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A quantitative-descriptive study of administrative and bureaucratic skills in social work.

Robert A. Lychytschenko
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UNIVERSITY OF WINDSOR

THE SCHOOL OF SOCIAL WORK

A QUANTITATIVE-DESCRIPTIVE STUDY OF

ADMINISTRATIVE AND BUREAUCRATIC SKILLS IN SOCIAL WORK

BY

Robert A. Lychytschenko

David J. Osmun

A research project presented to the School of
.Social Work of the University of Windsor
in partial fulfillment of the
requirements for the
degree of Master of
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March, 1979

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ABSTRACT

The purpose of this study was to determine whether B.S.W. trained direct service workers and their supervisors consider it important that they develop administrative skills for their practice. This study was considered of value because of recent trends within and outside the social work profession for greater accountability.

The type of research design utilized in this study was quantitative-descriptive; subtype population description. Two parallel questionnaires were developed and mailed to 30 social work supervisors in Essex County and 65 B.S.W. graduates. In all, 22 supervisors and 35 graduates responded.

The findings were: that both samples felt that the established administrative skills were important; that these skills were as important as other social work skills but there was limited knowledge in this area; that the percentage of time spent on administrative duties does not correlate with the finding in the literature; that both samples tested felt that they were only prepared to a slight extent for their administrative duties by the formal education process; that administrative skills should be taught both in course content and field practice with the major thrust being in the areas of authority line theory, accountability, and accurate report writing; that both the workers and the supervisors did not perceive a deficiency in the workers' administrative ability.

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From these findings, it would appear that students are receiving minimal training in administrative skills in their formal university education.

To further clarify this area of concern perhaps an evaluation is needed in terms of course content concerning administrative skills at the undergraduate level.

From the data received, there was a strong suggestion of the need for a program of continuing education to develop better knowledge of administrative skills.

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CHAPTER I

INTRODUCTION

Traditionally, social work has been an organizationally based provider of services. The 19th century 'friendly visitors' and charity workers providing public out-door relief did so from either public or private organizations. The 20th century settlement house movement was carried out from organizations based in neighbourhoods. The synthesis of social work to casework after the 1920's saw the continued delivery of service from organizations except for a brief period during the late 1940's and early 1950's when private social work practice emerged in some urban American centres. (Dyer, 1976, p. 85).

There is at the present time "an increasing tendency for work in general to be based in a bureaucratic organizational setting." (Dyer, 1976, p. 2). This tendency is affecting the professions, both the more established ones as well as the more recently developed ones.

New literature on professions suggests that the older professional model based on the private practitioner is no longer an accurate description of the current occupational social situation. Mass industrial society has propelled an increasing number of professionals into bureaucratic organizations. (Dyer, 1976, p. 65). Graduating lawyers are finding that they must join established firms in order to practise in large urban centres. Physicians and dentists are also increasingly

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engaging in group practice. It is not uncommon in larger centres to find the full range of professional health services: physiotherapy, occupational therapy, radiology, dentistry, optometry, numerous medical specialties, all being delivered by a single private organization.

Social work services are largely carried out by either government agencies or publicly funded organizations. (Dyer, 1976, p. 91). Most government programs are universal in nature and must serve large numbers of clients. Bureaucratic procedures from bureaucratically structured organizations are the most effective means known for dealing with large numbers of people. (Dyer, 1976, p. 197).

Lydia Rapaport states that:

> Social work practice is undertaken in a social agency. This classic definition puts professional practice within an institutional framework and specific setting. . . . For social workers, it is the agency which makes practice possible and which is the source of sanction or censure. (Rapaport, 1960, p. 71).

In other words, social workers need agencies from which to practise, as much as agencies need social workers to deliver their services.

Etzioni from his study on the semi-professionals adds:

> the semi-professionals often have skills and personality traits more compatible with administration, especially, since qualities required for communication of knowledge are more like those needed for administrators than those required for the creation, and to a degree application of knowledge. (Etzioni, 1969, p. xii).

Social workers, then, need to develop a repertoire of administrative and bureaucratic skills. Organizations are such that they have rules, procedures, regulations, and

policies. In order for social workers to deliver the services of their organization efficiently and effectively, they must understand these policies and regulations and how best to utilize them in the service of their clientele. This requires that social workers have 'developed these skills in their training.

Harleigh Tracker noted that:

> There is no such thing as a 'pure service' job.
> Every staff member carries on administrative as well
> as service activities . . . the administrative
> process is performed in some way by every individual.
> The director may be the one 'executive' for the
> program, but he's not the only one engaged in the
> practice of administration . . . . Within the sphere
> of their activity, all staff members perform admini-
> strative tasks; thus all program activity involves
> administration. Many persons who have the responsi-
> bility to direct and manage some phases of agency
> activities are not aware that they are engaged in
> administration . . . . A portion of the worker's
> time is spent in administration of the case load.
> Many case workers have been heard to exclaim that
> they do not want to be placed in administrative
> positions, but want only to see clients and 'do
> casework'. Analysis will show that the caseworker
> in many agencies is one of the most facile adminis-
> trators. No one would deny that managing a case load
> of 50 - 150 clients requires abundant administrative
> skills. Thus administration permeates the whole of
> the structure. (Trecker, 1971, p. 92).

Social workers completing programs at schools of social work in preparation for direct practice roles do not appear to be adequately equipped for the bureaucratic requirements of their social work positions. The development of bureaucratic and administrative skills is essential for the practice of social work that is organizationally based. A study still in progress, conducted by the Carleton University School of Social Work and the Algonquin College Department of Family Studies, is in support of this: The graduates of every social service

training program are ill equipped when it comes to function effectively within a bureaucracy. (Ministries of Community and Social Services and Colleges and Universities, Government of Ontario, p. 13).

Social workers to date have relied primarily on a trial and error method to develop bureaucratic and administrative skills. (Hylton, 1977, p. 31). There has been little evidence that any of the schools of social work or social service education have placed much emphasis upon the development of these skills. The dearth of literature in this area exemplifies the situation. On the other hand, there is a wealth of information on the development of clinical skills.

In our view, administrative and bureaucratic skills require systematic development, as do clinical skills. Their development is as important as the latter's. In that way, social workers who are proficient in these skills can free up more of their time to practise their clinical skills instead of being snowed under by bureaucracy. (Hylton, 1977, p. 32).

CHAPTER II

REVIEW OF THE LITERATURE

Professionalism and Bureaucracy

Since World War II great changes have occurred in the social and economic life of our country. One of these changes has been the burgeoning of the human services. A growing percentage of the work force has shifted from goods-producing to service-producing. In 1940, for example, in the United States the percentage of those involved in goods-producing industries equalled those engaged in services. By 1968, the number engaged in services rose to 62 per cent of the total labour force while the percentage of those in goods-producing industries dropped to 38 per cent. (Gartner, 1976, p. 17). Canada has similarly experienced a rapid expansion of its human services in its movement towards what has often been called the welfare state or service economy.

Just as the number of human service workers has increased, so has the number served by these activities. This has been seen most dramatically, until recently, in education; however, similar growth patterns have occurred in other human service fields such as health and social welfare. In the United States, college enrol-ment grew from .05 million in 1870 to 6.8 million in 1970, from less than one per cent of those in the 18 to 21 age group in 1870, to 47 per cent in 1970 of the same age group. (Gartner, 1976, p. 21). Similarly, there have been marked increases of those enrolled

in the elementary and high school systems. Whereas the percentages themselves are not as dramatic, the figures indicate a growing trend of the importance of education in the life of the population. Organized learning activities both at the core (elementary, secondary, and higher education) and the periphery (business, government, adult, extension, correspondence, and television) today involve approximately 150 million Americans, that is, almost three out of every four.*

Other areas of the human services have also grown. The implementation of universal medical services has meant an increase in the amount of medical attention received by the population. Similarly, social services in one form or another are being received by an increasing number of the population. Adequate medical services, which at one time only the affluent could afford, have, in Canada, become available to all socio-economic levels of the population. Social services, on the other hand, which at one time were almost exclusively identified with the poor, are now being received in various forms by virtually all classes of the population.

Not only are there increasing numbers of persons receiving and delivering services, but the character of the services appears to be undergoing significant change. A primary change is the increased consumer orientation to these services.

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* The authors would like to add that these trends have recently reversed due to pressures from changing national economic policy and changes in the demographic distribution of the school age population.

As stated by Margaret Mead there is a "revolt of all the people who are being done good to". She talked of pupils, patients, clients, prisoners all wanting a share of what is going on, and an end of an era "of great numbers of professional people who knew best and did good". (Gartner, 1976, p. 22). While it may be premature to declare that an era of professional control is over, there are varied signs in the different services of a greater consumer role.

While total consumer control is not likely to be achieved, what is occurring is a heightening sense of accountability. Efforts of various sorts are being made to make services more responsive.

Likewise the recessionary economy of the last five to seven years is having its effects. Moneys that were easily made available for various social programmes and expanding health services in the 1960's are no longer there today. Those that were made available, require that these programmes and services be accountable in terms of efficiency and effectiveness. (Gruber, 1973, p. 33).

Similar to the movement towards heightened accountability has been a movement within all the professions to become increasingly organizationally based. The entrepreneurial model of the solo practitioner is becoming an antiquated one. Those known as "semi-professions" - teaching, nursing, librarianship and social work - have a history of delivering their services from organizationally based institutions. (Toren, 1969, p. 137). The present trend is for the more established professions of

medicine and law to become organizationally based as well.
This trend is negatively affecting the vertical movement of
semi-professions such as social work and accounting, in their
attempts to establish solo practices.

What is a profession? For centuries a profession was
designated as "the occupation which we profess to be skilled in
and to follow", and specifically "the three learned professions
of divinity, law, and medicine." (Hughes, 1973, p. 1). These
three professions were learned in the Christian universities of
Europe from the Middle Ages onward. To this day, with the
exception of divinity, they have retained their eminence in the
occupational ladder and have served as models to new aspiring
occupations in their pursuit of similar status. Medicine, the
most highly remunerated, is the most coveted profession. It is
also the most frequently quoted as a model to follow.

Over the years, numerous studies have been made of the
professions and occupations aspiring to professional status.
The most famous of these is the Flexner study completed on
medical education in 1910. Abraham Flexner, a non-doctor, over
a period of two years, visited 155 medical schools across the
United States and Canada. His report was a scathing indictment
of medical education. Flexner's reforms were initiated and
supported by the profession. These reforms were executed by a
relatively small number of white professional men who exercised
a good deal of political and economic leverage. The effect in
sum was nothing less than the establishment of health services
under the control of the medical profession, supported by

legislation, and, yet relatively uncontrolled by government. (Gartner, 1976, p. 51).

Flexner was also asked in 1915, "Is social work a profession?" He replied that social work lacked the attributes of a profession. He found social work deficient in the areas of intellectual knowledge and technique. One of the points that he stressed which continues to have relevance in a somewhat different context today is that social work, unlike professions that met his criteria, was not based on standards of individual responsibility of the practitioner, but rather was identified with organizational structures and institutions. (Hughes, 1973, p. 202).

William Goode in his 1960 presentation to the American Sociological Association in St. Louis, came up with seven major characteristics of a profession:

1. Ideally, the knowledge and skills should be abstract and organized into a codified body of principles.

2. The knowledge should be applicable, or thought to be applicable, to the concrete problems of living. (Note that metaphysical knowledge, however well organized, may have no such applicability).

3. The society and its relevant members should believe that the knowledge can actually solve these problems (it is not that the knowledge actually solves them, only that people believe in its capacity to solve them).

4. Members of the society should also accept as proper that these problems be given over to some occupational group for solution (thus, for example, many do not as yet accept the propriety of handing over problems of neurosis to the psychiatrist) because the occupational group possesses that knowledge and others do not.

5. The profession itself should help to create, organize, and transmit the knowledge.

6. The profession should be accepted as the final arbiter in any disputes over the validity of any technical solution lying within its area of supposed competence.

7. The amount of knowledge and skills and the difficulty of acquiring them should be great enough that the members of the society view the profession as possessing a kind of mystery that is not given to the ordinary man to acquire, by his own efforts or even with help. (Goode, 1969, pp. 277-278).

Ernest Greenwood, a social worker, provided five components in his model of a-profession. These were:

1. A basis of systematic theory.

2. Authority recognized by the clientele of the professional group.

3. Broader community sanction and approval of this authority.

4. A code of ethics regulating relationships of professionals with clients and colleagues.

5. A professional culture sustained by formal professional associations. (Torens, 1969, p. 144).

Carr-Saunders developed a typology of the professions and classified social work as a semi-profession. The main reason ascribed for this particular status was the lack of autonomy that the occupation experiences. The taxonomy developed-was:

(a) The established professions - law, medicine, and the Church share two basic attributes; their practice is based upon the theoretical study of a department of learning; and the members of these professions feel bound to follow a certain mode of behaviour.

(b) The new professions - are those which are based on their own fundamental studies such as engineering, chemistry, accounting, and the natural and social sciences.

(c) The semi-professions - replace theoretical study by the acquisition of technical skill. Technical practice and knowledge is the basis of such semi-professions as nursing, pharmacy, optometry, and social work.

(d) The <u>would-be professions</u> - require neither
theoretical study nor the acquisition of exact
techniques but rather a familiarity with
modern practices in business, administration
practices and current conventions. Examples·
of this type are hospital managers, sales
managers, works managers, etc.
(ibid., p. 143).

In view of the proliferation of professions in
modern society, it is difficult and misleading to talk
about the professions as a whole. Rather, the extent of
professionalization of an occupation should be measured by
applying general criteria used to define the professions. It
is first of all impossible to distinguish the type of
knowledge on which the profession is based, or the degree of
public recognition enjoyed by its members. Secondly,
different attributes of professionalism may have developed to
varying degrees, so that a profession may rank higher in respect
to one characteristic and lower in respect to another. For
example, although the service ideal is strongly emphasized
in social work, its knowledge base is still in the process of
upgrading, integration, and crystallization.

In addition to the criteria of the profession's
knowledge base, a structural variable, the degree to which
members of different professional groups are independent or
salaried workers, is of importance. According to Carr-Saunders,
the members of the older professions were originally
independent practitioners; it was for this same reason
Flexner did not recognize social work as a profession. A high
proportion of the <u>new professions</u> have always been employed,
and nearly all members of the <u>semi-professions</u> and <u>would-be</u>

<u>professions</u> are salaried. Toren regards the transition from the independent practitioner to the salaried professional worker as a major factor undermining the professional code of ethics. (Toren, 1969, p. 144).

Carr-Saunders, whose typology of the professions was described earlier, classifies social work as a semi-profession, for the reason that he ascribes primary importance to the autonomy of the practitioner. He writes,

> Social workers and school teachers, for example,
> have a dual responsibility to the employer as well
> as the client. But the employer lays down the limits
> to the service which can be rendered and to some
> extent determines its kind and quality. As a result,
> a social worker who is, say, a probation officer is
> far from free to treat a person committed to his
> charge in a manner indicated by his professional
> training and experience. (Toren, 1969, p. 145).

It is our contention, that as far as typologies go, social work at present is most validly classified as a semi-profession. Even though its value system is well articulated, and the technical features, skills, and techniques relatively identified, its theory base is less well developed than are its other features. (Toren, 1969, p. 146). As well, very few social workers practise autonomously, a feature common to the established professions of law and medicine.

A number of writers have examined social work and its status as a profession. One area they have found to undermine social work's professional status is its lack of a well defined theoretical base. As noted earlier, both Goode and Greenwood noted this to be an important characteristic of a profession. Carr-Saunders alluded to this as a basic attribute of the established professions.

In a society where science technology is becoming more and more the basis for important functions - not only in production, communication, and distribution, but also in the provision of medical and other services - a scientific base has become associated with the prestige level of a profession. Parsons noted that:

> scientific investigation is oriented to certain normative standards. One principle of these in the case of science is that of objective truth. The standards by which it is judged as being of high scientific quality are essentially independent of traditional judgements.
> (Parsons, 1969, p. 37).

He went on to add that "the merely traditional way of doing it "as the fathers have" fails to carry normative authority." (Parsons, 1969, p. 37). Therefore rationality in the modern professions is more important, rather than traditionalism.

It has also been noted that the newer professions have clustered around the sciences and all professions, including law and the ministry, make overtures to science. (Meyer, 1959, p. 321). Social casework has attempted this assertion to some degree in its strong relationship with psychoanalytic theory, psychiatry, and psychology.

Similarly, a profession's "position of esteem" can also be determined by whether it has a monopoly over an esoteric or difficult body of knowledge. This prestige is usually greater if the monopolized knowledge rests on abstract principles arrived at by scientific research and logical knowledge. This knowledge should also be considered necessary for the continued functioning of society. (McCormick, 1966, p. 636).

Social work, as do semi-professions of a similar status, lacks a scientifically based body of knowledge from which to derive its technical skills. The theoretical knowledge of social work, teaching, librarianship, and nursing is either ill-defined or concrete rather than abstract. In the case of social work, the theoretical practice base is intermingled "with incomplete knowledge of the nature of man, the nature of society and their relationship." (Boehm, 1958, p. 10). Furthermore social work educators, in attempting to deal with this problem, find it further exacerbated by the fact that we are presently in times of rapid change. Rather than trying to teach an ill-defined field of professional practice that is somewhat pluralistic and subject to change and instability in preparation for specific roles, they express the view that they should instead arm students with basic concepts and tools for dealing with change and uncertainty. (Hughes, 1973, p. 212).

Because social work practice, to date, does not lend itself to measurement and analysis, it has not established with the public that its practices are as competent as the profession claims. Resistence to scrutiny still exists amongst many practitioners. Historically, the profession has been scrutinized by lay or administrative boards rather than by its professional members. Until the profession develops means to administer its practice effectiveness, lay boards and bureaucratic controls will continue to control and criticize practice. (Etzioni, 1969, p. 110).

Social work's professional status is further undermined by the fact that, historically, many of its practitioners were employed without any formal training. As recently as 1965 it was noted that in many services, over one half of the practising social workers did so without any formal training. (Toren, 1969, p. 152).

Closely associated with the need for formal training in determining status level is the length of the training programme. Graduate level social work training usually consists of one or two years beyond the B.A. or B.S.W. level as compared to five for the established professions of law and medicine. The public commonly relates the amount of training with the complexity of the tasks to be carried out by the professional. As well, the most important part of their training, as reported frequently by social work graduates, is the field practicum rather than theoretical knowledge gained in the classroom. Social work, then, still appears to be strongly rooted in the practice setting rather than the academic. (Toren, 1969, p. 154).

Social work has found difficulty in obtaining from the public statutory force or legal backing of its own making. Instead social workers must operate in public agencies within their legal and procedural frameworks. As a result the profession does not have the security that comes with the licencing or certification that is meaningful to the general public. (Etzioni, 1969, p. 110).

This lack of professional control over its members means that social workers have their behaviour judged by outsiders, rather than their own peers. In a bureaucratic system this

means that it is those who occupy higher positions within the organizational heirarchy that judge performance. Consequently, the prestige system that exists for the social worker is built according to official position in a heirarchy rather than excellence in the performance of tasks. This of course undermines the professional's drive to master his body of knowledge as well as his commitment to an ideal of service. (Kadushin, 1958, p. 41).

Social work is what is known as a heteronomous profession. Toren defined this as meaning:

> that members of the profession are guided and controlled not only from within by professional norms, but also by administrative rules and by supervisors in the organizational heirarchy. (Toren, 1969, p. 153).

This is antithetical to the established professions whose members practised independently and were called autonomous.

Heteronomous professionals find themselves with dual responsibilities - to the employer as well as to the client. The employer sets down the limits to the service which can be rendered and this to some extent determines its kind and quality. As a result, social workers are far from free to treat a person in a manner indicated solely by professional training and experience. (Toren, 1969, p. 145).

Members of the established professions on the other hand have greater latitude within which to treat their clients' problems, as dictated to them by their professional training and ethics. Flexner, who was mentioned earlier, considered professional autonomy a paramount characteristic of a full profession, and the lack of autonomy as related to standards of

individual responsibility of the practitioner a reason for not according social work full professional status.

As a heteronomous profession, social work is characterized by a high degree of supervision. Supervision in social work has dual functions, administrative and educational. The administrative function is the control of a subordinate by a superior within the organization's heirarchy. As an educational function social work supervision is designed as an apprenticeship relationship between a supervisor and supervisee. Educationally, social work supervision most resembles medicine whose neophytes apprentice to an experienced and senior practitioner Here, however, similarity ends. The social work supervisor, unlike the senior medical practitioner, ensures that the new worker adheres to regulations prescribed by the community and the organization. The medical trainee, on the other hand, is trained to follow and adhere to professional standards and guidelines. In the case of social work, the organizational regulations may be incompatible with the professional ethics and the humanistic enthusiasm of the young practitioner. (Gartner, 1976, p. 139).

In no other profession is supervision so strong a mechanism as in social work. There are a number of reasons for this phenomenon. Some of these are linked to previous points made in this review and in summary these are: there are still a large number of social workers practising without any formal training; the traditional period of training of two years is shorter than that of other professions; the profession lacks

a strong colleague reference group; it has been relatively unorganized until 1955 when N.A.S.W. was formed; it is characterized by heteronomous rather than autonomous practice; and, most social workers practise from within agencies that are responsible and accountable for their activities to lay boards and/or bureaucracies.

Alfred Kadushin has perhaps completed the most extensive work on supervision in his Supervision in Social Work. He saw social work supervision characterized by three distinct functional areas - administrative, educational, and supportive. Administrative supervision dealt with the assignment of work reflecting general policies and objectives of the agencies and reviewing and evaluating its outcome. Educational supervision was related to teaching the new worker what he or she needs to know in order to provide specific service to specific clients. Supportive supervision was the help a supervisee receives in adjusting to job-related stress. (Kadushin, 1976, pp. 19-38).

Nina Toren saw social work supervision as having a dual function - educational and administrative. In her view, the administrative function was control of a subordinate by a superior within an organizational heirarchy. Educational supervision was viewed by her as an apprenticeship relationship between a supervisor and supervisee., (Toren, 1969, p. 173).

William Goode has noted that increasingly high-level occupations and aspiring professions are finding themselves absorbed into bureaucracies. The reason for this phenomenon, he found, is that a high proportion of the work done by those

occupations and professions requires little autonomy. Therefore their work is increasingly being supervised by non-professional bureaucrats and laymen. (Goode, 1969, p. 294).

Trained social workers practise almost exclusively as agency employees rather than independent practitioners. They are most like nurses and teachers in that they must reconcile professional norms with organizational demands of an agency, hospital, institution, clinic, or government bureaucracy.

Bureaucratic and agency demands often emphasize specialization, limited responsibility and conformity to rules. This often creates problems when organizational values run into conflict with professional ones. Frequently, social workers and semi-professionals have viewed bureaucratic rules and authority as infringing upon their professional freedom to apply their knowledge and skills according to their judgement and conviction.

Toren noted that:

> professionals in various fields acknowledge the fact that nowadays it is almost impossible to carry out professional work independent of large and complex organizations. (Toren, 1969, p. 151).

She pointed out that research institutions, hospitals, business firms, welfare agencies, schools and all complex organizations where various types of resources are located that are vital to the conduct of high quality professional work. (Toren, 1969, p. 151).

Student professionals in medicine, nursing, social work, and teaching all receive part of their training from within the

bureaucratic framework (hospitals, social agencies, schools). Student social workers, as other professionals, must become familiar with agency and organizational structures through their field training, which is an integral part of professional education. Rather than looking upon organization as an impingement upon professional practice, professionals, especially social workers, can look upon organization as an entity to manipulate in order to meet their clients' needs. Toren noted that "the culture of bureaucracy invades the professions, the culture of professionalism invades organizations." (Toren, 1969, p. 151). The relationship between bureaucracy and professionalism does not necessarily have to be a battle in which one will eventually dominate the other, but through mutual adaptations, new structures will emerge. Therefore the development of tension between autonomy and integration of professional groups can lead to more effective structures that can be attained by an isolation from one another and attempts to absorb one another. (Toren, 1969, p. 159).

Social work education has recently found itself in a position whereby it has had to respond to new trends. At all times, the professional school is involved in a system of interrelationships not only within the university community but also with the professional field of practice. As well, some segments of the agency-professional community have expressed concern that the skills of the new graduates do not match the types of activities that are being carried on in the agencies, and that the schools of social work are therefore not meeting their needs adequately. (Hughes, 1973, p. 231).

In the 1960's, social problems were defined within the framework of the so-called "opportunity theory" of individual deviance and concommitantly led to the development of service strategies to solve them. A subsequent discovery of the enormous complexity of political, economic and other factors not sufficiently amenable to a narrow range of interventions suggested that there was a need for social workers to broaden their scope beyond their traditional knowledge base. (Kahn, 1973, p. 132).

It has therefore become important for social workers to recognize the interrelationships of the political, economic and social systems in society. The latest departure in social work education from the psychoanalytic approach to the generic reflects a new, or in a sense a return, to an old practice, a concern for larger social issues. In this way recent graduates who work from complex organizations can be more sensitive to the effect of the organizational environment of their practice on the delivery of their services.

Organizational Structure

Present and future needs of our society are extremely complex and ever changing. With the advancement of education and technology, the worker in today's and tomorrow's organizations no longer feels that he or she is slotted into one section of the structure. Because of specialization and professional autonomy, the leader or administrator is no longer able to wield unquestionable power. Now workers want to know and also want and need to have input

in decision making. The question is no longer "What can I do
for the organization?" but, "What can the organization do for me?".
The purpose of this section will be to examine the role of the
worker within the organization from past, present, and
future perspectives, and how trends relate to the social
worker. To understand these areas fully, one must first
discuss the form of organization in which the leader must
work or function.

There are three main organizational theories in present
day society. These are democracy, bureaucarcy, and adhocracy.
(Austin et al., 1976, p. 4). They will be discussed in terms
of their historical and functional components and also how
they blend with present day organizational patterns. The
final area under discussion will be how the semi-professional
functions within the organizational process and what affect
this process has on the structure of organizations.

Bureaucracy

At the turn of the century, as the Industrial
Revolution came into full bloom, there developed a change in
organizational thinking. In industry, attempts were being
made to evolve systematic methods of management. From these
roots came early pioneers of scientific management which were
later to evolve into the bureaucratic structures we know
today. (Warham, 1975, p. 12).

Organizational theory was based on a management
science premise. Theory X of the X,Y Theory stated that the
worker was basically lazy and unmotivated and had to be prodded

like any other beast of burden. (Odiorne, 1975, p. 47).
For this reason, organizational structures were developed that
resembled a pyramid in shape with a chain of command from
superior to subordinate positions.

Figure 1:

Administrator
Officers
Supervisors
Assistant·Supervisors
Workers
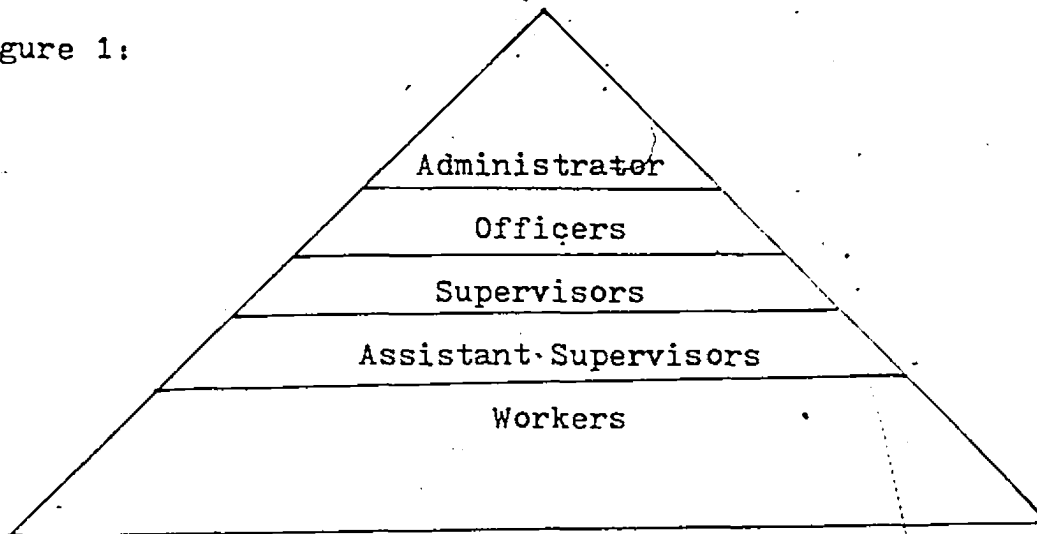
Within this pyramidal structure, individuals functioned
under the command of those above them in the heirarchy. All
policies and regulations filtered down from the top and the
worker was expected to fulfill his duty without question.

Order, efficiency, precision, and measurement were the
key concepts of scientific management with no thought given
to individual needs, personal satisfaction or, for that
matter, any components of human nature. (Warham, 1975, p. 12).
The scientific managers felt that any human motivation was
related exclusively to economic factors. The more one
worked the more material reward one received. This theory
of course was flavoured heavily by the Protestant Work Ethic
which was a major sociological determinant of the times. Even

present day society is feeling the residual effect of this popular ethic.

Max Weber developed a list of five characteristics which relflected the above. These were:

1. Clear cut division of labour, with activities distributed in a fixed way as official duties.

2. The distribution of duties through the formal administrative heirarchy, in which each office is supervised by the one above it.

3. A system of rules and regulations.

4. The exclusion of personal considerations from the conduct of official business.

5. Salaried employment based on technical qualifications and constituting a career within the heirarchy. (Gerth and Mills; 1948, p. 31).

There are definite pros and cons to a system such as this that will be discussed at this time. From a positive perspective one can argue that bureaucracy gives one a sense of security. A worker in this system knows what his station is, the rules and regulations he is required to abide by, and also the rewards and reinforcements he receives for doing so. The system, in this way, de-personalizes decision making and also retains a set of policies that everyone follows.

Of a more negative nature, one can look at the lack of discretionary powers in a structured system. For example, with all these rules and regulations one adheres to, it does not leave scope for unique situations. This is a problem that is especially prevalent in social service agencies, where there is a great deal of grey area between the black and white areas of decision making.

Bureaucracy has a tendency to create specialized areas and departments which are functional for the uniformity of the agency or business, but which destroy any concept of there being a whole. What usually occurs is that these areas become entities in themselves and jealously and secretively guard their areas of interest. (Likert, 1961, p. 92).

Stability and uniformity are organizational qualities which must be tempered with flexibility and openness to change. Bureaucracy does not allow for individualization due to its rigid structures causing a definite fear of change.

The majority of government agencies fall into this organizational category. It is essential that the worker working in this type of organization is aware of the above mentioned pitfalls and assets of an organizational structure. By learning to operate effectively within this type of milieu he or she is able to give optimal service to clients by knowing where the power lies and how to utilize the system in order to effect change.

Democracy

When services and businesses within the private sector grew into large complex organizations, the roles of workers became more specialized. In response organizations had to change. The organizational theorists of the time became aware of the strong human element that played an integral part in management.

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Mary Parker Follet, a forerunner of the humanistic approach to organizational theory, felt that the primary interest in organization should be in psychological factors which operate

within an organization and the relationships between individuals and within groups in the management process. The main concepts of her theory are in the areas of conflict versus integration, the individual and the individual within groups, power and responsibility, and consent as opposed to mere participation. (Metcalf, 1940, pp. 20-27). These concepts will be discussed further in the following pages. As with the scientific managers, the control element is always in the forefront. It was felt that effective human control could only be exercised with an understanding of the human situation. In the authors' opinion, the theory is basically one of keeping the worker happy in order to keep him productive.

Selznic, another organizational theorist, believed that all formal structures had a non-rational element (human nature) that had to be dealt with. The individual by nature does not function exclusively in the role that is assigned to him. "Individuals have a propensity . . . to spill over the boundaries of their segmentary roles, and to participate as wholes." (Warham, 1975, p. 24). Also the individual worker brings to his job his own personality traits, a set of established habits and possibly a commitment to a group outside of the organization. This brings about the destruction of effective control because the worker and the organization are not in concert. Thus the organization has to be compatible with the organizational structure and the social structure.

This leads us to the organization and how it functions within the environment with which it must work. The organization

derives its sanctions from its society. An example of this
would be of a local welfare department changing its policy by
removing plates from the cars owned by welfare recipients.
Although the welfare administrator considers that this policy
change serves a purpose, the society which he serves does not
approve of such an action. He therefore complies accordingly
by not implementing such a policy.

Furthermore, organizations reflect the value system
of their social environment. For example, our society has not
come to terms with the concept of an "able bodied person"
not working. Therefore, our social welfare systems reflect
this conceptual difficulty by developing welfare policies
that discourage the "able bodied" from not working.

Rapidly changing technology affects administrative
organization. With the implementation of the computer, we
have seen its effect upon organizations. A reduction in
manpower has taken place as the computers have taken over
many repetitive tasks; an increase in the amount of speciali-
zation has been generated in response to the complexity of
certain work roles. (Toffler, 1971, p. 146).

The aforementioned humanistic theories provide a
very different perspective of organization from pure bureaucracy.
They indicate a shift of attention away from the chain of
command and place the greater onus on the front line workers
to effect change. The focus of power has shifted from being
exclusively located within the hands of higher level bureaucrats
to a point whereby the delegation of responsibility is shared

with workers.

The democratic approach to organizational structure is directly related to this concept. A democratic organization has as its foundation co-operation between independent spheres of the organization. The cause of this organizational change can be attributed to the social trend to greater independence and greater individual freedom.

There are three central characteristics in the democratic approach to administration. First, objectives and plans are decided objectively. These are joint decisions made by all concerned. In this manner, combined judgements and co-operative decisions are sought. Secondly, the varied abilities and experiences of the participants in the organization are utilized and enhanced in proportion to their social value and usefulness. The third and final characteristic deals with evaluation. The results of these group endeavours are evaluated periodically, critically, and co-operatively. Methods and procedures plus goals and aims are included in the process of evaluation. All these are regarded as interdependent.

If one examines figure two on the next page, one can see how this administrative process functions. The process may be thought of as the axis of the wheel and the sub-groups of the organization as ball bearings revolving around the axis. What binds the whole agency together like a casing is the community within which it interacts. In this manner one can readily see the agency working as a whole where each part has a relation to the other part and all are interdependent. (Trecker, 1950, p. 13).

Figure 2:   ADMINISTRATION AS A CONTINUOUS PROCESS
             (Trecker, 1950, p. 13)
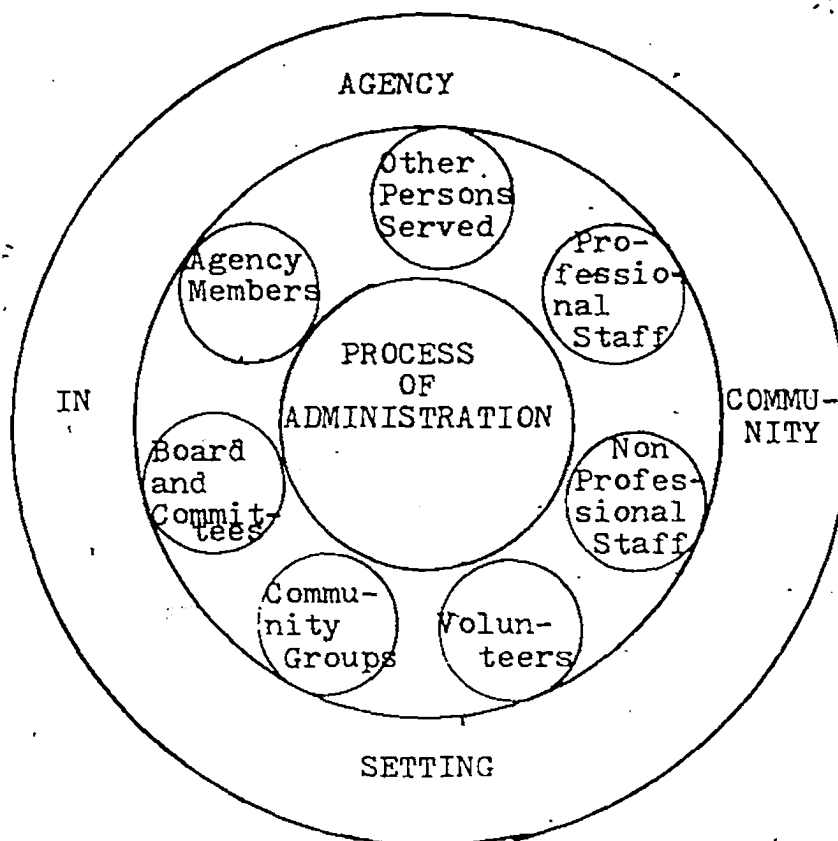
Similarly, as in the case of bureaucratic structure, the worker has to realize the pros and cons of this system to work in an effective and efficient manner.

Adhocracy

Adhocracy, as Alvin Toffler states, is "the organization of the future." (Toffler, 1971, p. 125). Due to accelerated change in both society and technology; man is finding himself more mobile with fewer geographical and organizational links. As society and technology change more and more rapidly, man becomes more specialized and will invariably have to go where

his skill is needed. After his role is completed he will then be required to move to another area.

This trend brings about the rise of the concept of project or task force management. The task force is specifically set up for a particular problem in a certain area and when the problem is solved, the force is dissolved. As an example of this, a major Canadian city creates a task force to devise recommendations on how to deal with the great influx of native people who emigrate into this city over a period of five years. The task force consists of specialists from Indian Affairs, Urban Development, Housing, Welfare, Private Industry, and other related organizations, and meet as a committee in developing recommendations for a solution of the specific problem. When the job is completed, the task force is disbanded and the human components reassigned to their original areas.

Utilizing the adhocracy model, organizational design can be viewed as temporary. Workers, instead of filling fixed slots as within the bureaucratic structure; can move back and forth at a high rate of speed, which may or may not have a central base. This in turn could cause the rapid deterioration of the heirarchial system.

The development of this process can be seen in present day society. Because of the demand for more information at higher rates of speed, one now sees the move toward lateral movement instead of vertical. The model on the next page, developed by the authors, illustrates this concept.

Figure 3:   THE LATERAL CONCEPT OF·MOVEMENT

VERTICAL   LATERAL
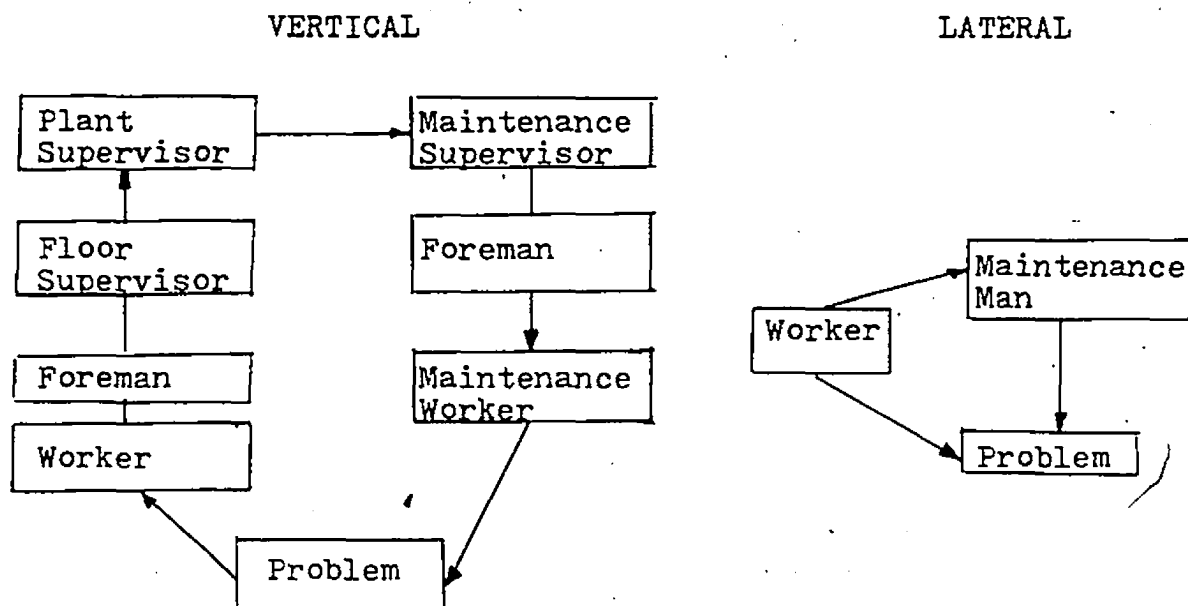
In the past, all problems would have to pass through the vertical heirarchial system of the organization. The worker, upon finding the problem, would have to report to his immediate supervisor and so on up the chain of command until there could be lateral transfer at the appropriate level. In a larger organization this could take a great deal of time. Because organizations are realizing that time is money, and the highly technological nature of today's society, this vertical system is no longer financially feasible. The more logical option would be a lateral transfer to rectify the problem area. Although the example utilized by the authors is of an industrial nature, the same principle can be seen in large service agencies now in existence. As staffs grow larger and become more special-ized in specific areas, a lateral transfer system would have to be implemented.

The Professional

This rapid deterioration of heirarchy can also be seen at the executive level. At this level experts and specialists from various professions must be called in to consult on areas which are so narrow, which only they understand. In many instances, where rapid change is necessary, these specialists cannot wait for their recommendations to be approved by higher levels.

As task forces of specialists and professionals evolve in present and future organizations, the issue of whether to be loyal to the organization or the profession will have greater importance attached to it; the increasing presence of various professions will place new burdens on the organizational structures of today and tomorrow. Lines of authority and communication will have to be developed that will take into consideration the various attributes of the professions concerned.

Social workers have usually provided their services from organizations. At the present time there is a trend towards more social workers being professionally trained in schools of social work as opposed to the situation in the past when many workers were agency trained. Some social workers are also developing areas of professional expertise. These two factors of increased numbers of professionally trained and greater development of specialization is likely to lead to greater organizational tension for which agencies will have to develop mechanisms of adjustment.

At the present time, most social workers are employed by agencies that resemble the bureaucratic model. There is a clear cut division of labour, duties are distributed through the formal administrative heirarchy, a system of rules and regulations exists, personal considerations are excluded from the conduct of official business, and employment is based on technical qualifications. However, as service organizations grow into larger and more complex organizations, and rapid technology affects functional aspects, the organizations must respond by changing in the direction of becoming more democratic. Looking into the future, it appears that organizations will have to be more responsive to changes, both within and without. Adhocracy, the concept coined by Toffler, will be increasingly more characteristic of social welfare and similar organizations.

Social workers will encounter the three types of organizational concepts in operation: bureaucracy, democracy, and adhocracy. Most social agencies function as bureaucracies. Increasingly, aspects of democracy and adhocracy are also being utilized by social welfare organizations, both within and in the delivery of service. It is equally important for social workers at all levels within a social welfare organization to relate to and understand apsects of bureaucracy as well as the newer concepts of democracy and adhocracy.

Accountability

Two contradictory trends are taking place in social
services. First, there are ever increasing and widening
demands for services, ranging from simple requests for infor-
mation to some of the most intractable problems our society
is capable of producing. Secondly, there is a good deal
of scepticism about the beneficial effects of social work
arising from three main sources: research, scandals, and socio-
political idealogies. (Goldberg and Fruin, 1976, p. 2-3).

In examining the above areas of scepticism, Goldberg
and Fruin noted that: first of all, there is a mounting
criticism on both sides of the Atlantic of social casework, its
aims and methods; secondly, the recent outbursts of scandals,
especially in situations related to injury and death of children
raises questions whether current practices and their monitoring
devices need a thorough overhaul; and finally, that much of social
work's contribution towards alleviation of many social ills
could not be corrected simply by a more equitable distribution
of economic resources and political power. (Goldberg and Fruin,
1976, p. 5-6). The conclusion drawn from the above is that with
the two trends of growing demands and lack of evidence of their
differential effects, there is a need for social workers to
develop more accurate and informative ways of accounting for
their efforts.

The need for accountability has been stated in other
ways. In 1972, President Nixon made the following nationwide
statement: "The American People deserve compassion that works
- not simply compassion that means well." (Kadushin, 1973, p. 63).

This concept implies that social service agencies must go beyond rhetoric and begin to have a regard for the mechanics of social accountability.

Funds that support most social service programmes are collected by taxation of the public or philanthropic donations made by the public. A former U.S. Comptroller General of the United States, Elmer B. Statts recently argued what to him was a basic point:

> " . . . at the very heart of our tradition of
> accountability in the democratic process - that
> those who tax must also be held to account for
> the effectiveness with which tax funds are spent.
> (Richman and Smith, 1973, p. 11).

During the last ten years, philanthropic fund drives have consistently diminished in total amounts collected. A more sophisticated citizenry is wanting to know how its donations are being spent and is willing to withhold financial donations until it knows how its money is being spent.

Accountability means many different things to different individuals and organizations. Not only are there different conceptions of the term, but numerous interpretations of what implications accountability might have for various components of the social welfare systems, i.e., clients, programmes, practitioners, etc. In its most simple and literal meaning, accountability means to be in a position where one is required to provide someone else with an explanation or analysis which justifies an action taken. (Patti, 1973, p. 100).

A pamphlet published by Health, Education and Welfare's Social and Rehabilitation Services speaks of accountability in terms of two questions: It asks whether the money is going to

the people who need it; and whether the programme is fairly and efficiently administered. (Kadushin, 1973, p. 63).

To be accountable means that the professional and technical work can be provided if society makes the resources available, that this work will be provided in the manner promised, and that the problem may then be effectively minimized at the least possible social cost. (Newman and Turen, 1978, p. 310). However, fiscal and human resources are not unlimited, even in an affluent society. The 1970's have demonstrated that just as this country's natural resources are limited, so are its fiscal and human resources for social programmes. Choices therefore have to be made as to the allocation of these limited resources. By its own nature, social work practice has been conducted in such a manner as to make accountability difficult. Techniques of social work have been oriented toward relationship and process. Casework and groupwork have never lent themselves to measurement. Goals of the helping relation- ship have usually been stated in broad and often vague terms. Social work has also accepted some very huge social responsi- bilities, such as alleviating poverty or providing adequate housing for all.

In order for casework to become more accountable, a number of items have been suggested by various authors. Scott Briar was quoted as stating:

> "First we need to acquire the skill to describe what we are trying to accomplish and how we hope to accomplish it in a language that is specific and clear enough for consumers and the public to understand and for evaluators to appraise. Second, we need to incorporate into agency operations and the daily

routine of practice the developing means for continuously monitoring and assessing the results of our efforts. And third, we need to explain to others what we are doing, with what success, and the importance of what we do." (Briar, 1973, p. 2).

Specificity of goals is very important if social services are to be accountable. Social welfare policy goals must be made more specific and explicit and avoid such phrases as 'strengthening family life.' Once policy has been made more specific, criteria of performance can be developed to measure effectiveness and efficiency. (Hoshino, 1978, p. 307).

Closely related to specification of policy goals, is the need to develop goals in terms of output rather than input. Social workers have traditionally thought and measured in terms of input by stating such things as number of therapeutic hours and number of counselling sessions. Newman and Turen state that:

"New conventions are demanding that problems no longer be defined and that resources are needed to cure the problem. The new approach will become that demonstrated results will be demanded."
(Newman and Turen, 1978, p. 312).

When output goals are stated, then measures of effectiveness and efficiency can be devised.

Social workers are increasingly turning to the management sciences in their quest for greater accountability. A new vocabulary is being introduced into social work associated with new procedures and techniques. Acronyms such as M.B.O. (Management by Objectives), P.E.R.T. (Programme Evaluation and Review Techniques), G.O.S.S. (Goal Oriented Social Services) are just a few examples of new approaches and techniques that are increasingly finding their way into social work.

Closely related to the above new management techniques to assist in making services more accountable, is the introduction of computer based information systems. These are systems designed to collect data in a systematic way at key points of a case carrying process. The overt purpose is to collect data that will inform supervisors and administrators of current case dispositions, the amount of work being done by workers, the type of work done and the unit cost. Such information assists higher-level decision-makers in decision-making and private sector administrators in their reporting function to funding bodies and boards of directors. Direct service workers can also benefit from the use of information systems. They are encouraged to think more in terms of results rather than process. They are also encouraged to develop a more evaluative attitude to their work by comparing original plans with achievements. (Goldberg and Fruin, 1976, p. 13).

Social service agencies have always had to keep statistics on various activities. The introduction of an automated information system can assist in expediating accountability. Such a system can save a great deal of time gathering programme information. The statistical data thus obtained can also be utilized to monitor programme development and maintain programme control. (Gruber, 1973, p. 34). The utilization of information systems can improve the accountability factor for social service agencies.

From this discussion, it may at first appear that

accountability is the exclusive responsibility of admini-
strators. This is however, something that may be so in most
social agencies today but this will not be so with the passage
of time. Accountability will inevitably become a factor in
the work lives of all levels of staff, from upper level
administrators, through supervisory staff, to direct service
field staff - anywhere that public funds are being utilized.
In other words, accountability is going to permeate social
services, and for that matter, all human services for some time
to come.

It will become increasingly important for direct service
workers, and for purposes of this study, recent B.S.W. graduates,
to understand the meaning of accountability, how it came into
existence and why it continues to exist. B.S.W. graduates will
increasingly be required to develop case management skills
that reflect the accountability issue. Some of these are the
development of a results-oriented approach to casework rather
than a process-oriented one. They will also have to realize
that the resources that they have stewardship for are
limited and that it is imperative to utilize them as effectively
as possible by becoming more results or goal oriented in their
approach. These social workers will begin to think in terms
of accepting cases where they think that their skills and
agency's resources will bear some effect. This will help in
developing a specificity about social work activity and allow
social workers to understand what they are doing and translate
to others what they are doing and at what success rate.

Summary

Sociological and social work literature have been reviewed in this section as a means of establishing the background of the problem. There is a dearth of information available relating to the topic of administrative skills that are required by the direct service workers. Henceforth it is only recently that there has appeared in the journal literature any material relating to this topic. The authors have examined the question from three perspectives: the interaction between the social work profession and its organizations, organizational structure, and accountability. The concept of accountability was introduced because it appears that concern with it both within and outside the profession is forcing social workers to examine their practices and to consider ways of making improvements. This research project focuses upon one aspect of practice, administrative skills.

CHAPTER III

RESEARCH METHODOLOGY

Purpose

In our view, administrative and bureaucratic skills require systematic development, as do clinical skills. The purpose of this research project was to evaluate the quality and quantity of administrative skills provided social work students at the University of Windsor, as perceived by former social work students and supervisors of graduate social workers in their first professional employment situation. The project's major focus was on how both the workers and supervisors perceived the importance of certain administrative skills, how much time is and should be spent on administrative duties and from what sources these skills were acquired. This focus led to certain research questions.

Research Questions

(1) What administrative skills are perceived as important by both the social worker who has not had any prior work experience and by the supervisors of such workers?

(2) Do B.S.W.'s and supervisors feel that administrative skills are as important as other skills in social work?

(3) Do B.S.W.'s and supervisors feel that there is limited knowledge of administrative skills among professional social workers?

(4) What percentage of time _is_ spent on administrative duties?

(5) In 'the opinion of workers and supervisors, what percentage of time should be spent on administrative duties?

(6) To what extent does formal social work education prepare B.S.W.'s for the administrative skills needed in an agency?

(7) How could social workers gain more expertise concerning administrative skills?

(8) In terms of formal education what should be the major thrust of course content?

Hypotheses

In view of these questions the authors hypothesized that there was a certain degree of concern over the degree of administrative skills being taught at the B.S.W. level and the following hypotheses were developed:

(1) B.S.W. workers perceive themselves as having a deficiency in bureaucratic and administrative skills.

(2) Supervisors perceive B.S.W. workers as having a deficiency in bureaucratic and administrative skills.

Operational Definitions

The following operational terms are defined in an attempt to clarify and conceptualize the meaning we assign to terms in the hypotheses.

B.S.W. workers - workers who have completed the four year honours professional degree at the University of Windsor, School of Social Work, and have not had any prior full time paid social work employment.

<u>Deficiency</u> - defined in terms of the ability of B.S.W.'s to perform certain administrative and bureaucratic tasks as listed below.

<u>Supervisors</u> - persons in Essex County who have been in charge of overseeing the overall functioning of B.S.W. workers in their first year of full time paid social work employment.

<u>Bureaucratic and Administrative Skills</u> - for the purpose of this study these terms will be used synonymously. The following are <u>Bureaucratic</u> and <u>Administrative</u> skills that, from the review of literature and discussions with both supervisors and workers, the researchers found relevant to their study.

1. to be able to understand and interpret relevant legislation and policies.

2. to be able to write a report in an accurate and concise manner.

3. to plan a work week allowing for emergency situations (time management).

4. to utilize supervisory time effectively.

5. to use outside agencies in an effective and constructive manner.

6. to act as a resource to outside agencies and groups by providing information about agency policy and services.

7. to participate in agency committees.

8. to be able to write minutes and reports of meetings accurately.

9. to be able to chair a committee meeting.

10. to have a personal filing system to handle incoming mail, memoranda etc.

11. to be able to understand and relate to clerical staff in terms of their duties and responsibilities.

12. to complete agency forms (i.e., intake, treatment, and closing) in a precise manner.

13. to use self effectively within the organizational structure.

14. to display a commitment of accountability for optimum use of agency's resources.

15. to appreciate and understand the rationale behind statistical documentation.

Assumptions

As stated by Tripodi et al.: "Assumptions are defined as propositions which have not been verified, but which are taken as given for the purposes of investigation." (Tripodi et al., 1969, p. 74).

The assumptions that pertain to this study are:

1. Social workers in direct practice require a systematic development of administrative and bureaucratic skills.

2. The development of administrative and bureaucratic skills is a neglected phase of the overall educational process in social work education at the undergraduate level.

3. Whatever service area a worker is employed in there is a need for basic administrative and bureaucratic skills in order to function at an optimum level of efficiency.

Population and Sampling Procedure

Since the problem under research is the deficiency of administrative skills being taught to the social worker, it was decided by the authors that an appropriate population would be the graduates of a Bachelor of Social Work program. The reasoning behind this would be that what they were taught in terms of administration would still be fresh in their minds and also they would still know in what areas of administrative skills they were deficient.

Another fruitful area of information would be supervisors who had supervised graduate social workers in their first professional employment situation. It was felt by the researchers that this population would not only be able to add an overview of the situation in terms of worker performance and supervisory expectations, but also to supplement information received from the other population.

Because of convenience, economy, and time, it was decided that the sample for this study would include:

1. all Bachelor of Social Work, University of Windsor graduates of the years 1976 and 1977, excluding the make-up students because of their previous job experience.

2. all supervisors in Essex County, who have supervised social workers with a Bachelor of Social Work degree in their first professional employment position.

For the purpose of this research it can be stated

that the type of sample utilized was purposive. The element of the lack of training in administrative skills at the undergraduate level was the main component of this research.

Design

For the purpose of this study the classification was quantitative-descriptive; subtype population description. The classification system developed by Tripodi et al. clearly outlines to the reader requisites of a quantitative-descriptive study.

1. The study must not be classifiable as an experimental study.

2. The study must include variables which are amenable to measurement and, hence, quantitative description.

3. The study must have one of the following purposes pertaining to the seeking of knowledge; testing of a hypothesis or the accurate description of quantitative relations among variables selected for the inclusion in the research. (Tripodi et al., 1969, p. 37).

Because a non random sample is being used without a control group, the research cannot be classified as experimental. The major thrust of the research paper concerns administrative skills social workers receive in their academic career and possible skills they are deficient in and should receive. What do front line social workers need in terms of these skills? Both social workers and administrative and bureaucratic skills can be described in a quantitative and descriptive manner.

The subtype population description was chosen for

this study. As stated by Tripodi et al.:

> Population description studies are those
> quantitative-descriptive studies which have
> as their primary function the accurate
> description of the quantitative characteristics
> of selected populations, organizations or other
> collectivities. These studies frequently use
> survey procedures. They usually employ sampling
> methods to claim representativeness, and they
> contain a large number of variables. Some of
> these studies are descriptive of characteristics
> of designated populations such as roles, functions,
> needs, attitudes, and opinions.
> (Tripodi et al., 1969, p. 42).

Since we are describing the quantitative characteristics

of the selected population, that being B.S.W. workers in

their first year experience, and there is a distinct

association between the variables of administrative require-

ments needed in their first employment situation, it was

chosen by the researchers as the type of research to be

utilized.

Data Collection Procedure

The instrument to be used in this research project

will be a questionnaire for both the supervisors and

workers. It was decided by the researchers that this form

of data collection would be the most appropriate instrument

for the data needed for this research.

For purposes of efficiency, a mailed questionnaire

was utilized. Although the other data collection

instruments were considered, the self-administered question-

naire was deemed most appropriate for the researchers' needs.

The following were eliminated for the reasoning stated below.

The participant-observation technique seemed out of

the question in terms of time, practicality, and the wide geographical area to be covered.

A structured interview schedule was considered but it was thought not only to be unfeasible geographically but also would be a deterrent in terms of the subject of the thesis. Since the thesis deals with administrative skills or deficiency in these skills, it was felt that the respondents would not react as freely in an interview situation. Also, given a questionnaire, the respondents would be allowed to have more time to think out their answers. This is essential due to the time span involved in the skills they had learned in their educational setting and the skills they learned during their first year employment experience.

Confidentiality and anonymity were also of concern. Although the geographical area of the sample was large, a great number of the respondents are employed in the Essex County area. The likelihood of the interviewer or observer knowing members of the sample on a personal basis was great. It was felt that this would be a deterrent.

Another reason for using the questionnaire was that the respondents have at least a university undergraduate education and are therefore educated and intelligent enough to understand the questionnaire and make the appropriate responses. Also the use of the questionnaire brings about a greater degree of standardization. This is essential in this research project in terms of uniformity of measurement

between the two samples.

After completion of the first draft, the questionnaires were pretested on four social work supervisors, four social work professors at the University of Windsor, and five M.S.W. students completing their graduate program at the University of Windsor. Several revisions were incorporated in the final draft of the questionnaires (APPENDIX II and III) as a result of the comments and suggestions made by the pretest respondents. An attempt was made to make both the supervisors' and workers' questionnaires as identical as possible to aid in analysis of data.

A covering letter was enclosed to relate the purpose of the study, the names of the researchers, and where they could be contacted if there were any questions (see APPENDIX II and III).

A prepaid return envelope was enclosed with the mailed questionnaire. This was to insure confidentiality and anonymity. Also the researchers felt that this would give the respondents a certain degree of motivation in terms of returning the questionnaire.

Two weeks after the questionnaires were mailed to the two samples, a follow-up letter was sent. This was to remind respondents who may have forgotten about the questionnaire to complete it (see APPENDIX IV).

Validity and Reliability

In terms of data collection a great deal of consideration must be given to the terms validity and reliability. Selltiz remarked that:

> The validity of a measuring instrument may be defined as the extent to which differences in scores on it reflect true differences among individuals, groups, or situations in the characteristic which it seeks to measure, or true differences in the same individual, group, or situation from one occasion to another, rather than constant random errors.
> (Selltiz et al., 1961, p. 155).

The researchers must always be aware of not only what is being measured and if the data complies with the needs of the researcher, but also what other factors affect the validity of the instrument.

One area of complication in terms of validity of the chosen instrument would be that of felt professional competence. Since the respondents will feel a need to be competent in every section of their job, there is a possibility that they may respond favourably due to this pressure.

Another area of complication would be that of attitude towards anything to do with administration. Are we not, by asking them to fill out the questionnaire, giving them yet another administrative task to complete? This may possibly cause a negative trend in their responses.

As stated by Selltiz:

> Evaluation of reliability of a measuring instrument requires determination of the consistency of

independent but comparable measures of the same individual, group or situation. (Selltiz et al., 1961, p. 167).

Basically what Selltiz is saying is that for an instrument to be deemed reliable one or more different researchers should come up with the same results when measuring the same phenomenon. Since we do not know if our instrument is valid we will have to set limitations in terms of reliability. These are:

1. Because of the time limitations, repeated measurements of the instrument are not feasible.

2. The size of the population is small.

3. Since there is a lack of specific studies in this area there are no other instruments with which to compare.

4. It is important to note at this time that the supervisors and B.S.W. workers were not matched making the validity of comparison rather limited.

Data Analysis

Since the samples utilized in this research were fairly large it was decided by the researchers that the most practical method of data analysis would be the use of the computer. The questionnaires were pre-coded in preparation for the use with the computer at the University of Windsor. For computer processing of the data, the Statistical Package for Social Science (S.P.S.S.) was utilized.

CHAPTER IV

ANALYSIS OF DATA

Data for this study were obtained by the use of a mailed self-administered questionnaire under procedures which were described in the previous chapter. A total of 95 questionnaires were mailed out, 30 to social work supervisors employed by agencies within Essex County, and 65 to University of Windsor B.S.W. graduates from the classes of 1976 and 1977.

From the sample of 30 supervisors, 22 returned completed questionnaires for a response rate of 73.3 per cent. From the sample of 65 B.S.W. graduates, 35 returned completed questionnaires for a response rate of 53.8 per cent.

A follow-up letter was sent to all of the sample members requesting that if the questionnaire had not been completed, to do so at their earliest convenience. This procedure generated the return of three completed questionnaires from the supervisor sample and two completed questionnaires from the B.S.W. sample.

Characteristics of the Sample

Hereafter, the terms supervisor sample and B.S.W. sample refer to 22 supervisors and 35 B.S.W. graduates from whom data was collected for this study.

Of the supervisor sample, 10 were female and 11 were male. Of the B.S.W. sample, 22 were female and 13 male.

Table I shows the distribution of the two samples by sex.

TABLE I

SEX

| | Supervisors | | | B.S.W.'s | |
	Number	Percentage		Number	Percentage
Female	10	47.6	Female	22	62.9
Male	11	52.4	Male	13	37.1
Total	21*	100.	Total	35	100.

* Missing observations = 1

Table II shows the distribution of supervisors and B.S.W.'s by age in intervals of five.

TABLE II

AGE

| | Supervisor | | | B.S.W.'s | |
	Number	Percentage		Number	Percentage
20-24	0	0		14	42.4
25-29	5	23.8		14	42.4
30-34	3	14.3		3	9.1
35-39	5	23.8		0	0
40-44	3	14.3		2	6.1
45-Over	5	23.8		0	0
Totals	21*	100.		33**	100.

* Missing observations = 1
**Missing observations = 2

Table III shows the distribution of Supervisors and B.S.W.'s as to the nature of service in which they are employed.

TABLE III

NATURE OF SERVICE IN WHICH SUPERVISORS
AND B.S.W.'s ARE EMPLOYED

| | Supervisor | | B.S.W. | |
	Number	Percentage.	Number	Percentage
Child Welfare	7	33.3	11	35.5
Family Services	1	4.8	3	9.7
Geriatric	0	0	1	3.2
Community Development	2	9.5	0	0
Income Maintenance	0	0	3	9.7
Vocational Rehabilitation	1	4.8	0	0
Employment Services	0	0	1	3.2
Medical Social Work	4	19.0	2	6.5
Mental Health	4	19.0	4	12.9
Probation and Aftercare	1	4.8	3	9.7
Parole	1	4.8	1	3.2
Correctional Institutes	0	0	2	6.5
	21*	100.	31**	100.

* Missing observations = 1
**Missing observations = 4

The question 1 (d) asking for previous occupation and number of years in this position was designed as a screening device in order to find any B.S.W.'s who may have become part of the sample, and who, if they had the prior, full time paid social work experience, would have invalidated the data. None were found.

The mean number of years that supervisors have in social work experience was calculated to be 13.5. The mode was 20.

Table IV shows the total number of years supervisors have been employed in: (i) all supervisory positions and (ii) their present supervisory positions.

TABLE IV

YEARS IN A SUPERVISORY POSITION

	(i) All Supervisory Positions		(ii) Present Supervisory Positions	
	Number	Percentage	Number	Percentage
Less than one year	1	4.8	2	9.5
One to two years	4	19.0	4	19.0
Two to three years	4	19.0	5	23.8
Three to five years	2	9.5	3	14.3
Five to ten years	4	19.0	6	28.6
More than ten years	6	28.6	1	4.8
TOTALS	21	100.0	21	100.0

Data Presentation

Upon completion of the review of literature and after consulting with other professionals in the area of administration, fifteen basic administrative skills were established by the researchers. Respondents of both samples were asked to report on the levels of importance of the established administrative skills. In general, the 57 valid observations received indicated that all 15 were rated in the

extremely important, very important, and important range
by 81.95 per cent of all respondents. This can be further
broken down into the response rate of the two samples
seperately with 86.3 per cent of the supervisors and 77.6
per cent of the workers falling into the above range. This
general 10 per cent difference between the supervisors' and
workers' ratings followed through on most of the established
administrative skills. From these statistics the researchers
were given a clear indication that both the supervisors and
workers felt that established administrative skills had a
high degree of importance in their employment situation. To
negate the bias of the researchers, the respondents were
also asked to state other administrative skills that were
important.

The five most important skills, as perceived by the
respondents, dealt with being able to write a report in
an accurate and concise manner (APPENDIX V, TABLE XIII);
utilization of outside agencies (APPENDIX V, TABLE XVI);
accurately filling in agency forms (APPENDIX V, TABLE XXIII);
the use of self effectively within the organizational
structure (APPENDIX V, TABLE XXV); being able to display
a commitment of accountability for optimum use of agency
resources (APPENDIX V, TABLE XXIV). The mean of the above
skills is 4.2 using a one to five point scale, with five
being extremely important.

The majority of respondents thought that all the
skills listed were of some degree of importance with the

exception of being able to chair a committee meeting
(APPENDIX V, TABLE XX), and to be able to write the
minutes and reports of meetings accurately (APPENDIX V,
TABLE XIX). In both these cases, the B.S.W.'s, 37.1 per
cent and 42.9 per cent respectively, felt that these skills
were not important; whereas only 13.6 per cent and 4.5 per
cent of the supervisors respectively felt that the same skills
were not important. It is also important to note at this
time that the respondents agreed that committee work was
important (APPENDIX V, TABLE XVIII) but did not feel the
administrative functions of committees were important
(APPENDIX V, TABLE XIX and XX).

Table V shows a summary of the rating of importance
of the fifteen administrative skills giving the mean and
standard deviation of each. It is interesting to note that
the supervisors had a more clustered response rate than that
of the B.S.W.'s as indicated by the standard deviations.

For a more complete description of the responses to
the administrative and bureaucratic skills, refer to
APPENDIX V, TABLES XII through XXVI.

TABLE V

Rating of the importance of the following
administrative skills using a 1-5 point scale
with 5 being extremely important by mean and
standard deviation.

Administrative Skill	Supervisor		B.S.W.	
	mean	std. dev.	mean	std. dev.
to understand relevant policy etc.	3.9	0.87	4.17	0.95
to be able to write a report	4.22	0.75	3.83	1.25
to plan a work week	3.77	0.81	3.71	1.07
to utilize supervisory time effectively	3.81	0.91	3.54	1.15
to utilize outside agencies effectively	4.18	0.90	4.03	0.89
to act as a resource to outside agencies	3.64	0.79	3.49	1.01
to participate in agency committees	2.96	0.90	2.80	1.18
to be able to write minutes of meetings	2.6	0.85	2.06	1.11
to be able to formally chair a meeting	2.59	1.05	2.11	1.15
to be able to have a personal filing system	3.04	0.90	2.74	1.25
to be able to relate to clerical staff	3.36	1.00	3.43	0.95
to accurately fill agency forms	4.0	0.93	3.90	0.97
to utilize self effectively within organizational structure	4.22	0.61	3.91	0.92
to be accountable for optimal use of agency resources	4.09	0.75	3.83	0.79
to understand rationale behind statistical documentation	3.73	0.88	3.06	1.28

Respondents were asked to state other administrative duties, in addition to those listed in the questionnaire, that they considered to be most important. There was only a slight difference between workers and supervisors. Several respondents (8) in both samples, specifically mentioned the area of budgeting. A close second to budgeting pertained to skills in program evaluation (5). Fewer persons mentioned areas such as program development (2), conflict management (2), relating to other professionals (2), inservice training programming (2), public speaking (1), and answering the telephone (1).

Although there is a vast amount of literature written on the different modes of social work treatment, there was a definite lack of information on administrative and bureaucratic skills in social work. This led the researchers to attempt to determine if the two samples felt that administrative skills were as important as other skills. Both supervisors and B.S.W.'s definitely felt that administrative skills were as important as other skills in social work with the means of both samples being 3.96 and 4.09 respectively.

TABLE VI

A Comparison of the Importance of Administrative
Skills to Other Social Work Skills

	Supervisor	B.S.W.
Agreement	Percentage	Percentage
strongly agree	27.3	28.6
agree	54.5	60.0
uncertain	4.5	2.8
disagree	13.6	8.6
strongly disagree	0	0
TOTALS	100.0	100.0
mean	3.86	4.09
standard deviation	0.95	0.818

Again due to the lack of literature on skills in
administration pertaining to social work, it was felt by the
researchers that there was a definite gap in the knowledge
social workers had in administrative skills. In averaging
both samples, 76.15 per cent felt that there was a limited
knowledge of administrative skills. Out of 57 valid obser-
vations only six per cent of the population disagreed with
this premise.

TABLE VII

Limited Knowledge of Administrative Skills

Agreement	Supervisor Percentage	B.S.W. Percentage
strongly agree	27.3	25.7
agree	45.5	54.3
uncertain	18.2	17.1
disagree	9.1	2.9
strongly didagree	0	0
TOTALS	100.0	100.0
mean	3.91	4.01
standard deviation	0.92	0.75

The respondents were requested to complete time spent during working hours, on a percentage basis, on different job-related activities. They were asked to estimate the actual time spent and the time they felt should be spent. The B.S.W.'s on the average felt they spent 22.5 per cent of their time on administrative duties. This closely related to the supervisors' response of 19.3 per cent. The time the B.S.W.'s felt should be spent was 14.5 per cent, a difference of eight per cent. On the other hand, the supervisors were fairly consistent in this area. They felt that they should spend 18.1 per cent of their time in administrative activity. These percentages of both the workers and supervisors were of particular interest to the researchers. In reviewing the literature it was felt that at least 40 per cent of the workers' time should be spent on administrative activity.

The areas of involvement were community development, counselling, professional development, research, and other related activities. In terms of other related activities, the respondents added collaboration with other professionals, case conferences, development of new programmes, travel, teaching, and consultant work. Although some of these activities may be placed in existing categories, it was felt that there would be merit in listing them for further insight. For a greater breakdown in terms of percentages, see Table VIII.

TABLE VIII

Distribution by Respondents Ratings in Terms of Actual Time Spent and Time That Should Be Spent on Activities in Work Performance

| | Supervisor | | B.S..W. | |
| | Percentage | | Percentage | |
Time Spent	actual	should	actual	should
administration	19.3	18.1	22.5	14.5
community development	8.5	7.1	4.6	8.1
counselling	58.4	59.8	52.2	56.2
professional development	6.4	8.3	8.7	14.2
research	2.7	4.8	2.3	4.5
other	4.7	1.9	9.7	2.5
TOTALS	100.0	100.0	100.0	100.0

In reviewing the literature and discussing the aspects of administrative skills with professionals in the field, the researchers raised questions concerning the adequacy of the formal education process in teaching administrative skills. For this reason the respondents were asked to what extent

they felt formal education prepared them for the adminis-
trative skills needed in their agency. 'Both the supervisors
(50 per cent) and the B.S.W.'s (51.4 per cent) felt that
they were prepared for their duties to a slight extent.
Combining the two categories, to a slight extent and not at
all, 65.7 per cent of the B.S.W.'s fell into the combined
categories, and 54.5 per cent of the supervisors. It is also
interesting to note that neither sample responded in the
upper categories of "to a great extent" and "to an extreme
extent".

TABLE IX

Extent to Which Formal Social Work Education
Prepares B.S.W.'s for the Administrative
Skills Needed in Their Agencies

	Supervisor	B.S.W.
Extent	Percentage	Percentage
to an extreme extent	0	0
to a great extent	0	0
to a moderate extent	45.5	34.3
to a slight extent	50.5	51.4
not at all	4.5	14.3
TOTALS	100.0	100.0
mean	2.4	2.2
standard deviation	0.59	0.68

The B.S.W. sample was also asked to rank order where
they had learned their administrative skills. It is
important to note that social work education ranked sixth (6)
out of a field of seven responses. It would seem that both

supervisors and B.S.W.'s feel that they did not receive sufficient administrative education in their academic careers and have to rely on practical experience to fill the gap.

TABLE X

Sources for the Development of Administrative
Skills by Rank Order

Sources for the Development of Skills	Rank
practical experience	1
field practice	2
colleagues	3
supervision sessions	4
inservice training	5
social work education	6
other (other job experiences, relatives, business education)	7

When both samples were asked how social workers could gain more expertise in the area of administrative skills, three areas were mentioned. These areas were field placement, inservice training, and course content in the B.S.W. program. Again, there was little difference between the B.S.W. and supervisor responses.

Both samples were also asked to consider that if they had the responsibility for teaching administrative skills, what literature they would utilize for reference. Since the texts named are listed in this paper's bibliography, it was felt by the researchers to be redundant to repeat them at this time. The majority of responses to this question came from the supervisors. Some of the B.S.W. respondents stated

that they were not familiar with any texts on administration.

Both samples were also asked what the major thrust in terms of course content an administrative course should take. The majority of the sample stated that authority lines, accountability, and report writing should be the major focus of course content. Other areas mentioned were time management, organizational structure, rules of order in committee work, effective use of supervision, and policy interpretation.

The first hypothesis, that B.S.W. workers perceive themselves as having a deficiency in bureaucratic and administrative skills, and the second hypothesis dealing with the supervisors' perception of the level of ability of the B.S.W.'s in terms of the aforementioned skills, led the researchers to have the respondents rate ability. In general, there was considerable similarity between the supervisors and B.S.W.'s in the category of ability. The mean average of the supervisors, 3.07 per cent, was very similar to the B.S.W.'s mean average of 3.42 per cent. Also both samples rated the level of ability in the average ability range. For a complete breakdown of each administrative skill by percentage in terms of ability please refer to APPENDIX V, TABLES XII through XXVI. It should also be noted that the response rates are clustered in both samples. This is illustrated by the low standard deviations (see Table XXIII).

TABLE XI

Rating of the ability of B.S.W.'s to utilize
the following administrative skills using a
1 to 5 point scale with 5 being excellent
ability by mean and standard deviation.

Administrative Skill	Supervisors		B.S.W.	
	mean	std. dev.	mean	std. dev.
to understand relevant policy etc.	3.09	0.87	3.47	0.83
to be able to write a report	3.27	0.99	3.7	0.72
to plan a work week	2.81	0.66	3.56	0.82
to utilize supervisory time effectively	3.8	0.66	3.68	0.64
to utilize outside agencies effectively	3.3	0.84	3.62	0.70
to act as a resource to outside agencies	3.31	1.18	3.53	0.71
to participate in agency committees	3.18	0.73	3.15	0.66
to be able to write minutes of meetings	2.70	0.78	2.97	0.83
to be able to formally chair a meeting	2.41	0.85	2.85	0.93
to be able to have a personal filing system	2.77	0.81	3.38	0.89
to be able to relate to clerical staff.	2.96	0.72	3.59	0.89
to accurately fill agency forms	3.18	0.96	3.62	0.82
to utilize self effectively within organizational structure	3.22	0.752	3.53	0.62
to be accountable for optimal use of agency resources	3.16	0.834	3.53	0.66
to understand rationale behind statistical documentation	2.86	0.94	3.14	0.821

CHAPTER V

SUMMARY AND RECOMMENDATIONS

The purpose of this research project was to evaluate the quality and quantity of administrative skills provided social work students at the University of Windsor, as perceived by former social work students and supervisors of graduate social workers in their first professional employment situation.

A review of literature was conducted to gain a high degree of familiarity with the administrative and bureaucratic skills essential in delivery of optimal service. Also an experimental survey was conducted prior to the formulation of the research focus.

The form of the data collection utilized by the researchers was a questionnaire which was distributed to a sample of 30 supervisors and 65 B.S.W. graduates. Of these 22 supervisor questionnaires and 35 B.S.W. questionnaires were returned, making a total of 57 respondents.

The data collected was centred on describing the following research foci or questions plus two hypotheses. Some of the questions have been grouped together to give the reader a high degree of continuity in terms of the findings.

1. What administrative skills are perceived important by both social workers and supervisors?

Both the supervisors and the workers felt that

the established administrative skills tested were important.
It is interesting to note at this point that administrative
skills pertaining to chairing and writing minutes of committees
were not as important as other administrative skills. It is
also important to note the other administrative skills
stated in addition to those listed in the questionnaire.
Other areas mentioned were budgeting, program evaluation and
development, conflict management, relating to other professionals,
inservice training, public speaking and telephone etiquette.

2. Are administrative skills as important as other skills
   in social work?

3. Is there limited knowledge of administrative skills in
   social work?

The researchers found that both the supervisors and
the workers felt that administrative skills were as important
as other skills in social work, but, there was a limited
knowledge of administrative skills in social work. This
information has a high correlation with what was found in the
review of literature. Although the researchers found an
agreement on the importance of administration in social work,
with some authors stating that it should take up at least 40
per cent of the worker's time, there was very little written
about about administration when compared to that about
other areas of social work.

4. What percentage of time is spent on administrative duties?

5. What time should be spent on administrative duties?

The percentage of time spent during working hours on

administrative duties was of particular interest to the
researchers. The B.S.W.'s felt that they spent 22.5 per cent
of their time performing administrative tasks and should only
spend 14.5 per cent of their time doing these tasks. The
supervisors, on the other hand, felt that the workers spent
19.3 per cent of their time on administrative duties and should
only spend 18.1 per cent of their time in the performance of
these duties. As stated prior, it is felt that at least 40
per cent of the worker's time should be spent performing
administrative duties. Whether this finding is a reflection
on the limited knowledge social workers have pertaining to
administrative skills or an attitudinal question cannot be
derived from the data received.

6. To what extent does formal education prepare B.S.W.'s for
   the administrative skills needed in an agency.

   It was found that both samples tested felt that workers
were prepared for their administrative duties only to a slight
extent or not at all by the formal education process. Also
of noteworthy interest is that the workers ranked formal
social work education sixth out of a field of seven sources
for the development of their administrative skills.

7. How could social workers gain more expertise concerning
   administrative skills?

8. What should the major thrust in course content be concerning
   administrative skills?

   Both samples agreed that the B.S.W. programme should
be responsible for teaching administrative skills in both

course content and field practice, supplemented by inservice training in the agencies in which they are employed. The major thrust in terms of course content should fall in the areas of authority line theory, accountability, and accurate report writing. Other areas mentioned were time management, rules of order in committee work, effective use of supervision, and policy interpretation. Overall these findings reinforced what the researchers had found to be important in, the literature review.

Hypotheses

(1) B.S.W. workers perceive themselves as having a deficiency in bureaucratic and administrative skills.

(2) Supervisors perceive B.S.W. workers as having a deficiency in bureaucratic and administrative skills.

In respect to the ability and performance of the established administrative skills by workers in their first work experience, the researchers found a high degree of similarity between the supervisors and B.S.W.'s. Both samples felt that these skills were important and the workers had a certain degree of ability in performing said skills. Although the workers rated themselves higher in respect to their ability than the supervisors did, the difference between the two samples was not deemed significant.

Recommendations

As noted in the validity and reliability section of this study, the samples used in this study were of a restricted nature. For this reason a further replication

of the study could be formulated to encompass possibly the schools in the province or even nationwide. It would be beneficial for future studies of this type to match the workers with their perspective supervisors. This would give the researcher possibly a better picture of the worker performance.

From the data received, there was a definite indication that students were receiving minimal training in administrative skills in their formal university education. This would suggest that an evaluation could be needed in terms of the course content concerning administration at the undergraduate level.

The researchers also found in formulating the questionnaire and in analyzing the data that there seemed to be a definite flavour of the negative in respect to attitude towards administration. Although this was not incorporated into this study, it could possibly be a source for further study.

Also from the data received, there was a strong suggestion of the need for a program of continuing education through inservice training of agencies or seminars and conferences through the universities. Workshops should be encouraged that deal with the administrative aspects of the profession both on the university and agency levels.

Studies such as these would not only be of benefit to schools of social work and agencies, but also might be of some worth on the high school level. If workers could be tested to find out what type of basic administrative skills

they were deficient in, perhaps secondary school educators could provide them in their course content. Examples of the type of administrative skills that could possibly be taught at this level would be telephone etiquette and writing of a summary report. This type of life skill content would not only be beneficial to students considering a career in social work but also any other area in which they wished to become involved.

In researching this topic area, the authors derived an extended knowledge of administrative skills and their importance. It is the hope of the workers that the social work profession can derive similar benefit and utilize portions of this study for their own needs.

APPENDICES

APPENDIX I

APPENDIX I

Dear Respondent:

There has been a concern about the degree of the administrative component in the responsibilities carried out by B.S.W. level workers in their first year of employment. We have designed a questionnaire identifying fifteen administrative and bureaucratic skills that we think may be important. Our concern is whether a beginning B.S.W. social worker, who has not had prior paid social work experience, receives sufficient emphasis in the development of the identified skills in the educational curriculum.

As a responsible member of the social work profession, you will be able to contribute a great deal to this area and we earnestly request your assistance. We are aware that your time is valuable but it is expected that it will take only ten to fifteen minutes to complete the questionnaire.

Please read all the questions carefully and answer the questions by checking the answer of your choice. If you do not find the exact answer of your choice, use the one that is closest to it. It is imperative that you answer the questionnaire in a straight forward manner. You will not be identified with your answers.

Confidentiality and anonymity will be insured by the use of the prepaid envelope. Once the questionnaire is completed we request that you return it as soon as possible.

Your responses will contribute to a more relevant appraisal of the administrative skills needed for a B.S.W. worker. Since we are working on a limited time schedule your prompt reply would be greatly appreciated.

We are truly thankful for your time and knowledge in helping make this study a success. If you have any questions about the study or the questionnaire please feel free to contact us at the School of Social Work, University of Windsor (phone: 253-4232).

Again thank-you for your time and co-operation,

Robert A. Lychytschenko

David J. Osmun

APPENDIX II

APPENDIX II

QUESTIONNAIRE ON ADMINISTRATIVE SKILLS

IN SOCIAL WORK PRACTICE

I **General Information**
(a) Sex: Female ___
   Male ___
(b) Age: _____
(c) Nature of service in which you are employed:
 (1) Personal Social Services
  ___child welfare
  ___family services
  ___geriatrics
  ___community development

 (2) Economic - Manpower
  ___income maintenance
  ___vocational rehabilitation
  ___employment services

 (3) Health
  ___medical social work
  ___mental health worker

 (4) Justice
  ___probation and aftercare
  ___parole
  ___correctional institutions

 (5) Educational
  ___school social worker
  ___teaching social work

 (6) Recreation
  ___recreational social work

(d) Previous Work Experience

 number of years___

(e) Total number of years in supervisory positions:
 (1) ___less than one
 (2) ___one to two
 (3) ___two to three
 (4) ___three to five
 (5) ___five to ten
 (6) ___more than ten

(f) Number of years in present supervisory position:
(1) ___less than one
(2) ___one to two
(3) ___two to three
(4) ___three to five
(5) ___five to ten
(6) ___more than ten

(g) Your completed educational level:
(1) ___High School
(2) ___Community College (C.A.A.T.)
(3) ___B. Sc. or B.A. non social work
(4) ___B.S.W.
(5) ___M.S.W.
(6) ___Adv. Diploma
(7) ___D.S.W. or Ph.D.
(8) ___Other (specify) _____

II   As a supervisor there are certain administrative expectations
     you would place on a beginning B.S.W. worker who has not had
     prior work experience.

In section A please check the following administrative skills
in terms of importance to the worker who is beginning to work
under your supervision.

Section B concerns itself with the B.S.W.'s ability to perform
said skills in their first paid work situation. Please mark
the appropriate space indicating the level at which you·
found the worker to perform the identified administrative
skills. If you have supervised more than one worker, give
an overall indication of the level of performance.

		SECTION A importance	SECTION B ability
(1)	to understand and interpret relevant policy and/or legislation governing your agency.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability· __no ability
(2)	to be able to write a report in an accurate and concise manner.	_·extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability· __some ability __no ability

		SECTION A importance	SECTION B ability
(3)	to plan a work week allowing for emergency situations.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(4)	to use super- visory time effectively.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(5)	to use outside agencies in an effective and constructive manner. -	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(6)	to act as a resource to outside agencies and groups by providing infor- mation about agency policy and services.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(7)	to participate in agency committees.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(8)	to be able to write minutes and reports of meetings accurately.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(9)	to be able to formally chair a committee meeting.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability

		SECTION A importance	SECTION B ability
(10)	to have a personal filing system to handle incoming mail, memoranda, etc.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(11)	to be able to understand and relate to clerical staff in terms of their duties and responsibilities.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(12)	to fill agency forms accurately. (i.e., intake, treatment, and closing.)	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(13)	to use self effectively within the organizational structure.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(14)	to display a commitment of accountability for optimum use of agency's resources.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(15)	to appreciate and understand the rationale behind statistical documentation.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability

SECTION C

Please state other administrative skills, in addition to those listed in the questionnaire, that you consider to be most important.

(1) _____

(2) _____

(3) _____

(4) _____

III **Administrative Methods**

(1) Do you think that administrative skills are as important as other skills in social work?

___strongly agree
___agree
___uncertain
___disagree
___strongly disagree

(2) Do you think there is limited knowledge of administrative skills among professional social workers?

___strongly agree
___agree
___uncertain
___disagree
___strongly disagree

(3) In the performance of their job, what percentage of a <u>worker's time is spent on</u> each of the following activities?

____administration

____community development

____counselling

____professional development

____research

____other (specify)_____

(4) In the performance of their job, what percentage of a <u>worker's time should be spent</u> on each of the following activities?

____administration

____community development

____counselling

____professional development

____research

____other (specify)_____

IV Administrative Skills and Education

(1) To what extent do you think that the formal social work education prepares B.S.W.'s for the administrative skills needed in your agency?

__to an extreme extent
__to a great extent
__to a moderate extent
__to a slight extent
__not at all

(2) How do you think social workers could gain more expertise concerning administrative skills?

(1)_____

(2)_____

(3)_____

(4)_____

(3) If you were delegated the responsibility of teaching administrative skills at the undergraduate level of social work, what literature would you utilize for reference?

(1)_____

(2)_____

(3)_____

(4)_____

(4) What would the major thrust be in terms of course content?

_____

_____

_____

_____

_____

_____

_____

_____

Thank-you for your time and co-operation.

APPENDIX III

APPENDIX III

QUESTIONNAIRE ON ADMINISTRATIVE SKILLS

IN SOCIAL WORK PRACTICE

I General Information

(a) Sex: Female ___

           Male ___

(b) Age: ___

(c) Nature of service in which you are employed:

    (1) Personal Social Services

        ___child welfare

        ___family services

        ___geriatrics

        ___community development

    (2) Economic - Manpower

        ___income maintenance

        ___vocational rehabilitation

        ___employment services

    (3) Health

        ___medical social worker

        ___mental social worker

    (4) Justice

        ___probation and aftercare

        ___parole

        ___correctional institutions

    (5) Educational

        ___school social worker

        ___teaching social work

    (6) Recreation

        ___recreational social worker

(d) Previous Work Experience

    (1) occupation_____

    (2) number of years_____

II Administrative skills broadly stated are utilized to
enhance worker effectiveness in the employment situation.

In Section A please check each of the following administrative
skills in terms of their importance to your job situation.

In Section B please check each of the following administrative
skills in terms of a realistic appraisal of your ability
to perform these skills.

		SECTION A importance	SECTION B ability
(1)	to understand and interpret relevant policy and/or legislation governing your agency.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(2)	to be able to write a report in an accurate and concise manner.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(3)	to plan a work week allowing for emergency situations.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(4)	to use supervisory time effectively.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(5)	to use outside agencies in an effective and constructive manner.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability

		SECTION A importance	SECTION B ability
(6)	to act as a resource to outside agencies and groups by providing information about agency policy and services.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(7)	to participate in agency committees.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(8)	to be able to write minutes and reports of meetings accurately.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(9)	to be able to formally chair a committee meeting.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(10)	to have a personal filing system to handle incoming mail, memoranda, etc.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(11)	to be able to understand and relate to clerical staff in terms of their duties and responsibilities.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability

		SECTION A importance	SECTION B ability
(12)	to fill agency forms accurately. (i.e., intake, treatment, closing).	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(13)	to use self effectively within the organizational structure.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(14)	to display a commitment of accountability for optimum use of agency's resources.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability
(15)	to appreciate and understand the rationale behind statistical documentation.	__extremely important __very important __important __somewhat important __not important	__excellent ability __very good ability __average ability __some ability __no ability

SECTION C

Please state other administrative skills that you consider important:

(1) _____

(2) _____

(3) _____

(4) _____

III Administrative Methods

(1) Do you think administrative
skills are as important as
other skills in social
work?

__strongly agree
__agree
__uncertain
__disagree
__strongly disagree

(2) Do you think that there is
limited knowledge of
administrative skills among
professional social workers?

__strongly agree
__agree
__uncertain
__disagree
__strongly disagree

(3) In performing your job, what percentage of your time
do you spend on each of the following activities?

_____administration

_____community development

_____counselling

_____professional development

_____research

_____other (specify)_____

(4) In performing your job, what percentage of your time
would you like to spend on each of the following
activities?

_____administration

_____community development

_____counselling

_____professional development

_____research

_____other (specify)_____

IV Administrative Skills and Education

(1) To what extent did your formal social work education
prepare you for the administrative skills needed in
your area of employment?

__to an extreme extent
__to a great extent
__to a moderate extent
__to a slight extent
__not at all

(2) Where did you learn your administrative skills?
Please rank in order.

__from social work education

__from practical experience

__from supervision sessions

__from colleagues

__from workshops

__from field practice

__from inservice training

__other (specify)_____

_____

_____

(3) How do you think social workers could gain more
expertise concerning administrative skills?

(1)_____

(2)_____

(3)_____

(4)_____

(4) If you were delegated the responsibility for teaching
administrative skills at the undergraduate social work
level, what literature would you utilize for reference?

(1)_____

(2)_____

(3)_____

(4)_____

(5) What would be the major thrust in terms of course
content?

_____

_____

_____

_____

_____

_____

Thank-you for your time and co-operation.

APPENDIX IV

APPENDIX IV

July 10, 1978

Robert A. Lychytschenko
David J. Osmun
1029 Victoria Avenue
Windsor, Ontario

Dear Respondent,

Recently we sent you a letter asking you to complete a questionnaire concerning the degree of the administrative component carried out by B.S.W. level workers in their first year of employment. As we mentioned then our concern is whether a beginning B.S.W. worker receives sufficient emphasis in the development of administrative skills in the educational curriculum.

If you have already returned the questionnaire we would like to thank-you for your time and co-operation. If you have been unable to return the questionnaire we would appreciate you taking a few minutes now to complete it and send it in.

We want to assure you again that your responses will be kept strictly confidential and your name will in no way be attached to your answers.

Sincerely yours

Robert A. Lychytschenko

David J. Osmun

P.S. If you have any questions or need any assistance in completing the questionnaire, please call us at the School of Social Work, University of Windsor. (phone: 253-4232)

APPENDIX V

APPENDIX V

TABLE XII

Supervisor and B.S.W.'s sense of importance
of and ability to understand and interpret
relevant policy and/or legislation governing
their agency.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	31.8	45.7
very important	27.3	34.3
important	40.9	11.4
somewhat important	0	8.6
not important	0	0
TOTALS	100.0	100.0
mean	3.9	4.17
standard deviation	0.87	0.95
Ability	Percentage	Percentage
excellent ability	0	5.9
very good ability	36.4	47.1
average ability	40.9	38.2
some ability	18.2	5.9
no ability	4.5	2.9
TOTALS	100.0	100.0
mean	3.09	3.47
standard deviation	0.87	0.83

Number of missing values = 1. Worker respondent did not
answer the ability section. This holds true for all
fifteen skills.

APPENDIX V

TABLE XIII

Supervisor and B.S.W.'s sense of importance
of and ability to be able to write a report
in an accurate and concise manner.

Importance	Supervisor Percentage	B.S.W Percentage
extremely important	40.9	40.0
very important	40.9	22.9
important	18.2	25.7
somewhat important	0	2.8
not important	0	8.6
TOTALS	100.0	100.0
mean	4.22	3.83
standard deviation	0.75	1.25
Ability	Percentage	Percentage
excellent ability	9.1	14.7
very good ability	31.8	41.2
average ability	40.9	44.1
some ability	13.6	0
no ability	4.6	0
TOTALS	100.0	100.0
mean	3.27	3.7
standard deviation	0.99	0.72

APPENDIX V

TABLE XIV

Supervisor and B.S.W.'s sense of importance of
and ability to plan a work week allowing for
emergency situations.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	18.2	28.6
very important	45.5	28.6
important	31.8	31.4
somewhat important	4.5	8.6
not important	0	2.8
TOTALS	100.0	100.0
mean	3.77	3.71
standard deviation	0.81	1.07
Ability	Percentage	Percentage
excellent ability	0	11.8
very good ability	13.6	41.2
average ability	54.5	38.2
some ability	31.9	8.8
no ability	0	0
TOTALS	100.0	100.0
mean	2.81	3.56
standard deviation	0.66	0.82

APPENDIX V

TABLE XV

Supervisor and B.S.W.'s sense of importance
of and ability to use supervisory time
effectively

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	27.3	20.0
very important	31.8	40.0
important	36.4	20.0
somewhat important	4.5	14.3
not important	0	5.7
TOTALS	100.0	100.0
mean	3.81	3.54
standard deviation	0.91	1.15
Ability	Percentage	Percentage
excellent ability	4.5	8.8
very good ability	18.2	50.0
average ability	68.2	41.2
some ability	9.1	0
no ability	0	0
TOTALS	100.0	100.0
mean	3.18	3.68
standard deviation	0.66	0.64

APPENDIX V

TABLE XVI

Supervisor and B.S;W.'s sense of importance
of and ability to use outside agencies in
an effective and constructive manner.

Importance	Supervisor Percentage	B.S.W. Percentage
extremely important	45.5	34.3
very important	31.8	40.0
important	18.2	20.0
somewhat important	4.5	5.7
not important	0	0
TOTALS	100.0	100.0
mean	4.18	4.03
standard deviation	0.90	0.89
Ability	Percentage	Percentage
excellent ability	9.1	11.8
very good ability	27.3	38.2
average ability	50.0	50.0
some ability	13.6	0
no ability	0	0
TOTALS	100.0	100.0
mean	3.3	3.62
standard deviation	0.84	0.70

APPENDIX V

TABLE XVII

Supervisor and B.S.W.'s sense of importance
of and ability to act as a resource to outside
agencies and groups by providing information
about agency policy and services.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	13.7	20.0
very important	40.9	25.7
important	40.9	37.1
somewhat important	4.5	17.2
not important	0	0
TOTALS	100.0	100.0
mean	3.64	3.49
standard deviation	0.79	1.01
Ability	Percentage	Percentage
excellent ability	4.5	11.8
very good ability	13.7	29.4
average ability	63.6	58.8
some ability	13.7	0
no ability	4.5	0
TOTALS	100.0	100.0
mean	3.31	3.53
standard deviation	1.18	0.71

APPENDIX V

TABLE XVIII

Supervisor and B.S.W.'s sense of importance of and ability to participate in agency committees.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	0	11.4
very important	31.8	11.4
important	36.4	37.1
somewhat important	27.3	25.8
not important	4.5	14.3
TOTALS	100.0	100.0
mean	2.96	2.8
standard deviation	0.90	1.18
Ability	Percentage	Percentage
excellent ability	0	2.9
very good ability	31.9	20.6
average ability	59.1	64.7
some ability	4.5	11.8
no ability	4.5	0
TOTALS	100.0	100.0
mean	3.18	3.15
standard deviation	0.73	0.66

APPENDIX V

TABLE XVIX

Supervisor and B.S.W.'s sense of importance
of and ability to accurately be able to
write minutes and reports of meetings.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	0	2.8
very important	18.2	5.7
important	27.3	28.6
somewhat important	50.0	20.0
not important	4.5	42.9
TOTALS	100.0	100.0
mean	2.60	2.06
standard deviation	0.85	1.11
Ability	Percentage	Percentage
excellent ability	0	5.9
very good ability	9.1	11.8
average ability	59.1	58.8
some ability	22.7	20.6
no ability	9.1	2.9
TOTALS	100.0	100.0
mean	2.7	2.97
standard deviation	0.78	0.83

APPENDIX V

TABLE XX

Supervisor and B.S.W.'s sense of importance
of and ability to be able to formally chair
a committee meeting.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	4.5	5.7
very important	13.6	5.7
important	31.8	20.1
somewhat important	36.5	31.4
not important	13.6	37.1
TOTALS	100.0	100.0
mean	2.59	2.11
standard deviation	1.054	1.15
Ability	Percentage	Percentage
excellent ability	0	8.8
very good ability	9.1	2.9
average ability	36.4	58.8
some ability	40.9	23.6
no ability	13.6	5.9
TOTALS	100.0	100.0
mean	2.41	2.85
standard deviation	0.85	0.93

APPENDIX V

TABLE XXI

Supervisors and B.S.W.'s sense of importance
of and ability to have a personal filing
system to handle incoming mail, memoranda, etc.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	4.5	11.4
very important	22.7	14.3
important	50.0	28.6
somewhat important	18.3	28.6
not important	4.5	17.1
TOTALS	100.0	100.0
mean	3.04	2.74
standard deviation	0.90	1.25
Ability	Percentage	Percentage
excellent ability	0	11.8
very good ability	22.7	26.5
average ability	31.8	52.9
some ability	45.5	5.9
no ability	0	2.9
TOTALS	100.0	100.0
mean	2.77	3.38
standard deviation	0.81	0.89

APPENDIX V

TABLE XXII

Supervisor and B.S.W.'s sense of importance
of and ability to understand and relate to
clerical staff in terms of their duties and
responsibilities.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	9.2	11.4
very important	40.9	37.1
important	31.8	37.1
somewhat important	13.6	11.4
not important	4.5	3.0
TOTALS	100.0	100.0
mean	3.36	3.43
standard deviation	1.0	0.95
Ability	Percentage	Percentage
excellent ability	0	17.6
very good ability	18.3	32.4
average ability	63.6	41.2
some ability	13.6	8.8
no ability	4.5	0
TOTALS	100.0	100.0
mean	2.96	3.59
standard deviation	0.72	0.89

APPENDIX V

TABLE XXIII

Supervisor and B.S.W.'s sense of importance
of and ability to accurately fill agency forms
(i.e. intake, treatment, and closing)

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	27.4	34.3
very important	54.5	34.3
important	13.6	22.8
somewhat important	0	8.6
not important	4.5	0
TOTALS	100.0	100.0
mean	4.0	3.9
standard deviation	0.92	0.97
Ability	Percentage	Percentage
excellent ability	4.5	14.7
very good ability	36.4	38.2
average ability	36.4	41.2
some ability	18.2	5.9
no ability	4.5	0
TOTALS	100.0	100.0
mean	3.18	3.62
standard deviation	0.96	0.82

APPENDIX V

TABLE XXIV

Supervisor and B.S.W.'s sense of importance
of and ability to display a commitment of
accountability for optimum use of agency's
resources.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	31.8	17.1
very important	45.5	54.3
important	22.7	22.9
somewhat important	0	5.7
not important	0	0
TOTALS	100.0	100.0
mean	4.09	3.83
standard deviation	0.75	0.79
Ability	Percentage	Percentage
excellent ability	4.5	5.9
very good ability	27.3	44.1
average ability	45.5	47.1
some ability	22.7	2.9
no ability	0	0
TOTALS	100.0	100.0
mean	3.16	3.53
standard deviation	0.834	0.66

APPENDIX V

TABLE XXV

Supervisor and B.S.W.'s sense of importance
of and ability to use self effectively within
the organizational structure

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	31.8	28.6
very important	59.1	40.0
important	9.1	28.6
somewhat important	0	0
not important	0	2.8
TOTALS	100.0	100.0
mean	4.22	3.91
standard deviation	0.61	0.92
Ability	Percentage	Percentage
excellent ability	0	5.9
very good ability	40.9	41.2
average ability	40.9	52.9
some ability	18.2	0
no ability	0	0
TOTALS	100.0	100.0
mean	3.22	3.53
standard deviation	0.752	0.62

APPENDIX V

TABLE XXVI

Supervisor and B.S.W.'s sense of importance of
and ability to appreciate and understand the
rationale behind statistical documentation.

	Supervisor	B.S.W.
Importance	Percentage	Percentage
extremely important	22.8	17.1
very important	31.8	17.1
important	40.9	34.3
somewhat important	4.5	17.1
not important	0	14.4
TOTALS	100.0	100.0
mean	3.73	3.06
standard deviation	0.88	1.28
Ability	Percentage	Percentage
excellent ability	4.5	5.9
very good ability	13.6	23.5
average ability	54.5	50.0
some ability	18.2	20.6
no ability	9.2	0
TOTALS	100.0	100.0
mean	2.86	3.14
standard deviation	0.94	0.821

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