalition of members within, and external to, the organization (Simon, 1964:403). Consequently, there is an overwhelmingly diverse number of organizational members, each with potential eligibility to be considered as part of the dominant coalition having goals for the organization (Mohr, 1973:473).

Constituting the organizational goal by employing a collective inventory of individuals' goal intentions for the organization from different vantage points within the organization meets the personification problem directly. In this sense, the notion of organizational goals must be considered as an analytical, rather than global, characteristic which, like the organization's structure, adheres to the collectivity itself (Lazarfield and Menzel, 1961:422). Analytical characteristics are aggregates determined by summing individual intentions. The best candidate to this end would seem to be consensus - a tacit agreement on the shared goals of the organization, notwithstanding the possibility that individuals might deviate in their specific goal preferences for the organization (Thompson, 1967:28). This approach considers the presence of a set of goals that is not static (Thompson and McEwen, 1958:24) and that is organized hierarchically from the environment to the organization to organizational subgroups and, subsequently, to individuals (Kast, 1974:155). Thus we can consider the merit of the following definition of an organizational goal as:

". . . the goal of a program occurring within the organization and under its auspices whose direct referent is either the organization itself as an institution or some aspect of the organization's environment"

(Mohr, 1973:475)

This definition recognizes that organizations are subsystems of a larger social system, by which their goals must be legitimized (Parsons and Bales, 1955:259-270) and to which the organization's goals must reflect an external relationship (Cartwright and Zander, 1960:306-307; Katz and Kahn, 1966:66; Etzioni, 1975:89). At the same time, this definition acknowledges that some organizational goals refer to the state of the organization itself (Parsons, 1960:6-69). Organizational goals impose hierarchically ordered constraints through the organization's different internal levels (Kast, 1974:160). Within the organization, the goals of a higher group become constraints for lower groups (Kochran et al., 1976:530). This influence occurs

through the organizational means-end chain (Merton, 1957:114; Simon, 1964:22), whereby goals at a low level of the organization may simply be instrumental to the attainment of the organization's end goals established at higher levels (Deniston et al., 1968:325).

This goal differentiation definition leads to a whole host of goals and subgoals, which are interacting with each other and continually modifying the organization's goal hierarchy (Lawrence and Lorsch, 1967 b:15). These goals are both functional (Zald, 1963; Etzioni, 1964; Steers, 1977) and dysfunctional (Merton, 1957; Etzioni, 1964; Gross, 1968; Price, 1972). While organizational goals are considered an organizational multiple item phenomena that provide order, direction, coherence and stability within the organization (Simon, 1964:7), it is recognized that they are value-laden assumptions (Simon, 1964:11) by individuals or groups, which can cause conflicts between individuals' goals and organizational goals (Price, 1972:22). This complex, rather than simplistic, perspective necessitates considering the reciprocal and conflicting nature of the organizational and individual goal relationship (Kochran et al., 1976:530).

Individual Versus Organizational Goals

The individual's relationship to the organization is a complex one; his goals may be unrelated, in unconditional agreement, and/or in total or partial conflict with the organization's goals (Vollmer and Hills, 1966:264). An individual's goals refer to his personal motives, based on his own personality characteristics and values, that affect his personal goals for the organization (Cartwright and Zander, 1960:310). While personal motives may mediate an organizational member's acceptance of organizational goals, or at least inducements to do so (Locke et. al., 1970:157),

organizational goals are also internalized as needed cognitive structuring factors for an individual's organizational activities and behavior (Levinson, 1970:39).

Through the internalization of shared organizational goals and the absorption of these goals into his own attitudes, the individual takes on an organizational personality distinct from his personality as an individual (Vroom, 1960:229). Therefore, it would seem that one trend of evidence for the presence of shared organizational goals would consist of a consensus between organizational members as to what they think the organizational goals are (Gross, 1969:279). This approach recognizes that organizational goals exist in participants' minds relative to their organizational relationship. The organization's inventory of goals is over and above the transitory nature of its participants (Cartwright and Zander, 1960:403), and more general than the individual goals for the organization held by any of its particular members (Simon, 1964:2; Keely, 1978:289). Thus, the collective of individual goals for the organization at any given time is likely to be a better source of goal identification than goal statements found in official organizational documents.

Official Versus Operative Goals

Both organizations and individuals develop goals which can be classified as manifest or latent. Manifest goals are the prescribed or officially stated goals which describe what the organization should be doing (Perrow, 1961:855). Latent goals are those which are usually not stated, but are reflected in what the organization is actually doing on a day-to-day basis (Etzioni, 1964:7). As previously reported, prescribed goals are official statements (Perrow, 1961:855) designed to rationalize the existence of an organization (Warriner, 1965:140), and they are conveniently ambiguous to encompass and mask the disparate real or operative goal activities of the organization (Merton, 1957:199; Katz and Kahn, 1966:116).

Operative goals more accurately designate the ends sought by an organization as described by what the organization is actually trying to do (Perrow, 1961:856), its interpretation of (Merton, 1957:99), and/or its efforts toward (Gross, 1969:281), the organization's goals as exhibited in the daily activities of its organizational members (Etzioni, 1975:72). If we know something about the actual operational tasks or imperatives of the organization as conditioned and influenced by its members, we can predict the truer nature of an organization's goals (Perrow, 1961:857) through the evidence of operative goals, regardless of its official goal statements (Cressey, 1958:43-49; Hall and Clark, 1980:133). In this manner, the collective perceptions of organizational members as to what their goal intentions are for the organization contributes to the understanding of the organization's actual goal structure (Etzioni, 1960:15; Thompson, 1967:28; Gross, 1968:523), whether these goals contribute directly to the organization's goal attainment or the maintenance of the organizational system itself (Gross, 1969:282).

Output Versus Support Goals

An organization must do more than devote all its attention to goal attainment in order to accomplish its goals (Parsons, 1959:38); thus, it seems important to consider goals according to whether their referent outcomes are related to goal attainment or to the organization itself (Cartwright and Zander, 1960:360; Burns, 1961:132-133; Katz and Kahn, 1966:66; Friedhandler and Pickle, 1968:292; Rothman, 1969:260; Perrow, 1970:133-174; Mohr, 1973:476; Etzioni, 1975:89). Both Gross (1968) and Mohr (1973) consider this dual nature of organizational goals in their coequal terms of Output (Gross) or Transitive goals (Mohr), reflected in the production of some product or service that will benefit society outside the organization, and Support (Gross) or Reflexive (Mohr) goals, as those having to do with attaining the organization's system functional imperatives (Parsons, 1959:3-38), such as

integration, adaptation, pattern maintenance, and goal attainment functions required to maintain the organization itself (Gross, 1969:291-292; Mohr, 1973:475).

The discussion on the essence of organizational goals leads to organizational goals being best characterized as involving: a) a shared goal structure within the organization's collective consensus of intent (Thompson, 1967:28; Keely, 1978,:287); b) a notion that goal change being more prevalent than stability in the face of environmental influences (Thompson and McEwen, 1958:24); and c) a recognition that goals are the result of internal social processes involving individual organizational personalities and motives (Mohr, 1973:475). While these considerations provide a more comprehensive view as to the essence of organizational goals, it is still necessary to establish how one determines the existence of organizational goals.

Identifying Organizational Goals

It is unrealistic to simultaneously expect perfect compatibility and optimal satisfaction of both the individual's goals for the organization and the organization's multiplicity of goals (Kast, 1974:169; Keely, 1978:279). Every organizational activity requires that individuals or groups subordinate some of their independence and discretion to the operational requirements and constraints (Etzioni, 1964:126; Thompson, 1967:128) found in organizational goals. As a result, goals are a major antecedent to organizational conflict (Cartwright, 1965:46; Kelley and Thibaut, 1969; Schmidt and Kochan, 1972:360). Effective organizations, therefore, need processes for resolving goals conflicts, accommodating goal change, and integrating diverse and sometimes contradictory goals to establish conditional reciprocity between individual and organizational goals (Vollmer and Hills, 1966:264; Kast, 1974:468). The process of operationalizing the theoretically relevant identification of organizational goals is,

therefore, best set forth with a conceptual understanding of how they are formulated, adapted and integrated. As well, this process must consider whose goals are a valid source for the identification of an organization's inventory of shared goals.

Goal Formulation, Adaptation and Integration

Conceptual considerations for the identification of organizational goals are discussed in terms of organizational goal processes under the following headings:

GOAL FORMULATION

There are two major ways to view the goal formulation process. The first, the Thompson and McEwen model (1958), deals with external influences and the second, the Cyert and March model (1963), deals primarily with the influence of internal power by individuals and/or groups of people on organizational decision making processes (goal setting).

Thompson and McEwen (1958) have suggested that goal formulation can be understood by looking at the relationship between the organization and its environment (1958:25). In their model goal formulation is viewed, primarily, as a process by which an organization seeks to maintain a favorable balance of power within relative to its external environment. The more power the organization has, the more autonomy it has in determining goals to guide the activities of the organization. Their model utilizes the *Input* dimension of the Open System model (Blau, 1955:95-96), whereby external influences become constraints and the major factor affecting the organization's goal structure (Zald, 1963:337; Mohr, 1973:475). Consequently, an organization's ability to act independently of externally referent powers and influences (Thompson and McEwen, 1958:27) is a greater determinant of its ability to achieve organizational effectiveness (Steers, 1977:29) than administrative rationality (Thompson and McEwen, 1958:25).

Cyert and March (1963) view goal formulation primarily as a political process consisting of ongoing negotiations, that takes into account an organization's internal power structure. In their model, goal formulation is viewed as a continual bargaining/learning process (1963:118) among dominant, albeit shifting, coalitions of groups and/or individuals with diverse needs, orientations, and desires (Steers, 1977:115) relative to an organization. Their model focuses on the *Transformation* (Internal Process) dimension of the Open System model of organizations, whereby members' or groups' power bases are such that they either influence, or are subordinate to, the goal formulation process.

Despite their divergent approaches, both the Thompson and McEwen and the Cyert and March models share a degree of overlap in explaining the continual difficulty experienced by organizations in specifying goals beyond prescribed goals, the difficulty of managerial rationality applied to goal formulation and the necessity for organizational goals to be in a constant state of change. The integration of these two models recognizes the dual aspects of power distribution, both within the organization and between the organization and its environment, as coequal influences on the goal formulation process (Steers, 1977:30-32). Goal research should involve the identification of goals through various vantage points such as different internal and external interest groups, not just through senior management (Marschak, 1965:447; Georgiou, 1973:292), and using transitive (Support) goals reflecting an organization's need to adapt to its environment (Warner and Havens, 1967:541), not just those related directly to goal attainment (Outputs).

GOAL ADAPTATION

Goal formulation is not an event (Perlman and Gurin, 1972:52-75; Hall, 1977:172); it is the continual organizational process of optimizing and accommodating numerous competing and conflicting goals (Eilon, 1974:219), while adapting to

various internal and external influences (Lindholm, 1959:79-88; Butcher et al., 1980:158). When goal adaptation is the result of collective conscious intent, the process is termed *goal succession* (Sills, 1957:15). When goal shifts occur without conscious intent, it is referred to as *goal displacement* (Blau and Scott, 1962:213; Warner and Havens, 1967:541).

Goal succession represents the organizational members' collective conscious replacement, through the continuous organizational bargaining/learning process (Hall, 1977:172) of an existing goal, as a consequence of the previous goal being perceived as achieved, unachievable, or irrelevant (Sills, 1957:15; Blau and Scott, 1962:231). The new goals may be in response to new external influences (Drucker, 1954:37; Thompson and McEwen, 1958:823; Zald, 1963:209) and/or to the ability of the dominant coalition to modify goals and/or reduce the ability of others to affect goal processes (Zald, 1970:215).

Goal displacement is more subtle and occurs when there is an unintended diversion from the organization's existing goals. Displacement may occur because of a means-end chain inversion, whereby goal related activities, rather than goal attainment itself, become defacto goals in themselves for organizational members (Perrow, 1961:856; Hodgkinson, 1965:5; Warner and Havens, 1967:541). It may also occur when goal activity delegation and resulting interpretation by organizational members displace the original intent of a goal (Sills, 1957:16; Cressy, 1958:48; Banfield, 1962:75-79) and/or when dominant power holders subvert organizational goals by way of their vested interests (Butcher et al., 1980:158). Organizational goal research is, therefore, best served if goal identification facilitates insights from various vantage points on both organizational goal activities and goal intentions (Sills, 1957:149; Banfield, 1962:76).

GOAL INTEGRATION

Both the goal formulation and adaptation processes, while guided by rational intent, are subject to the potentially dysfunctional elements of external influences and internal political factors. The function of integrating and resolving goal conflict (caused by both external and internal influences) rests with management. However, the hierarchical logic of goals stemming solely from management endows spurious administrative rationality (Simon, 1965:246) as epitomized in various organizational goal processes such as P.E.R.T. (Program Evaluation and Review Technique), P.P.B.S. (Planned Program Budgeting Systems) and M.B.O. (Management by Objectives). These view goal integration as a technical problem of planning applied to social relations (Thompson, 1967:76).

Such rational goal setting techniques are in contrast to the socio-political realities of organizations, in which organizational goal conflict is precipitated by the divergent values, attitudes and perceptions of organizational members and groups that influence (Warriner, 1965:143) their organizational behavior (Robbins, 1983:24), as evidenced in their acceptance or rejection of an organization's goals. Similarly, organizational members' reverence for a dominant coalition affects their perception or interpretation of organizational goals (Vroom, 1960:229; Georgopolous and Mann, 1962; Gross, 1968:541; Hall, 1977:170). The role of the effective manager is to keep inter- and intra-group conflict at low, or functional, levels (Lawrence and Lorsch, 1967 a:144), recognizing that organizational goals affect individual behavior and vice versa (Kochran et al., 1976:530).

It is incumbent upon the manager as an integrator of diverse interests to understand the characteristics of organizational members and groups (Mechanic, 1969:349-364; Locke, 1970:174), their relevant power bases (Thompson and McEwen, 1958:23), and their organizational behavior. These requisites permit

managers to effectively facilitate goal attainment (Odiorne, 1969:612; Roman et al., 1973:307), to mediate between broad goals and technical performance (Thompson, 1967:12), to accommodate diverse member perspectives (Tilles, 1966:126; Lawrence and Lorsch, 1967 a:144), manage organizational conflict (Zald, 1963:216), and to strive to achieve organizational stability and harmony within a changing environment (Bernthal, 1974:188). This perspective leads to the realization that organizational goals cannot be fully determined by the goal structure of management alone (Georgiou, 1973:297), since goal formulation, adaptation and integration processes involve the mercurial power influences by other organizational members (Reisman, 1950:257). Organizational research, which accommodates the analysis of goal consensus among and between various organizational interests, therefore, provides more meaningful insights into the true socio-political nature of organizational goals.

Whose Goals? (The Institutional/Interests Perspective)

While management's goals for the organization are a convenient and a traditional indicator of organizational goals (Zald, 1963:216; Etzioni, 1964:6; Yuchtman and Seashore, 1967:892; Pennings and Goodman, 1977:152), it is evident that actual organizational goals are not necessarily the result of hierarchical power (Dahl, 1957:202; Etzioni, 1975:126). Power is often defined as the ability of one entity to influence another to carry out orders or to do something that they would not have otherwise done (Dahl, 1957:15; Kaplan, 1964:215). Organizational power is the ability of a dominant coalition to influence other people within the organization to bring about a desired outcome (goal) for the organization (Salanick and Pfeffer, 1977:3-21). The formal hierarchy of authority leads to an apotheosis that top management has a legitimate power base to influence organizational goals (Warren, 1968:961). This perceived power base resides in its: i) control of resource allocations

(French and Raven, 1968:261; Pfeffer and Salanick, 1978:136), ii) leadership role (Mintzberg, 1973:92) to intervene between internal variables (Pfeffer, 1981:101), interpret external influences (Thompson and McEwen, 1958:220), and iii) authority to make decisions for the organization (Parsons, 1956:36). This traditional perspective represents the rationalistic view that goal determination takes place within management and that its goals become constraints or inputs to lower level operational processes (Simon, 1965:246).

Power is not solely the result of hierarchical authority, and it is seldom that management has sufficient power to ignore other sources of power that constrain its influence on organizational goals (Daft, 1983:392). Firstly, there are referent *external* groups such as clients, shareholders, professional peers and suppliers of organizational resources which management, must accommodate within the organization's goal processes. Managers, consequently, employ goal-determination strategies that favorably position the organization with external interests in order to legitimize the goals of the organization (Meyer and Scott, 1983:199; DiMaggio, 1988:4). Managers must also accommodate the interests of *internal* groups, since lower levels within the organizations have potential power sources based on their position relative to scarce resources (Pfeffer, 1981:101), strategic organizational contingencies (Pfeffer and Salanick, 1978:19), technical specialization (Emerson, 1962:35), and collective interests (Mechanic, 1962:351; Hall, 1972:170) by which they influence an organization's goal structure. The accuracy of top management's perspective of the organization's goals is determined by management's accommodation of others (Warren, 1968:961; DiMaggio, 1988:9) and the organizational relevance of its power (Thompson and McEwen, 1958:21), rather than the formal authority, as well as its *personal* and professional characteristics (Hall, 1977:70).

Socio-political realities in organizations often result in managerial emphasis on efforts to accommodate diverse *external* interests (DiMaggio and Powell, 1983:126) and *internal* interests (Meyer and Scott, 1983:214) in consideration of their influence on the ability of the organization to sustain itself. This goal compliance requires management to establish harmonious internal and external relations in order for organizational goals to be attained (Dalton, 1959:79). Consequently, management must marshal conditions under which goal consensus is facilitated, rather than imposing goal compliance to its own goals for the organization. In this manner legitimizes its power to achieve voluntary acceptance by organizational members, groups and related interests to cooperate in the attainment of organizational goals (Peabody, 1962:469). Therefore, organizational goal research would be more accurate if goal survey methodologies employed various *external* and *internal* organizational interests as respondents, rather than only respondents from the highest level in the organization (Management), as information sources to obtain data on the nature of organizational goals (Marschak, 1965:447; Georgiou, 1973:292).

RELATED STUDIES

The review of literature clearly indicates both the complexity and the importance of accurately identifying organizational goals as the primary requisite to meaningful and applied goal related research. Based on the theoretical concepts highlighted to this point, this section reviews operationalization issues related to the development of theoretically relevant organizational goal research methodological procedures. This discussion revolves, primarily, around Gross's (1968) domain of inquiry for the study of organizational goals in American universities, from which the methodology for this study was adopted.

The Gross Study

Gross began his deductive process for goal survey instrument development by examining literature and documents containing goal information related to universities, from which he synthesized a long list of goal statements. Each statement was arranged on a five point Likert-type scale, which permitted participants to score the intensity of organizational activity and intent toward each goal statement. He utilized participants from different levels within the University setting and among various Universities as his *informants* regarding organizational goals (Etzioni, 1964:6; Warriner, 1965:142; Gross, 1968:523). The aggregate responses of the survey participants provided him with a reasonable estimate of each organizational goal statement's presence in the organization and its relative importance in an organization-specific manner.

His list of goal statements was developed in terms of organizational activities and, therefore, he used operative, rather than official, type goal terminology. His study employed a dual rating scheme to measure participants' observations on the organization's goal activities (*what is*) and their preferences for the organization's goal intentions (*what should be*) to differentiate between respondent's observations regarding the organization's goals and their own goals for the organization. This dual rating scheme provided insights into the congruency between organizational goal activities and organizational goal intentions.

Methodological Guidelines

A review of his operationalization of prevalent conceptual organizational goal considerations focuses on his methodology (in relation to other related organizational goal studies) under the headings **Source of Information, Measurement of Goals, Organizational Goal Structures, and Selection of Survey Participants.**

Source of Information

A review of related studies indicates that organizational members' goal observations/perceptions are convenient and meaningful indicators by which to identify and measure organizational goals (Zald, 1963; Gross, 1968; Blumenfield and Heavy, 1969; Burke and Wilcox, 1969; Carroll and Tosi, 1970; Price, 1972; Dachler and Mobley, 1973; Roman et al., 1973). This goal information source's value lies in the organizational members' more involved behavior within the organization. Although respondents may not have an equal opportunity to observe the actual importance of each goal statement, most probably do, and it is a fair assumption that the average of all responses is a reasonable estimate of the nature of an organization's goals (Etzioni, 1960:14-16; Vroom, 1960:229; Gross and Grambsch, 1968:12; Mohr, 1973:477). Based on this assumption, Gross used organizational members as inside *informants*, rather than merely as *respondents*, to ensure organizational-specific research (Cyert and March, 1969:308; Price, 1972:13).

Measurement of Goals

Gross's dual rating scheme involved the participants' observations on *what is (current)* goal activities, and their preferences on the *what should be (future)* goal intentions, of the organization. This distinction provides some confidence that the participants' dual rating responses would differentiate between the organization's goals and the individuals' goals for the organization (Zelditch, 1962:564; Warriner, 1965:142; Gross, 1968:520). The former represents an *informant's* observation (Zelditch, 1962:570), while the latter represents a survey *participant's* personal expression of their attitudes and values relative to the organization's goals (Vroom, 1960:229).

Determination of the existence of a goal was based on the survey participants indicating (on a Likert-type, rather than a dichotomous rating scale) the intensity of

their observation of the level of importance a goal statement receives in the organization. The participants' rating of goal importance in the operative rather than official capacity (Perrow, 1961:855; Yuchtman and Seashore, 1967:892) is based on their observations of the organizations day-to-day activities and decisions. His dual rating scheme provided measures to identify both the rank order of the organization's goal structure in terms of goal observations (*what is*) (Granger, 1964:74) and the goal preferences (*what should be*) of its organizational members that were involved in his goal survey (Hall, 1977:37).

Gross's inventory of items was by no means comprehensive but, rather, an attempt to describe the Universities' goals related to a University's goal attainment (*OUTPUT* Goals) and those related to its maintenance or survival functions (*SUPPORT* Goals) (Parsons, 1960:17; Gross and Grambsch, 1968:12). His *OUTPUT* Goal activity statements, relate to a University's efforts to produce something of value to export to its external environment. His *SUPPORT* Goal activity statements focus on organizational attention given to maintaining the University itself, in order for it to effectively and efficiently strive to attain its goals. Using a collective measure of goal intensity ratings, Gross utilized measures of - consensus (Thompson, 1967:28; Etzioni, 1975:15) to empirically determine both the existence (Mohr, 1973:478) and relative importance (Gross, 1968:525) of a goal statement.

Organizational Goal Structure

An examination of organizational goals cannot be limited to official type goals and Gross found it useful to employ a long list of goal activity oriented goal statements. Thus he avoided the tendency of survey participants to oversimplify an organization's goals when asking them to compose goal statements (1968:523) and/or to respond to official type goal statements (Perrow, 1961:855; Yuchtman and

Seashore, 1967:892). In this manner, he avoided a simplistic view of organizations as having but one goal, rather than a goal structure with differentially ranked goals based on the ratings of survey participants. This goal structure approach provides greater systematic insight to an organization's goal inventory than does the indiscriminate lumping of goal statements under the *rubic* of organizational goals (Mohr, 1973:479). His conceptual organizational goal model reflected an organizational goal structure with five (5) goal groupings as follows (Gross, 1969:287-291):

1. ***Services Provided***, which are reflected immediately or in the future in some product, service, skill, or orientation which will affect society;
2. ***Adaptational Goals***, which reflect the need for the organization to come to terms with the environment in which it is located;
3. ***Management Goals***, which deal with how should goals be integrated, goal conflicts resolved and priorities set for resource allocation;
4. ***Motivational Goals***, which seek to ensure the high level of satisfaction on the part of organizational members required to successfully achieve goal attainment; and
5. ***Positional Goals***, which focus on the position of the organization in terms of its effectiveness, legitimacy and survival in the face of environmental changes and societal demands.

The first grouping represents an organization's a goal attainment focus (***OUTPUT GOALS***), while the latter four goal groupings reflect its need to ensure its own survival (***SUPPORT GOALS***).

Selection of Survey Participants

Gross's study compared differences in goal perceptions among various positional groups within and among numerous University settings. A common

economical goal survey strategy is to survey only top management, based on the likelihood that it is these organizational members who develop the highest degree of internalization of organizational goals (Zald, 1963:344; Yuchtman and Seashore, 1967:892; Kast, 1974:180). This target group alone may be unreliable given the reality that actual organizational goal intentions and goal activities are in constant change, as influenced by the socio-political nature of modern organizations (Warriner, 1965:142) and the differing goals of various organizational interests through their distinct roles or responsibilities relative to the organization (Gross et al., 1964:48). A compromise between a comprehensive survey of all organizational members and surveying only top management is the solicitation of information from a sampling of knowledgeable participants representative of different *internal* positional and *external* organizational vantage points (Etzioni, 1960:14-16; Lawrence and Lorsch, 1962:42; Zald, 1970:213).

This approach provides the researcher with a comprehensive source from which to identify an organization's operative goals, while permitting an analysis of goal consensus in the organization being studied. Gross's measurement of consensus produced findings similar to Kochran's study (1976). They both found that participant goal perspectives were characterized by the structural level and roles (Bales et al., 1959:446; Gross et al., 1964:48; Butcher et al., 1980:159) among survey participants. It is evident that more meaningful goal research must go beyond management's perspective (Lieberman, 1956; Dearborn and Simon, 1958; Azumi and Hage, 1972; Hall, 1977) to examine the true nature of an organization's goal and its effectiveness in terms of goal attainment (Marschak, 1965:447; Georgiou, 1973:292).

RELATED METHODOLOGIES

There have been several recent empirical studies of organizational goals in municipal park and recreation department settings. These are reviewed in terms of their strengths and deficiencies.

The Edginton Study

Edginton's *Canadian Organizational Goal Study for Municipal Recreation* (1978) adopted the domain of inquiry employed by Gross (1968) as previously described. The development of Edginton's instrument's goal activity statements involved submissions from municipal recreation directors. These submissions were intuitively placed in Gross's five goal classifications. Pilot testing procedures resulted in eighty-five goal statements being retained for Edginton's national survey of municipal recreation administrators. His findings highlighted the top and bottom ranked goal statements and the level of goal congruency between the dual rating of goal activities (*what is*) and intentions (*what should be*), based on respondent goal importance ratings measured on a five point Likert-type scale (See Chapter 3 for more details).

His goal category focus suggested that positional, motivational, and planning and adaptational (*SUPPORT*) goals were given greater survey participant preference and organizational attention than *OUTPUT* Goals. While providing useful insights for research and practice, his goal groupings were not statistically verified, rendering them as interesting non-empirical observations.

The Witt et al. Study

In a study prepared for the Ontario Ministry of Culture and Recreation, Witt et al. (1979) also employed a dual rating Likert-type response scale to explore *Output* goal activity statements in municipal recreation agencies. Within their study, the researchers factor analysed their instrument's seventeen goal statements and identified

two underlying factorial dimensions of which one had an *orientation to people* (indirect provision of services) and the other an *orientation to programs* (direct provision of services). The former dimension reflected the prevalent shift over the last decade toward public recreationists serving as facilitators, enablers and educators (Balmer, 1979:5-7), with a focus on participant behavioral outcomes that result from their involvement in recreation opportunities. The latter dimension represented the traditional paternal model of public service delivery, whereby municipal recreation service agencies provided direct programming (Goodale and Witt, 1979:23).

The Goodale and Witt Study

The Goodale and Witt study (1979) was limited to Witt et al.'s (1979) seventeen *OUTPUT* Goals within a survey involving two groups of respondents (Municipal Recreation Staff and Community Citizens) within two different communities. This sample population procedure permitted a comparison of consensus within and between the two respondent groups. Goodale and Witt's findings suggested a that reasonable degree of consensus was present within both the Citizen and Municipal Recreation Staff populations from both communities. However, there was a lack of consensus between the two respondent group's response sets, as recreation practitioners' preferences indicated a desired shift toward more *provisions of services*, while citizens indicated a preference for the continuance of *direct provision of services*.

The Hastings Study

In 1984, Hastings repeated Edginton's national goal survey format and methodology in comparing goal importance ratings between municipal recreation administrators surveyed by Edginton in 1978 and those Hastings surveyed in 1984. His preliminary statistical analysis of item inter-correlations reduced the Edginton

instrument's content from 85 to 59 goal statements. However, his study ignored statistical verification of his instrument's goal classification scheme, and his study was, therefore, limited to the descriptive analysis of goal statement rankings in the same manner as Edginton's.

In reviewing the methodologies applied to the analysis of organizational goals in municipal recreation settings, each of the above studies contains a method but in itself lacks, a comprehensive methodology relative to modern theories of organizational concepts. Edginton's goal structure, Witt et al.'s use of factorial analysis to verify their instrument's goal-item content in terms of a goal classification scheme and Goodale and Witt's multi-interest group sampling procedure each provided useful considerations for the development of the current study's methodological framework.

SUMMARY

This study utilizes Edginton's goal survey instrument and methodology as the basis for its study of organizational goals in the municipal recreation service setting. In particular, his instrument's content and format are used because his mode of inquiry reflects the Chapter's findings that meaningful goal study research must attempt to identify and measure:

- operative, rather than solely official, goals through numerous goal-oriented activity statements;
- the existence and relative importance of goals within an organization through the collective consensus of survey respondents, as computed using Likert-type intensity ratings;
- goal attainment through indicators of both goal activities and goal intentions;

- a goal classification scheme involving a conceptual goal construct to classify numerous goal statements, rather than an simplistic view of organizational goals;
- both goal attainment (*OUTPUT*) and organizational maintenance (*SUPPORT*) functions of modern complex organizations; and
- organization-specific goals as determined effectively and efficiently through a diverse range of organizational interests' goal observations and preferences.

Edginton's adaptation of Gross's organizational goal model's five goal groupings is employed since it reflects the three *dimensions* of the Open System model, the four *theoretical perspectives* and the four *approaches* to evaluating organization effectiveness of the study's conceptual framework. As well, Edginton's organizational goal model permits the synthesis of numerous goal statements into concise and theoretically meaningful classification scheme of goal groupings. The ability of his instrument to produce reliable and valid empirical indicators of these goal groupings to study observed organizational goal phenomena would better enable practitioners and researchers alike to apply research findings derived from its use. Unlike the Edginton study, this study utilized a heterogeneous population sampling procedure to accommodate its conceptual framework's Behavioristic and Institutional/Interests perspectives.

In summary, the study's conceptual organizational goal model reflects *multi-dimensional, multi-effectiveness approach* and *multi-theoretical perspective* considerations of the study's conceptual framework. This conceptual framework, as operationalized in the study's use of the Edginton methodology and a heterogeneous sample population, is viewed as a comprehensive initiative for developing a goal survey instrument for application in municipal recreation service settings.

CHAPTER 3

METHODOLOGY

INTRODUCTION

The purpose of this Chapter is to describe the overall methodological approach, instrument development process and goal survey data analysis procedures of the study.

The first section presents the methodological framework for the study. The second section outlines the development of the Edginton (1978) and Hastings (1984) goal survey instruments. The third section describes the procedures used to assess the study's *base* instrument's (the Hastings adapted version of the Edginton instrument) statistical validity and reliability and to revise it as a more useful empirical research instrument (study's *revised* instrument). This section also outlines the application of the goal survey instrument and the procedures used to analyse its observed organizational goal phenomena.

OVERALL METHODOLOGICAL APPROACH

This study builds on the Edginton (1978) study, which purports to map a domain of inquiry reflecting the classification scheme of a conceptual organizational goal model. Edginton's goal classification scheme is a useful way to collapse his questionnaire's numerous goal statements into the more manageable form of five goal groupings. Since the Edginton instrument has not been subjected to reliability and construct validity testing, his empirical research methodology remains incomplete. The crucial question regarding the statistical verification of the proposed goal groupings dictated the methodological approach for this study.

Factor analysis is especially suited to the purpose of testing hypothesized models from quantitative survey data. It permits the delineation of the fewest and, at the same time, the most dominant clusters of items which can account for the major portion of variance within a given matrix of variables (Halpin and Croft, 1963:14). The factorial clusters of goal statements (or factorial dimensions), extracted through factor analysis, establish statistically derived abstractions that could verify the hypothesized item-groupings of a conceptual model. The extent to which dominant factorial clusters of goal items were consonant with the study's organizational conceptual goal model's groupings was the key consideration in adjustments to the *base* instrument, which resulted in the development of the *revised* instrument used to examine the Goal Survey data. The statistical analyses utilized were those contained within the Statistical Package for the Social Sciences (SPSSX - Version 2.1) (Nie et al., 1975) and a Linear Structural Equation Model Program (LISERAL) (Joreskog and Sorbom, 1989).

In summary, this study's methodological approach incorporates the inductive approach of the Edginton study into the current study's deductive research design. A concordance between these two approaches would verify the study's goal survey instrument as a useful research and diagnostic methodology. The design of this study involves the use of theoretical or inductive insights to modify the empirical sorting of goal items and, conversely, the use of the results of the data analyses to modify theoretical notions.

INSTRUMENT DEVELOPMENT

The Edginton Goal Survey Instrument

The 1978 study by Edginton featured a conceptual goal model of five goal groupings - *Services Provided, Management, Motivational, Adaptational* and *Positional* (Edginton and Neal, 1983:40). His instrument's 85 goal statements were

randomly organized within the questionnaire format, and respondents were asked to respond to each statement on a Likert scale ranging from 1 (of No Importance) to 5 (of Absolutely Top Importance) and 6 (Don't Know) (see Figure 3-1). This format allowed for the individual ratings of importance for each item, with the subsequent averaging of all respondents' ratings on each to assess the level of consensus on the relative importance of the goal statements. (Edginton and Neal, 1983:43). Another aspect of the instrument was a dual rating system, which required respondents to rate the *what is* (*Current*) level of importance for the goal, as well as the level it *should be* (*Future*). This feature facilitated an assessment of the level of congruence, or degree of agreement, between sets of goal importance ratings (*what is* and *what should be*) for each goal statement (Ibid.: 43).

Figure 3.1

EDGINTON LIKERT-TYPE SCALE

OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	DON'T KNOW OR CAN'T SAY			
1	2	3	4	5	6			
1. To develop short range plans (1-3 years) for Department								
		Is	X					
			1	2	3	4	5	6
		Should be				X		
			1	2	3	4	5	6

An individual who had marked his/her reaction to the goal statement in the matter shown would be expressing his/her thought that "To develop short range plans (1-3 years) for the Department" is currently of Medium Importance but should be of Extreme Importance.

Edginton's analysis of his Canadian Organizational Goal Study for Municipal Recreation survey data was limited to a descriptive analysis of the rank order of the goal statements, the difference (or congruence) in the ranking of goal statements between *what is* and *what should be* ratings, and observations regarding his goal classification scheme. Neither the reliability and construct validity of the survey

instrument nor the relevance to his conceptual organizational goal model were examined. Many studies and/or research articles have used Edginton's results and/or goal survey instrument (Edginton and Hood, 1977 (a.), (b.), (c.); Edginton, McDonald and Smith, 1978; Edginton and Neal, 1981, 1982 (a.), 1982 (b.), 1983; Edginton, Griffith and Neal, 1982; Neal and Edginton, 1982 (a.), 1982 (b.), 1982 (c.), 1982 (d.), 1984; Edginton, Hastings and Neal, 1983; Edginton, Neal and Rothschild, 1983; and Hastings, 1984). To enable the Edginton instrument to move from a merely descriptive multiple item instrument (rank order) to a predictive research tool based on his organizational goal model's five goal groupings, it is essential that the instrument's goal classification scheme be assessed and confirmed. If this statistical assessment is not undertaken reference to observed goal structures obtained from the use of his instrument must be treated solely as observations based on intuitive goal classifications.

The Hastings Goal Survey Instrument

Of the above mentioned Edginton-type goal studies, the Hastings study (1984) was the only one that attempted to address the construct validity and reliability of the Edginton instrument. The Hastings study (1984) compared Canadian municipal parks and recreation directors' perceptions of organizational goal importance with Edginton's results (1978). Hastings conducted factor analysis and computed zero-order correlations utilizing Edginton's survey data to determine if the goal-items clustered together and which were similar in content. He states that his factor analysis process on Edginton's data produced three factors - *Output*, *Management/Motivation*, and *Adaptational/Positional*, but he provides no statistical documentation to support this claim. His correlation matrix identified twenty-six items (having had moderate to strong correlations) that were deleted (Hastings,

1984:70) in his adapted version (59 goal-items) of the Edginton instrument (85 goal-items). Hastings, in his analysis procedures for his *adapted* Edginton instrument, utilized a test-retest procedure recommended by Borg and Gall (Hastings, 1984:68). His instrument was administered to a group of fifteen municipal parks and recreation directors and administered again one week later to the same participants. He computed a Pearson Product-Moment Correlation coefficient of .71 between the two sets of responses. This correlation figure is considered *significant* by Weber and Lamb (1970) as cited by Hastings (1984:68).

This study uses Hastings's adapted version (59 goal-items) of the Edginton goal survey instrument as its *base* instrument.

Preliminary Subjective Assessment

A Pilot Test was conducted to subjectively assess the study's *base* instrument's content, design and administration. A total of fifteen judges responded to a request to review the instrument's content. This panel was selected from academic institutions where the judges were involved in teaching and conducting research in the field of recreation administration. None had been involved as participants in the Edginton study, nor were they to be involved as respondents in the current study.

The judges were requested to rate each goal statement on a dichotomous scale as 1 (Relevant) or 2 (Not Relevant) and to suggest additional goal statements they felt were relevant for a study of organizational goals in the municipal recreation service setting. Because the Edginton goal statements were developed in 1978, their suggestions reflected an attempt to update the Hastings's adaptation of the Edginton goal survey instrument with goals appropriate to the municipal recreation services field at the time of the pilot test (1987). An analysis of the judges' dichotomous ratings resulted in ten goal-items being deleted. A subjective review of their goal

statement submissions by the researcher resulted in eight new goal-items being added. The resulting *base* instrument contained fifty-seven items. In addition, based on the judges' recommendations, the statements, questions and instructions were editorially revised to improve the clarity of the study's Goal Survey instrument (See Appendix i).

THE GOAL SURVEY

The following describes the administration of the study's *base* instrument, procedures used to revise the instrument and techniques used to analyse the Goal Survey ~~data~~.

Administration Of The *Base* Instrument

The data collection procedures utilized both a mailed and an *on-site* administration of the instrument. The Recreation Professional sub-population (respondents working in/or with municipal recreation service agencies) received a mailed questionnaire, while the Recreation Student sub-population responded to the questionnaire (respondents involved in recreation administration curriculum) in a classroom setting. The survey instrument package contained a covering page outlining the study's purpose and instructions for completing the questionnaire, and the list of fifty seven goal statements with dual rating Likert-type response scales (*what is* and *what should be*).

The mailed questionnaire procedures used for the Recreation Professional sub-population followed closely those advocated in Dillman's "Total Design Method" (1978:163):

- i. A cover letter, the questionnaire and a reply envelope affixed with prepaid class postage were placed in an envelope and sent to each respondent. The three different Recreation Professional respondent sub-

groups were sent different colored questionnaires to facilitate appropriate coding of the this sub-population's three sub-groups upon receipt of their completed questionnaires.

ii. One week following the first mailing a telephone call was made by the researcher to each questionnaire package recipient to confirm receipt of the questionnaire and to outline the purpose of the study.

iii. Three weeks after the first mailing, a follow-up was sent to non-respondents. It contained another questionnaire package as well as a revised covering letter stating that the individual's questionnaire had not been received.

The *on site* administration of the questionnaire for the Recreation Student sample population was conducted in a classroom setting and involved a brief overview of the study and questionnaire instructions. Approximately 40 minutes of class time were provided, by which time all participants had completed the questionnaire.

Identification Of The Survey Population

The population of the study was identified as having four sub-groups:

i. **Senior Management** represented chief administrative staff who were responsible for the overall co-ordination of a municipal recreation service departments. Fifty names were randomly selected from a mail list developed in April, 1987, by the Alberta Recreation and Parks Association.

ii. **Junior Management** included municipal recreation service personnel who had supervisory responsibilities for the co-ordination of some aspect of a municipal recreation agency service such as programs, facilities, parks or regional operations, but not the overall operation of the agency. Forty

names were selected from a mail list developed in October, 1988, by the Alberta Recreation and Parks Association.

iii. **Provincial Consultants**, who had responsibilities for consulting with municipal recreation service agencies, were selected from the Alberta Recreation and Park Department's staff list. Twenty names were selected from A.R.P.'s staff list in consultation with the Department's Assistant Deputy Minister to ensure that the people selected had frequent contact with municipal recreation service departments.

iv **Recreation Students** included in the survey were fifty third and fourth year students in the Recreation and Leisure Studies undergraduate program at the University of Alberta. These students were in a recreation service practicum work experience course at the time they completed the goal survey questionnaire. This practicum involved their placement within a of recreation agency.

The Senior Management and Junior Management respondents were from Alberta municipalities having a population range of 5,000 to 25,000. The first three sub-groups represented the Recreation Professional sub-population, with the Recreation Students representing the study's second sub-population.

Members of the Senior Management sub-group were similar in their positional role to the municipal parks and recreation directors involved in Edginton's study. It was recognized that though their perceptions are valid indicators of their agency's goals (Zald, 1963; Yuchtman and Seashore, 1967:892; Price, 1972:13), reliance solely on their perceptions as a major influence on the nature of an organization's goals (Cyert and March, 1963:121; Simon, 1964:15; Kast, 1974:105) is in conflict with the socio-political perspective of the study's conceptual framework (March, 1965:70; Thompson, 1967:128; Hall, 1977:170). This study's Goal

Survey, therefore, used three other survey respondent groups (Junior Management, Provincial Consultants and Recreation Students) to explore whether the instrument could accommodate different groups of respondents representing different vantage points on the operations of a municipal recreation service settings.

Techniques Applied To Analyzing The Survey Data

Instrument Assessment/Development

The study's instrument testing process focused on the statistical assessment of the relationship between the instrument's empirical indicators of its Goal Survey's observed goal phenomena and its conceptual goal model (Riley, 1963:23). These statistical analyses primarily addressed the reliability and validity requirements to substantiate the instrument's utility for applied research.

The data were subjected to the frequencies procedure within the Statistical Package for Social Sciences (SPSSX). Results of this program were utilized to ensure the accuracy of inputting survey data into the computer program, review the goal-items' measures and rank the goal-items in order of importance.

The testing of the instrument's reliability was based on a internal consistency of the instrument's overall list of items and individual item analysis. The instrument's factorially derived goal structure's (goal groupings) reliability between the study's dual rating scales (*what is* and *what should be*) rating scales was assessed using the LISERAL procedure. Validity assessment focused on the construct validity of the instrument's factorially derived components compared to the hypothesized goal groupings, based on item inter-correlations and factor solutions. Discriminatory power was examined using T-Tests and Analysis of Variance procedures to assess the instrument's capacity to produce statistically significant relationships from the observed data (Edginton and Neal, 1983:42). Statistical

reliability and validity procedures were repeated to analyse the implications of revising the *base* instrument's list of items to develop the study's *revised* instrument based on the findings of the initial exploratory use of such procedures.

RELIABILITY

Estimates of reliability for the *base* instrument were based on the internal consistency approach. Such estimates are based on the domain-sampling model for assessing measurement error within the instrument. This procedure assesses whether the instrument's items represents a defined common area of content for which the content limits are clearly specified (Nunnally, 1978:230). Basic to the domain-sampling model is the average correlation of the total item pool, indicating the extent to which some common domain exists among all items. The dispersion of the individual item correlations about the average would indicate the degree to which individual items varied in sharing this common domain (Nunnally 1978:195).

A co-efficient Alpha is a way to assess the reliability of a multi-item instrument. It establishes the upper limit of reliability of instruments developed in terms of the domain-sampling model. If the Alpha is low, there is no need to make other estimates of reliability (for example - retest, split-half and alternative-form methods), because they will prove to be lower (Carmines and Zeller, 1979:37), and it duplicates the corrected correlations from other reliability testing methods while requiring only a single administration of the instrument (Carmines and Zeller, 1979:37 & 45).

The results of applying the internal consistency approach to establish an Alpha co-efficient, are reported as:

Cronbach's Alpha (Cronbach, 1951) - An Alpha value of .80 was established as the minimum level to assess the instrument's overall internal consistency because correlations are affected very little by random measurement

error at this level of reliability (Carmines and Zeller, 1979:51) and therefore considered *significant*; and

Corrected Item-Total Correlations - These correlation co-efficients, derived from the Cronbach Alpha technique, were targeted at a minimum value of .30 as the criteria by which an individual item would be considered *acceptable* and, therefore, retained (Nunally, 1978:263) for the instrument revision process.

LISERAL The reliability of the instrument was also examined to see if the study's factorially derived goal structure was consistent between the survey's two time frame perspectives relative to the respondents' goal observations (*what is*) and preferences (*what should be*). The Linear Structural Equation Model (LISERAL) program (Joreskog and Sorbom, 1989) was utilized to compare the *revised* instrument's factorially derived goal structure with both the *what is* and *what should be* data. It analysed the correlation matrices for both sets of data and established a Goodness of Fit Index value representing the degree to which the study's goal structure was consistent with the data of both scales in the study's Goal Survey.

VALIDITY

In addition to assessing the instrument's reliability of its empirical indicators, it must also be assessed as to its construct validity - does it measure what it purports to measure? Construct validity was assessed using correlation and factor analysis techniques. They were undertaken to establish the instrument's dominant factors, to assess the resulting clusters of goal-items in relation to the study's hypothetical goal groupings, and to assess which items should be retained or discarded (Carmines and Zeller, 1979:27) in the goal survey instrument revision process.

The techniques used to assess the instrument's construct validity were:

Correlation Matrix - Correlation matrices were created to assess which goal-items correlated with each other using the fifty-seven goal-items of the base instrument. Similarly, correlation matrices were developed using the *revised* instrument's retained goal-items to confirm the appropriate clusters of item inter-correlations within the study's factorially derived goal structure. Item inter-correlations were considered *significant* as equal to or greater than .30 set at a level of confidence of $p=0.001$.

Factor Analysis - This procedure utilized the Principal Components Analysis (P.C.A.) extraction technique (Harmen, 1976) in the SPSSX program with the following system defaults: *factors extracted* - limited to the number of components extracted with a minimum eigenvalue set at 1; *iterations* - to a maximum of 25 for the factor solution; and *rotation* - the Varimax factor rotation method (SPSSX User Guide, 1986:715-731). The exploratory factor analysis process repeated the use of the Principal Components Analysis Extraction technique with different iteration and factors criteria to produce and assess different factor solutions and to establish the *best fit* factor solution representing a balance between item factor loadings ($> .40$) and maximizing the percentage of item variance accounted for.

Following the exploratory factor analysis process, the P.C.A. extraction program was limited to the *best fit* number of extracted components. Goal items having a higher factor loading ($> .40$) on one particular component, than on other components were assigned to that particular component as a *significant item* (Nunnally, 1978:423) within the instrument revision process.

DISCRIMINATORY POWER

Assessment of the instrument's discriminatory power focused on the ability of its empirical indicators to establish statistically significant differences within the observed goal phenomena. Such assessment focused on the final rating values in and

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DISCRIMINATORY POWER

Assessment of the instrument's discriminatory power focused on the ability of its empirical indicators to establish statistically significant differences within the observed goal phenomena. Such assessment focused on the dual rating (*what is* and

should be), and the rank order of goal items' importance (dependent variable), and the relationship between the survey's goal importance responses to the study's only independent variable (the respondent group). The statistical power of the differences thus derived determines the ability of the instrument to empirically measure theoretically relevant relationships in a meaningful manner.

Techniques used to assess the instrument's discriminatory power were:

T-Test - This procedure was utilized to compare goal importance response means by calculating and testing the significance of the differences between them. It involved a two-tailed test of *significance*, set at a critical value of + or - 2.63 at 100 degrees of freedom ($p=.001$) (Borg and Gall, 1983:380). It was used to test paired samples of the dependent variable (goal-items) relative to their rating differences in rank order of importance, their rating differences within the dual rating scales (*what is* and *what should be*) of the instrument and their rating differences by the various respondent groups.

Analysis of Variance (ANOVA) - This technique was utilized to look for significant differences between respondent groups in their rating of goal importance. The ANOVA program produces *significant* Student-Neuman-Keuls correlations set at a level of confidence of $p=0.05$ (SPSSX User Guide, 1986:451).

PROCEDURES FOR DEVELOPMENT OF *REVISED* INSTRUMENT

The process of revising the *base* instrument's pool of goal-items was determined by the decision criteria established for the exploratory reliability and validity assessment procedures. The instrument's retained items were subjected to repeated reliability and validity testing procedures to confirm the *revised* instrument's compatibility both with the study's organizational goal model and previously stated decision parameters regarding its measurement reliability.

Descriptive/Statistical Analysis

Following the procedures to revise the *base* instrument, the retained goal-items of the *revised* instrument (45 goal-items) were subjected to statistical analyses to examine the Goal Survey's observed organizational goal phenomena. The descriptive analysis involved the rank ordering of the goal instrument's statements' and goal groupings' importance among all respondents and within each respondent group. The statistical analysis procedures used to test the instrument's discriminatory power (T-Tests and Analysis of Variance) were utilized to describe statistically *significant* relationships within the observed organizational goal phenomena from the Goal Survey data.

This Chapter has presented the methodological procedures conducted for this study. These procedures have examined the data collection elements of the goal survey instrument, the assessment and development of the instrument and the methods used to analyse the data through the application of the instrument. Discussion and presentation of findings from the statistical analyses follow in Chapter 4.

CHAPTER 4

FINDINGS AND DISCUSSION

INTRODUCTION

The double focus of this study encompassed an instrument/development (confirmatory) and an exploratory component. The confirmatory portion focused on the goal survey instrument's utility as a research tool. The exploratory portion conducted an analysis of the Goal Survey's observed organizational goal phenomena. This Chapter presents the findings and discussions resulting from the instrument/development component under the heading **Assessment/Development of the Instrument**, and its exploratory component under the heading **Goal Survey Analysis**.

ASSESSMENT/DEVELOPMENT OF THE INSTRUMENT

The process of assessing and developing the study's goal survey instrument focused on the internal consistency reliability of its measures and the construct validity of its content and goal structure. The study's *base* instrument took the form of an adapted version (57 items) of Hastings' (1984) modification (59 items) of the Edginton (1978) goal survey instrument (85 items). Statistical procedures were utilized to assess the *base* instrument's content relative to both the study's organizational goal model and the factor solutions derived from the Goal Survey data. The findings of these procedures were used to refine the research utility of the goal survey instrument by revising its content. These procedures were repeated to test the reliability and construct validity parameters of the *revised* instrument.

Profile Of Survey Population

The Goal Survey population (See Table 4.1 below) involved the four sub-groups within two sub-populations (Recreational Professionals and Recreation Students) as previously described. Of the 160 respondents selected, 120 responded and, of the questionnaires returned, four were rejected because they were incomplete. This left a final return rate of 72.5% (116/160). The resulting survey population of 116 respondents exceeds the minimum criterion of 100 participants in the survey population and twenty respondents in each sub-group to conduct meaningful statistical analyses (Borg and Gall, 1983:259).

The survey population consisted of two sub-populations, Recreation Professionals (63%) and Recreation Students (37%), which further collapsed into the four sub-groups: Recreation Students (37%); Senior Management (27%); Junior Management (20%); and Recreation Consultants (16%).

Table 4.1

PROFILE OF GOAL SURVEY POPULATION

Respondents' Group	Survey Population	Number of Responses	Group's Response Rate	% of Survey Respondents
Senior Management	50	31	62%	27%
Junior Management	40	23	57.5%	20%
Recreational Consultants	20	19	95%	16%
Recreation Students	50	43	86%	37%
TOTAL	160	116	72.5%	100%

Descriptive Statistics

Means, standard deviations and ranges were computed, (See Table 4.2, pg. 68) using the Frequencies procedure of the SPSSX program (SPSSX, 1986:314) for the goal-items within the study's two rating scales (*what is* and *what should be*).

FINDINGS

The *what is* and *what should be* goal-item means ranged from 2.36 to 3.80 and 3.20 to 4.41 respectively. Standard deviations ranged from 0.71 to 1.00 and 0.64 to 1.00 for the *what is* and *what should be* scales respectively. The range of scores was between 2.0 and 4.0.

DISCUSSION

The average response means for the *what is* rating scale had a lower range than the *what should be* scale indicating the respondents' ratings, overall, were higher for the latter scale's goal-items. The standard deviations were all equal to or less than 1.0 indicating that a reasonable degree of consensus was present among respondents as to the existence of all the goal-items within the survey population's dual rating scales (Gross, 1968:523). The range of scores was generally 4.0 within the six point Likert-type scale. This finding indicates that a wide range of respondents' goal importance ratings were accommodated by the instrument. Those few goal-items with a range of 2.0 and 3.0 represented those that had the higher response means within either scale (equal to or greater than 3.56 - *what is* scale and 4.09 - *what should be* scale). This finding indicates that some of the goal-items having the highest means within each rating scale exhibited a high degree of consensus as to their relative importance among the survey respondents.

Table 4.2

**"WHAT IS" AND "WHAT SHOULD BE" SCALES -
DESCRIPTIVE STATISTICS**

GOAL ITEM	"WHAT IS"			"WHAT SHOULD BE"		
	Mean	St. Dev.	Range	Mean	St. Dev.	Range
1	3.31	0.799	4.0	3.51	0.937	4.0
2	2.36	0.903	4.0	3.60	1.050	4.0
3	3.47	0.908	4.0	4.19	0.941	3.0
4	3.22	0.914	4.0	3.22	0.952	4.0
5	3.80	0.701	3.0	4.16	0.672	3.0
6	3.28	0.910	4.0	3.50	0.890	4.0
7	2.99	0.860	4.0	3.61	0.882	4.0
8	3.41	0.985	4.0	4.40	0.896	3.0
9	3.45	0.838	4.0	4.02	0.894	4.0
10	3.00	0.769	4.0	3.19	0.797	4.0
11	3.08	0.970	4.0	4.13	0.704	3.0
12	3.06	0.916	4.0	4.41	0.604	2.0
13	3.56	0.847	3.0	3.94	0.772	3.0
14	3.53	0.927	3.0	4.08	0.925	4.0
15	3.41	0.895	4.0	4.07	0.892	4.0
16	3.19	0.980	4.0	4.05	0.893	4.0
17	3.38	0.901	4.0	4.04	0.838	3.0
18	2.97	0.955	4.0	3.84	0.932	4.0
19	3.70	0.857	4.0	3.97	0.903	4.0
20	5.50	0.866	3.0	4.24	0.668	3.0
21	2.91	0.819	4.0	3.60	0.848	4.0
22	2.91	0.875	4.0	4.11	0.710	3.0
23	2.55	0.750	4.0	3.20	0.962	4.0
24	3.05	0.822	4.0	3.64	0.838	4.0
25	3.48	1.000	4.0	3.60	1.000	4.0
26	3.27	0.888	4.0	3.91	0.741	4.0
27	2.91	0.854	4.0	3.54	0.888	4.0
28	3.35	0.943	4.0	4.13	0.775	3.0
29	3.39	0.842	4.0	4.10	0.817	4.0
30	3.35	0.916	4.0	4.04	0.817	3.0
31	3.19	0.968	4.0	3.79	0.947	4.0
32	4.49	0.890	4.0	3.88	0.970	4.0
33	2.80	0.944	4.0	3.00	1.000	4.0
34	3.03	0.790	4.0	3.68	0.851	4.0
35	2.87	0.729	4.0	3.98	0.734	3.0
36	3.04	0.817	4.0	3.80	0.840	4.0
37	3.21	0.985	4.0	4.30	0.693	2.0
38	3.32	0.983	4.0	4.00	0.892	4.0
39	2.83	0.972	4.0	4.00	0.751	3.0
40	3.70	0.897	4.0	3.57	0.847	4.0
41	3.40	0.838	4.0	3.68	0.871	4.0
42	2.83	0.837	4.0	3.31	0.849	4.0
43	2.97	0.955	4.0	3.49	0.930	4.0
44	2.66	0.980	4.0	3.64	0.936	4.0
45	3.57	0.836	3.0	3.87	0.928	4.0
46	3.25	0.990	4.0	4.09	0.764	3.0
47	3.64	0.806	3.0	4.02	0.844	4.0
48	3.49	0.899	4.0	3.95	0.903	4.0
49	3.12	0.906	4.0	4.16	0.718	3.0
50	2.69	0.936	4.0	3.32	1.000	4.0
51	3.05	0.950	4.0	3.61	0.921	4.0
52	3.60	0.745	3.0	3.62	0.764	4.0
53	3.69	0.955	3.0	4.37	0.612	2.0
54	3.18	1.000	4.0	3.50	0.970	4.0
55	3.22	0.893	4.0	4.15	0.826	4.0
56	3.40	0.941	4.0	3.91	0.941	4.0
57	3.04	0.927	4.0	3.68	0.947	4.0

Testing The Base Instrument

The *base* instrument, containing 57 goal statements, was subjected to tests for internal consistency reliability and construct validity. These procedures were conducted on the data from the Goal Survey.

Reliability

The reliability values, computed using the Reliability procedures of the SPSSX program (SPSSX, 1986:856) to assess the Goal Survey instrument's internal consistency are reported as Cronbach's Alpha and Corrected Item - Total Correlation co-efficients.

FINDINGS

The Cronbach's Alphas (Cronbach, 1951) obtained for the *what is* and *what should be* response rating scales were .9190 and .9187 respectively.

The Corrected Item-Total Correlations were calculated within the Cronbach's Alpha reliability procedure as the statistical relationship between each item to the total scale's score derived from all the other items' scores within the scale (See Table 4.3, pg. 72). Forty-two and 48 goal-items had *significant* correlations (over .30) in the *what is* and *what should be* scales respectively. Three and four goal-items had *acceptable* correlations ($> .25 < .30$) in the *what is* and *what should be* scales, and the balance of items exhibited no *significant* ($< .30$) correlations.

DISCUSSION

The Cronbach's Alpha values of .92 and .92 for the *what is* and *what should be* scales respectively indicate a *significant* level of commonality exists among the 57 goal statements of the *base* instrument, since the Alpha value is greater than .80 (Carmines and Zeller, 1979:51).

Fifty goal-items had Corrected Item-Total correlations (See Table 4.3, pg. 72) greater than 3.0 in either or both rating scales by which an item would be considered *significant* (Nunally, 1978:263). Five goal-items had a *acceptable* correlation value ($> .25 < 3.0$). These Alpha values were considered with the factor analysis results to assess which items would be retained in the instrument revision process (See heading Construct Validity below).

Correlation Matrices

Correlation Matrices for the *base* instrument's *what is* and *what should be* rating scales were produced using the Pearson Product-Moment correlation procedure of the SPSSX program (SPSSX, 1986:639) to examine the instrument's construct validity.

FINDINGS

The *what is* and *what should be* correlation matrices (See Appendices ii, pg. 181 and iii, pg. 184) for the study's *base* instrument indicate a ($r > .40$) and acceptable ($r > .29$) large number of *significant* item inter-correlations co-efficients suitable based on a one-tailed test set at the $p > 0.001$ level of confidence suitable for exploratory purposes (Borg and Gall, 1983:624).

DISCUSSION

The majority of inter-correlation co-efficients were in the .29 to .40 range in both rating scales indicating an overall *slight* rather than *strong* relationship among those item inter-correlations falling in this range. Further, this tendency indicates that only 5.8 to 8.0 percent of the variance between two goal-items that have been correlated within this co-efficient value range, was common to both.

Construct Validity

The *base* instrument's construct validity was tested using the Principal Component Analysis extraction procedure (Varimax rotation) on the SPSSX program (SPSSX, 1986:714).

FINDINGS

The goal-item data failed to converge in the program default mode of 25 iterations for initial factor analysis procedures in both the *what is* and *what should be* scales. The *what is* items subsequently converged in 57 iterations, with 16 factors having eigenvalues greater than 1.0 extracted (eigenvalue = 12.5), which accounted for 77% (with factor 1 accounting for 22%) of the instrument's item variance. The *what should be* items converged in 42 iterations, with 16 factors having eigenvalues greater than 1.0 extracted (eigenvalue = 11.3), which accounted for 77% (with factor 1 accounting for 19.18%) of the instrument's item variance.

The Principal Component Analysis procedure was repeated with various factor extraction limits. With the factor extraction limit set at five factors, the *what is* solution converged in fifteen iterations, which accounted for 45.2% (with factor 1 representing 22%) of the instrument's variance in items. The *what should be* five factor solution converged in ten iterations, which accounted for 44%, (with factor 1 representing 20%) of the instrument's variance in items (See Table 4.3, pg. 72).

DISCUSSION

The initial factor analysis indicated that the instrument's content involved more than one dimension of the observed goal domain (organizational goal phenomena), since the first component (factor) extracted did not explain a large proportion (greater than 40%) of the instrument's item variance (Carmines and Zeller, 1979:60). The failure of an unspecified extracted factor solution to emerge in twenty-five iterations is indicative of the complexity of the instrument's item

Table 4.3

"BASE" INSTRUMENT (57 ITEMS) -
FACTOR ANALYSIS (5 FACTORS)

GOAL GROUPING/Goal Statement	What is FACTORS					REL	What should be FACTORS					REL
	1	2	3	4	5		1	2	3	4	5	
I. OUTPUT (CATEGORY)												
A. SERVICES PROVIDED (FOCUS)												
a. Services Provided (Type)												
1. more rec. opportunities	(.30)	-.27	.29	-.12	.08	[.13]	(.30)	.03	.20	.19	.11	[.39]
2. leisure counseling	*.57	-.10	-.08	-.23	.17	[.36]	*.48	-.11	.24	-.04	.25	[.38]
4. fiscal res. to groups	-.01	.20	-.10	-.02	*.44	[-.06]	.11	.08	-.28	.13	.19	[.12]
7. com. culture & heritage	*.64	(.31)	.11	.14	.02	[.60]	*.58	.24	-.15	.14	.11	[.45]
10. special need populations	*.44	(.33)	(.30)	-.12	.25	[.48]	.19	.05	.14	*.54	.02	[.40]
14. partic.'s personal goals	*.67	.27	(.32)	-.17	.14	[.60]	*.63	.24	.07	.23	.05	[.57]
20. rec. opportunity info.	(.32)	.25	(.34)	.22	-.05	[.59]	.17	.23	-.25	.00	.13	[.40]
23. fiscal res. to indiv.'s	(.31)	.14	.09	-.28	.27	[.16]	(.47)	.11	.05	(.45)	-.01	[.48]
24. skill development	*			.06	.16	[.51]	*.58	.13	-.19	.11	.08	[.35]
26. services for senior citizens	"			-.15	.05	[.56]	*.53	.14	-.21	(.49)	.15	[.51]
31. partic.'s self expression			.1	.12	.06	[.54]	*.53	.13	.12	.00	.11	[.54]
33. equipment to partic.'s			.8	-.01	(.33)	[.16]	(.38)	.02	(.35)	.24	.09	[.48]
34. services for teens	*.57	.3	.15	.00	-.16	[.40]	(.48)	*.64	.07	.08	-.03	[.56]
36. com. morale & unity	*.54	.12	(.51)	.12	-.13	[.58]	*.60	.02	-.02	.11	.24	[.46]
41. mental/physical health	*.56	-.24	.28	(.33)	-.01	[.45]	*.68	.02	-.06	.10	.11	[.44]
42. cult./ethnic population	*.69	.18	.07	.25	-.03	[.60]	*.73	.19	-.14	.00	-.03	[.45]
44. environmental education	*.63	-.05	.11	(.42)	-.10	[.46]	*.56	.05	.18	-.15	.16	[.40]
50. intellectual growth	*.63	.08	.23	.15	.07	[.57]	*.78	.02	.00	.04	.17	[.59]
52. services for adults	*.65	.06	.17	.16	.21	[.45]	*.48	(.41)	-.23	(.37)	.11	[.54]
56. dir. establish rec. prog.	*.44	.27	.02	.36	.02	[.49]	*.54	(.32)	.18	.03	-.01	[.37]
II. SUPPORT												
B. STRATEGIC PLANNING												
b. Adaptational												
6. new rev. to dec. tax. subs.	.20	*.46	.06	.10	(-.31)	[.30]	.16	*.56	.11	-.20	.03	[.23]
9. est. parks/open space	.10	*.60	.00	.01	.17	[.37]	.14	*.55	(.36)	.23	.05	[.48]
11. inv. citizens in planning	.04	*.68	.11	.26	-.04	[.42]	.09	*.59	-.15	-.05	.09	[.37]
16. new rev.-exist. services	(.37)	*.47	-.13	.23	-.13	[.43]	(.32)	*.45	.04	.29	.02	[.51]
19. services for children	.31	*.66	.09	-.11	.18	[.42]	.18	*.65	.05	.29	.01	[.15]
22. assess trends	.21	*.44	.28	.23	(.31)	[.58]	.21	*.45	(.32)	-.20	.29	[.53]
29. adeq. fut. land supply	.03	*.56	.19	-.02	-.04	[.34]	-.16	*.66	.00	.22	.27	[.38]
51. nonfisc. res. to groups	.15	*.50	.06	.15	(.30)	[.39]	.16	*.65	.16	.18	-.09	[.45]
53. dev. short range p. ans	.13	*.51	(.40)	.06	.01	[.47]	.00	*.53	.11	-.10	(.44)	[.31]
55. new rev.-expand serv.	.29	*.48	.12	(.39)	.14	[.60]	.16	.14	*.44	-.04	.14	[.37]
c. Planning												
15. dev. long range plans	-.15	(.39)	*.56	.16	.18	[.27]	-.25	.16	*.66	.18	-.09	[.26]
39. assess community needs	.27	(.32)	*.69	.05	.02	[.58]	.24	(.31)	(.38)	(.32)	.21	[.32]
46. com. agency philosophy	.29	-.02	*.73	(.31)	.13	[.59]	.18	.14	(.40)	.00	*.44	[.47]
47. maint. parks-opt. stand.	.24	-.04	*.46	-.07	(.35)	[.34]	.11	.19	.29	.22	.14	[.35]
57. prom. empl./prof. rights	.15	.00	*.71	.20	.11	[.45]	*.17	.09	*.47	.20	.17	[.51]

Table 4.3 (Con't)

"BASE" INSTRUMENT (57 ITEMS) -

FACTOR ANALYSIS (5 FACTORS)

GOAL GROUPING/Goal Statement	What is FACTORS					REL	What should be FACTORS					REL
	1	2	3	4	5		1	2	3	4	5	
C. MANAGEMENT												
d. Motivational												
3. use volunteers effectively	(.34)	.06	.05	*.40	.03	[.28]	.14	.05	(.31)	*.42	.17	[.20]
5. beautify the community	.20	.07	-.12	(.39)	.10	[.25]	.28	.12	.02	.11	*.51	[.42]
8. inv. staff in planning	.20	.06	(.34)	*.64	.08	[.54]	.17	.01	.10	*.49	(.31)	[.41]
12. enh. staff role clarity	(.33)	.29	(.43)	(.45)	-.18	[.63]	(.34)	.17	.05	(.37)	.01	[.40]
18. family unity	.23	.03	.06	*.50	.02	[.36]	(.31)	.00	.07	(.33)	.29	[.41]
21. dev. staff loyalty/pride	.18	.19	.12	*.67	.17	[.51]	.02	.02	(.36)	*.60	.14	[.40]
30. effective staff delegation	(.34)	.26	.19	*.44	-.08	[.53]	.09	*.43	-.05	*.57	-.11	[.37]
35. edeq. staff compensation	.00	.29	.14	(.38)	-.06	[.32]	.09	.01	.02	*.60	.01	[.42]
49. promote staff trust/harm.	.10	.01	(.41)	*.67	.19	[.52]	.18	.02	.21	*.75	.23	[.50]
54. higher qual. services	.08	-.23	.14	(-.31)	.14	[.10]	(.43)	.28	(.43)	(.19)	.19	[.30]
e. Positional												
17. est. performance standard	-.06	.26	.31	.18	*.41	[.35]	-.17	.16	.03	.03	*.50	[.60]
25. favorable polit. appraisal	(-.36)	.21	-.18	-.36	(.39)	(-.11)	(-.27)	.05	.23	(.30)	*.48	(-.28)
27. promote good citizenship	.14	.16	(.38)	.16	(.39)	[.48]	.24	.17	(.39)	.28	*.48	[.34]
28. new effc./effect. meas.	-.07	.26	.23	.15	*.45	[.33]	.04	.11	.15	-.09	.27	[.54]
32. fav. apprais.-other agencies	.00	.09	.16	-.02	*.66	[.25]	.07	.00	.19	(.31)	(.32)	[.70]
37. evaluate agency operat.'s	-.05	.13	(.48)	.24	*.54	[.48]	.04	-.11	(.33)	.29	(.36)	[.42]
40. secure sen. gov't grants	.00	.06	-.29	.05	.18	(-.02)	-.03	-.04	.27	(.32)	.19	(-.12)
43. attr. new clients	-.09	.04	-.10	.15	(.36)	[.08]	.21	.14	.04	-.01	(.38)	[.61]
45. rec. fair of share-tax \$	.26	.08	(.39)	-.05	*.40	[.13]	.08	(.41)	.25	(.42)	(.44)	[.25]
48. dir. est. rec. facilities	.12	-.01	.02	-.03	*.61	[.20]	.18	.13	-.19	*.52	(.34)	[.28]
Eigenvalue	12.5	4.03	3.5	3.1	2.6	11.3	4.7	3.7	2.9	2.6		
% of Variance Explained	22.0	7.1	6.1	5.5	4.5	19.8	8.2	6.5	5.0	4.5		
Cumulative % of Variance Explained	22.0	29.1	35.2	40.7	45.2	19.8	28.0	34.5	39.5	44.0		
Varimax converged in	15 iterations					10 iterations						

Codes

* - goal item's highest (predominant) reasonably discreet Factor loading greater than .40

() - goal item's other Factor loadings greater than .30

[] - Item-Total Correlation

Bold Type - $r > .30$

Rel. - Reliability

inter-correlations. The sixteen factor solution extracted at higher iteration levels (57 - *what is* - and 42 - *what should be*) indicated that there was more than one dimension captured in the instrument's domain. This solution represented 77 % of the instrument's goal-item variance. Factor solutions with factor extraction limits between six factors and sixteen factors did not produce sufficient predominant (highest) item-factor loadings ($> .40$) to delineate a statistically significant observed factor structure among the instrument's goal-items. Factor extraction limits between two and four factors represented less than 40% of the instrument's goal-item variance.

The five factor solution produced the most favorable structuring of the instrument's goal-item content. Of the various factor solutions, it produced the greatest number of item factor loadings of greater than or equal to .40 that were reasonably discrete to one factor while accounting for 45% of the instrument's goal-item variance. The majority of items had their highest *significant* factor loading on a particular component ($> .40$) within at least one dual rating scale. The goal structure content of the five factor solution, in turn, reasonably approximated the goal groupings of the study's theoretical organizational goal model in both a statistically *significant* and theoretically meaningful fashion. The five factor solution was established as having the *best fit* representation of the Goal Survey's predominant goal-item behavior.

Utilizing the decision criterion that a goal-item with a reasonably discrete factor loading of .40 or greater on one component, in either of the dual rating scales, the item was considered a *significant* item. If such an item's factor loading was greater than .30 (*acceptable*) on the same component within the other rating scale, it was retained. On this basis, 45 of the *base* instrument's items were kept in the

revised version of the *base* instrument within a five factor solution representing the five theoretical goal groupings of the study's organizational goal model.

The retained goal-items had Corrected-Item Correlation co-efficients greater than .30 on at least one of the two rating scales, with the majority having this value or greater in both. Items with Item-Total Correlation co-efficients less than .40 in either rating scale supported the factor analysis criteria to delete them in the instrument revision process. As well, nine of the items with no *significant* intercorrelation co-efficients did not exhibit *significant* ($> .40$) factors loadings that permitted them to be assigned to a factor within the five factor solutions and; therefore, supported their deletion in the *revised* instrument. The other three items deleted based on the five factor solution results were not discrete in the item intercorrelations and; therefore, deleted because they did not contribute in a unique fashion to the instrument beyond the factorially derived goal structure.

The *Revised* Instrument's Reliability And Validity

The *revised* instrument, containing 45 goal statements, was subjected to repeated reliability and construct validity procedures as well as discriminatory power analyses and an assessment of its factorially derived goal structure's reliability between the study's dual rating scales. These statistical procedures were conducted on the data from the Goal Survey, having a sample population of 116 people.

Reliability

The internal consistency of the *revised* instrument was tested using the Cronbach's Alpha procedure.

FINDINGS

The Cronbach's Alphas, computed for the *what is (Current)* and *what should be (Future)* scales of the *revised* instrument's forty-five goal-items, were .92 and .91 respectively - similar to the Alpha values derived for the *base* instrument.

The Alpha values calculated for the *what is* and *what should be* scales, based on a structuring of the goal-items within the five factorially derived subscales (goal groupings), were .76 and .77 respectively. The Alphas computed for each of the five labelled subscales (factors) were as follows: Factor 1 (*Services Provided*) - .90/.89; Factor 2 (*Adaptational*) - .81/.80; Factor 3 (*Planning*) - .78/.54; Factor 4 (*Motivational*) - .75/.72 and Factor 5 (*Positional*) - .68/.74, in the *what is* and *what should be* scales respectively.

Corrected Item-Total Correlations (See Table 4.4, pg. 79) were greater than the study's decision criterion of .30 for 44 of the 45 items in at least one rating scale. The majority had *significant* correlation co-efficient values greater than .30 in both scales. One item (3. - *utilize volunteers effectively*) had a *acceptable* correlation co-efficient (.27) in only one of the scales.

DISCUSSION

The overall *significant* internal consistency of the instrument's content in either rating scale was not affected by the reduction of items in the *revised* (45 items) instrument (.92 and .91) compared to the *base* (57 items) instrument (.92). It was, however, lower (.76 - *what is* and .77 - *what should be*) when the goal-items were factorially structured and the Alpha value was computed using the summed scores of the five factorial components (goal groupings). This finding indicates that the goal-items have a *significant* internal consistency in relation to measuring one domain (observed organizational goal phenomena) and *acceptable* when they are structured to reflect five different goal components of a domain, since the goal-items exhibited inter-factor correlations beyond their predominant (highest) alignment (> .40) with one factorial goal grouping.

The Alphas derived for each of the five components decline in value in the order that the factors (subscales) were extracted within the five factor solution. This feature reflects that the goal-items within each sequentially extracted factor were intercorrelated with the prior components extracted and, therefore, sequentially lower Alpha values were inherent in the instrument's goal-items' predominant structural alignment.

The Corrected Item-Total Correlations were *significant* ($> .30$) for each item within at least one dual rating scale, while having at least an *acceptable* ($> .25 < .30$) correlation within the same component on the other rating scale, as such, all of the *revised* instrument's items (45) met the dual rating scale decision criteria to retain them.

Correlation Matrices

Correlation Matrices for the *revised* instrument's *what is* and *what should be* scales were produced using the Pearson Product-Moment correlation procedure applied to the *base* instrument, as previously described. This procedure was utilized as a preliminary step towards examining the construct validity through factor analyses.

FINDINGS

The *what is* and *what should be* correlation matrices (See Appendices iv, pg. 187 and v, pg. 190) for the study's *revised* instrument identify clusters of *significant* item inter-correlations ($r > .29$ at $p = .001$) among items within their assigned components of the *revised* instrument's five factorially derived goal structure components. Some goal-items also have some *significant* inter-correlation with items external to their assigned components, and some have ~~some~~ *no significant* item intercorrelation co-efficients within these clusters.

DISCUSSION

The findings of the *revised* instrument's correlation matrices support the establishment of a five factor solution (instrument's goal structure) as representative of its predominant goal-item inter-correlations within the Goal Survey data. The goal-items of each Factor, within the two rating scales, generally exhibit a cluster of *significant* inter-correlation co-efficient values with other items within their factor in comparison to those items assigned to other factors. These values, generally in the range of .29 to .45, demonstrate a meaningful, but not a large, magnitude of goal-items' variance is accounted for by their factorial alignment. These values indicate that only 8 to 20% of the variance between two goal-item that have been correlated within this co-efficient value range, is common to both. Consequently, the instrument's goal (factor) structure must be considered as representative of *predominant* (highest), rather than *discrete* (large), goal-item relationships within the instrument's factorially derived goal structure.

Construct Validity

The construct validity of the *revised* instrument was tested using the Factor Analysis procedures.

FINDINGS

The five factor solution derived (See Table 4.4, pg. 79) for the *revised* instrument produced the following item factor correlation results:

- all items had their predominant (highest) *significant* factor loading equal to or greater than .40 within their assigned factor for at least one of the rating scales;
- thirty-six items had their predominant *significant* factor loadings (> .40) within their assigned factor for both rating scales;

Table 4.4

**"REVISED" INSTRUMENT (45 ITEMS) -
FACTOR ANALYSIS (5 FACTORS)**

GOAL GROUPING/Goal Statement	What is FACTORS					Rel.	What should be FACTORS					Rel.
	1	2	3	4	5		1	2	3	4	5	
I. OUTPUT (CATEGORY)												
A. SERVICES PROVIDED (FOCUS)												
a. Services Provided (Type)												
2. leisure counseling	*.60	-.12	-.14	.28	.24	[.37]	*.54	.09	-.34	-.08	.16	[.37]
7. com. culture & heritage	*.64	(.35)	.10	.15	.00	[.60]	*.56	.09	-.15	.24	.12	[.45]
10. special need populations	*.52	.17	.23	-.13	(.35)	[.47]	.11	.00	.13	*.74	.07	[.37]
14. personal goals	*.69	.22	(.33)	-.11	.10	[.59]	*.52	.09	.04	.26	.10	[.56]
24. skill development	*.68	.00	.16	.16	.12	[.52]	*.62	.06	-.11	.11	-.11	[.31]
26. services for senior citizens	*.63	.06	(.30)	-.07	-.03	[.53]	*.49	.12	-.16	(.45)	.15	[.49]
31. partic's self expression	*.51	.10	(.38)	.18	-.05	[.53]	*.69	.11	.15	.09	.09	[.54]
34. services for teens	*.64	(.37)	-.13	-.05	-.13	[.39]	(.51)	*.63	-.04	.11	-.03	[.57]
36. com. morale & unity	*.55	.17	(.47)	.13	-.19	[.57]	*.53	.07	-.10	.13	(.39)	[.46]
41. mental/physical health	*.51	-.04	.14	(.39)	-.14	[.44]	*.72	-.03	-.02	.13	.16	[.47]
42. cult./ethnic population	*.65	.28	.07	.24	-.04	[.59]	*.72	.19	-.15	.09	-.05	[.43]
44. environmental education	*.61	.06	.11	(.46)	-.16	[.46]	*.61	-.01	.24	-.05	.15	[.44]
50. intellectual growth	*.55	.23	.21	(.33)	-.21	[.55]	*.73	.02	.04	.07	.15	[.49]
52. services for adults	*.59	.10	.18	.27	.13	[.58]	*.48	(.43)	-.22	(.41)	.14	[.54]
56. dir. establish rec. prog.	*.44	.28	.04	.26	-.05	[.48]	*.56	.23	.17	.04	-.02	[.51]
II. SUPPORT												
B. STRATEGIC PLANNING												
b. Adentational												
6. new rev. dec. tax. subs.	.12	*.57	.00	.12	-.27	[.30]	.21	*.59	-.11	-.19	.04	[.27]
9. est. parks/open space	.08	*.58	.03	-.04	.23	[.36]	.11	*.59	-.11	-.19	.04	[.49]
11. inv. citizens in planning	.07	*.55	.21	.10	.19	[.44]	.13	*.53	.19	-.03	.11	[.41]
16. new rev.-exist. services	(.35)	*.51	-.19	.28	-.15	[.41]	(.37)	*.41	.15	.26	-.11	[.50]
19. services for children	(.30)	*.68	-.07	-.16	.24	[.42]	.20	*.61	.08	(.35)	-.03	[.51]
22. assess trends	.23	*.40	(.33)	.14	(.36)	[.56]	.21	*.48	(.32)	-.18	(.32)	[.54]
29. adenq. fut. land supply	-.05	*.59	(.37)	-.12	-.08	[.32]	-.14	*.70	.16	.16	.21	[.39]
51. nonfisc. res. to groups	.18	*.45	-.05	.09	(.44)	[.40]	.13	*.65	.17	.24	-.14	[.45]
53. dev. short range plans	.00	*.53	(.41)	.21	.04	[.47]	-.02	*.57	-.06	-.06	(.48)	[.35]
55. new dev.-expand serv.	.23	*.55	.17	(.31)	.21	[.62]	.21	*.16	*.54	.04	.09	[.32]
c. Planning												
15. dev. long range plans	-.25	(.38)	*.48	-.12	.21	[.31]	.21	(.35)	*.44	-.18	.16	[.25]
39. assess community needs	.17	(.42)	*.58	.19	.02	[.61]	(.32)	.28	*.40	(-.35)	.06	[.34]
46. com. agency philosophy	.22	.03	*.75	.03	.12	[.60]	.26	.14	(.40)	.07	*.43	[.50]
47. maint. parks-opt. stand.	.18	.00	*.58	-.10	(.38)	[.36]	.08	.22	(.37)	.22	.15	[.37]
57. prem. empl./prof. rights	.02	.14	*.73	.22	.04	[.21]	.21	.06	*.41	.28	.23	[.50]
C. MANAGEMENT												
d. Motivational												
3. use volunteers effectively	.00	.01	-.06	*.44	.12	[.27]	.12	.06	-.21	*.43	.12	[.19]
5. beautify the community	.25	-.08	.06	*.41	.14	[.26]	.22	.10	.00	.17	*.55	[.41]
8. inv. staff in planning	.22	.01	(.41)	*.55	.12	[.54]	.15	.02	.16	*.42	.29	[.23]
18. family unity	(.3)	-.05	.10	*.42	.02	[.25]	.28	.06	.05	*.47	.24	[.40]
21. dev. staff loyalty/pride	.16	.15	.15	*.65	.10	[.50]	.00	.00	(.42)	*.58	.11	[.39]
30. effective staff delegation	.29	(.30)	.17	*.49	-.08	[.54]	.06	(.48)	.13	*.54	-.04	[.44]
35. edeq. staff compensation	.06	.29	.00	*.41	.07	[.33]	.03	.10	.03	*.70	-.06	[.26]
49. promote staff trust/harm.	.06	-.02	(.46)	*.69	.12	[.52]	.17	-.04	(.34)	*.65	.22	[.49]

	OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	5. DON'T KNOW OR CAN'T SAY			
	1	2	3	4	5	6			
33. To provide a broad range of equipment for public use so that all people can participate in recreation activities of their choice			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
34. To provide programs, open space areas and facilities for teens			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
35. To improve employees' motivation by providing adequate compensation in accordance with their responsibilities and achievements			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
36. To provide recreation programs which contribute to improving community morale and unity			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
37. To continually evaluate Department operations and make necessary changes to ensure participants' expectations are met on a continual basis			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
38. To work with community agencies, institutions, organizations and individuals by assisting with the planning and co-ordinating of their activities			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
39. To conduct research studies on a continual basis to determine community needs and desires			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
40. To secure government grants in support of existing programs and services			Is	1	2	3	4	5	6
			Should be	1	2	3	4	5	6
	OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	DON'T KNOW OR CAN'T SAY			
	1	2	3	4	5	6			

	OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	6. DON'T KNOW OR CAN'T SAY
	1	2	3	4	5	6
41. To enhance the general mental health and physical fitness of individuals through Department programs			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
42. To provide programs, open space areas and facilities for ethnic, cultural and minority groups			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
43. To enhance citizen support for Department by attracting new clients			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
44. To educate the public in relation to environmental concerns			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
45. To ensure that the Department receives its fair share of the local property tax dollar			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
46. To communicate the philosophy, goals and objectives of the Department to appropriate community groups			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
47. To maintain parks, open space areas and facilities to optimal maintenance standards			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
48. To directly plan and establish recreation facilities to meet the needs of the community			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
49. To improve employees' motivation by promoting trust and harmony within the Department			Is			
	1	2	3	4	5	6
	Should be					
	1	2	3	4	5	6
	OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	DON'T KNOW OR CAN'T SAY
	1	2	3	4	5	6

	OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	7. DON'T KNOW OR CAN'T SAY			
	1	2	3	4	5	6			
50. To contribute to the intellectual growth of individuals in the community	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
51. To provide 'in-kind' contributions and/or non-financial assistance to community agencies and organizations	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
52. To provide programs, open space areas and facilities for adults	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
53. To develop short range plans (1-3 years) for the Department	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
54. To maintain a higher level of quality in the services of the Department relative to other community organizations	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
55. To develop new revenue sources for expanding current levels of service provision	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
56. To directly plan and establish recreation programs in response to community needs	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6
57. To improve employees' motivation by protecting employees' labor and professional rights	Is			1	2	3	4	5	6
	Should be			1	2	3	4	5	6

OF NO IMPORTANCE	OF LITTLE IMPORTANCE	OF MEDIUM IMPORTANCE	OF GREAT IMPORTANCE	OF EXTREME IMPORTANCE	DON'T KNOW OR CAN'T SAY
1	2	3	4	5	6

8.

Is there anything else you would like to state in the directions and/or operations of the Municipal Parks, Recreation and Leisure Department or this questionnaire. If so, please use this page for that purpose and/or attach a separate sheet with your comments.

Appendix vi

"REVISED" INSTRUMENT (45 Items) -

FACTOR ANALYSES MATRIX (3 & 2 Factors x 5 Factor Solution's Groupings)

Goal Type Groupings/Goal Statement (5 Factor Solution)	3 Factors (Goal Focus)						2 Factors (Goal Categories)			
	Current			Future			Current		Future	
	1	2	3	1	2	3	1	2	1	2
Factor 1										
<u>Services Provided</u>										
2. provide leisure counseling	*.50	.02	.08	*.42	-.07	(.30)	*.50	.01	(.35)	.18
7. enhance cultural heritage	*.63	(.37)	-.01	*.64	.18	-.06	*.66	.20	*.67	.00
10. provide ser.to special need populations	(.39)	.21	.25	(.38)	-.06	(.37)	*.42	.27	(.31)	.25
14. help participants achieve their personal goals	*.64	.21	.14	*.66	.20	(.36)	*.66	.18	*.68	.12
24. equip people with skills necessary for participation	*.66	.05	.14	*.60	.05	-.17	*.67	.06	*.60	-.16
26. provide services to senior citizens	*.68	.00	.21	*.71	.06	.06	*.69	.08	*.68	.02
31. meet self expression needs of individuals	*.62	.10	.21	*.64	.17	.12	*.64	.14	*.65	.14
34. provide services for teens	*.55	(.37)	(-.31)	(.50)	*.63	-.14	*.56	.00	*.67	.17
36. promote community moral & unity	*.71	.12	.15	*.61	.08	.09	*.72	.11	*.60	.07
41. promote general mental & physical health	*.66	-.05	.11	*.72	.00	.04	*.66	-.03	*.68	-.02
42. to provide services to cultural ethnic populations	*.67	(.31)	-.02	*.69	.19	-.20	*.69	.15	*.73	-.13
44. provide environmental education	*.61	.11	.06	*.51	.08	.20	*.62	.05	*.49	.17
50. promote intellectual growth	*.68	.23	.02	*.69	.07	.06	*.71	.11	*.67	.03
52. provide services for adults	*.62	.17	.20	*.63	(.36)	-.07	*.64	.20	*.71	.09
55. directly establish programs to meet local needs	*.42	(.42)	.03	*.49	(.33)	.06	*.46	.28	*.56	.19
Factor 2										
<u>Adaptational</u>										
6. develop revenue sources to lower tax subsidies	.21	*.51	-.21	.14	*.59	-.23	.24	.21	(.32)	.11
9. establish parks and open spaces	.01	*.60	.09	.17	*.53	.28	.07	*.50	.29	*.51
11. involve citizens in planning processes	.10	*.57	.23	.10	*.57	.10	.16	*.56	.25	(.38)
16. secure new revenues to support existing programs	(.37)	*.54	-.23	(.39)	*.41	.08	*.40	.20	*.49	.25
19. provide services for children	.13	*.70	-.06	(.30)	*.58	.07	.19	*.46	*.44	(.34)
22. ensure favorable political appraisal	.25	(.42)	(.43)	.10	*.58	(.39)	(.31)	*.57	.23	*.63
29. ensure adequate future land supply	.05	*.48	.10	-.04	*.68	.15	.10	(.42)	.14	*.50
51. provide non-financial assistance to groups	.05	*.55	.21	.18	*.63	.05	.11	*.54	(.34)	*.41
53. develop short range plans	.19	*.54	.19	.06	*.57	.07	.25	*.50	.21	(.36)
55. develop new revenue sources to expand services	.29	*.61	.26	.06	.27	(.33)	(.35)	*.59	.11	*.42
Factor 3										
<u>Planning</u>										
15. develop long range plans	-.16	*.59	.19	-.29	*.55	(.33)	-.10	*.58	-.15	*.59
39. continually assess community needs	(.37)	*.50	.26	.10	*.42	.16	(.43)	*.50	.20	(.35)
46. communicate agency philosophy to community groups	(.47)	*.50	.16	.27	.23	*.46	(.41)	*.50	.29	*.49
47. maintain facilities and parks to optimal standards	.20	.19	(.31)	.20	(.33)	.22	.23	(.32)	.23	(.39)
57. protect employee labor/professional rights	.28	*.40	.26	.22	*.49	.18	(.32)	*.41	.22	*.52

Appendix vi (Con't)

"REVISED" INSTRUMENT (45 Items) -

FACTOR ANALYSES (3 & 2 Factors x 5 Factor Solution's Groupings)

Goal Type Groupings/Goal Statement (5 Factor Solution)	3 Factors (Goal Focus)						2 Factors (Goal Categories)			
	Current			Future			Current		Future	
	1	2	3	1	2	3	1	2	1	2
Factor 4										
<u>Motivational</u>										
3. utilize volunteers effectively	.08	.01	(.38)	.03	.06	(.36)	.02	(.37)	.03	.25
5. beautify the community	.09	.27	(.32)	.43	.05	.22	(.30)	.29	.11	*.41
8. involve staff in planning processes	.05	(.44)	*.55	.03	(.33)	(.39)	(.35)	*.47	.28	(.31)
18. foster family unity	-.06	.29	*.42	.01	(.33)	*.40	.10	*.43	.24	(.36)
21. improve employee motivation by developing loyalty	.12	(.35)	*.51	.07	.11	*.66	(.39)	(.39)	.03	*.61
30. staff delegation for effective management	.26	.16	*.47	.11	*.53	.27	(.32)	*.50	.24	*.50
35. provide adequate employee compensation	.15	.27	.27	.12	.14	(.33)	.19	(.35)	.13	(.33)
49. promote employee trust and harmony	.00	(.35)	*.69	.04	(.30)	*.63	(.39)	*.42	.24	*.53
Factor 5										
<u>Positional</u>										
17. establish employee performance standards	-.04	.27	*.51	-.12	.14	*.58	.01	*.55	-.13	*.57
25. ensure favorable political appraisal	.21	.26	*.53	-.19	.12	*.61	-.49	*.40	-.20	*.59
28. explore new efficiency/effectiveness measures	-.04	.24	*.52	-.05	.21	*.43	.01	*.54	-.03	*.48
32. ensure favorable appraisal of agency by other agencies	-.09	.17	*.49	-.07	.08	*.72	-.04	*.47	-.10	*.66
37. continually evaluate agency operations	.11	.08	*.83	.11	-.06	*.67	.17	*.60	.03	*.52
43. attract new clients to gain citizen support	-.22	(.32)	.11	.04	(.30)	(.39)	.19	(.33)	.09	*.48
48. directly establish facilities to meet local needs	.02	-.05	*.45	(.32)	.00	(.35)	.04	.26	.28	.28
Eigenvalue	10.8	3.8	3.1	9.5	4.4	3.0	10.8	3.8	9.5	4.4
% of Variance Explained	24.0	8.2	6.9	21.0	9.8	6.7	24.0	8.2	21.0	9.8
Cumulative %	24.0	32.2	39.1	21.0	30.9	37.6	24.0	32.2	21.0	30.9
Varimax Converged in	8 Iterations			3 Iterations			9 Iterations		3 Iterations	

CODES:

* - goal item's highest (predominant) reasonably discreet Factor loading greater than .40

() - goal item's other high factor loadings greater than .30