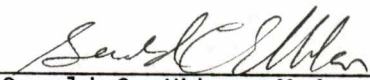
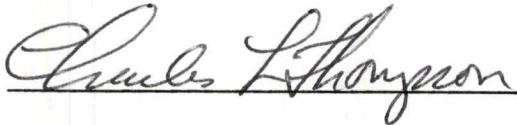


To the Graduate Council:

I am submitting herewith a dissertation written by Kenya Taylor Potts entitled "A Survey of Leadership in Social Service Agencies." I have examined the final copy of this dissertation for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Doctor of Education, with a major in Educational Administration and Supervision.


Gerald C. Ubben, Major Professor

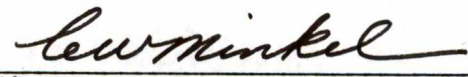
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A SURVEY OF LEADERSHIP IN
SOCIAL SERVICE AGENCIES

A Dissertation
Presented for the
Doctor of Education
Degree
The University of Tennessee, Knoxville

Kenya Taylor Potts
December 1985

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ABSTRACT

The purpose of this study was to determine if administrators of publicly and independently funded social service agencies have need for or could benefit from additional education/training in leadership/management skills. Such information can be used to help in the development of educational programs in professions other than those identified as public or private educational institutions.

The study included an examination of related literature, a review and summary of skills necessary to be effective as a social service administrator, the development of a questionnaire to assess administrative function, perception of management skills, and perceived need for further education or training in management, and an evaluation to determine the suitability of course offerings for social service administrators.

The scope of the study was delimited to administrators of social service agencies in a thirty county area of East and Southeast Tennessee and North Georgia. Data were collected from the administrators by use of a questionnaire. Responses were received from 117 or 51.3 percent of the administrators.

Significant findings of the study were: the majority of administrators of social service agencies in the area surveyed do not have formal training in administration or management; the administrators of social service agencies in the area surveyed would pursue further management training if it were made available to them; and the administrators would prefer that further administrative training

take place in the seminar format. The study's recommendations included: efforts must be made by administrators of social service agencies to remain current with regard to management knowledge and techniques; social service agencies should work together in sponsorship of continuing education or training in management areas; and university departments offering coursework in administration or management should consider providing training opportunities to social service administrative personnel.

From these findings, it can be concluded that administrators of social service agencies can benefit from further education or training in management areas. The data suggest that management knowledge/skills do contribute to the administrator's perception of his/her effectiveness. Effort, therefore, should be made to respond to the need for trained administrators in the social services by sponsoring programs in administration and by permitting employees to enter graduate programs which emphasize content in management and administration.

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CHAPTER I

THE PROBLEM AND ITS SETTING

I. INTRODUCTION

The social problems facing America are extensive. Some of those problems affect all sectors of the population, others touch only specific groups. Taken together, such problems as child abuse, alcoholism, unemployment, violence, drug abuse, and mental health deeply affect the well-being of society.

Within the last one hundred years, the United States has developed a significant social service institution designed to confront these and similar problems.¹ Before the 1930's most social service programs were conducted under private, nongovernmental auspices. In 1932, the New Deal administration of Franklin Roosevelt initiated the beginnings of a national social service institution. The early programs dealt almost exclusively with the problems of economic insecurity. Since that time, the social service system has dramatically expanded; it now strives to confront a great variety of societal problems.

Social service is a major growth industry. From simple organizations supported principally by voluntary sources, the human services constitute millions of consumers and employees, and billions

¹Samuel Mencher, From Poor Law to Poverty Programs: Economic Security Policy in Britain and the United States (Pittsburgh: The University of Pittsburgh Press, 1967), p. 22.

of dollars. These organizations, with few exceptions have been funded and operated by varying combinations of federal, state, local, and voluntary funds. Substantial amounts of resources are currently being channeled into human service organizations. Approximately one-third of our gross national product (GNP) is being spent in the human services.²

The administration and management of a community service agency involves a complex set of responsibilities and duties. Any consideration of the administrative function must of necessity deal with such concepts as the qualities of leadership, the essentials of problem solving, the nature of effective communication, and techniques of human relations.

Administrators are people who are primarily responsible for seeing to it that work gets done in an organization. This simple statement includes all kinds of managers--the president of a large corporation, a day-care center director, and an administrator of an educational institution. There is a distinctive set of activities performed by administrators. The different aspects of administration have been arranged in many ways by various authorities--into tasks, functions, characteristics, methods, and elements.

In all organizations, administrators assume the responsibility for productivity--some kind of output. The economic concept of profit has meaning to all managers, even those in nonprofit organizations.

²Harold Demone and Dwight Harshbarger, The Planning and Administration of Human Services (New York: Behavioral Publications, 1973), p. 38.

In order for an organization to survive, the amount of output must be greater than the amount of input. In profit-oriented organizations, managers are held responsible for running profitable units--the revenue produced by their unit must be in excess of expenses. There are some variations of this, of course, but basically, no organization can survive over time if the energy to sustain its operations is greater than the return it receives.

The concept of administration, its place in a total career plan, and its contribution to the growth of an organization all change constantly. Continuing education creates greater opportunities for promotion and also for changing careers. Continued training is essential if administrators are to realize their full potentials as members of their organizations. There are many ways of developing a continuous program of training such as short courses, workshops, institutes, attendance at conventions, and educational leave.

Many colleges or universities offer short courses in management areas ranging anywhere from a day to several days in length where some particular problem is discussed extensively. This type of program represents a more formal approach to continuing education. Many professional associations also offer training programs in fields such as hospital administration, city management, and some of the paramedical fields. However, many of the social service administrators do not avail themselves of these training opportunities unless they come through professional associations. To develop and become an asset to an organization is not always easy for an administrator. He/she may well decline in many of the attributes that made him/her attractive

to the organization unless administrative skills are kept current. Training programs, continuing education, workshops, and seminars can become necessary to the practicing administrator. An organization that does not show results will soon die or cease to exist in its present form. Therefore, any tool that improves performance is often viewed as invaluable.

II. STATEMENT OF THE PROBLEM

Throughout the nation, hundreds of people serve as administrative/management personnel of community agencies. However, many times agency directors, having progressed through the ranks, do not have formal training in leadership/management skills. Therefore, the purpose of the study was to determine if administrators of publicly and independently funded social service agencies perceived they have need for or could benefit from additional education/training in leadership/management skills. Several questions were studied:

1. What agencies existed and what type of service did they offer?
2. What were the basic management/administrative responsibilities of the administrators of these agencies?
3. What preparation, formal education, training, experience, or otherwise have these administrators had to prepare them for their jobs?
4. What additional skills/training did they perceive they needed to be more effective in their jobs?
5. What format did they perceive has being most desirable

for additional training to take place, for example, continuing education, workshops, or seminars?

III. BASIC ASSUMPTIONS

The following assumptions were accepted prior to undertaking the study:

1. That persons in leadership positions of social service agencies need to possess certain skills and knowledge of leadership and management.
2. That the persons in leadership positions of the agencies surveyed can reasonably be expected to be representative of those in other agencies that could participate in a departmental leadership/management education program.

IV. DELIMITATIONS

The study was delimited to:

1. Those social service agencies within the areas of the East and Southeast Tennessee Development Districts and three counties in North Georgia which adjoin the Southeast Tennessee Development District. This study included a population of agencies within the thirty county area of these districts.
2. Those persons designated as having administrative responsibilities within the agencies. The survey instrument was mailed to the directors of the social service agencies.

V. IMPORTANCE OF THE STUDY

It is possible that one of the problems for administrators of community service agencies today is lack of management training which affects their ability to provide effective leadership.^{3,4,5} From a study such as this one which attempted to determine whether or not agency administrators perceive themselves as having the necessary management skills, information can be obtained as to the present need for educational/training programs in management and leadership for this group of persons. Such information helped the Departments of Educational Leadership at the University of Tennessee at Knoxville and the University of Tennessee at Chattanooga in determining whether there was a need for leadership/management training in professions other than those identified as public or private educational institutions. The importance, then, of this study was to add this information to the body of leadership/management knowledge with the hope of furthering the attainment of higher degrees of personal satisfaction for community service agency administrators so that the goal of these agencies, that of providing quality service, can best be accomplished.

³John J. Ryan, "Social Work Executive: Generalist or Specialist?" Social Work 4 (1963), p. 6.

⁴Harold Demone and Dwight Harshbarger, A Handbook of Human Service Organizations (New York: Human Sciences Press, 1978), p. 47.

⁵Stephen L. White, Managing Health and Human Services Programs (New York: Macmillan Publishing Co., Inc., 1981), p. 36.

VI. SOCIAL SERVICE AGENCY DEFINED⁶

Human service or social service agencies fall into the group called "client-centered organizations." Perhaps the best general definition of these kinds of organizations is somewhat lengthy. Voluntary health and welfare organizations take many forms and have been developed under many and varied auspices. Basically, they are organizations formed for the purpose of performing voluntary services for various segments of society. They are tax exempt (organized for the benefit of the public), supported by the public, and operated on a not-for-profit basis. Most voluntary health and welfare organizations concentrate their efforts and expend their resources in an attempt to solve health and welfare problems of our society and, in many cases, those of specific individuals. As a group, voluntary health and welfare organizations include those nonprofit organizations that derive revenue partly from voluntary contributions from the general public to be used for general or specific purposes connected with health, welfare, or community services.

The term "not-for-profit" is not intended to imply that a voluntary social organization cannot obtain revenues in excess of its expenses in any particular period; rather, it implies that the organization is not operated for the financial benefit of any specific individual or group of individuals. Some examples of social service

⁶Description is taken from David W. Young, The Management Process in Human Service Agencies (New York: Praeger Publishers, 1977), p. 5.

agencies with which the reader may be familiar are adoption agencies, day-care centers, family service agencies, neighborhood health agencies, community action agencies, health maintenance organizations, and mental health clinics.

Most social service agencies are rather small, with operating revenue of perhaps three to five million dollars a year, and some fifty to one hundred employees. They serve clients in a variety of preventive, rehabilitative, or maintenance programs and can receive their funding from client payments or from a number of public and private sources such as the federal government, state or local governments, the United Way, or private foundations. Both their direct-care staff and administrative personnel are generally well-educated and highly trained professionals in the field in which the agency delivers services.

VII. PROCEDURES

The purpose of this study was to determine if administrators of selected publicly and independently funded social service agencies in East and Southeast Tennessee and North Georgia had need for or could benefit from education/training in leadership or management skills. The study included a review of literature related to social service administration, a review and summary of skills necessary to be effective as a social service administrator, the development of a questionnaire to assess administrative function, perception of management skills, and perceived need for further education or training in management, and an evaluation to determine the suitability of course offerings for social

service administrators. The study also included conclusions and recommendations.

Procedure 1. Review the literature related to social service administration. Literature which was relative to social service administration and management was reviewed. Management functions of community service agency administrators were identified and summarized.

Procedure 2. Survey administrators and management personnel of selected agencies. The researcher developed a questionnaire (Appendix A) which was designed to survey the community agency administrators' basic responsibilities, preparation and training as well as what additional skills these people perceived they needed to be more effective in their jobs.

Selected community agency administrators (5 in Hamilton County) were asked to review the instrument, make comments, and return that information to the researcher. Several changes were made in accordance with these comments.

The list of management functions identified in Procedure 1 were included as a part of the questionnaire. Other parts of the questionnaire requested additional information regarding education, management training, and areas of perceived need. The survey was mailed to the administrators. In a cover letter, they were asked to complete the survey and mail it back to the researcher. Two follow-up mailings were sent to nonrespondents in two week intervals after the first mailing (see Appendix B). A list of those agencies which were forwarded questionnaires can be found in Appendix C. Agencies and management personnel were assigned a numerical identifier, which was used in lieu

of agency name, in order that data which were considered confidential or sensitive could be used in the study.

The target population was administrators of identified social service agencies in a thirty county area of east and southeast Tennessee and north Georgia. The agencies were identified by utilization of a "Directory of Community Services" published by each county. This list was coordinated with lists obtained from governmental agencies, the State Department of Education, and United Fund. Two hundred twenty-eight (228) agencies were identified in the thirty county area.

Procedure 3. Examine the educational experiences and management training of individuals and as a consolidated group. Educational levels attained as well as management or administrative training were expressed as a percent.

Procedure 4. Evaluate the suitability of offering courses in leadership and management for social service administrators. In order to determine whether or not courses should be offered, an assessment was made based on responses to the questionnaire.

Procedure 5. Draw specific conclusions and make recommendations based on the findings of the study. Based upon the findings of the study recommendations were made which were designed to improve the leadership and management skills of social service agency administrators.

VIII. DATA ANALYSIS

Data analysis was primarily descriptive in nature. Survey data were analyzed using tabulations, frequencies, and percentages of responses.

IX. ORGANIZATION OF THE STUDY

Chapter I of the study provides an introduction to the study and presents a statement of the problem, purpose of the study, basic assumptions, delimitations, importance of the study, definition of terms, procedures, data analysis, and the organization of the study.

Chapter II of the study presents a review of the related literature, including pertinent research and a summary of management functions of a social service agency administrator.

Chapter III contains the presentation, analysis, and interpretation of data pertaining to administration of social service agencies in a thirty county area. An evaluation to determine the suitability of course offerings is also contained in the chapter.

Chapter IV contains the summary, findings, recommendations, and concluding statement of the study.

CHAPTER II

REVIEW OF SELECTED RELATED LITERATURE

I. INTRODUCTION

The purpose of this chapter is to review selected literature related to administration of social and community service organizations. The chapter is divided into four parts: Part I Introduction, Part II Management Setting and Its Problems for Administrators, Part III Management Functions of Community Service Administrators, and Part IV Importance of Management Knowledge and Skills in the Delivery of Effective Social Service.

II. MANAGEMENT SETTING AND ITS PROBLEMS FOR ADMINISTRATORS

Central to the functioning of every organization is the administrative process. No organization can afford to be without both administrative talent, ideas, and technologies, for their absence places an organization's resources in jeopardy and minimizes the effective and creative use of those resources.¹ Unfortunately, the full and productive use of administrative talent, ideas, and technologies seems to be the exception rather than the rule in the human service organization.²

¹Herbert C. Schulberge and Frank Baker (Eds.), Developments in Human Services: Volume I (New York: Behavioral Publications, 1973), p. 233.

²Ibid.

Cynics have suggested that the "Peter Principle"³ has found its most effective application in those organizations that comprise the human services. Historically, many of these organizations have tended to award the highest prestige to their most effective practitioners, that is, those professionals who are most competent in their discipline.⁴ However, administrative positions have often been assigned to those professionals who are less interested or less able to become highly skilled practitioners.⁵

John Ryan pointed out that it is seldom that social service professionals are trained in the theory and practice of management.⁶ Rather, they are usually trained in their substantive fields and through the processes of natural selection find themselves with growing administrative responsibility. According to Ryan, the executive who is a specialist is traditionally an expert in his field. He has been educated quite thoroughly in this field and has been a practitioner for a good part of his professional life. Through the subsequent processes of supervision, consultation, or of expert performance in those roles concerning the specialty, he has now arrived at an executive position.⁷

³L. Peter and R. Hull, The Peter Principle (New York: Morrow, 1969), p. 12.

⁴Schulberge and Baker, p. 233.

⁵Ibid.

⁶John J. Ryan, "Social Work Executive: Generalist or Specialist?" Social Work 4 (1963), p. 26.

⁷Ibid., p. 27.

White stated that top management in the social services rarely recruit managers whose only background is management or business.⁸ People chosen to be managers usually have demonstrated special knowledge, skills, or abilities in some fields other than management or supervision. There are advantages to picking the best clinicians to be managers. Experienced clinicians have great empathy for the community service worker and they are also familiar with the type of services being provided and presumably know how to insure high quality service for the client.⁹

The manager's academic training and professional experience are not always sufficient preparation for such a multifaceted role.¹⁰ This may be especially true of the clinical manager--the human service professional who has been promoted to an upper-level management position. Clinical managers may be at a disadvantage if they have not had adequate training and experience in such areas as accounting, financial management, and personnel management.¹¹ On the other hand, the clinical manager may enjoy the advantage of understanding clients' needs and knowing the type of professional who must be employed to meet those needs. Evaluation and supervision of service personnel may also be

⁸Stephen White, Managing Health and Human Service Programs (New York: Macmillan Publishing Co., Inc., 1981), p. 36.

⁹Ibid., p. 38.

¹⁰Walter Christian and Gerald Hannah, Effective Management in Human Services (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1983), p. 8.

¹¹Ibid., p. 9.

facilitated when the manager or managers has had experience as a service provider.¹²

In human service systems senior and experienced clinicians usually rise to administrative positions.¹³ While this mobility may be a healthy trend, especially in view of the limited promotional opportunities in clinical fields, it cannot be assumed that a competent clinician will always be equally competent as an administrator.¹⁴ In an exploratory study to identify the problems encountered by social service workers who moved into administrative roles after an initial period of education and practice in direct services, results indicated that clinicians experienced significant role discontinuity when they assumed administrative responsibilities.¹⁵ As such, one role does not necessarily prepare for or lead to the other. In such cases, the role of an administrator may be considered independent of one's professional training and experience and subject to other personal variables.¹⁶

The social service profession was not attentive to the growing complexity of human service organizations or developments in management

¹²Ibid.

¹³Bageshwari Parihar, Task-Centered Management in Human Services (Springfield, Ill.: Charles C. Thomas, 1984), p. 22.

¹⁴Ibid.

¹⁵R. Patti, E. Diedreck, D. Olson, and J. Crowell, "From Direct Service to Administration," Administration in Social Work 3 (1979), p. 134.

¹⁶Ibid., p. 136.

technology during the 1960s.¹⁷ For too long the professions had treated administration as something that any good clinician with the right instincts and a little training could do. When, finally, the human services ceased to be a political and administrative backwater, and people began seriously thinking about what was needed to lead in this field, many social service administrators were caught unprepared.¹⁸

Trecker suggested that there is not accurate information on the educational background of community service administrators.¹⁹ He stated that there are several pathways to administrative responsibility. Many administrators begin their professional practice in the area of direct service. They then assume supervisory responsibility, then subadministrative responsibility, and then assume the role of overall leadership of the agency. Another route to administrative responsibility is the route of transfer from other fields.

According to White, persons are attracted to management for a variety of reasons.²⁰ He stated that after a few years of caring for patients, teaching, or providing other kinds of direct services, a professional begins to look for ways to advance within the system. The

¹⁷R. Patti, Social Welfare Administration: Managing Social Programs in a Development Context (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1983), p. 14.

¹⁸R. Patti, "Who Leads the Human Services?" Administration in Social Work 8 (1984), p. 20.

¹⁹Harleigh B. Trecker, Social Work Administration (New York: Association Press, 1977), p. 13.

²⁰White, p. 38.

first opportunities to present themselves usually concern quasi-administrative duties of a limited nature. Although private practice or further education are options for some, it is difficult to advance within the community service delivery system, especially if one conceives of advancement as meaning increased salary or higher status.²¹

Melville pointed out that annual merit increases come and go, year after year, and then they slow up, so the system itself prods the clinician on or does not reward him financially for staying put. He realizes that he is not being rewarded for being just a good clinician. "Added to the allure of higher pay is the attraction of higher status within the organization."²²

Miringoff suggested that clinicians are attracted to management because of the inherent satisfactions in managerial work.²³ Although there are many problems to be faced as a manager, the problems can be challenges to a person's creativity, initiative, and intellect.

Despite the obvious need to manage their organizations better, a substantial number of human services executives still appear to lack the skills and understanding necessary for effective management.²⁴ A

²¹Ibid., p. 39.

²²S. D. Melville, "'Do You Like Your Job?' Personal Reflections of a Clinical Manager," Smith College School for Social Work Journal 5 (1978), p. 2.

²³M. L. Miringoff, Management in Human Service Organizations (New York: Macmillan Publishing Co., Inc., 1980), p. 43.

²⁴Eugene Fram, "Do Human Services Executives Need Management Education?" Administration in Social Work 6 (1982), p. 70.

few seem to have developed well through the trial and error experiences, but many try to utilize management approaches that are inappropriate to the demands of their organizations. Clinging to their direct service specialties (social work, psychology, etc.) as a model they do not fully develop their managerial roles and potentials.²⁵ Given the apparent overall managerial status of human service organizations, then, management education for both current and future executives should be a viable growth area.

III. MANAGEMENT FUNCTIONS OF COMMUNITY SERVICE ADMINISTRATORS

Management, simply stated, is getting things done with and through people. In other words, the organizational goals and their attainment through the effort of an executive are central to the notions of management.²⁶ This implies effective utilization of resources, both human, nonhuman, problem-solving, and decision-making, and facilitation of goal accomplishment.

The management process, which is expressed usually in terms of activities, actions, or policy decisions, exists for the dual purpose of ensuring survival and growth of the organization and maintaining its effectiveness.²⁷ To achieve these, an administrator endeavors to

²⁵Ibid.

²⁶P. Hersey and K. Blanchard, Management of Organizational Behavior (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1977), p. 8.

²⁷Parihar, p. 15.

develop and maintain a mutually productive relationship between the organization and its environment on the one hand and to design internal work structures and processes on the other hand.²⁸ In fact, management is a process consisting of a set of functions and activities to facilitate achievement of organizations' mission and goals.²⁹

The functions of persons in administrative or managerial positions have been the subject of numerous writers and researchers. A representative sampling of this work over the past sixty-five years might include that by such persons as Taylor,³⁰ Barnard,³¹ Roethlisberger,³² and Likert,³³ as well as others. Summarizing and attempting to extract those factors that seem common to the many varied approaches to the study and practice of administration and, further, attempting to view these factors in terms of human services organizations have given some structure to this vitally important element of the human service organization, although it by no means encompasses all of the highly complex organizational behavior in which administrators engage.

²⁸Ibid.

²⁹Ibid.

³⁰F. W. Taylor, The Principles of Scientific Management (New York: Harper, 1923).

³¹C. Barnard, The Functions of the Executive (Cambridge: Harvard University Press, 1938).

³²F. J. Roethlisberger, Management and Morale (Cambridge: Harvard University Press, 1941).

³³R. Likert, New Patterns of Management (New York: McGraw-Hill, 1961).

In discussing the characteristics of the executive's job an institute group noted:

1. He is responsible to seeing that work is performed by others.
2. He has to make decisions.
3. He works through others. He delegates responsibility.
4. He must use authority.
5. He is the channel between a higher authority and the staff.
6. He is a facilitator.
7. He is a troubleshooter.
8. He is responsible for keeping the enterprise running.
9. He is responsible for being a leader.³⁴

The Council of Social Work Administration of the National Association of Social Workers has spelled out a detailed list of the administrator's functions.³⁵ According to this group the administrator, directing and coordinating all operations with the assistance of appropriate staff, is responsible for the quality and effectiveness of the total agency program and for seeing that things get done well and on time. He sets the tone of the agency. In carrying out his duties the administrator

³⁴Proceedings of Workshop on Social Agency Administration: Leadership and the Social Welfare Executive (Richmond: Richmond Professional Institute, 1967), p. 7.

³⁵Social Work Administration (New York: National Association of Social Workers, 1968), p. 9.

has a shared responsibility with the official body to whom he is accountable. He is responsible for the following:

1. Giving leadership to policy-making bodies and staff.
2. Identifying, in a continuing process, social needs that can be met by his agency.
3. Taking leadership in defining and redefining agency purposes.
4. Formulating, recommending, and evaluating policy in relation to the agency's mission.
5. Developing and planning short-term and long-range programs with readiness for adaptation to changing conditions and needs.
6. Maintaining a leadership role in meeting community needs.
7. Developing leadership in appropriate policy-making bodies.
8. Maintaining positive relationships with the community leaders and forces, especially in the constellation of social agencies, both voluntary and governmental.
9. Interpreting the agency to the community and developing a proper public image and support.
10. Establishing and maintaining positive relationships with current and potential users of the agency's services.

11. Projecting the budget and obtaining financial resources.
12. Recruiting, employing, and developing staff.
13. Organizing and directing staff and resources.
14. Providing conditions, resources, and climate conducive to optimum staff utilization and development for productive effectiveness.
15. Administering the financial assets and resources.
16. Maintaining records and reports as a basis for accountability and evaluation.
17. Evaluating program achievements and personal effectiveness in accordance with goals and standards.
18. Accounting to the appropriate policy-making bodies and to the community for the total agency program and operation.³⁶

Friedlander stated that the main administrative function of a private or public community service agency may be divided into nine activities: (1) fact-finding; (2) analysis of social conditions and of services to meet human needs; (3) decision on the way of reaching this objective; (4) planning and allocating resources; (5) setting up organizational structure and work assignments; (6) staffing the agency; (7) supervising

³⁶Ibid.

and controlling personnel and finances; (8) recording and accounting; and (9) supplying financial resources.³⁷

Trecker stated that the good administrator must have a well-formulated and progressive philosophy of community service work and he must project a sound sense of direction for the agency.³⁸ Also, the agency administrators must have real capacity to form good working relationships with the staff, the clientele, and the community. Ordway Tead suggested that to be successful in administrative work people must have (1) superior intellectual capacity; (2) ability for achievement, that is, able to get things done; (3) willingness to assume responsibility; (4) ability to participate as a counselor and guide; and (5) a solid sense of security of one's own status in organized events and relationships.³⁹ He suggested that the professional worker needs sheer physical strength and nervous vitality and drive. The ability to think logically, rationally, with problem-solving skills that get the point more quickly than the average person are listed. He also suggested that the administrator must be willing to take on the burdens of responsibility for decisions and action. He stressed the ability to get along with people in a friendly yet firm way. He underlined the importance of being able to communicate by voice and pen in effective ways.

³⁷W. A. Friedlander, Introduction to Social Welfare (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1968), p. 202.

³⁸Trecker, p. 43.

³⁹O. Tead, Administration: Its Purpose and Performance (New York: Harper and Row, 1959), p. 48.

Johns categorized the aspects of administration into five principle functions, particularly as they pertain to community service agencies:

1. Determining the purposes, aims, and objectives of the organization.

The initial purposes of an agency are described through the articles of incorporation or charter when the organization is established. These general statements of purposes are made more explicit as the work of the organization takes form. In time other purposes develop as the nature of services changes, and finally, the aims and objectives of the agency are officially established by the Board. Executives take part in the formulation and suggest action. Members and clients influence objectives and policies as their desires and needs become known. Aims and objectives, however, assume reality as they become known and accepted throughout an organization and its larger community.

2. Establishing the structure of an organization.

The structure of an organization is usually defined in terms of (a) type, such as non-profit community service agency; (b) work units, such as department, divisions, or branches; and (c) provisions for clear delegation of authority and responsibility. The general structure of the organization is created ordinarily in the provisions of the constitution and by-laws. Subsequent actions of the Board and executive staff further define the organizational pattern. The legal basis of the organization is usually set in the articles of incorporation or charter. An organizational chart is sometimes used to define the work units and to indicate lines of authority. Written commissions to sub-boards, to committees and to staff members are frequently used to define responsibilities more explicitly. The relationships and responsibilities of the president and chief executive officer must be defined; and the roles of executives must be made clear.

3. Directing the work of the organization.

This is accomplished by (a) recruiting the necessary staff; (b) providing sufficient definition and standardization for all positions, so that quality and quantity of performance are

assured; (c) making provisions for committees and conferences necessary to achieve coordination; and (d) stimulating and energizing all personnel, providing leadership, and establishing and maintaining morale.

Directing and overseeing the work of the organization is a responsibility of both the Board and executive and other supervisory staff. The Board gives general supervision, exercising this function of plans and approval of work accomplished. The executive gives closer personal supervision and provides the major direction. The Board selects and employs the executive and holds him accountable for the over-all work of the organization. He in turn selects his associates, usually with the approval of the Board. Executives oversee work by means of reports, by conferences with staff members, and by their personal observations.

Sufficient definition and standardization of all positions are procedures basic to effective working relationships. Coordination among various staff positions is achieved primarily through effective channels of communication, and committees and conferences are among the most used methods to effect coordination.

Stimulating and energizing the entire personnel of an organization is one of the most essential leadership requirements. This function of directing and overseeing the work of an organization is one of the most important aspects of administration.

4. Evaluating accurately the total outcomes in relation to established purposes.

Appraisal of overall results is primarily the responsibility of the Board and the executive, but it is a function in which the members of the organization, at all levels, inevitably participate. Some measures of evaluation can be made with a high degree of objectivity such as financial stability and growth, balanced budgets, increases in assets, and changes in volume and types of services. The quality of services and the adaptability of changing needs are more difficult to observe objectively and accurately.

5. Looking ahead and forecasting, so that services are kept consistent with changing needs and resources.

Organizations, like all other social institutions, tend to become static. Energetic, analytic leader-

ship is necessary since planning ahead and sensing new trends and emerging needs can bring a clear sense of direction. Long range plans, kept flexible and subject to change, are a primary responsibility of top leadership. All aspects of the work of an organization (the services, personnel, facilities, finances, and community relations) should be included.⁴⁰

Perrow maintained that organizations attempt to maximize congruence between their technology and their structure.⁴¹ Human service organizations usually endeavor to develop a system of management that is in accord with the type of materials with which they work and the kinds of tasks they perform. What is of crucial importance for administrators in managing organizations is how to divide work (differentiation), how to coordinate work (integration), how to evaluate work (measurement), and how to create a favorable climate for work (rewards and incentives).⁴² This is usually attempted in view of the organizations' tasks, technology, raw material, and goals. The uniqueness of organizations is reflected in their design and in the way they are run.⁴³

Hasenfield and English identified four critical areas of administration: (1) formulation of the basic service mission of the organization with the context of the opportunities, constraints, and

⁴⁰R. Johns, Executive Responsibility (New York: Association Press, 1954), p. 81-82.

⁴¹C. Perrow, Organizational Analysis: A Sociological View (Belmont: Wadsworth, 1970), p. 121.

⁴²Parihar, p. 16.

⁴³Ibid.

contingencies presented by the environment; (2) negotiations and mediation between the organization and external interest groups in order to gain legitimation and procure necessary resources; (3) selection of the service technologies to carry out the mission of the organization; (4) development and maintenance of the internal structure of the organization in the face of new opportunities, constraints, and contingencies confronting it.⁴⁴

The nature and extent of leadership function are dependent on the stage of development of the organization.⁴⁵ The role of an administrator in the founding stages of the organization will be different than in the later stages of the organization. In the beginning stage, the decision essentially has to do with the definition of the mission, purpose, and social base of the organization that determines and shapes its character and need for its existence and continuation. In later stages, the administrator's role may largely pertain to the development of programmatic procedures to bring about integration in the activities, and instituting changes and innovations to meet new challenges and contingencies. In general terms, management is a process that includes four major functions: (1) planning, (2) organizing, (3) motivating, and (4) controlling.⁴⁶ Planning refers to the definition of ends and

⁴⁴Y. Hasenfield and R. English (Eds.), Human Service Organizations (Ann Arbor: The University of Michigan Press, 1975), p. 103.

⁴⁵Parihar, p. 17.

⁴⁶Ibid.

the determination of means to achieve the ends. Organizing includes the development of a structure of tasks and authority to translate the plan into action. Motivation involves influencing the level of performance of employees, which is often a part of directing along with communicating and leading. Controlling involves such activities as feedback and follow-up to assure outcomes.

What seems to be of crucial importance in the management process is the ability of an administrator in dealing with external and internal sources of problems and contingencies that occur in the organization.⁴⁷ While internal structure predetermines work processes, its various structural elements often appear to be the possible areas where problems occur in day-to-day working; for example, some of the possible problem areas tend to be in the domain of the following: (1) existing policies and procedures; (2) staff-client relationships; (3) acquisition and supervision of personnel; (4) complexity of change-oriented techniques and standardization of procedures; (5) emphasis on professionalization and predominance of the medical profession, bringing about an unstable balance between the two different types of authority (the organizational administrator and the professional specialist); (6) adverse conceptions of clientele, client dissatisfaction, and status of client within the organization.⁴⁸ Maintaining a balance between organi-

⁴⁷Frances P. Godwin, "An Analysis of Knowledge and Skills Needed by Administrators of Social Service Systems," (unpublished doctoral dissertation, The Catholic University of America, 1975), p. 54.

⁴⁸Ibid., p. 65.

zational demands and environmental demands, however, is a delicate and complex task. The administrator, by virtue of his position and place in the structure of an organization, has to perform this feat. Although his primary allegiance is to the organization, which demands his attention to internal elements, yet in view of the importance of the environment in the functioning of the organization discussed earlier, he has to make peace with and attend to external elements.⁴⁹

The functions of persons in administrative or managerial positions in human service organizations includes the following:

1. Data Input Monitoring.

What are the sources of data that the organization uses in examining its performance? How are the data used? Effective administration requires that the monitoring of organizational data input be performed in such a way as to prevent the organization from developing faulty bases for its internal decision-making, hence risking its resources through erroneous problem-solving strategies stemming from these decisions.

2. Problem Conceptualizing.

Although no one administrator can be expected to be the problem conceptualizer for his organization, it is incumbent upon him to ensure that this function is being performed. An effective division of labor and a matching of skills and interests of individual employees with their actual organizational assignments are strategies that are likely to make it easier to carry out this function. Unfortunately, dysfunctional organizational and/or professional norms in human service organizations, anachronistic merit systems, or personal insecurities and inadequacies often lead to a funneling of problem conceptualizing into limited administrative offices and channels.

3. Problem Analysis.

The issue here is to stimulate the appropriate

⁴⁹Ibid., p. 67.

persons and establish the necessary condition. The more open the communication channels, the more likely there will be multiple information input leading to a relatively accurate consensual validation of problem analysis.

4. Organizational Decisions and Action.

Where and how are decisions made in organizations? What mechanisms are there to generate action on those decisions? An effective administrator must deal with the problems of generating feasible outcomes and actions to implement these decisions.

5. Purposive Follow-Through.

Effective involvement, decisions, and action are not enough. There must be the kind of follow-through that ensures that the job will be done or further decisions rendered to add the necessary resources to complete the task. Clarification of the task, a work program, and a time schedule are all useful management tools.

6. Feedback.

Every organization must operate with multilevel feedback designed to alter or sustain decisions throughout the organization. Managers need to be trained to integrate data into decision-making.

7. Generating Organizational Change.

No environment is static, although we sometimes seem to act as if this were the case. An effective administrator must both monitor changes in the external and internal environments of the organization as well as think through the realistic possibilities and strategies for change in the organization.

8. Human Relations and Communication.

Intimately tied to the many other functions that have been mentioned, the problems of human relations and communication that arise in a human service organization are myriad. They demand constant monitoring of group and interpersonal processess within the organization.⁵⁰

⁵⁰Schulberge and Baker, pp. 235-238.

The nature and domain of an administrator's work is so encompassing and varied that it is usually fraught with uncertainties and complexities.⁵¹ Thus, his success, to a large measure, is a matter of chance, subject to his personal attributes and interpersonal skills.⁵²

With so many functions, it is clear that the first consideration must be the administrator's capacity to be able to shift roles comfortably, frequently, accurately, and effectively.⁵³ In the complex and kaleidoscopic demands of human service organizations, perhaps the most definable characteristic of the administrative role is not what it is, but that it is constantly in flux.⁵⁴

IV. IMPORTANCE OF MANAGEMENT KNOWLEDGE AND SKILLS IN THE DELIVERY OF EFFECTIVE SOCIAL SERVICE

The changes which have occurred in health and social service organizations in the past thirty years have created a unique set of managerial problems for those responsible at all levels for the administration of these agencies. Just the day to day operational demands of these agencies, with their people-processing, information, and paper needs, require utilization of all the technological advances currently

⁵¹Jaqueline Jew, "Towards Administrative Efficiency in the Social Services," (unpublished doctoral dissertation, University of California, Berkeley, 1982), p. 43.

⁵²Ibid., p. 62.

⁵³Schulberge and Baker, p. 244.

⁵⁴Ibid.

available to complex organizations.⁵⁵ As the size and complexity of social organizations has increased, there has also been increased demand in management skills required of those who administer such programs. Today's social service administrators at various levels are expected to display a diverse range of abilities and to combine often incongruent skills.⁵⁶ The social service administrators of the 1980s are expected to be well-versed in the management of complex organizations, including collective bargaining, fiscal accountability procedures, social policy development, program planning, integration, and political advocacy.

The lack of appropriate education preparation in management skills has placed social workers, especially those in welfare agencies at a definite disadvantage in competition for high-level and mid-level administrative positions. Because social service workers frequently do not have the necessary skills, the tendency has been to import administrators with backgrounds in business administration or with experience in administration from other governmental units.⁵⁷ The outcome of this trend has been to place at the helm of agencies individuals with a great deal of theoretical and experiential knowledge of organizational management but with little understanding or sensitivity to the philosophies

⁵⁵A. Harbert, P. Jones, and D. Schaupp, "An Organizational Development Model for Retooling Social Welfare Administrators," Administration in Social Work 5 (1981), p. 2.

⁵⁶Ibid.

⁵⁷Patti, et. al., p. 135.

which are the basis of social service programs.⁵⁸ These individuals are frequently more concerned about management outcomes than about service outcomes as they relate to client's needs. The assumption here is that social workers are best suited to administer social service programs because they bring social service expertise, but what is needed is similar expertise in management skill so these can be combined to meet the organization's needs and, more importantly, to improve the quality of service to clients.⁵⁹

There is little doubt that during the last decade and a half a managerial succession of some magnitude has occurred in the ranks of human service leadership.⁶⁰ While social workers (by training or identification) were counted prominently among the executive level personnel at federal and state levels in the early and middle 1960s, there is now evidence to suggest that they have declined in both numbers and influence. For example, in 1979 Gummer observed:

As the breach between public agencies and the social work profession has grown, criticism of the profession. . . has increased and the influence of. . . social workers has diminished. At the federal level, professional social workers have been reorganized out of key policy and decision-making roles during the past decade.⁶¹

As one looks at top administrative cadres at all governmental

⁵⁸Ibid.

⁵⁹Ibid.

⁶⁰B. Gummer, "Is the Social Worker in Public Welfare An Endangered Species?" Public Welfare 37 (1979), p. 15.

⁶¹Ibid., p. 17.

levels, fewer and fewer social workers are to be found in both staff and line positions. This succession has probably been most pronounced in income assistance and employment-manpower programs, but it also appears to have occurred to a significant degree in the personal social service as well.⁶² There are no systematic data available, but observation would suggest that many of these leadership posts have been filled by persons with degrees in law, business administration, public administration, and the behavioral sciences. In high level staff jobs, particularly in areas like planning, policy analysis, and evaluation, economists appear to have made significant inroads.⁶³

A factor which has contributed to a declining role for social work has been the emergence of the managerial professions in the United States, most particularly business administration.⁶⁴ Business administration is now riding the crest of popularity. What this presages for human services, when the job market in the business sector becomes saturated, is difficult to predict. What might be called the "MBA-ing" of social service now seems more than a remote possibility.⁶⁵ For now, there are indications that the technology of business management is perceived as an antidote to "what ails the human services."⁶⁶

⁶²Jew, p. 71.

⁶³Ibid.

⁶⁴Patti, 1984, p. 20.

⁶⁵Ibid.

⁶⁶Ibid.

A competent administrator can make a social service agency effective and efficient; a capable administrator can bring about desired results; an incompetent leader may block services and thwart the staff.⁶⁷ There is a growing need for social work administrators who both care and are competent in terms of knowledge, abilities, and skills in administration. Educators and practitioners recognize that caring is not enough; administrative skills must accompany caring, in order to provide effective services.⁶⁸

Demone and Harshbarger maintained that administrators in the human services are under increasing attack for their management failures. In general, human service organizations are ill-managed, inefficient, ineffective, wasteful, while they, at the same time, consume an even larger share of our financial and human resources.⁶⁹ According to Demone and Harshbarger, human service managers are poorly chosen. They are not suited to managerial responsibility and fail to improve organizational efficiency and productivity.⁷⁰

A study in 1969 by the National Association of Social Workers of their members reflected the importance of administration in social work practice.⁷¹ Responses to a questionnaire were received from 2,857

⁶⁷Rex Skidmore, Social Work Administration (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1983), p. 4.

⁶⁸Ibid.

⁶⁹Demone and Harshbarger, 1978, p. 62.

⁷⁰Ibid.

⁷¹Alfred Stamm, "NASW Membership: Characteristics, Deployment, and Salaries," Personnel Information 12 (1969), pp. 39-40.

members, most of whom were employed full time. Casework, general administration, and supervision were the most frequently reported primary job functions carried out by the members. Supervision is often included as a major part of the administration practice, especially when those in public relations, personnel work, and staff development were grouped together and added to this category. The study also indicated that the median annual salary for general administration was the highest of any group.⁷²

Another factor to consider is that all social workers are part of the administrative process, either in a positive, neutral, or negative manner. Top executives and directors, assistant directors, supervisors, and consultants are the formal administrators of an agency.⁷³ In theory, they are the leaders, and in many ways carry the brunt of administrative responsibilities. Nevertheless, if administration is to be effective, all workers need to be involved in the administration process. They are the team members who provide the services for the agency. They can be powerful in a positive way, by making suggestions for agency improvement and for strengthening agency administration. When necessary they can insist on and bring about changes in agency leadership and policies. As leaders and team members work together in a coordinated, integrated manner, they produce the kinds of human services that are desired and needed. The reality is that all levels of staff should

⁷²Ibid., pp. 45-46.

⁷³Skidmore, p. 7.

participate in the administrative process--for the effective delivery of social services.⁷⁴

Another indication of the importance of administration is reflected in the increased numbers of students in graduate school who are majoring in this field. In 1979, according to the Council of Social Work Education, there were 214 full-time first-year students enrolled with a concentration in "administration, management, and social policy."⁷⁵ They were in fifteen different schools of social work. At the same time there were 443 full-time second-year students in thirty schools of social work with a similar concentration.

In 1981 the number of first-year students had increased, to include 309 in nineteen schools enrolled with a concentration in "administration, management, and social policy."⁷⁶ Also, there were 609 second-year students in the same concentration, representing thirty-six schools of social work.

Schottland suggested that human services are the most significant part of our governmental programs, both in terms of their significance and importance to the people of the United States and in terms of their cost. The administration of these huge programs is complicated and important, and the training of persons in the art and skill of

⁷⁴Ibid.

⁷⁵Statistics on Social Work Education in the United States, 1979 (New York: Council on Social Work Education, 1980), pp. 57-60.

⁷⁶Statistics on Social Work Education in the United States, 1981 (New York: Council on Social Work Education, 1982), pp. 45-46.

administration, specifically geared to the administration of human services, is an extremely important and significant contribution.⁷⁷

Recognition is given in social work to the need for both formal degree and continuing education programs in social welfare and administration.⁷⁸ Colleges, universities, professional associations, and agencies have attempted to respond by developing education programs for the preparation of welfare administrators. Schools of social work have developed joint degree programs in social work and business or in social work and public administration. Some have also developed specific tracks or specialization in administration or have included courses in management or administration in the curriculum. Other departments such as public administration or business administration have added courses in social welfare organizations to their curricula. In some instances, departments of continuing education have developed independent credit or noncredit programs in social welfare administration. For those not interested in formal degrees, noncredit continuing education or agency-sponsored staff development programs have been used for management education.

A 1982 study indicated that administrators would be burdened with increasing management problems in the coming years.⁷⁹ Respondents in the study indicated the following areas to be of major concern to

⁷⁷Charles I. Schottland, "Foreword," in Walter H. Ehlers, Michael J. Austin, and Jon C. Prothero, Administration for the Human Services (New York: Harper and Row, 1976), p.xi.

⁷⁸Patti, et. al., p. 152.

⁷⁹Fram, p. 72.

social service administrators:

1. Developing better financial forecasts for future planning.
2. Developing more alternatives for fund raising.
3. Developing management information systems to get better data.
4. Designing new programs which meet increasing standards of accountability.
5. Developing long range plans.
6. Handling overall audits for governmental funding.
7. Coordinating joint program(s) with other agencies.
8. Changing agency organization structure to get better management accountability.⁸⁰

In the same study respondents indicated that an advanced degree in management/administration would improve management skills and/or understanding.⁸¹ Respondents strongly recommended short courses for current managers and degree programs for potential managers.⁸² In subjectively reviewing the reasons for these choices, it appeared that respondents often took the traditional view that potential managers are younger people who have the time, energy, and career motivation to pursue degree work. In contrast, current managers were very busy and

⁸⁰Ibid.

⁸¹Ibid., p. 73.

⁸²Ibid.

could only devote time to education for short courses. However, the written comments also indicated that these managers recognized that degree programs provide greater course variety and academic depth.⁸³

Respondents in Fram's study indicated areas of concern for managers of human service agencies. They stressed that managers must have skills in the following areas if they are to be effective:

1. Developing alternatives for fund raising.
2. Improving personnel practices such as performance appraisal.
3. Communicating agency mission to the community.
4. Understanding legal implications of government regulations.
5. Developing management information systems to get better data.
6. Training new and veteran personnel.
7. Recruitment of new personnel.
8. Working with physical planning and real estate changes.⁸⁴

According to Steiner, today's community service manager, if he is to improve organizational productivity, must possess a high degree of technological, administrative, interpersonal, and managerial competence.⁸⁵ Similarly, he must be a leader and innovator, one who can

⁸³Ibid.

⁸⁴Ibid., p. 75.

⁸⁵Richard Steiner, Managing the Human Service Organization (Beverly Hills: Sage Publications, Inc., 1977), p. 143.

motivate employees, enhance their capabilities, and spur creativity. Steiner wrote that the administrator must be competent not only in his substantive field, but also be prepared to deal with the complexities of personnel administration, budgeting, interorganizational relationships, politics, and organized labor. He suggested that effective administration is desperately needed and increasingly dependent upon the skilled use of modern management methods.

Miringoff believed that administrators can and must be developed, and that management tools and generic principles can be identified and transmitted.⁸⁶ He suggested that a variety of management tools are available to the community service administrator. For example, he discussed automated data systems, simulation, information systems, systems analysis, personnel practices, boards and committees, and planning.

Demone and Harshbarger reminded community service administrators that they ignore the new technologies at their peril. All human service managers and organizations need certain capacities in order to be successful. They need: (1) to collect data about needs and resources; (2) to establish objectives; (3) to evaluate the effectiveness of various programs; (4) to promote cooperation and collaboration; (5) to understand the nature of systematic relationships; and (6) to have knowledge of social change tools; and (7) to maintain an awareness and sensitivity to policy and policy decision.⁸⁷

⁸⁶Miringoff, p. 155.

⁸⁷Demone and Harshbarger, 1978, p. 93.

Morris wrote that good administrators can be developed.⁸⁸ He maintained that a variation in administrative types must be acknowledged. Each administrator must develop procedures with which he is comfortable, and which he can accommodate his staff and still achieve organizational goals. He further stated that the tools of management are available and that the practicing administrator should make himself familiar with them.

The human service manager is constantly faced with major issues and problems that ultimately determine the nature of his or her job, and how effectively he or she gets the job done. Christian and Hannah identified seven areas about which managers must be knowledgeable if they are to be effective:

1. Cost Effectiveness.

The bottom line seems to be that services must be cost-effective if funding and public support for them is to continue. However, the variables affecting cost effectiveness are much easier to understand than to control. They include factors as diverse as (1) consumers' presenting problems and levels of functioning; (2) the quality and quantity of direct service and administrative personnel; (3) management practices; and (4) program evaluation.

2. Financing.

It is becoming increasingly apparent that human service managers must implement effective procedures for increasing consumer fee collections and must explore new methods for increasing private contributions. If managers are to be successful in maintaining funding for their programs, they must also understand both the constraints and the opportunities contingent upon their interactions with various governmental agencies.

⁸⁸Robert Morris, "Overcoming Cultural and Professional Myopia in Education for Human Service," Journal of Education for Social Work 6 (1970), p. 44.

3. Legal Policy.

The message for the human service manager is clear; provide a high quality of individualized, cost-effective services--but only within the limits of consumers' rights as clients and individuals. Problems in this area are the result of the managers' lack of understanding concerning (1) the law and its implications for the human service consumer, and (2) the various procedures that can be employed to preserve the consumers' rights in service delivery. The managers' dilemma is further complicated by the lack of literature on protecting the consumers' rights.

4. External Regulation.

Increasing regulations, and the quantity and quality of effort necessary to comply with them, are a constant source of concern for the human service manager. Human service management in the 1980s requires a working knowledge of federal, state, and local governments and how they act individually, cooperatively, and/or competitively to regulate human service delivery. In addition, the manager must be knowledgeable concerning such diverse issues as eligibility criteria, utilization control, information systems, and regional planning. It has also become apparent for the human service manager to be constantly aware of his or her program regulations, that is, when the program is in compliance with or in violation of the regulations. This requires effective program evaluation and control procedures.

5. Personnel Management.

It is his or her work with others that is likely to be the source of both the greatest satisfaction and the greatest exasperation for the manager. Despite the multitude of theories and models concerning how to motivate and satisfy personnel, the manager typically finds the leap from theory to practice to be difficult if not impossible.

6. Organization.

The manager must understand the specific needs of his or her program as well as what can be expected from various organizational strategies.

7. Program Evaluation.

Problem identification requires program evaluation and feedback mechanisms that may be difficult for some managers to develop and implement. One source of concern is the focus of the evaluation

activity: What aspects of the problem are to be the focus of the evaluation effort? What dependent variables are to be measured? A second source of concern is the choice of the actual evaluation model and strategies to be employed. How will data be gathered? How will results be analyzed and interpreted? The choice of the evaluation model must be governed by the criteria of appropriateness, effectiveness, and efficiency. A third concern is how feedback from the program evaluation is assimilated by the program and acted upon. Is feedback from the program evaluation understood by those who need to act on it? How does one insure that program evaluation results in quality control and program improvement?⁸⁹

To meet the rapidly changing social, political, and economic environments being faced by the human service organizations, agency management personnel will have to improve the breadth and depth of their management/administrative skills and understandings.⁹⁰ For colleges and universities involved, there is an unusual opportunity for those offering programs or coursework in management or administration.⁹¹ The problems facing the human service organization in the decade ahead are such as to require nothing less than excellence in its management, as well as in any other area of organizational endeavor.

A great deal of time, money, and energy is being placed now and will continue to be placed in the development of administrative personnel for social welfare organizations. Much of what is currently

⁸⁹Christian and Hannah, pp. 6-9.

⁹⁰F. Perlmutter and S. Slavin, (Eds.), Leadership in Social Administration (Philadelphia: Temple University Press, 1980), p. 163.

⁹¹Ibid., p. 165.

being done has been stimulated by Title XX Training funds as well as by other federal funding sources.⁹² Departments of public welfare and other social welfare agencies across the country are making diligent attempts to respond to the need for trained administrators by sponsoring programs or purchasing staff development programs in administration, and by permitting employees to enter graduate programs which emphasize content in management and administration.⁹³

There have been deficits in the management of social agencies in the past, but these deficits can be identified and corrected.⁹⁴ Social work managers must come to view themselves as properly responsible for the delivery of social services in accordance with values and principles accepted by the profession.⁹⁵

⁹²Harbert, et. al., p. 11.

⁹³Ibid.

⁹⁴Y. Hasenfeld, Human Service Organization (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1983), p. 121.

⁹⁵Ibid., p. 123.

CHAPTER III

PRESENTATION OF DATA AND FINDINGS

This chapter includes a discussion of the demographic characteristics of the respondents in the study, a discussion of the organization of the data and findings, and a summary of the data and findings. Data treatment was primarily descriptive in nature using frequencies and percentages of response.

I. DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS

The data used in this study were obtained by the use of an instrument designed to survey the administrator's perception of his/her need for further education/training in management skills (see Appendix A). In the initial mailing, questionnaires were sent to two hundred twenty-eight (228) administrators of social service agencies in the East and Southeast Tennessee Development Districts and North Georgia. As a result of a follow-up postcard and a second mailing of the instrument to nonrespondents in two week intervals following the initial mailing, a response rate of 51.3 percent was achieved (see Appendix B).

Of the initial number of questionnaires distributed, 117 (51.3 percent) were returned. The frequency and percentage of survey instruments distributed and returned is contained in Table 1. Individual agency responses to the questionnaire can be found at Appendix C.

The respondents were asked to indicate their ages. Thirteen respondents (11.1 percent) listed their ages as 20-29 years, 37 (31.6

TABLE 1
DISTRIBUTION AND RETURN OF SURVEY INSTRUMENTS
BY SOCIAL SERVICE AGENCY ADMINISTRATORS
IN EAST AND SOUTHEAST TENNESSEE
AND NORTH GEORGIA
1985

Area	Number Distributed	Frequency of Returns	Percent of Returns
East Tennessee	138	67	48.6
Southeast Tennessee	75	44	58.7
North Georgia	15	6	40.0
Total	228	117	51.3

percent) indicated their ages were 30-39 years, 38 (32.5 percent) responded in the 40-49 age group, 15 (12.8 percent) were between the ages of 50-59, and 14 (12.0 percent) were ages 60 and above. The age groups 30-39 and 40-49 comprised 64.1 percent of the respondents (see Table 2).

With regard to the sex of the respondents, 56 (47.9 percent) of the respondents were male, and 61 (52.1 percent) of the respondents were female. Table 3 summarizes these data.

The highest degree earned by the respondents was indicated on the survey instrument. Thirteen (11.1 percent) of the respondents had a high school diploma, 7 (6.0 percent) had an Associate degree, 38 (32.5 percent) held a Bachelor's degree, 44 (37.6 percent) had a Master's degree, 4 (3.4 percent) had attained the Masters +45 level, and 11 (9.4 percent) had attained a doctorate. These data are summarized in Table 4.

Respondents were asked to supply information concerning their years of administrative experience. Twenty-one (17.9 percent) had been in an administrative position from 0-3 years, 27 (23.0 percent) had 4-7 years administrative experience, 28 (23.9 percent) had 8-11 years of experience, 11 (9.4 percent) had held an administrative position 12-15 years, 6 (5.2 percent) had 16-19 years experience, and 20 (17.2 percent) had held an administrative position for 20 years or longer. Four respondents (3.4 percent) failed to indicate years of administrative experience (see Table 5).

II. ORGANIZATION OF DATA AND FINDINGS

The questions, data, and findings relating to the survey instrument have been clustered into four topic areas: the types of agencies

TABLE 2
AGE CATEGORIES OF ADMINISTRATORS OF
SOCIAL SERVICE AGENCIES IN EAST
AND SOUTHEAST TENNESSEE AND
NORTH GEORGIA
1985

Age Category	Frequency	Percent
20-29	13	11.1
30-39	37	31.6
40-49	38	32.5
50-59	15	12.8
60+	14	12.0
Total	117	100.0

TABLE 3
SEX OF ADMINISTRATORS OF SOCIAL
SERVICE AGENCIES IN EAST AND
SOUTHEAST TENNESSEE AND
NORTH GEORGIA
1985

Sex	Frequency	Percent
Male	56	47.9
Female	61	52.1
Total	117	100.0

TABLE 4
HIGHEST DEGREE ATTAINED BY ADMINISTRATORS
OF SOCIAL SERVICE AGENCIES IN EAST
AND SOUTHEAST TENNESSEE AND
NORTH GEORGIA
1985

Degree	Frequency	Percent
High School	13	11.1
Associate Degree	7	6.0
Bachelors Degree	38	32.5
Masters Degree	44	37.6
Masters +45	4	3.4
Doctorate	11	9.4
Total	117	100.0

TABLE 5
YEARS OF ADMINISTRATIVE EXPERIENCE OF
ADMINISTRATORS OF SOCIAL SERVICE
AGENCIES IN EAST AND SOUTHEAST
TENNESSEE AND NORTH GEORGIA
1985

Years of Experience	Frequency	Percent
0-3	21	17.9
4-7	27	23.0
8-11	28	23.9
12-15	11	9.4
16-19	6	5.2
20+	20	17.2
No Indication	4	3.4
Total	117	100.0

that exist in the thirty county area; the basic management responsibilities of the administrators of these organizations; the preparation, formal education, and training of the administrators; and perceptions of the administrators as to the need and format for additional training. These topic areas correlate closely with the research questions found in Chapter 1 (see page 4).

Types of Agencies

Respondents were asked to supply information concerning the type of agency in which they are presently serving. Twenty-one (17.9 percent) indicated they are presently employed as an administrator of a health agency, 27 (23.1 percent) are holding an administrative position at an agency providing child and family services, 25 (21.4 percent) are administrators of mental health agencies, and 6 (5.1 percent) work at agencies providing services to the elderly. Eleven (9.4 percent) of the respondents indicated that they are administrators of recreational agencies, 14 (11.9 percent) are employed by educational agencies, 5 (4.3 percent) work in the area of vocational rehabilitation, 5 (4.3 percent) of the agencies provide crisis intervention and treatment, and 3 (2.6 percent) of the administrators serve at information and referral agencies (see Table 6).

Management Responsibilities of Administrators

Administrators of the social service agencies surveyed were requested to supply information concerning the percentage of time devoted daily to specific management activities. Ninety-nine of the 117 admini-

TABLE 6
 TYPES OF AGENCIES SERVED BY ADMINISTRATORS
 OF SOCIAL SERVICE AGENCIES IN EAST
 AND SOUTHEAST TENNESSEE AND
 NORTH GEORGIA
 1985

Type of Agency	Frequency	Percent
Health	21	17.9
Child & Family Services	27	23.1
Mental Health	25	21.4
Services to Elderly	6	5.1
Recreational	11	9.4
Vocational Rehabilitation	5	4.3
Educational	14	11.9
Crisis Prevention/Treatment	5	4.3
Information & Referral	3	2.6
Total	117	100.0

strators participating in the study correctly completed this item on the questionnaire. Eighteen administrators either answered the item incorrectly or left it blank. A range was established for each management activity and a mean was computed.

The administrators reported that daily tasks such as telephoning, correspondence, and routine office chores required 0-80 percent of their time with a mean of 15.61 percent. Public relations activities required 0-30 percent of the administrators' time with a mean of 9.71 percent. Concerning budget preparation and fiscal planning, the respondents spent 0-45 percent of time daily on this task with a mean of 7.43 percent. Supervisory activities required 0-40 percent of the administrators' time with a mean of 9.49 percent. Administrators reported that planning took a good amount of their time daily with a range of 0-40 percent and a mean of 10.87 percent. The staffing and evaluation activities seemed to require small amounts of time daily with ranges of 0-25 percent and 0-50 percent and means of 5.70 percent and 5.38 percent, respectively. Conflict management required little of the administrators' time with a range of 0-30 percent and a mean of 4.82 percent. The respondents reported that maintaining records and reporting for accountability required 0-45 percent of their time daily with a mean of 7.77 percent. Decision-making required 0-30 percent of the administrators' time with a mean of 9.22 percent. Client contact or provision of service to clients required 0-80 percent of the administrators' time with a mean of 12.77 percent. Several respondents listed the category "other" as requiring 0-40 percent of their time with a mean of 1.26 percent. These administrators indicated that travel, communication with,

other agencies or personnel, and personal education as activities in this category.

According to the responses of the administrators, daily tasks such as telephoning, correspondence, and routine office chores, planning, client contact, public relations, and decision-making required more time daily than did other administrative activities. These data are summarized in Table 7.

Preparation and Training of Administrators

The administrators were asked to provide information concerning their major area of study in college. Of the 117 administrators responding, 104 had attained a level of education above high school. Fourteen respondents (13.6 percent) had studied in the area of Business Management or Administration, 7 (6.7 percent) held degrees in Health or Social Work Administration, 2 (2.0 percent) held degrees in Marketing, 26 (25.0 percent) indicated the field of Education as their major area of study, 2 (2.0 percent) had studied in the area of Physical Education and Recreation, 24 (23.2 percent) had Sociology degrees, 19 (18.3 percent) had specialized in Psychology, 5 (4.7 percent) had studied in medical fields, and 3 (2.9 percent) listed Religion as their major area of study. Two (2.0 percent) of the respondents failed to indicate their major area of study. Table 8 summarizes these data.

The administrators were also asked to list any specialized administrative training they had received within the last five years. This included seminars, workshops, continuing education, or degree credit coursework. Of the 117 respondents, 52 (44.4 percent) indicated

TABLE 7
MANAGEMENT RESPONSIBILITIES OF ADMINISTRATORS
OF SOCIAL SERVICE AGENCIES IN EAST
AND SOUTHEAST TENNESSEE AND
NORTH GEORGIA
1985

Activity	Percentage of Time	
	Range	Mean
Managing Daily Tasks	0%-80%	15.61
Public Relations	0%-30%	9.71
Budget Preparation	0%-45%	7.43
Supervision	0%-40%	9.49
Planning	0%-40%	10.87
Staffing	0%-25%	5.70
Evaluation	0%-50%	5.38
Conflict Management	0%-30%	4.82
Maintaining Records	0%-45%	7.77
Decision Making	0%-30%	9.22
Client Contact	0%-80%	12.77
Other	0%-40%	1.26

TABLE 8
 AREA OF STUDY DURING COLLEGE OF ADMINISTRATORS
 OF SOCIAL SERVICE AGENCIES IN EAST
 AND SOUTHEAST TENNESSEE AND
 NORTH GEORGIA
 1985

Major Area of Study	Frequency	Percent
Business Admin./Mgt.	14	13.6
Health/Social Work Admin.	7	6.7
Marketing	2	2.0
Education	26	25.0
Phys. Ed./Recreation	2	2.0
Sociology	24	23.2
Psychology	19	18.3
Medical	5	4.7
Religion	3	2.9
No Indication	2	2.0
Total	104	100.0

that they had been involved in some type of training within the last five years. Fifty-four (46.2 percent) of the administrators stated that they had not had any training and 11 (9.4 percent) did not answer this item on the questionnaire. Table 9 summarizes these data.

The respondents were requested to list the topic areas or titles of training courses in which they had participated. The 52 administrators who had been involved in administrative/management training within the last five years indicated that the courses centered around fifteen topic areas. Seven (13.5 percent) of the administrators had attended workshops in the area of budgeting and finance, 3 (5.8 percent) attended workshops designed to improve communication skills, 2 (3.8 percent) had courses in conflict management, 19 (36.5 percent) of the respondents had training in grant writing, 5 (9.6 percent) had participated in workshops or seminars on information systems, while 6 (11.5 percent) had studied labor relations and laws. Thirteen (25.0 percent) of the 52 administrators who had received specialized training attended leadership seminars, 2 (3.8 percent) listed participation in seminars on organizational change, and 2 (3.8 percent) attended workshops designed to improve performance appraisal procedures. Fifteen (26.9 percent) administrators indicated that they had attended workshops or seminars on personnel administration, 3 (5.8 percent) listed participation in both planning and programming areas, 8 (15.4 percent) had participated in workshops to improve supervisory skills, and 5 (9.6 percent) of the respondents had attended time management seminars. The topic areas most frequently listed were grant writing, leadership, and personnel administration (see Table 10).

TABLE 9
SPECIALIZED TRAINING OF ADMINISTRATORS
OF SOCIAL SERVICE AGENCIES IN EAST
AND SOUTHEAST TENNESSEE AND
NORTH GEORGIA
1985

Administrators	Frequency	Percent
<u>Have</u> received specialized administrative training within last five years	52	44.4
<u>Have not</u> received specialized administrative training within last five years	54	46.2
No Indication	11	9.4
Total	117	100.0

TABLE 10
 TOPIC AREAS OF SPECIALIZED TRAINING OF ADMINISTRATORS
 OF SOCIAL SERVICE AGENCIES IN EAST
 AND SOUTHEAST TENNESSEE AND
 NORTH GEORGIA
 1985

Topic Areas	Frequency*	Percent*
Budgeting/Finance	7	13.5
Communication Skills	3	5.8
Conflict Management	2	3.8
Grant Writing	19	36.5
Information Systems	5	9.6
Labor Relations/Laws	6	11.5
Leadership	13	25.0
Organizational Change	2	3.8
Performance Appraisal	2	3.8
Personnel Administration	14	26.9
Planning	3	5.8
Programming	3	5.8
Public Relations	8	15.4
Supervision	8	15.4
Time Management	5	9.6

*Frequency and percent of the 52 administrators receiving specialized training within the last 5 years.

Need for Additional Training

The administrators were asked to supply information concerning areas of interest for further training. Respondents were requested to check the topics which they felt they needed or wanted to pursue. One hundred seven of the 117 administrators responding completed this portion of the questionnaire. Ten administrators left the question blank or stated that they did not want further training.

The topic areas listed were: personnel administration; supervision; planning; communication skills; time management; budgeting; decision-making; performance and program appraisal; contract and grant preparation; computers; public relations; interfacing with governing bodies; and facility design, construction, and maintenance. Frequency of response to each item ranged from 25-57 administrators desiring further education in that area. Personnel administration, time management, conflict management, and performance and program appraisal were the topics most frequently checked with planning, communication skills, computers, and decision-making following closely. The administrators as a group seemed least interested in topic areas concerning relationships with governing bodies and facility design, construction, and maintenance (see Table 11).

Regarding the preferred format in which additional training could take place, the administrators were requested to indicate their first, second, and third choice for course format. The three format types listed were seminar, workshop, and degree credit course. One hundred eleven administrators answered this portion of the questionnaire while six left the question blank. The majority, 81 of the administra-

TABLE 11
 PREFERRED TOPIC AREAS FOR ADDITIONAL TRAINING
 OF ADMINISTRATORS OF SOCIAL SERVICE AGENCIES
 IN EAST AND SOUTHEAST TENNESSEE
 AND NORTH GEORGIA
 1985

Topic Areas	Frequency	Percent
Personnel Administration	56	47.9
Supervision	43	36.8
Planning	51	43.6
Communication Skills	53	45.3
Time Management	57	48.7
Conflict Management	56	47.9
Budgeting	46	39.5
Decision Making	50	42.7
Performance/Program Appraisal	57	48.7
Contract and Grant Preparation	43	36.8
Computers in Social Services	52	44.4
Public Relations	45	38.5
Interfacing with Governing Bodies	35	29.9
Facility Design, Construction, and Maintenance	25	21.4

tors responding, indicated that they preferred the seminar format as their first choice. The least preferred format listed was the degree credit course. Figure 1 summarizes these data.

III. SUMMARY OF DATA AND FINDINGS

The data and findings indicated that administrators of social service agencies in the area surveyed are employed by organizations providing a broad range of services. The data showed that a small percentage (20.3 percent) of the administrators have been educated in the field of business management or health administration. However, 44.4 percent of the administrators have received management training in the form of workshops, seminars, continuing education, or degree courses.

The data indicated that the administrators would be interested in pursuing further training or education in management areas. The seminar format was overwhelmingly listed (73 percent of those responding) as the most preferred format for further training.

		<u>Preference</u>		
		1st Choice	2nd Choice	3rd Choice
<u>Format Type</u>	Seminar	81	13	17
	Workshop	13	73	25
	Degree Credit Course	12	25	74
	No Indication	6		

Figure 1. Preferred format of additional training of administrators of social service agencies in East and Southeast Tennessee and North Georgia.

CHAPTER IV

SUMMARY OF FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

I. INTRODUCTION

This chapter includes a summary of the study and a discussion of the conclusions which were drawn from the findings. Recommendations for administrators and educational institutions were based on these conclusions. Recommendations are also made for further research concerning the competencies which are deemed necessary in administering a social service agency.

II. SUMMARY

The Problem

There may be no industry in greater need of effective management than the human service system. Escalating costs, increasing governmental regulation, and increasing consumer demand have created an industry that appears actively to resist direction and control. The technology for developing service delivery systems has surpassed the technology for effectively managing them.

It is generally acknowledged that human services organizations operate in rapidly changing social, political, and economic environments and that these environments will continue to change, most likely at a faster rate. This highly active milieu obviously influences the breadth and depth of management/leadership/administrative activities

needed in human services institutions. Society is demanding and will continue to demand that human service organizations become better managed, with better leadership approaches and with more accountable administrative practices and guidelines. Simply stated, human services managers are being asked to prove more than ever that their organizations significantly help their clients.

The administrator is in a particularly awkward situation when he is in a position of leadership and yet has no formal management training. Since it is his/her job to manage the organization, the administrator may look upon this lack of knowledge/skills as a possible threat to effectiveness, job security, and professional status. For those administrators who have had no formal administrative/management training some aspects of their jobs may prove difficult. The needs of an organization make it desirable that administrators have a well-balanced general understanding of many subject areas. If they have been specialists in their past experience and education, they will undoubtedly need to broaden the scope of their knowledge.

The Purpose of the Study

The purpose of the study was to determine if administrators of publicly and independently funded social service agencies have need for or could benefit from additional education/training in leadership/management skills. Specific outcomes of the study included:

1. A review of the literature which was relative to social service administration and management.
2. A survey of administrators and management

personnel of selected agencies with regard to their perceptions of their need for additional training in administration/management.

Procedures

In the initial stages of the study, a review of the literature was undertaken to provide the researcher with background information and opinions. From the literature, the researcher extracted the demographic variables and the administrative tasks used on the questionnaire. The survey instrument was designed to determine the perceptions of administrators with regard to their need for additional administrative/management training.

Questionnaires were mailed to 228 social service agency administrators in East and Southeast Tennessee and North Georgia. Of the 228 surveys distributed, 117 (51.3 percent) were returned to the researcher.

Treatment of the Data

Based on the divisions within the questionnaire, the data were divided into four categories: (1) types of agencies that exist in the thirty county area; (2) basic management responsibilities of the administrators; (3) preparation, formal education, and training of the administrators; and (4) perceptions of the administrators as to the need and format for additional training. Frequencies and percentages were computed for the demographic variables (age, sex, highest degree attained, and years of administrative experience) and for the four categories of responses indicated above.

Findings

Based on the literature reviewed for this study, the effects of administrative/management training on the social service administrator's effectiveness is conclusive. The consensus of authors reviewed in the descriptive literature was that the effectiveness of the administrator is decreased by lack of management training or skills. On the other hand, several authors indicated that there has been an increase in training programs for social service administrators over the last few years.

The findings from the analysis of the data gathered from the questionnaire were used to answer the five research questions proposed by this study. These five questions with their appropriate findings follow.

Question 1. What agencies exist and what type of service do they offer?

The agencies which were sent questionnaires were identified by utilization of a "Directory of Community Services" published by each county. This list was coordinated with lists obtained from governmental agencies, the State Department of Education, and United Way. Responses to the questionnaire indicated that the services offered by these agencies are varied. The agencies were categorized according to type of service provided. The categories were health, child and family services, mental health, services to the elderly, recreational, educational, vocational rehabilitation, crisis prevention and treatment, and information and referral. The majority of agencies (52.4 percent) offer services in the areas of health, child and family services, and

mental health. The other agencies provide services in the areas mentioned above.

Question 2. What are the basic management/administrative responsibilities of the administrators of these organizations?

From the review of literature the researcher extracted the administrative tasks listed on the questionnaire. Administrators were asked to indicate the percentage of time devoted daily to these management activities. A range was established for each management activity and a mean was computed. The administrators indicated daily tasks such as telephoning, correspondence, and routine office chores, planning, and client contact required a greater percentage of their daily time than did other activities. Public relation activities, decision-making, problem-solving, and supervision required a fair amount of their time while staffing activities and conflict management required a very small percentage of their time daily.

Question 3. What preparation, formal education, training, experiences, or otherwise have these administrators had to prepare them for their jobs?

Of the 117 administrators responding to the questionnaire, 104 had attained a level of education above high school. The majority of administrators (66.5 percent) listed education, psychology, or sociology as their major area of study. Other areas listed were marketing, recreation, religion, and medical fields. Fourteen (13.6 percent) of the administrators listed business administration or management as their major area while only 7 (6.7 percent) indicated that they had majored in health/social work administration.

Fifty-two of the administrators (44.4 percent) indicated that they had received some type of specialized administrative training within the last five years. This included seminars, workshops, continuing education, or degree credit coursework. Various topics were listed; however, more administrators had received training in grant writing, personnel administration, and leadership than in any other areas. Public relations, supervision, and labor relations were other areas of concern for administrators.

Question 4. What additional skills/training do these administrators perceive they need to be more effective in their jobs?

Of the 117 administrators responding, 107 indicated that they would like additional training in management areas. The most frequently listed topics were personnel administration, communication skills, time management, conflict management, and performance and program appraisal. Other topics frequently listed were planning, decision-making, computers and information systems, budgeting, and public relations.

Question 5. What format do the administrators perceive as being the most desirable for additional training to take place?

The administrators surveyed listed the seminar format as the most preferred. Eighty-one listed the seminar format as their first choice. The least preferred format was the degree credit course. Several of the respondents commented that lack of time was the major contributing factor in their choice of format.

III. CONCLUSIONS

The findings of this study were the basis for the following conclusions:

1. The majority of administrators in social service agencies have job responsibilities that require high levels of administrative skill; however, few of them have formal training or strong experiential background in administration, indicating or implying that most are inadequately trained for their position, and as can be further supported by their perceived need for additional training.
2. The management responsibilities of the administrators are varied; however, they are similar in nature to those administrators in the public or private sector.
3. The administrators would pursue further management training if it were made available to them. However, time constraints, lack of interest in degree programs, and accessibility are major concerns. The training would be more acceptable if presented in the seminar format.

These conclusions support the majority view of the authors of the descriptive literature who maintained that administrators who had no formal training in management/administration should take advantage of training opportunities in order to carry out their duties more effectively. Training programs and continuing education, according

to the results of this study, are necessary to the practicing administrator if he hopes to be effective in his job.

IV. DISCUSSION

It seems clear that, based on the results of this study, there does appear to be a need for training programs in management for administrative personnel of social service agencies. The management person or persons of an agency will determine the quality of agency performance, provide leadership for the staff, and set the standard for operation.

The concept of administration, its place in a total career plan, and its contribution to the growth of an organization all change constantly. Continuing education creates greater opportunities for promotion and also for changing careers. Continued training is essential if administrators are to realize their full potentials as members of their organizations. On the job experience will provide valuable training, but knowledge of management fundamentals is also important.

To summarize, the data suggest that management knowledge/skills do contribute to the administrator's perception of his/her effectiveness. Although it cannot be stated that the impact is a major one, it is, nevertheless, a significant one. Clearly, among social service agency administrators, management/administrative knowledge and skills are associated with a perception of increased effectiveness.

V. RECOMMENDATIONS

The findings and conclusions of this study supported the following recommendations:

1. Efforts must be made by administrators of social service agencies to remain current with regard to management knowledge and techniques, particularly as it relates to social service agencies.
2. Social service agencies should work together in sponsorship of continuing education or training in management areas.
3. University departments offering coursework in administration or management should consider providing training opportunities to social service administrative personnel. Consideration should be given to the development of alternative educational formats, such as seminars and workshops.

VI. RECOMMENDATIONS FOR FURTHER RESEARCH

There remain other questions which need to be addressed in order to increase the base of knowledge in this area and gain further insights into the impact of management education or training on the social service administrator.

Since administrators may not be able to assess reliably a situation in which they play a major role, one suggestion for further

research would be to survey the perceptions with regard to the effectiveness of the administrator of other people involved in the agency processes. These other people may be staff members, board members, or clients. It would also be interesting to study the most effective method of providing for joint agency-university collaboration on the problem of increasing the administrative manpower pool for social service agencies.

Systematic investigation is needed in two areas. The first has to do with the nature and characteristics of management practice in the social services; what managers do and how they do it. Little is known about how social service managers allocate their time among various tasks, activities, and roles; whether the activity configurations found among this population of managers differs significantly from those of managers in other types of organizations; the strategies and tactics employed by managers to deal with commonly recurring problems like frequent changes in legislation, budget restrictions, impediments to interagency coordination, and multiple funding sources; and the methods used to install and maintain technologies like computerized management information systems, and the effects of such technologies on service delivery. This kind of information is needed to ground theory in practice reality and to inform the development of educational programs.

The assessment of managerial effectiveness in the social services is a second critical area of inquiry. Little attention has been given to the relationship between administrative behavior and indices of program performance and worker satisfaction. More funda-

mental is the matter of whether administrative behavior accounts for any substantial amount of variance in indices of program performance.

VII. CONCLUDING STATEMENT

The study indicated that administrators of social service agencies can benefit from further education or training in management areas. Although the data contained in this study were collected from agencies in East Tennessee the implications are probably valid for other publicly and independently funded agencies. Thus, the study's recommendations have wide applicability and the potential to provide useful guidelines for numerous agencies and education institutions.

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APPENDICES

APPENDIX A
QUESTIONNAIRE

QUESTIONNAIRE FOR SOCIAL SERVICE AGENCIES

Please respond to the items on the questionnaire. Your name is not required.

1. Age _____ 2. Sex: M _____ F _____

3. Highest Degree:

High School _____ Masters +45 _____

Associate Degree _____ Doctoral Degree _____

Bachelors Degree _____ Postdoctoral _____

Masters Degree _____ Medical Degree _____

4. Major Area of Study: _____

5. Total years experience in your agency: _____

6. Years of administrative experience: _____

7. Types of service provided by your agency: _____

8. Certificates or Professional Licenses held:

(a) _____

(b) _____

(c) _____

(d) _____

9. Specialized Administrative Training: (list workshops, seminars, or continuing education activities within last five years).

Topic

Where taken?

Sponsor

(a) _____

(b) _____

(c) _____

(d) _____

(e) _____

(f) _____

10. Below are listed a group of commonly accepted activities for administrative/leadership positions in social service agencies. Please provide your best estimate of the percentage of time which you devote to each of these activities.

_____ Managing Daily Tasks (telephone, correspondence,
routine office chores)

_____ Public Relations

_____ Budget Preparation/Fiscal Planning

_____ Supervision

_____ Planning, Programming

_____ Staffing (recruiting, directing, developing)

_____ Evaluation (of program and personnel)

_____ Conflict Management/Troubleshooting

_____ Maintaining Records/Reporting for Accountability

_____ Decision Making/Problem Solving

_____ Client Contact (i.e. Providing service to clients)

_____ Other (please specify)

11. Below are listed some general topic areas which comprise a curriculum in leadership/administration. Please check those topics which you feel would be helpful to you in your current position.

_____ Personnel Administration

_____ Supervision

_____ Planning

_____ Communication Skills

_____ Time Management

_____ Conflict Management

_____ Budgeting

_____ Decision-Making

11. continued

- _____ Performance/Program Appraisal
- _____ Contract and Grant Preparation
- _____ Computers in Social Service Agencies
- _____ Public Relations
- _____ Interfacing with Governing Bodies
- _____ Facility Design, Construction, and Maintenance
- _____ Other (please specify _____)

12. Topics such as those listed in question #11 can be presented in a variety of formats. The following are three of the most prevalent formats currently used for instructional purposes.

- A. Seminar - 1-2 day series of intensive presentations focused on a specialized topic whose primary purpose is to provide updated information about the subject topic.
- B. Workshop - 4-5 working day experience conducted either weekly, bi-weekly, or monthly over an extended period of time. The information provided is focused on a specific topic with updated information being provided with additional supplementary exercises and activities whose purpose is to provide hands-on experience in the topic being considered.
- C. Degree Credit Course - traditional lecture, discussion, presentation format. Variety of topics covered with some hands-on experience. College credit awarded.

When considering your work schedule, preferences, etc. please note the format of instruction you would be most willing to participate in. List your most preferred format first and least preferred last.

(1) _____ (2) _____ (3) _____

Thank you for your time.

APPENDIX B

COVER LETTER AND FOLLOW-UP
TO RESPONDENTS

March 22, 1985

Dear Administrator,

A study is underway to determine the extent of and the need for leadership/management training of those professionals in top management positions in community service agencies. Such information can aid the University of Tennessee in determining the need for leadership/management training, add information to the body of leadership/management knowledge, and further the potential and attainment of higher levels of professional and personal satisfaction for community service agency administrators.

I am asking that you complete the enclosed questionnaire and return it in the attached self-addressed envelope within five days, if possible. The survey will take approximately ten minutes to complete.

The questionnaire has been coded for the identification of non-respondents for follow-up contact. Cooperation in this study is voluntary; the return of this questionnaire will constitute your informed consent to participate in the study. You can be assured that confidentiality will be maintained as the data will be aggregated so that the identification of any individual will be impossible.

Thank you for your cooperation.

Sincerely,

Kenya Taylor Potts

April 5, 1985

Dear Administrator,

HELP! You received a questionnaire on the leadership/management training of administrators in community service agencies several weeks ago (3-22-85). My records indicate you have not yet responded.

I need your input to make the study truly reflective of Tennessee community service agencies. Please take a few minutes to respond and return the questionnaire.

THANK YOU FOR YOUR TIME.

Kenya Taylor Potts

April 19, 1985

Dear Administrator,

I am again asking for your help! A questionnaire concerning leadership/management training of those professionals in top management positions in community service agencies was mailed to you approximately one month ago (3-22-85) and a postcard followed several week later (4-5-85). My records indicate that you have not responded.

In the event that the first questionnaire failed to reach you or was misplaced, won't you please take a few minutes to complete the enclosed questionnaire and return it in the self-addressed stamped envelope. In order for the study to be truly meaningful, I am attempting to obtain data from as many representative agencies as possible. Therefore, I consider your input into the study as being of vital importance and look forward to hearing from you at your earliest convenience.

Once again, I thank you for your time.

Sincerely,

Kenya Taylor Potts

APPENDIX C
SOCIAL SERVICE AGENCIES RECEIVING QUESTIONNAIRES

SOCIAL SERVICE AGENCIES RECEIVING QUESTIONNAIRES

<u>Name of Agency</u>	<u>Location</u>
Ridgeview Psychiatric Center	Oak Ridge
The Villager Workshop	Oak Ridge
Services for Exceptional Children	Oak Ridge
Planned Parenthood Association	Oak Ridge
Association for Retarded Citizens	Oak Ridge
Anderson County Health Council	Oak Ridge
*Boys Clubs of Oak Ridge	Oak Ridge
Big Brothers/Big Sisters	Oak Ridge
*Camp Fire, Inc.	Oak Ridge
*Children's Welfare	Oak Ridge
Hope of Oak Ridge	Oak Ridge
*Home	Oak Ridge
*Girls Club of Oak Ridge	Oak Ridge
*Council for Retarded Citizens	Clinton
Norwood Boys Club	Oliver Springs
Anderson County Red Cross	Clinton
*YMCA	Oak Ridge
*YWCA	Oak Ridge
Red Cross of Oak Ridge	Oak Ridge
*Scarboro Day Care Center	Oak Ridge
*Youth Haven	Oak Ridge
*Dept. of Human Services	Oak Ridge
Green Thumb Program	Clinton
Blount County Mental Health Clinic	Maryville
*Family Guidance Clinic	Maryville
American Red Cross	Maryville
*Blount County Boys Club	Maryville
*Center for the Handicapped	Maryville
Blount County Girls Club	Maryville
Child and Family Services	Maryville
*Contact Teleministeries	Maryville
Haven House	Alcoa
*Johnson Group Home	Maryville
Birth - Three Program	Maryville
*YWCA	Maryville
*Ridgeview Psychiatric Center	LaFollette
*Claiborne County Health Center	Tasewell
Clear Fork Primary Care Clinic	Clairfield
*Cocke County Health Center	Newport
*Washburn Primary Care Clinic	Washburn
*Cherokee Mental Health Center	Morristown

*Indicates agencies that did not respond to questionnaire.

Center for the Handicapped	Morristown
American Red Cross	Morristown
*Association for Retarded Citizens	Morristown
*Boy Scouts	Morristown
Boys Clubs of Morristown	Morristown
*Civil Air Patrol	Morristown
Efforts Against Spouse Abuse	Morristown
*Girl Scouts	Morristown
*Kingswood School	Bean Station
*Hamblen Adult Center	Morristown
Hamblen Central Services	Morristown
*Hamblen Day Care Centers	Morristown
Youth Emergency Shelter	Morristown
Rose Center	Morristown
*Jefferson County Health Center	Dandridge
Lakeshore Mental Health Institute	Knoxville
Helen Ross McNabb Center	Knoxville
Overlook Mental Health Center	Knoxville
*Louise J. Noel Center	Knoxville
*YARI Halfway House	Knoxville
*Crisis Support Unit	Knoxville
Beta Homes, Inc.	Knoxville
Sertoma Learning Center	Knoxville
*AGAPE, Inc.	Knoxville
Alcohol Rehabilitation Institute	Knoxville
*Knox County Red Cross	Knoxville
*Salvation Army	Knoxville
*Arthritis Foundation	Knoxville
*Big Brothers/Big Sisters	Knoxville
Boy Scouts of America	Knoxville
Boys Clubs of Knoxville	Knoxville
Senior Citizens Home Aide Service	Knoxville
Senior Citizens Information Service	Knoxville
*Southern Appalachian Food Bank	Knoxville
Volunteers of America	Knoxville
Wesley House Community Center	Knoxville
Knoxville Rape Crisis Center	Knoxville
Knoxville Travelers Aid Society	Knoxville
Volunteer Coordinating Center	Knoxville
Volunteer Rescue Squad	Knoxville
*Ladies of Charity of Knoxville	Knoxville
*Lonsdale Day Care Center	Knoxville
Mental Health Association	Knoxville
*Kidney Foundation of East Tennessee	Knoxville
Association for Retarded Citizens	Knoxville
Area Communication Center for Deaf	Knoxville
Knoxville Area Urban League	Knoxville
*Knoxville Nursery Schools	Knoxville
*Knoxville Poison Control	Knoxville
*Daniel Arthur Rehabilitation Center	Oak Ridge
Children's Rehabilitation Center	Knoxville

East Tennessee Community Center	Knoxville
Epilepsy Foundation	Knoxville
Florence Crittenton Agency	Knoxville
*Girl Scouts of the USA	Knoxville
Girls Clubs of Knoxville	Knoxville
Goodwill Industries	Knoxville
*Cerebral Palsy Center	Knoxville
Cerebral Palsy Group Home	Knoxville
Child and Family Services	Knoxville
Children's Center of Knoxville	Knoxville
*Contact Teleministries of Knoxville	Knoxville
YMCA	Knoxville
*Dept. of Human Services	Knoxville
*Overlook Mental Health Center	Loudon
Adult Activity Center	Loudon
American Red Cross	Lenoir City
*Lenoir City Mile of Dimes	Lenoir City
*Lenoir City Boys Clubs	Lenoir City
*Empty Stocking Fund	Greenback
Philadelphia Community Club	Philadelphia
*Loudon March of Dimes	Loudon
*Voluntary Support Committee	Lenoir City
Association for Exceptional Citizens	Lenoir City
Senior Citizen Center	Loudon
*Overlook Mental Health Center	Madisonville
*Monroe Day Program	Madisonville
*Ridgeview Psychiatric Center	Wartburg
Ridgeview Psychiatric Center	Harriman
Villager Workshop Program	Harriman
*Michael Dunn Center	Kingston
*Volunteers in Progress	Harriman
*Dept. of Human Services	Kingston
*Roane County Senior Citizens	Harriman
*Planned Parenthood	Harriman
*Family Planning Service	Harriman
*FISH of Roane County	Rockwood
*Council on Aging	Rockwood
Emergency Assistance Association	Rockwood
*Roane County Social Services	Rockwood
Roane County Youth Athletics	Rockwood
*Ridgeview Psychiatric Center	Oneida
Overlook Mental Health Center	Sevierville
Douglas Adult Cooperative, Inc.	Sevierville
*Dept. of Human Services	Sevierville
*Union County Center	Maynardsville
Dept. of Human Services	Maynardsville
Bledsoe County Mental Health Center	Pikeville
*Hiawassee Mental Health Center	Cleveland
*Alcohol and Drug Halfway House	Cleveland
Community Mental Health Center	Charleston
Hermes, Inc.	Cleveland
Homeward Bound Group Home	Cleveland

*Center for Soecial Children	Ocoee
Cleveland Speech and Hearing Center	Cleveland
Boys Clubs of Cleveland	Cleveland
Cleveland Day Care Centers	Cleveland
*Youth Involvement Program	Cleveland
YMCA	Cleveland
Council of United Services, Inc.	Cleveland
*Grundy County Mental Health Center	Tracy City
*Moccasin Bend Mental Health Center	Chattanooga
*Chattanooga Psychiatric Center	Chattanooga
*Johnson Mental Health Center	Chattanooga
*Methadone Clinic	Chattanooga
Sequoyah Mental Health Center	Soddy-Daisy
Cerebral Palsy Center of Chattanooga	Chattanooga
Team Evaluation Center	Chattanooga
Orange Grove Center	Chattanooga
Chattanooga Speech and Hearing Center	Chattanooga
*Abilities, Inc.	Chattanooga
*Association for Retarded Citizens	Chattanooga
*Association for the Blind	Chattanooga
Big Brothers/Big Sisters	Chattanooga
*Birth Defects Center, Inc.	Chattanooga
Blood Assurance	Chattanooga
Boys Clubs of Chattanooga	Chattanooga
Chattanooga Area Food Bank	Chattanooga
Chattanooga Area Literacy Movement	Chattanooga
*Chattanooga Area Safety Council	Chattanooga
*Chattanooga Excel, Inc.	Chattanooga
Epilepsy Foundation	Chattanooga
Hamilton County Health Dept.	Chattanooga
*Chattanooga Housing Authority	Chattanooga
Dept. of Human Services	Chattanooga
Children's Home	Chattanooga
Community Info Line	Chattanooga
Contact of Chattanooga, Inc.	Chattanooga
Council for Alcohol and Drug Abuse	Chattanooga
Easter Seal Society	Chattanooga
Family and Chilren's Services	Chattanooga
*Friendship Haven	Chattanooga
*Girls Club of Chattanooga	Chattanooga
Girl Scouts, Moccasin Bend	Chattanooga
*Goodwill Industries, Inc.	Chattanooga
Dept. of Human Services	Chattanooga
*Veteran's Services	Chattanooga
*HELP, Inc.	Chattanooga
*Hospice of Chattanooga	Chattanooga
*Kids on the Block Program	Chattanooga
Ladies of Charity	Chattanooga
Birth Defects Foundation	Chattanooga
*Mental Health Association	Chattanooga
Northside Neighborhood House	Chattanooga
*Orchard Knob Community Services	Chattanooga

Recreation Ranch, Inc.	Chattanooga
*Salvation Army	Chattanooga
Senior Neighbors of Chattanooga	Chattanooga
Siskin Rehabilitation Center	Chattanooga
*Summit House	Ooltewah
*Teen Challenge	Chattanooga
State Dept. of Human Services	Chattanooga
Dept. of Public Health	Chattanooga
United Way of Greater Chattanooga	Chattanooga
Young Volunteers in Action	Chattanooga
Marion County Mental Health Center	South Pittsburgh
Speech and Hearing Center	South Pittsburgh
*Hiwassee Mental Health Center	Athens
McMinn Adult Activity Center	Athens
Hiwassee Mental Health Center	Copperhill
*Rhea County Mental Health Center	Evensville
*Sequatchie County Mental Health Center	Dunlap
Blood Assurance	Fort Oglethorpe, GA
Dept. of Family & Children's Services	Ringgold, GA
Dept. of Human Resources	Ringgold, GA
*Dept. of Public Health	Ringgold, GA
*NW Georgia MH/MR Center	Fort Oglethorpe, GA
*Ringgold Housing Authority	Ringgold, GA
*Dade County Extension Office	Trenton, GA
*Retired Senior Volunteer Program	Trenton, GA
*Dept. of Family & Children's Services	Trenton, GA
Dept. of Public Health	Trenton, GA
Dept. of Family & Children's Services	LaFayette, GA
*Dept. of Human Resources	LaFayette, GA
*Dept. of Public Health	LaFayette, GA
Dept. of Veteran's Services	LaFayette, GA
*NW Georgia Economic Opportunity Authority	LaFayette, GA

VITA

Kenya Taylor Potts was born September 14, 1951 in Lubbock, Texas. She received her public school training in Vernon, Texas and her undergraduate training at Baylor University in Waco, Texas where, in 1973, she received a Bachelor of Arts degree with a major in Speech Pathology and Audiology. In 1974, she received a Master of Science degree in Speech Pathology and Audiology from Baylor.

In January of 1975 she was employed by Midwestern State University in Wichita Falls, Texas as an Instructor in Speech Pathology and Audiology. Upon moving to Chattanooga, Tennessee, she began a private practice in audiology. During the fall quarter of 1981 she entered the University of Tennessee, Knoxville as a part-time student working toward the Doctor of Education degree in Educational Administration and Supervision. In September of 1982 she began full-time graduate study.

She is married to David P. Potts. They have three children, D.J., Adriane, and Anne.