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A descriptive analysis of the administrative structure and process of Germantown Settlement Philadelphia, Pennsylvania

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A DESCRIPTIVE ANALYSIS OF THE ADMINISTRATIVE STRUCTURE AND PROCESS OF GERMANTOWN SETTLEMENT PHILADELPHIA, PENNSYLVANIA

A THESIS
SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF SOCIAL WORK

BY
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SCHOOL OF SOCIAL WORK

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CHAPTER I

INTRODUCTION

Significance of the Study

The degree of attainment of social welfare objectives is determined in large measure by the competence of social welfare agency administration. Together with community organization, group work, case work, and social research, administration is commonly recognized as one of the five basic methods in social work practice.¹

The nature of social welfare administration is discussed in detail by many writers in the field. Newman defines administration as the guidance, leadership, and control of the efforts of a group of individuals toward some common goal.² Trecker views administration as a process through which individuals are enabled to fulfill their responsibilities.³ Fulfilling their responsibilities includes the performance of their various skills and functions, in relation to the whole agency, so that the agency provides adequate service to the people of the community.

In an effort to clarify the nature of administrative process, Johns states the following:

"Administration...is an inclusive process, shared by everyone in an organization, for most people in an organization make decisions of some kind. Some of the decisions are admittedly limited in scope and importance, affecting relatively few people, but the sum total of such decisions is influential; other decisions may influence the whole


organization—the board, the executive staff, the clerical and maintenance staff, the clients, the members. It is a task in which everyone shares in different ways, with different degrees of responsibility. It is a co-operative function, a pervasive function. Everyone participates in it; everyone is affected by it.¹

In studying these viewpoints, the writer concluded that there are some definite procedures; that not only does the top administrator participate, but also all individuals or groups of the agency. Moreover, the overall goals of administration are to increase the capacity for functioning of all groups in the agency.

Administrative structure has been defined as a means by which individuals and groups are enabled to work together effectively, however, the writer considered Kidneigh's view of structure to be explicit and useful as a guide for the collection of the data for this study. Briefly stated, Kidneigh views structure as the framework through which social policy is transformed into social services. It is his view that the principal features of administrative structure in American social work are ownership, variety, and organization.²

In that there are many definitions of social welfare administration, it follows that there are also different definitions of terminology. In order to avoid confusion, the writer utilized the conceptual scheme of administrative process as outlined by Newman. The basic processes of administration as outlined by Newman include planning, organizing, assembling resources, directing, and controlling.³

These frames of reference were chosen because of their similarity to

related literature on social work administration.

Study of the literature on administration has conveyed to the writer that sound administration is essential for the effective functioning of social work agencies. Likewise, the efficiency and effectiveness of a professional staff are related to the administrative process and structure.

Germantown Settlement in Philadelphia, Pennsylvania, where the writer performed his field work, provided an agency setting for the undertaking of a study in social work administration. Consequently, the writer undertook this study because of his keen interest in administration, and it was hoped that its findings might be of particular import to the agency.

Purpose of the Study

The purposes of the study were to secure a general description of the administrative structure and process of Germantown Settlement; to study the functions of the executive and professional staff in implementing the objectives of the agency.

Method of Procedure

Utilizing the methods of participant observation and personal interview, the writer constructed an interview guide and observation schedule for obtaining data from the executive and members of the professional staff and from staff meetings. A general description of the board of managers was secured as a means for adding clarity to the agency objectives. The library method was effective in supplementing these data with information from annual reports and minutes of staff and board meetings.

Scope and Limitations

This study was undertaken during the writer's Advanced Field Work
training from September 1959 through February 1960. Because of the time factor involved, it was necessary to direct the focus of the study toward those aspects of administrative structure and process dealing with the executive and the professional staff. Moreover, the writer was unable to gain a detailed description of the functions of the board of managers. A further limitation was seen in that consideration could not be given to those aspects of administration dealing with the community and other agencies.
CHAPTER II

THE AGENCY SETTING

General Description

Germantown Settlement served a specific geographic area in the north-west section of the city. Under the general direction of the board of managers, the program of the agency was conducted by the executive director, three professional staff members, one clerical worker, one maintenance worker, and volunteers.

Purpose.—The purpose distinguishing the Settlement from other groups and institutions claiming the same basic philosophy was to develop among people, in the local area it served, a sense of neighborhood. This sense of neighborhood consists of pride and loyalty to the neighborhood, a sense of responsibility for conditions in the local area, and an awareness that the neighborhood is an integral part of the wider community. The basic purposes and philosophy of Germantown Settlement were as follows:

Germantown Settlement exists to enrich the quality of human relationships in its community. Underlying this purpose is an awareness of the importance and responsibility of helping people learn to accept themselves and to accept others, which is ingredient to all social education. From this follows an undertaking...to help people to use their capacities, individually and in groups, as creatively as possible. The specific and primary purposes of Germantown Settlement are to:

1. Stimulate loyalty and pride in the community—a sense of neighborliness involving all religious, racial, national, cultural, age, interest, economic, and other groups.

2. Develop among members and neighbors a sense of responsibility for social conditions of the neighborhood, through enabling these people to participate democratically in planning and developing needed programs and projects and through encouraging the growth of neighborhood leadership.

3. Develop awareness of the relationships and responsibilities, with ability to act constructively in the total community....

Brief history.—Germantown Settlement was founded in 1884. During this period, the board of managers of the agency was composed of "Board Members of the Pulaski town Free Kindergarten and the Sub-Primary School Society." In addition, board members "did all of the work involved in the administration of the agency, and each board member was given a specific district in which to do home visiting." This pattern was continued until 1929, at which time an executive secretary was appointed. Prior to this time, staff had consisted of a part-time teacher and volunteers.

As a result of an evaluative study in 1944, the first day camp program away from the agency was implemented. Moreover, building facilities were used to capacity. Continuous evaluation is essential for an agency to determine the effectiveness of its work. The following depicts the results of another evaluative study in 1951:

In 1951 the Board expressed to the Community Chest a desire to have conducted an evaluative study of Settlement program. This study resulted in several changes. Among the changes were: hiring a trained social worker, considering the use of an interracial staff, strengthening volunteer services.... In addition, personnel practices were adopted which were in keeping with city-wide health and welfare practices.

During the time of the study, the staff of the Settlement was interracial. This was considered to be practical in that the neighborhood that the agency served was bi-racial, approximately fifty-five per cent Negro.


3Ibid.

4Ibid., p. 11.
and forty-five per cent Italian.

Present emphasis.—During the time of the study, the agency employed three widely accepted social work methods in providing service to the community. These included group work, community organization, and case work.¹

Utilizing the community organization approach, the agency attempted to help the people of the community improve living conditions through various block associations, neighborhood councils, council committees, and public and private community resources.² This approach was practiced in three specific geographic areas, namely, Upper Germantown, Morton, and Wister.

Through the use of group work techniques, services were provided for children ranging in age from three and one half years to thirteen years.

...The aim of this program is to provide small group experiences in a formed club for youngsters who are not able to participate in the mass or special interest activities of the other leisure time agencies. Behavior difficulty, problems in adjustment or retarded social development may be some of the reasons why these children need individualized placement in a setting geared to their needs...³

Although the agency did not have a regularly employed case worker on the staff, certain families in the neighborhood received case work services through referrals to the Case Conference Committee. This committee was composed of representatives of various health and welfare agencies.


throughout the city, and monthly meetings were held to consider means for providing help to individuals and families in need.¹

The most publicized activity of the Settlement was the contract with the Philadelphia Redevelopment Authority to relocate 201 families in an urban renewal project. In this activity, both the methods of community organization and case work were employed. The following reflects many years of planning by the Morton Neighborhood Council:

The Federal Housing and Home Finance Agency announced...final approval of a $2,187,000 urban renewal loan and a $1,852,000 capital grant for an 88-acre redevelopment project in the Germantown area.... The relocation will be handled by the Germantown Settlement...under contract.²

Analysis of the Administrative Structure

Germantown Settlement was included among more than 250 health and welfare agencies in the Philadelphia area whose major source of financial support was the United Fund, an organization of the people which solicited funds annually for the operation of the agencies. "Community chests and united funds are an example of the vast number of voluntary citizen associations so prevalent in America."³ Germantown Settlement, as a community chest supported agency, through its board of directors, was responsible to the community for its functions.

¹For a detailed report, see Richard J. Bargans, "The Germantown Settlement's Experiment with the Case Conference Committee Approach," (Speech presented at the 40th Annual Conference of the National Federation of Settlements, May 1958).


Generally speaking, therefore, the people of the community have an ownership type relation.

The administrative functions of the agency were vested in the board of directors, the executive, and staff through well defined policies and procedures, in line with the needs of the community. Kidneigh, Street, and Johns view the board as the policy making group, with the executive and staff having the major responsibility for the execution of programs in line with established policies.

Although Kidneigh, Street, and Johns indicate that the board is the policy making body, the writer understands that the interchange of executive, staff, and board relationships develops channels for executive and staff to influence policy making.

In the sense that a social agency develops out of community need, and exists primarily to serve the people, it can be agreed that a measure of authority for the continuance of an agency resides with the people. Where there are specific membership rules, a different aspect of control may also be observed.

In the Germantown Settlement, there were some groups which held fee membership, however, membership had a more general meaning which included participation, and or use of services. This policy was not in conflict with current practices in settlements.

Classified financial distinctions in membership usually disappear when organizations join community chest. Membership on a financial basis is no longer important to the agency if its budget is made up from contributions pledged to the community chest and paid through it. 1

Certain difficulties may result from this type of control. The writer,

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however, felt that these dangers were obviated.

...since there is doubtless present the possibility and perhaps the tendency for a board to become undemocratic, administration has the special task of devising ways to guard against this. However, counteracting this tendency are pressures that may be applied by dissatisfied individuals or groups against the agency itself, the community chest, or council of social agencies.1

It was the opinion of the writer that this practice was sound in that it would have been impractical to implement a program in line with the desires of everyone in the neighborhood. In other words, a decision making body with final authority is essential for effective operation.

The board of managers of the Germantown Settlement was composed of individuals who had an active interest in the affairs of the neighborhood. Its responsibilities included formulation of policy and program and control of fiscal matters.

...The Board of Managers shall consist of not less than twenty-four and not more than thirty members including a President, Vice-President, Recording Secretary, Corresponding Secretary, Treasurer and Assistant Treasurer.

The President shall preside at all meetings of the Board and Executive Committee and shall appoint with the advice and consent of the Executive Committee, all committees and designate their chairmen. The President shall oversee the work of all officers and committees and be ex-officio a member of all committees. With the recording Secretary the President shall, except as otherwise directed by the Board of Managers, execute all corporate instruments that may be necessary for the conduct of business of the organization and shall perform such other duties as may pertain to the office...

...The Board of Managers shall have full power and responsibility to direct the policies and finances of the Settlement in cooperation with the Executive Director, and it shall be their duty to advise and cooperate with the Executive Director in all Settlement activities.

...Managers shall be elected at the Annual Meeting to serve terms of three years, so that the Board...shall consist of twenty-four to thirty members, the terms of not less than eight of whom shall expire in any one year. No member shall be eligible to serve more than two full consecutive terms...A member shall be eligible for reelection after a lapse of one year. Officers shall be elected to serve a two year

1John C. Kidneigh, op. cit., p. 78.
The Board of Managers shall have the power to authorize the appropriate officer to buy, give options on, sell, lease, mortgage, exchange, or otherwise deal with real and personal property of the organization on such terms as said Board shall deem best.\footnote{Germantown Settlement, op. cit.}

The basic functions of the board of managers as seen by Kidneigh include policy making, mobilization and maintenance of resources, program development and control, and public relations. Policy making is a legislative function which is carried out with appropriate community authorities and the executive director. Mobilization of resources include physical plant, manpower, equipment, skills, and finances. The degrees of execution of some of these board functions are limited to the policy making area and not to their execution.\footnote{L. Urwick, The Elements of Administration (New York, 1943), p. 72.}

Many writers feel that the size of the board and board tenure conditions its effectiveness. According to King, it is unusual to enlarge the board of a private agency over thirty.\footnote{Clarence King, Social Agency Boards (New York, 1938), p. 36.} Although there is no agreed on formula for what constitutes undesirable length of service, Blumenthal contends that overlapping terms, while assuring continuity, makes necessary an election for more than one year, which results in poor members continuing to be a liability for two years or more. A basic requirement of most agency constitutions is some provision regarding the duties, requirements and mode of election of the board of managers.\footnote{Louis H. Blumenthal, Administration of Group Work (New York, 1948), p. 123.}

\footnote{Elwood Street, op. cit., p. 19.}
While it may be true, in some instances, that overlapping terms are not desirable with respect to poor membership, the writer concluded that this was essential in order for new members to become sufficiently acquainted with agency operations so that they might provide efficient service. Moreover, the writer also held that the board should devise ways for dealing with poor members to the extent that they could be removed in the event of continued liability.
CHAPTER III

FUNCTIONS OF THE EXECUTIVE

Job Description and Qualifications

The executive director of the agency was directly responsible to the board of managers and had the responsibility for the general management of the agency. "The Executive Director shall be appointed by the Board of Managers and shall, subject to its direction, be responsible for the general management of the organization."1

General Statement of Duties: Under the direction of lay board, to organize, plan and direct the activities of a settlement house for supplying informal education and recreation facilities to children and adults and to do related work as required in the fulfillment of appropriate administrative and professional responsibilities.

Typical Tasks: To act as advisor to lay board in the formulation of policy by interpreting agency program and community needs, by reporting on agency activities, financial status, staff changes; to plan and organize an over-all agency program and approve staff assignments; to take responsibility for selection and training of professional, clerical and maintenance personnel, recognition of achievement, educational program for staff, maintenance of standards; to investigate neighborhood needs and encourage use of house facilities by visiting homes, participating in various neighborhood activities and serving on local committees; to be responsible for maintenance of records of membership, program, individual case records; to cooperate with other agencies and individuals in the development of group work procedures, policies and social legislation; to promote understanding and appreciation of agency function in the community by serving on professional and civic committees, speaking before organizations, consulting with administrators of other agencies, participating in national conferences, preparing and editing material for publication.

Qualifications: Training or experience such as may have been gained by completion of a full graduate curriculum including a group work sequence in an accredited school of social work or by employment as a Group Work Supervisor with administrative responsibilities in a similar or allied agency.2

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1Germantown Settlement, op. cit.
These policies concerning the executive were in keeping with accepted practices in social work administration.

Relation to Board of Directors

Board meeting preparation.—In studying the executive-board relationships, it was found that the executive had direct responsibility for the execution of policy. Some of the more specific functions included giving assistance to the president in preparing the agenda for board meetings, informing board members of the time and place of meetings, circulating minutes of meetings, and keeping the board informed of agency operations. "The executive responsibility is to gather, compile, and analyze the relevant data required for the board to make an intelligent decision."¹

The executive...is responsible for the management of agency program. As this responsibility is delegated to him by board action, so will he, in turn, make further delegation of work to appropriate members of the agency's staff....He...is the person who must serve as a dependable resource for factual data required for sound board action. The board looks to him for suggesting alternative courses of action and to interpret the likely gains and handicaps in each....²

In addition to keeping the board informed of agency operations, it is also the responsibility of the executive to provide leadership in board meetings.

Communication channels.—On the basis of information gathered, the executive was seen as the link between the board and staff. In instances where a staff member was not satisfied with a decision of the executive, it was necessary to make a written request to the president of the board. Excluding students in training, all members of the professional staff

¹John C. Kidneigh, op. cit., p. 81.

²Frank J. Hertel and others, Some Dynamics of Social Agency Administration (New York, 1946), p. 3.
occupied equal positions of status. Students were required to make requests to their immediate supervisors to see the executive.

Organization structure and procedures must provide for a free flow of ideas, for full participation in developing policies and plans, and for a wide understanding by everyone concerned. Planned means for communication, up and down and across levels, are necessary.¹

Adequate communication channels may also prevent confusion and conflict which may result among staff. Moreover, the possibility for harmony in operation is greatly enhanced.

Included among the methods that may be used in effecting efficient lines of communication are staff meetings, bulletins, organization manuals, participation in committee and board meetings, and special conferences.²

Relation to Professional Staff

Staff participation in planning.--In an attempt to determine the relation of the executive to the professional staff, observations were conducted in seven staff meetings. It was found that an agenda was not presented to staff prior to the meetings. The executive had a list of items to be discussed at six of the meetings while there was no preparation for discussion at one meeting. Duties were assigned to staff at three of the meetings while staff volunteered to assume certain responsibilities at four meetings.

Interviews with professional staff members revealed that they were not aware of the items to be discussed at the meetings, excluding those instances in which specific requests for certain items to be discussed were made.

¹Ray Johns, op. cit., p. 60.
²Ibid.
Street holds the opinion that one of the basic requirements for effective staff meetings is that an agenda be prepared "in advance so that the staff may be prepared exactly as a committee should be prepared for meetings." Staff coordination and development involves the definition of each employee's assignments and the establishment of lines of responsibility. The best channel is the staff meeting where the executive and staff can take up problems and plans for discussion and decision. "The executive uses the meetings for transmitting information, interpreting policies, and announcing changes; but his chief interest is getting the staff to express attitudes and points of improvement." It was the opinion of the writer that staff could not participate effectively in staff meetings without an awareness of the content of the agenda. As a committee cannot function effectively without adequate preparation, the same holds true for staff meetings. For this reason, it was concluded that steps should be taken to inform staff of the content of the agenda with adequate time for preparation.

Staff selection.—The selection of new staff members was vested in the executive in line with policies outlined by the board. This selection was conducted in consultation with the board committee or the president.

Employment Procedure: A worker has the right to be considered for employment regardless to race, creed, national origin, sex or political belief. Qualifications shall be the prime determinant. However, it seems reasonable to expect that most effective work can be done with a staff representative of both men and women and of varied religious, racial, and cultural backgrounds. Applications shall be in writing and

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2John C. Kidneigh, op. cit., pp. 81f.
on the agency's application forms....

Appointment to a position shall always be on the basis of a personal interview between applicant and the agency....

There will be at the time of employment, a written agreement making definite statements as to salary or other compensation and, insofar as possible, specific responsibilities to be assumed by the worker.

Johns holds the view that selection of professional workers and other employees is one of the most important aspects of personnel administration.

"Actual selection of professional workers is made by the senior executive... usually with the advice of a personnel branch, or departmental committee. In most agencies, board approval is required."

On the basis of these findings, the following conclusions were reached: (1) That an agenda should be prepared and circulated to staff prior to staff meetings, with sufficient time to study the items to be considered, (2) that the executive provide more leadership in the assignment of duties and lines of responsibility.

With the exception of these factors, it was concluded that the executive functions were in keeping with accepted principles and practices in social work administration.

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CHAPTER IV

ADMINISTRATIVE RELATIONS OF PROFESSIONAL STAFF

In studying the administrative relations of staff, the writer utilized three methods of research: Observation by a schedule in seven staff meetings, personal interview, and library method in obtaining relevant data from the agency files. The findings suggested the following topics: (1) Job descriptions and qualifications, (2) participation in decision making, (3) delegation of authority, (4) preparation for meetings, and (5) evaluation techniques.

Job Descriptions and Qualifications

The three full-time professional staff members of Germantown Settlement included two community workers and a program director, all of whom had received Master's degrees in social work.

The backgrounds of persons employed as professional staff in settlements is as varied as is the settlement program. In positions which have social work as their main component, there is ever increasing emphasis upon employment of persons with a professional social work degree....Whatever the training, all are identified with neighborhood problems, applying their particular skills to solving them.1

Findings indicated that the staff had the responsibility for conducting the program of the agency, in cooperation with, and under the direction of the executive director.

Program director.

Objectives of the job: to plan and carry out agency program with

the Director and staff; development of program in accordance with agency purposes and resources.

Duties and responsibilities:

1. Supervision and development of professional staff.
2. Arranging and assignment of university students and their supervision.
3. Recruitment, supervision, and training of volunteers.
4. Evaluating performance with workers and writing the evaluation.
5. Arranging schedules for use of rooms and physical facilities and the assignment of group leadership.
6. Organizing new or additional groups and programs—giving direct leadership where needed.
7. Organization of the fair and other fund raising events.
8. Recruiting membership groups.
9. Organization of all group programs, e.g., Christmas parties and caroling, special shows, recitals, festivals and the like.
10. Direct summer day camp or Tot-lot.
11. Meeting with the Program Committee of the Board and reporting the work regularly.
12. Attendance at monthly Board meetings and special reporting when needed.
13. Developing and sustaining neighborly relationships with all membership groups and with individuals and community groups and organizations.
14. Counseling of individuals and referral to other agencies when necessary.
15. Visiting families in the neighborhood when indicated.
16. Working with other community services and facilities—in and out of Settlement program.
17. Agency aid in the Community Chest campaign—assistance in the recruitment of personnel in the area.
18. Keeping of statistical and other records for use in agency evaluation.
19. Occasionally writing special reports and releases—participation in needed research, surveys, etc.
20. Preparing invitations, announcements—other materials explaining and amplifying program.
21. Carrying correspondence relating to the job, e.g., requests, thank you letters, recognition letters, etc.
22. Inventory, ordering, maintaining needed supplies for program.
23. Staff meeting attendance and supervisory conference.

Relation to Supervisor: Directly responsible to the Executive.

Education—Required: M. S. W., 2 years experience.

Community worker—

Under the direction of the Executive Director, or Department

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1Germantown Settlement, "Job Descriptions and Salary Scales," op. cit.
Director, works with community...groups to help them solve their community problems in accordance with policies of the agency.

1. Implements the organization and/or development of community groups. Provides advisory leadership in helping these groups to better meet their needs in a constructive manner.

2. Assists these groups in solving their problems which may arise in such areas as: housing, employment, recreation, health and sanitation, street improvement, traffic and safety, crime and delinquency and other areas appropriate to the function of the agency.

3. Identifies and helps to develop neighborhood leadership.

4. Recognizes and diagnoses the needs of individual group members as they affect the operation of the group; helps the member to improve the nature of his contribution to group life and the welfare of the broader community.

5. Brings about cooperation between the groups he serves and his agency and other community agencies, institutions and organizations; helps community groups to utilize community resources useful to their goals.

6. Effects referrals of individuals to specialized agencies and services in the community....

7. Helps groups and individuals to participate effectively in community councils, neighborhood associations and other representative bodies on a local or city-wide level.

8. May provide consultative services to community organizations not affiliated with his agency on problems of joint concern.

9. Public relations—interprets agency policy and service to community.

10. Conducts studies and research to locate community needs and areas of concern.

11. Keeps statistical and group records and records of individual contacts.

12. May supervise volunteers and graduate social work students specializing in community work.

Qualifications...M. S. W. or Master's in related field.¹

Job descriptions serve the purpose of giving the worker a definite understanding of his duties. A simple outline which has been found useful for writing job descriptions in social agencies includes: "(1) description of the position; what the position is; to whom the person is responsible; (2) duties and responsibilities; (3) qualifications; (4) relationships....²


²Ray Johns, op. cit., p. 80.
Agency administration is responsible for defining all positions within the agency, classifying them on the basis of kind and degree of responsibility, so that employees may have a clear understanding of their duties and the agency may have a proper basis for paying its employees.¹

With respect to job descriptions, the literature suggested that the job description for community workers should include some indication to whom the worker is responsible and relations to other workers in the agency.

Participation in Decision Making

Participation was defined in terms of the number of times each person expressed his opinion during staff meetings. Observations in the seven meetings revealed that a total of thirty-four items were discussed. Final decisions were reached on sixteen items with eighteen requiring further consideration. Total staff participation in all seven meetings was 522 to 206 for the executive, or a ratio of 2.5 per cent. This indicated that the average participation level for the executive in each staff meeting was twenty-nine while total staff participation was seventy-five. These findings suggested that staff members were given sufficient time to express their concerns on all items discussed at the meetings.

In pointing out the importance of staff participation, Street states that staff participation is necessary if the organization is to be an effective unified whole.

Participation is more than democracy, more than teamwork. It means the sharing by all employees, as far as possible, in all the decisions made. It means that the voices of all the workers may be heard in the determination of all those conditions and methods of work in which they may be competent to share.²

¹Elwood Street, op. cit., p. 235.
²Ibid., p. 276.
Delegation of Authority

It has been indicated that all professional staff members held equal positions of status and therefore, were directly responsible to the executive. Observations in staff meetings revealed that staff members voluntarily assumed certain responsibilities. In addition, there was no indication of relationships by the executive in relation to these responsibilities.

Newman identifies the process of delegation of authority with directing. "This includes the vital matter of indicating plans to those who are responsible for carrying them out and also the day-to-day personal relationships between the "boss and his subordinates."¹

It was assumed that the size of the staff had some bearing on the delegation process. Kidneigh, however, states that delegation is a necessary ingredient to planning; "the process of arranging for a division of work into such units that each unit can be assigned to one person for execution."²

While it is not necessary to be authoritative in assigning certain responsibilities, the writer concluded that it was essential for the executive to indicate responsibilities to staff. This conclusion was based on the contention that staff could not always be expected to assume responsibilities voluntarily. Moreover, the writer felt that since the executive had knowledge of the work load of each staff member, he should have been in a position to know to whom new responsibilities should be assigned.

Preparation for Meetings

Effective participation in decision making calls for adequate preparation to deal with matters for which decisions must be made. Findings indicated that staff prepared for meetings by reading minutes of previous staff meetings, preparing materials for reports, and making suggestions to the executive prior to the meetings. Two staff members did not read minutes of previous staff meetings while all suggested certain items to the executive for consideration prior to the meetings. With reference to agenda for meetings, while staff suggestions were discussed at the meetings, only the person that made the suggestion to the executive was aware of it. In addition, there was no awareness of the other items to be discussed.

Newman suggests that planning should precede all decision making; that is, "the clarification of objectives, establishment of policies, mapping of programs and campaigns, determining specific methods and procedures, and fixing day-to-day schedules."¹

In that eighteen of the thirty-four items discussed required further consideration, it appeared that staff would be able to deal with these matters more effectively if all members read minutes of previous staff meetings. Moreover, as has been pointed out, staff should be aware of content of agenda.

Evaluation Techniques

Staff evaluations were conducted weekly during supervisory conferences with the executive. On the basis of these weekly evaluations, the executive was required to make formal written evaluations. The following depicts the

evaluation procedure as given in the personnel practices manual:

A process shall be set up to evaluate all workers at the end of the first year, and periodically thereafter with final evaluations at the termination of employment. This evaluation shall be the result of the participation of the worker and his supervisor and shall be based on the job description. After the evaluation has been read and signed by the employee, it shall be filed for record.¹

Staff evaluations are essential for effective and efficient operation of the agency.

Agencies should provide for each employee...evaluations and ratings at the end of regular intervals on a series of job elements mutually agreed upon as composing the employee's work assignment.... All persons to whom the employee is directly responsible should participate in the evaluation and in the final rating. It is imperative that the employee be evaluated on the degree to which he has performed satisfactorily the jobs actually assigned to him during the period under consideration.²

Evaluations may also serve as a method of controlling the operations of the agency. This is viewed by Newman as "the establishment of standards, comparison of actual results against the standard, and necessary corrective action when performance deviates from the plan."³

Because of the time element, it was not possible to study the extent to which the evaluation process was implemented.

²Elwood Street, op. cit., p. 241.
Conflicting Staff Viewpoints

Interviews with staff suggested that certain factors related to administrative structure and process deserved consideration. It was concluded that a higher degree of coordination would result if these factors were given the proper attention.

Coordination is concerned with harmonious and unified action directed toward a common objective. It is not a separate activity, but a condition that should permeate all phases of administration.¹

It was found that staff members held conflicting opinions regarding certain aspects of administration. Moreover, some of these statements were not in line with certain processes outlined in the personnel practices manual. These statements were in answer to questions relating to instructions, job descriptions, and nature of duties in the agency.

Instructions.—The following answers were given to questions centered around instructions:

Question: How do you receive instructions for carrying out your duties?
From executive____. Written job description____. Other____.
Explain____.

Answers:

A. Staff are charged with various responsibilities through agency policy by the Board of Managers through the Executive Director. I am not given instructions as such, however, the executive and I discuss the various approaches that should be taken in respect to carrying out my duties.

B. I do not receive instructions from the executive in carrying

out my duties. New ideas for carrying out program usually start at the bottom and are cleared with the executive before they are implemented.

C. From the executive and job description and through supervisory conference with the executive in which my work is examined...

From these answers, it is seen that two staff members indicated that no instructions were received from the executive while one indicated that instructions were received from the executive, in addition to using the job description as a guide.

Newman states that issuing instructions is a vital matter in the administrative process and is one of the significant functions of the executive in directing the activities of the agency. Kidney views the matter of issuing instructions with leadership, supervision, and coordination. "Involved is a clarity of direction, teaching and staff development, and fostering full and willing participation of the individuals involved."2

Duties and job description.—Two questions were asked in relation to duties and job descriptions. (1) What is the nature of your duties in the agency? (2) Do you have a definite assignment written out as a job description? Describe.

Answers:

A. (1) To organize block associations, committees, councils within the Morton area, and give indirect leadership to said organizations in helping them to achieve objectives that they have decided on through democratic process; to give supervision to graduate students and/or part-time workers; to relate to other professional organizations within the framework of the community and Philadelphia Association of Settlements. (2) Part of the nature of my work gives some of the job description, e. g., organizing block associations, neighborhood

improvement, clearing up slum conditions, etc.; provide opportunities for people to express themselves through the democratic process; to develop indigenous leadership; help to provide opportunities for this leadership to be used effectively in the community; to make studies and be aware of social problems and the resources or the lack of resources; to motivate and mobilize citizen's efforts toward civic responsibilities.

B. (1) Provide services to individuals, groups, and community; referrals for individuals who come directly to office; services provided on the basis of my observations in working with community groups. Work as enabler, providing resources, clarifying issues, interpreting; perform consultative role; fact finding; charged with the responsibility of being professional in relation to the agency and the community.

(2) There is no assignment written out as a job description.

C. (1) Two fold: Responsibility for community work in Upper Germantown with ten block associations; supervising the House Program; orienting and supervising students and volunteers; recruitment and placement of children in each one of the groups...

(2) No job description. Have no way of ascertaining as to whether job performed is adequate. I think there should be a job description, but one for a Program Director is a misnomer in that there is no such position in the agency. I am not aware on any job description.

It was found that whereas one staff member indicated a lack of awareness of a job description for his position, the writer was able to locate a description of this position in the agency files. The writer was unable to determine whether this matter had been brought to the attention of the worker.

It has been pointed out that agency administration is responsible for defining all positions so that employees may have a clear understanding of their duties. Moreover, job descriptions provide the agency with a proper basis for paying its employees.

It was the opinion of the writer that the matter of job descriptions should be given careful consideration. Moreover, in that evaluations were based on job descriptions, it was concluded that staff would be able to provide more efficient service by becoming more familiar with their duties as outlined in the job descriptions.
Significance of Staff Meetings

Relation to duties.—In an effort to determine the extent to which staff meetings were used to facilitate the work of the agency, the following question was asked: Do you feel that staff meetings are helpful in terms of giving you a better understanding of your duties? Answers to this question were as follows:

A. No. Staff meetings do not help me to do my job better. They do, however, help to get the job of the total agency done in a coordinated way. There should be more planning as opposed to individual carry out. In this manner, we would have a better idea of what is happening.

B. Yes. Because outside of the weekly supervisory conference, this is the only opportunity for my sharing with staff, and receiving from total staff discussion, relevant, pertinent, and other useful information.

C. I have a firm understanding of my duties already. They help to clarify and resolve some problems staff may be having in conjunction with duties, however, I feel that understanding of duties has already been clarified prior to staff meetings.

Street has suggested that staff meetings serve two major purposes:

(1) To give instructions or give and exchange information, and (2) to permit the group to consider common problems. In that all of the work of staff is interrelated, it would appear that the staff meeting provides the opportunity for each worker to gain a better understanding of other aspects of agency operation, and therefore, giving him a better understanding of his duties in relation to the total agency. An important advantage of giving information or instructions in a staff meeting is that there is opportunity for discussion. Any confusion can be clarified and the group may reach a common understanding of the significance of the information and its application to their work. On occasion, a member of the group

\[^{1}\text{Op. cit., p. 281.}\]
may seek the advice of other members in solving a difficulty in his work.

**Suggestions for improvement.**—Considering that staff meetings are extremely important in coordinating the work of the agency, it was assumed that suggestions for improvement would greatly enhance the efficiency and effectiveness of operation. The following suggestions were given as answers to the question as to what could be done to make staff meetings more effective:

A. The hectic schedule tends to minimize adequate preparation. We can be more effective if the agenda is so designed that unresolved prior staff meeting material would be discussed first, and then turning our attention to those matters and issues which are channeled through the director are presented. I think we should make it possible for staff meetings to be more than an observational experience for our graduate students.

B. We can limit discussion, particularly on trivial subjects. Take greater responsibility in helping to formulate agenda prior to staff meetings.

C. They should be planned...I think there should be an agenda, so that everyone can get the same understanding of what is going to happen. We never get reports back from various committees. As a result, we don't know what is happening...This is because we are not focused. I have asked for an agenda several times...We have never considered staff education. New studies and materials are never discussed. This would help a great deal. Generally there should be more order and structure...
CHAPTER VI

SUMMARY AND CONCLUSIONS

Administration has been commonly recognized as one of the five basic methods in social work practice. The nature of administrative structure and process in the social agency setting has a direct bearing on the extent to which agency purposes and objectives are implemented. There is a definite process of administration in the social agency, and this process takes place within the framework of a structure.

In order to focus the materials, the writer utilized the frame of reference of Kidneigh concerning structure and the frame of reference of Newman concerning process for collecting the data.

This study was undertaken during the writer's Advanced Field Work training at Germantown Settlement in Philadelphia, Pennsylvania, and it was hoped that the findings would be of import to the agency.

The purposes of the study were to secure a general description of the administrative structure and process of Germantown Settlement and to study the functions of the executive and professional staff in conducting the program of the agency. In fulfilling these purposes, the writer utilized three basic methods of research, namely, participant observation, personal interview, and library method.

Limitations of the study stemmed from a lack of adequate time to devote more attention to the functions of the board of directors and to those aspects of administration dealing with the community and other agencies.

The findings suggested the following conclusions:

1. The purpose of the Germantown Settlement was to develop among
people, in the local area it served, a sense of neighborhood. This
included helping the people to develop awareness of relationships and re-
sponsibilities, stimulation of loyalty and pride in the community, and
developing a sense of responsibility for social conditions in the neigh-
borhood. It was found that these purposes were in keeping with the aims of
settlements in terms of present social work philosophy.

2. In an effort to fulfill its purposes, the Settlement utilized three
widely accepted social work methods, namely, community organization, case
work, and group work. This included providing services to individuals,
groups, and neighborhood organizations. The most recent activity, in which
both the methods of community organization and case work were employed, was
in connection with performing duties necessary under the contract with the
Philadelphia Redevelopment Authority to relocate 201 families in an urban
renewal project.

3. Germantown Settlement was a community chest supported agency and
was directly responsible to the people for its services. The administra-
tive functions of the agency were vested in the board of directors, the
executive, and professional staff through well defined policies and pro-
cedures. Although some groups in the agency held fee membership, it was
found that membership had a more general meaning which included participa-
tion and/or use of services. This policy was in keeping with current
practices in settlements.

4. The executive director was directly responsible to the board of
managers and had the responsibility for the general management of the
agency. Some of the more specific functions of the executive, in relation
to the board, included giving assistance to the president in preparing the
agenda for board meetings, informing board members of the time and place of
meetings, circulating minutes of meetings, and keeping the board informed of agency operations.

In reference to communication channels, it was found that the executive was the link between the board and staff. In relation to the board, it was concluded that the executive functions were in keeping with accepted practices in social agency administration.

In regards to the professional staff, the executive’s not providing an agenda to the staff prior to the staff meetings was considered to handicap staff preparation.

5. The three full-time professional members of Germantown Settlement included two community workers and a program director, all of whom had received Master’s degrees in social work. It was found that staff had the responsibility for conducting the program of the agency under the direction of the executive director.

In regards to staff participation in decision making, it was found that final decisions were reached on eighteen of thirty-four items discussed in seven staff meetings. Total staff participation in all seven meetings was 522 to 206 for the executive, or a ratio of 2.5 per cent. These findings suggested that staff members were given sufficient time to express their concerns on all items discussed.

With respect to delegation of authority, it was found that all professional staff members held equal positions of status. It was also found that staff members, on their own volition, accepted responsibilities. It was concluded that while it is not necessary to be authoritative in assigning responsibilities, the executive’s indication of responsibilities to staff was essential, since staff could not always be expected to assume responsibilities voluntarily.
In regards to preparation for staff meetings, findings indicated that staff prepared for meetings by reading minutes of previous staff meetings, preparing materials for reports, and making suggestions to the executive prior to the meetings. Two staff members did not read minutes of previous staff meetings while all suggested certain items to the executive for consideration prior to the meetings. In that eighteen of the thirty-four items discussed required further consideration, it was concluded that staff would be able to deal with these matters more effectively if all members read minutes of previous staff meetings. Moreover, it was also concluded that an agenda prior to the meetings was essential for staff to make adequate preparation for the meetings.

6. It was found that staff held conflicting viewpoints regarding certain aspects of administrative structure and process. On the matter of instructions, two staff members indicated that no instructions were received from the executive in relation to their duties. The literature suggested that issuing instructions is a vital matter in the administrative process.

In reference to job descriptions, it was found that one staff member was not aware of a job description for his position; nevertheless, the writer located the instructions in the agency files. The writer was unable to find out whether or not the staff person had failed to request this material.

Finally, in studying the significance of staff meetings, it was found that one staff member felt that staff meetings were helpful in terms of giving him a better understanding of his duties while two staff members indicated no relationship between staff meetings and understanding of duties.
APPENDIX

Guide for Observation in Staff Meetings

To what extent is preparation made for meetings? All members have prepared agenda. Only executive has agenda. Other. Staff members receive agenda on day of meeting. Two days before meeting.

To what extent does the meeting focus on the prepared agenda? All items on the agenda are covered. Some items are covered. Number of items. No items on the agenda are covered. Number of items discussed that are not included on agenda.

Does the agenda or discussion reflect the results of previous meetings? Number of items discussed at previous meeting. Number of unfinished items discussed at present meeting.

To what extent are decisions made at previous meeting carried out? All decisions are carried out. No decisions are carried out. Other.

How are plans made for subsequent meetings? Executive decides what shall be done. Staff members are given assignments. No plans are made. Other.

How are decisions made as to what shall be done? By executive. By executive and staff. Other.

In terms of the number of items discussed, to what extent are final decisions reached? Number of items. Number on which final decisions were reached. Number requiring further consideration.

To what extent does the staff use factual material to facilitate the meetings? Makes use of relevant written material. Reports from staff members. Other.

How does the executive assign duties to staff members to deal with the items discussed? Gives assignments to the group as a whole. Gives assignments to individuals. Other.

Does the executive indicate the relationship between staff members in conducting their assignments? Gives each member a definite area of responsibility. Other.

To what extent does discussion of resources lead to action for obtaining those that are necessary for conducting assignments? Executive agrees to take action to obtain resources. Executive instructs staff as to where resources may be obtained. Other.

How does staff consider resources for conducting their assignments? Executive takes this responsibility. Shares this responsibility.
with staff____. Other____.

How does the executive issue instructions to staff as to how their duties should be performed? To the group as a whole____. To individual members _____. Other____.

Does the executive indicate a plan to staff for implementing their duties? Interprets nature of assignments____. Suggests time limit____. Other____.

How does staff check adequacy of work? Weekly____. Monthly____. Other____.

What is the level of participation of staff? Everyone participates____. Executive controls discussion____. Staff controls discussion____. Number of times each staff member participates. A____. B____. C____. D____. E____. F____. G____. H____. Number of times executive participates____.

How are differences between executive and staff settled? Vote____. Discussion____. Other____.

Interview Guide for Staff Members

What is the nature of your duties in the agency?

Do you have a definite assignment written as a job description?

How do you prepare for staff meetings? Read minutes of last meeting____. Gather materials for reports____. Other____.

Who has the responsibility for preparing the agenda for staff meetings? Executive____. Executive and staff____. Other____.

How do you receive instructions for conducting your duties? From executive _____. Written job description____. Other____. Explain____.

How do you obtain facilities for implementing your duties? From executive _____. Through your own initiative____. Other____.

How do you participate in making plans for the agency? In staff meetings____. Board meetings____. Other____.

How is your work evaluated? Weekly____. Monthly____. Annually____. In staff meetings____. In conference with the executive____. Other____.

To whom are you directly responsible? Executive____. Other____.

Do you feel that staff meetings are helpful in terms of giving you a better understanding of your duties?

What do you feel can be done to make staff meetings more effective?
How do you communicate your feelings about the agency to the board? Through the executive____. In board meetings____. Other____.

Interview Guide for Executive

In what manner is agenda for staff meetings prepared? By executive____. By executive and staff____. Other____.

To what extent does staff participate with you in planning for the agency?

What methods of supervision are used with staff?
A. Conferences____. Weekly____. Monthly____. Other____.
B. Written evaluations____. Monthly____. Annually____.
C. Observations____.

In what way does staff participation develop into decision making?

What are the lines of communication? Between executive and staff____. Between executive, staff, and board____. Between staff members____. Other____.

How are staff members selected? Defined policies____. Other____.

What steps do you take in preparation for board meetings? Help to prepare agenda____. Work with committees____. Help president plan meetings____.

What steps are taken to inform board and staff about action taken in board meetings? Circulate minutes to board and staff____. Circulate minutes to board members____. Other____.

Guide for Obtaining Data from Agency Files

Ownership
Purpose of agency
Structure of organization
A. Staff
1. Working arrangements
   a. Work schedules
   b. Compensation
   c. Techniques for evaluation
   d. Promotions and advancement
   e. Job descriptions
B. Board of Directors
1. Functions
2. Relationship to staff and executive
C. Executive Director
1. Functions
2. Relationship to staff
3. Job description
How are personnel policies developed? By executive__. Executive and board__. Executive, board, and staff__.

To what extent does board take action on suggestions from staff? Number of suggestions__. Number acted on__. Number approved__. Number rejected__. Number requiring further consideration__.

To what extent do executive and staff give assistance to board? Work with Committees__. Give assistance in developing meeting agenda__. Help to gather factual material__. Do not give assistance to board__. Other __.

Techniques used for evaluating work performance. Personnel progress report __. Service rating charts__. Other__.

How are activities of the agency evaluated? Group evaluation charts__. Other__. Weekly__. Monthly__. Annually__.

To what extent do minutes of staff and board meetings reflect the content of previous meetings? Show evidence of continuity__. Lack of continuity__.

To what extent do board and staff minutes reveal the use of committees for implementing assignments? Number of committees__. Number of assignments conducted by committees__. Number of committee assignment completed__.
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Articles


Bulletins and Reports


Unpublished Material


