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An Identification of Important Management, Administrative, and Planning Skills and Knowledge Essential to Middle-managers Present Positions in a Variety of Urban and Rural Social Welfare Settings in Oregon

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AN IDENTIFICATION OF IMPORTANT MANAGEMENT, ADMINISTRATIVE , AND PLANNING
SKILLS AND KNOWLEDGE ESSENTIAL TO MIDDLE-MANAGERS PRESENT
POSITIONS IN A VARIETY OF URBAN AND RURAL SOCIAL
WELFARE SETTINGS IN OREGON

by

PATRICIA VICTORIA LEONARD

A research practicum submitted in partial fulfillment of
the requirements for the degree of

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1975

TO THE OFFICE OF GRADUATE STUDIES:

The Advisors Approve The Report of:

PATRICIA VICTORIA LEONARD

Presented June 10, 1975.

Gerald A. Frey

Linda A. Kaeser

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CHAPTER 1

INTRODUCTION

In July, 1974 the Social Rehabilitation Services of the Department of Health, Education and Welfare, awarded a grant to the School of Social Work at Portland State University to "identify and examine the skills and abilities that are utilized by middle-management personnel in the human services field."¹ The project sought to (1) identify and prioritize the management, administrative and planning skills utilized by practitioners in a variety of urban and rural social welfare setting throughout Oregon, (2) develop a list of middle-management skills deemed important for graduate and undergraduate students in the School of Social Work, and (3) provide data upon which to redesign a curriculum for the development of management and planning skills. In essence, the project sought data to strengthen curricula in management and planning areas and link graduate and undergraduate education more closely with community practice.

As an initial step in the project, 22 open ended interviews were held with chief executives in public agencies in the state of Oregon.² Chief executives included directors, deputy assistants and directors of major departmental divisions. Functional fields included mental health, services to children and families, and adult and juvenile corrections.

1

The title of the project was "Performance Education in Management."

2

Frey, Gerald A. and Linda Kaeser. "What do Human Service Executives Say They Want In Their Program Managers?" Unpublished, 1975.

All of the executive personnel were related to the State of Oregon's Department of Human Resources, Multnomah County's Department of Human Services, and the City of Portland's Bureau of Human Resources. The purpose of interviewing these individuals was three-fold. The first was to obtain their permission to interview some of their program managers; the second to elicit their views regarding the skills and knowledge areas they believed were important to program managers; and the third was to design an interview schedule based upon the results of the open ended interviews. Executives were also questioned about what skills and knowledge they looked for when hiring a manager. The responses of the executives were arranged into general categories identifying education and training, skill and experience, time expenditure and personal characteristics. This information was consequently used to design an interview schedule. The interview attempted to identify the important management, administrative and planning skills and knowledge essential to middle-managers in a variety of urban and rural social welfare settings in Oregon.

Geographic Distribution

Individuals from three different areas of the state were selected to be interviewed. These areas were Multnomah, Malheur and Jackson Counties. Respectively, they represent the state's northern-urban, eastern-rural, and southern-rural populations.

Method and Scope of the Study

People in management and staff positions were selected by the planner of the project through a purposive sampling technique. All of these persons were related to social services provided by Oregon

Department of Human Resources, Multnomah County, the City of Portland, Malheur County, including the cities of Ontario and Nyssa, and Jackson County, including the cities of Medford and Ashland. This study is part of a larger study and does not include state level employees.

In other words, the focus of this study is upon those persons employed by their County or City government. A study of the state employees is a project being undertaken separately.

Initially, all prospective interviewees were contacted by a letter from the project planner. This letter included general information about the purpose of the study and invited the prospective interviewees to participate in the study by allowing themselves to be interviewed for approximately one hour. Personal interviews were held with each manager. The largest part of the schedule used for the interview consisted of closed questions; however, a few open-ended questions were included at the end (see Appendix A).

Within Multnomah, Malheur and Jackson County a total of 26 managers and three staff persons were interviewed.

TABLE 1

NUMBER OF STAFF AND NUMBER OF MANAGERS WITHIN EACH COUNTY

	<u>MANAGERS</u>	<u>STAFF</u>
Multnomah	15	2
Malheur	5	1
Jackson	6	0

A review of the available data showed that the respondents worked in a variety of setting, such as mental health, services to children and families, and adult and juvenile corrections.

Of the 29 respondents, 22 held bachelor's degrees in the area of social service or social science. A further review of the data shows that 11 of those persons went on to obtain master's degrees, and three received doctoral degrees. In addition, only three persons had master's degrees in social work, the remaining eight being in a variety of areas.

The average length of time since the respondents received their undergraduate degrees was similar in all three counties, about $8\frac{1}{2}$ years. This similarity also held true for the length of time since they received their last graduate degree, about $3\frac{1}{2}$ years.

CHAPTER II

ACADEMIC EDUCATION OF THE MANAGERS

Almost all of the managers and staff persons interviewed had taken additional training institutes or workshops. In Multnomah County over four-fifths of the respondents had taken additional training in interviewing techniques, systems theory, organizational theory and management by objectives. Twelve people had additional training in problem solving techniques and planning theory and techniques.

TABLE II

MULTNOMAH COUNTY - SPECIFIC EDUCATION AND TRAINING

<u>Category</u>	<u>Frequency</u>	<u>Percent</u>
Interviewing Techniques	14	82
Systems Theory	14	82
Organizational Theory	14	82
Management by Objectives	14	82
Problem Solving Techniques	12	70
Planning Theory/Techniques	12	70

Reviewing Table III, we find that in Malheur County five out of six people interviewed had taken additional training institutes or workshops in management theory, interviewing techniques, problem solving techniques and personnel management.

TABLE III

MALHEUR COUNTY - SPECIFIC EDUCATION AND TRAINING

<u>Category</u>	<u>Frequency</u>	<u>Percent</u>
Management Theory	5	83
Interviewing Techniques	5	83
Problem Solving Techniques	5	83
Personnel Management	5	83

As Table IV shows, in Jackson County five out of six respondents had additional training in task group dynamics and the legislative process.

TABLE IV

JACKSON COUNTY - SPECIFIC EDUCATION AND TRAINING

<u>Category</u>	<u>Frequency</u>	<u>Percent</u>
Legislative Process	5	83
Task Group Dynamics	5	83
Community Development	4	66
Data Systems	4	66
Public Presentation	4	66
Problem Solving Techniques	4	66
Management by Objectives	4	66

Looking at Table V, we find that in the three counties a number of items referring to additional education and training appear to be significant. For example, over one-half of the managers have had additional training in the general category of communication skills, which includes interviewing techniques, task group dynamics and public presentation. Also, over half, or 53%, have had training in community development. In addition, over half of the managers had taken advantage of training in management theory and management by objectives.

TABLE V

THREE COUNTY TOTAL - SPECIFIC EDUCATION AND TRAINING

<u>Category</u>	<u>Frequency</u>	<u>Percent</u>
Problem Solving Techniques	21	73
Interviewing Techniques	22	72
Management by Objectives	21	66
Legislative Process	18	64
Organizational Theory	20	61
Community Development	17	58
Task Group Dynamics	16	56
Management Theory	19	55
Problem Analysis	16	53
Public Presentation	16	52
Planning Theory/Techniques	17	51

In summary, a review of the data indicates that almost three-fourths of the interviewees had additional training in problem solving techniques, and over half in problem analysis. This data might suggest an emphasis on problem-focused management on the part of the persons interviewed in this study. Additionally, organizational theory and planning theory and techniques had been studied by over half of the respondents.

CHAPTER III

EXPERIENCE OF THE MANAGERS

The average length of time the respondents spent in their present positions varied considerably between Multnomah County and the two rural counties.

TABLE VI
MONTHS IN PRESENT POSITION

		<u>Mean</u>	<u>Range</u>
Multnomah	(N=17)	14.0	3-48
Malheur	(N=6)	30.8	7-48
Jackson	(N=6)	37.2	1-120
Total	(N=29)	22.0	1-120

Table VI indicates a comparatively shorter length of time spent by Multnomah County managers in their present positions than was spent by managers in the two rural counties. Part of the reason for this shorter time in Multnomah County is because of extensive reorganization within the County and the City of Portland's Bureau of Human Resources. Also, it must be taken into account that these rural counties have fewer positions within the social service sector, and therefore, job mobility is greatly reduced.

The average number of years of experience within the human service field remained about the same within all three counties, approximately nine years.

TABLE VII
YEARS OF EXPERIENCE IN THE HUMAN SERVICE FIELD OF RESPONDENTS

		<u>Mean</u>	<u>Range</u>
Multnomah	(N=17)	9.6	0-20
Malheur	(N=6)	7.2	2-14
Jackson	(N=6)	8.9	0-20

The average number of years in planning and management was remarkably consistent in both Multnomah and Jackson County. On the one hand, the average in Malheur County was considerably higher, since two interviewees out of the six had been in the human service field for 21 and 22 years respectively.

TABLE VIII
YEARS IN PLANNING OR MANAGEMENT

		<u>Mean</u>	<u>Range</u>
Multnomah	(N=17)	6.3	2-18
Malheur	(N=6)	11.7	2-22
Jackson	(N=6)	6.3	2-12
Total	(n=29)	7.4	2-22

The existing data suggests the following profile of middle-managers and staff persons interviewed in Multnomah, Malheur and Jackson Counties. The information gathered indicated that these people have worked in a variety of settings, including mental health, services to children and families, and adult and juvenile corrections. One-fourth of the interviewees held no bachelor's degrees and one-half held master's degrees. Interestingly, almost all interviewees had additional education or training in the areas of organizational theory and planning theory and techniques, and in problem solving and problem analysis techniques. In addition, Multnomah County respondents had spent considerably less time in their present positions than the interviewees in the two rural counties. This can be accounted for by extensive reorganization within the County and the City's Bureau of Human Resources. And lastly, the average number of years of experience within the human service field was nine years, and the average number of years in the area of planning and management was $7\frac{1}{2}$ years.

CHAPTER IV

PERSONAL TRAITS AND BREADTH AND DEPTH OF KNOWLEDGE

To secure some perspective of the manager's view of the relative importance of personal traits and characteristics and breadth and depth of knowledge, the respondents were asked to rank five variables. The five variables were: (1) personal traits and characteristics, (2) broad based knowledge of management, (3) broad based knowledge of the human service field, (4) in-depth knowledge of management, and (5) an in-depth knowledge of the human service field. In addition, they were asked to rank the five variables separately for managers and for staff positions. This method of ranking made it possible to begin to view similarities and differences between counties and the relative importance of the items.

TABLE IX

PERSONAL TRAITS AND CHARACTERISTICS AND BREADTH AND DEPTH OF KNOWLEDGE

(Relative Importance 1=highest - 5=lowest)

MULTNOMAH COUNTY

<u>Variable</u>	<u>Rank mean for Managers</u>	<u>Rank mean for Staff</u>
Personal Traits & Characteristics	2.29	2.37
Broad Based Know- ledge of Management	2.41	2.72
Broad Based Knowledge of Human Service Field	2.76	2.87
In-depth Knowledge of Specific Human Service Field	3.17	2.47
In-depth Knowledge of Management	4.06	3.94

In Multnomah County middle-management personnel tend to rank personal attributes as important for both management and staff positions. This is in addition to a broad-based knowledge of management for management positions and an in-depth knowledge of a specific human service field for staff positions.

In Malheur County a broad-based knowledge of the human services field ranked first for both managers and staff.

TABLE X

PERSONAL TRAITS AND CHARACTERISTICS AND BREADTH AND DEPTH OF KNOWLEDGE

(Relative Importance 1=highest - 5=lowest)

MALHEUR COUNTY

<u>Variable</u>	<u>Rank Mean for Managers</u>	<u>Rank Mean for Staff</u>
Broad Based Knowledge of Human Service Field	2.33	2.33
Broad Based Knowledge of Management	2.66	3.16
Personal Traits and Characteristics	2.83	2.66
In-depth Knowledge of Management	3.00	3.40
In-depth Knowledge of a Specific Human Service Field	3.80	3.00

It is interesting to note that in Malheur County the two specialist categories, i.e., in-depth knowledge of management and in-depth knowledge of a specific human service field, were ranked last for managers. In-depth knowledge of management was ranked last for staff. This is what one might expect, since staff persons rarely perform management functions.

Finally, in Jackson County, personal traits and characteristics and a broad based knowledge of the human service field ranked first and second for both manager and staff.

TABLE XI

PERSONAL TRAITS AND CHARACTERISTICS AND BREADTH AND DEPTH OF KNOWLEDGE

(Relative Importance 1=highest - 5=lowest)

JACKSON COUNTY

<u>Variable</u>	<u>Rank Mean For Managers</u>	<u>Rank Mean for Staff</u>
Personal Traits and Characteristics	2.0	2.0
Broad Based Knowledge of Human Service Field	2.16	2.5
Broad Based Knowledge of Management	2.83	3.5
In-depth Knowledge of Specific Human Service Field	3.16	3.83
In-depth Knowledge of Management	4.83	3.16

In Jackson County, personal traits and characteristics appear important for both managers and staff, along with a breadth of knowledge of human services. Specific knowledge of management of human service programs was least valued by the Jackson County respondents.

Finally, looking at the three counties, respondents seem to place little emphasis on in-depth knowledge, both in the area of management and the human service field, for both managers and staff. The one exception was Multnomah County which placed high value on an in depth

knowledge of a specific human service field for staff. The rural counties appear to value highly broad based knowledge of the human service field and personal traits and characteristics, both for managers and staff.

CHAPTER V

THE FUNCTIONING OF MANAGERS IN RELATION TO TIME SPENT

Four items in the questionnaire were intended to secure data regarding the amount of time spent in different aspects of work. The managers were asked what percent of their time was spent on program management, financial management, personnel management and external forces. They were also asked to rank specific elements within the four general categories of program management, financial management, personnel management and external forces.

TABLE XII

PERCENT OF TIME SPENT ON EXTERNAL FORCES

	<u>Range</u>	<u>Mean</u>
Multnomah	3-55	24.2
Malheur	15-50	35.8
Jackson	10-70	37.0

TABLE XIII

RANK OF AMOUNT OF TIME SPENT ON EXTERNAL FORCES

<u>Specific Category</u>	<u>Multnomah Rank Mean</u>	<u>Malheur Rank Mean</u>	<u>Jackson Rank Mean</u>
Administrative Bodies	1.31	2.0	1.66
Community Groups and Organizations	1.94	1.5	1.66
Legislative Bodies	2.86	3.2	3.16
Labor and Civil Service Negotiations	3.78	3.0	3.4

External Forces

Looking at Table XII it appears that the rural county respondents spend considerably more time dealing with external forces than do the

respondents from Multnomah County. This might be attributed to the lack of staff personnel in rural counties to carry out community organization activities, in addition to the fact that community interaction is of great importance in a small county.

The data in Table XIII Suggests that within the general category of "external forces" rural county middle-managers tend to spend the greatest amount of time dealing with community groups and organizations. Our sample of urban county middle-managers shows that they tend to spend the majority of their time dealing with administrative bodies. In addition, very few of the respondents in all three counties spent much time interacting with legislative bodies or dealing with labor and civil service negotiations.

Program Management

The next general category was that of program management.

TABLE XIV

PERCENT OF TIME SPENT ON PROGRAM MANAGEMENT

	<u>Range</u>	<u>Mean</u>
Multnomah	15-98	40.7
Malheur	10-25	20.8
Jackson	5-33	22.2

It is worth looking more closely at the percent of time spent in the area of program management, because of a significant difference between Multnomah County and the two rural counties. The greater percentage of time spent in the area of program management by Multnomah County respondents might be attributed to the fact that they tend to specialize in the area of program management, or that other people perform the other functions.

TABLE XV

RANK TIME SPENT ON PROGRAM MANAGEMENT

(Relative Importance 1=highest - 5=lowest)

<u>Specific Category</u>	<u>Multnomah Rank Mean</u>	<u>Malheur Rank Mean</u>	<u>Jackson Rank Mean</u>
Program Administration	1.70	1.33	1.0
Planning and Development	1.76	2.16	2.0
Program Evaluation	2.52	2.50	2.66

The three counties ranked the specific categories in the same order. In the general category of "Program Management" for example, program administration was ranked the highest by respondents in all three counties, with planning and development and program evaluation following. Incidentally, it should be noted that even though program evaluation was ranked last by a majority of the respondents, a number of them informally stated that it might become more important in the future, resulting from the new emphasis on accountability.

Financial Management

The managers in all three of the counties spent the least amount of time in the area of financial management.

TABLE XVI

PERCENT OF TIME SPENT ON FINANCIAL MANAGEMENT

	<u>Range</u>	<u>Mean</u>
Multnomah	0-40	14.4
Malheur	10-30	20.0
Jackson	5-33	15.5

In this case it is not clear to what to attribute the small percent of time spent in the area of financial management. It appears that this area of management must be delegated to other staff personnel. However, it is interesting to look at the specific categories within the area of "financial management" on which respondents spent their time.

TABLE XVII
RANK TIME SPENT ON FINANCIAL MANAGEMENT

<u>Specific Category</u>	<u>Multnomah Rank Mean</u>	<u>Malheur Rank Mean</u>	<u>Jackson Rank Mean</u>
Financial Administration	1.86	1.66	1.75
Financial Planning	2.00	2.33	1.75
Revenue Development	3.00	3.00	2.75
Financial Evaluation	3.07	3.00	2.4

For example, within all three counties, financial administration and planning were ranked as the two areas within financial management that occupied the most time of the respondents. Interestingly, administration and planning were also the two top ranked specific categories within the general category of "program management."

Personnel Management

The last category includes data regarding the percent of time middle-managers spent in the area of "personnel management."

TABLE XVIII

PERCENT OF TIME SPENT IN PERSONNEL MANAGEMENT

	<u>Range</u>	<u>Mean</u>
Multnomah	0-4	15.3
Malheur	10-45	23.3
Jackson	5-65	25.3

The data suggests that rural county managers spent more time in the area of personnel management than did urban managers. The rationale for this might lie in the fact that Multnomah County has its' own personnel office which takes care of personnel management.

TABLE XIX

RANK TIME SPENT IN CATEGORY OF PERSONNEL MANAGEMENT

<u>Specific Category</u>	<u>Multnomah Rank Mean</u>	<u>Malheur Rank Mean</u>	<u>Jackson Rank Mean</u>
Personnel Allocation, Task Assignment, Needs Assessment	1.26	1.66	1.66
Staff Development	2.13	2.33	1.66
Recruitment and Selection	2.92	2.83	3.16
Affirmative Action	3.46	3.16	3.0

The specific categories were ranked in very similar order in all three counties, with the majority of the respondents ranking personnel allocation as the area in which they spent the most time. This would include defining job duties and upgrading staff.

Malheur County managers ranked the specific categories in the same order as Multnomah County managers. The difference in Jackson County is so slight as to no be significant. However, it should be noted that Multnomah County managers probably do not spend a significant amount of time

in the area of personnel management, unlike the rural counties, because Multnomah County managers probably have staff persons to carry out these functions. Managers in Multnomah County spend approximately twice as much time on program management as do managers in the rural counties. This might be attributed to the fact that managers in Multnomah County see themselves as primarily program managers, and have staff people to take care of personnel management, financial management and external forces.

It can therefore be said that there exists a substantial difference between urban and rural counties in terms of the areas in which they spend their time. For example, in the rural counties, Malheur and Jackson, the greatest amount of time was spent interacting with external forces, primarily community groups and administrative bodies. The internal management of the agencies was secondary to working with the external forces in these rural counties. Furthermore, in terms of the sub-categories, administration and planning came out ranking consistently high in all three counties.

CHAPTER VI

ESSENTIAL KNOWLEDGE, PERSONAL ATTRIBUTES AND SKILLS

The major rationale for this study was to determine specific knowledge areas, personal attributes and skills which people in management positions felt were essential to their present positions. Each interviewee was asked to look at forty-two specific items and state whether the item listed was (1) essential, (2) useful but not essential, or (3) neither essential nor useful to their present position. (See Appendix A, page 2). It should be noted that a chi-square statistical analysis was run on a number of the items listed in the "essential to present position" category. The tests showed that there no significant differences between the three counties and the way they ranked the items in terms of importance.

Experience

The first general category of items came under the broad heading of "experience." Respondents were asked to state whether experience in the areas of planning and evaluation, direct service, broad experience, management, or business experience, were essential, useful but not essential or neither useful nor essential to their present positions.

TABLE XX
TYPE OF EXPERIENCE CONSIDERED TO BE ESSENTIAL
TO MANAGER'S PRESENT POSITIONS

<u>Variable</u>	<u>Multnomah</u>		<u>Malheur</u>		<u>Jackson</u>	
	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>
Planning & Evaluation	13	76	5	83	4	66
Direct Service	12	70	4	66	1	16
Broad	10	58	4	66	5	83
Management	10	58	4	66	3	50
Business	2	11	1	16	1	16

As noted in Table XX, Multnomah County managers stated that they spent a large amount of their time (40%) in the area of program administration, which includes program planning and evaluation. Consequently, this emphasis on program administration probably accounts for the large percentage of Multnomah County managers ranking planning and evaluation experience as essential.

As Table XX indicates, a large proportion of Malheur County managers also ranked planning and evaluation experience as essential. Furthermore, in Jackson County the majority of the managers felt that broad experience was essential to their positions. Nevertheless, their emphasis on broad experience supports the idea that rural county managers may tend to be generalists more so than urban managers.

Looking at essential experiences among all three counties, there appear to be two general areas of agreement. First, planning and evaluation experience was emphasized by 22 out of 29 managers as being essential to their present positions. Referring to the way managers spent their time, this emphasis on planning and evaluation experience is consistent with their emphasis in the amount of time spent on program planning.

Thus, to summarize, it appears that in terms of experience felt to be essential to managers' present positions, planning and evaluation experience ranks the highest. Business experience was considered to be the least essential item of experience.

Personal Attributes

All interviewees were given a list ten personal attributes and were asked to state which ones they considered essential, useful but not essential, or neither useful nor essential to their present positions.

Table XXI

PERSONAL ATTRIBUTES CONSIDERED TO BE ESSENTIAL TO PRESENT POSITION

<u>Variable</u>	<u>Multnomah</u>		<u>Malheur</u>		<u>Jackson</u>	
	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>
Leadership	14	82	3	50	6	100
Analytical ability	14	82	6	100	5	83
Interpersonal skills	14	82	4	66	6	100
Output orientation	14	82	5	83	1	16
Drive/energy	14	82	6	100	6	100
Commitment of human values	13	76	5	83	6	100
Level headedness	13	76	6	100	6	100
Innovativeness	11	64	2	33	5	83
Personal growth	12	70	5	83	6	100
Physical Appearance	2	11	2	33	2	33

The data in the above table indicates that six of the personal attributes were listed as essential by all six of the Jackson County managers. In addition, innovativeness ranked higher in Jackson County than either of the two other counties. While all of the respondents in Jackson County felt leadership to be an essential attribute, only half of the respondents in Malheur County felt it to be essential. Furthermore, only one person in Jackson County stated that output orientation was essential, whereas in contrast, 82 and 83 percent of the respondents in Multnomah and Malheur

County ranked it as essential. Thus, the most often rated as essential personal attributes are, starting from the highest rated: drive and energy, levelheadedness, analytical ability, a commitment to human values and personal growth.

Communication Skills

The managers were also asked to state which communication skills were essential to their present positions. In particular, they were asked to respond to six separate items.

Table XXII

COMMUNICATION SKILLS CONSIDERED TO BE ESSENTIAL TO PRESENT POSITION BY MANAGERS

<u>Variable</u>	<u>Multnomah</u>		<u>Malheur</u>		<u>Jackson</u>	
	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>
Observational	17	100	6	100	6	100
Report writing	13	76	4	66	2	33
Public presentation	12	70	4	66	4	66
Interviewing	10	58	4	66	5	83
Task group skills	8	47	4	66	3	50
Proposal & grant writing	8	47	2	33	1	16

A review of the above table indicates that all 29 of the interviewees felt that observational skills were essential to their present positions. These skills include: the ability to pick up non-verbal expressions including what a person represents and what his role is in a group, in addition to the ability to listen and hear for "hidden agendas" and subtle cues. Further analysis of the table reveals that managers in Malheur County ranked all of the communication skill items in a similar order to those in Multnomah County, with only the percentages differing slightly. And finally, in Jackson County, interviewing skills were ranked distinctly higher than in the two other counties.

In addition, distinctive differences exist between the three counties in the area of writing skills. In Jackson County, only 33% of the people felt that report writing was essential, in contrast to Multnomah and Malheur County where the percentages were much higher. And finally, proposal and grant writing, the most specific of the communication skills, ranked the lowest or least essential of the skills in all three counties. In Multnomah County 47% of the interviewees listed it as essential, 33% in Malheur County and only 16% in Jackson County.

General Knowledge Areas

All interviewees were given a list of nine general knowledge areas and were asked to state which ones were essential, useful but not essential, or neither useful nor essential to their present positions.

Table XXIII

GENERAL KNOWLEDGE AREAS CONSIDERED TO BE ESSENTIAL BY MANAGERS

	<u>Multnomah</u>		<u>Malheur</u>		<u>Jackson</u>	
	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>
Political process	10	58	4	66	5	83
Organizational theory	10	58	3	50	3	50
Management theory	8	47	5	83	3	50
Social policy theory	7	41	1	16	2	33
Human growth & development	5	29	4	66	6	100
Small group theory	5	29	4	66	2	33
Systems theory	5	29	0	0	2	33
Legislative process	3	17	3	50	3	50
Legal process	2	11	3	50	4	66

The table indicates that managers in Malheur County value a mixture of management knowledge and knowledge in the area of human growth and development, and small group theory. By contrast, Multnomah County managers tend to place the highest value on knowledge of the political process and organizational theory. However, it is worth noting the low percentages in Multnomah County, only two over 50%, in the general knowledge area

category. It might be that the Multnomah County respondents tend to value skills and personal attributes more so than general knowledge. Furthermore, Jackson County managers placed the highest value on knowledge in the area of human growth and development and the political process. Finally, this may suggest that managers in rural counties tend to value interpersonal skills more so than managers in urban counties who tend to value political and organizational skills.

Change Agent Skills

The interviewees were asked to look at a list of four change agent skills.

Table XXIV

CHANGE AGENT SKILLS CONSIDERED ESSENTIAL BY MANAGERS

<u>Variable</u>	<u>Multnomah</u>		<u>Malheur</u>		<u>Jackson</u>	
	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>	<u>Freq.</u>	<u>%</u>
Resource development	13	76	4	66	4	66
Organizational development	12	70	6	100	5	83
Political Action	5	29	2	33	4	66
Community organization	4	23	3	50	4	66

As indicated in the above table, resource development and organizational development are ranked consistently high by all three counties. This is not surprising since this is one of the jobs of management. In addition, twice the percentage of people in Jackson County felt that political action skills were essential, in comparison to the other counties. Both Malheur and Jackson County ranked community organization skills considerably higher than did Multnomah County. Thus, the data appears to indicate that rural managers spend more of their time out in the community than do urban managers as indicated in Table XII. Therefore, community

organization skills tend to be emphasized more in the rural counties. Essentially, both urban and rural managers tend to be emphasizing basic and fundamental knowledge of organizations and the political process.

Management Skills

Managers were asked to state which of eight management skills were essential, useful but not essential, or neither useful nor essential to their present position.

TABLE XXV

MANAGEMENT SKILLS CONSIDERED ESSENTIAL TO MANAGERS

Variable	Multnomah		Malheur		Jackson	
	Freq.	%	Freq.	%	Freq.	%
Program planning & development	14	82	5	83	6	100
Crisis Management	12	70	5	83	6	100
Personnel management	11	70	6	100	5	83
Program operation	11	64	6	100	4	66
Evaluation	8	47	4	66	5	83
Financial management	7	41	5	83	4	66
Data use	4	23	3	50	2	33
Office administration	2	11	5	83	3	50

The above table indicates that program planning and development skills and crisis management skills were the highest ranked skills in all three counties. Personnel management skills were also rated highly by all of the counties. Data use skills were felt to be essential by few of the respondents, 23% in Multnomah County, 33% in Jackson County and 50% in Malheur County. The low percentage in Multnomah County might be attributed to the fact that a large amount of data is accumulated in some Multnomah County agencies, and therefore, data specialists are hired to do the analyses. On contrast, there probably is less data to analyze in smaller rural counties, and therefore some of the analyses may be done by the managers themselves.

Thus, looking at the listing in all three counties of essential management skills, the following items surface: first, within Multnomah

County, planning and development skills are the highest ranked management skills. Secondly, within Malheur County program operation skills and personnel management skills are the highest ranked skills. And finally, in Jackson County, crisis management skills, and once again planning and development skills were ranked the highest. Therefore, the management skills that managers seem to be emphasizing are those having to do with actual program management, including program planning, development and operation.

An overall view of all six categories is necessary to understand the areas which managers feel are essential to their positions. The six categories are: experience, personal attributes, communication skills, general knowledge, change agent skills and management skills. The data showed five items as most often listed as essential. The first one was observational skills, a communication skill which 100 percent of all interviewees listed as being essential to their position. The next was drive and energy, a personal attribute which almost all of the respondents (94%) list as essential. Additionally, another personal attribute, a commitment to human values, was listed as essential by 86 percent of the respondents.

It is interesting to note the discrepancy between certain management skills listed as essential, and the amount of time spent by the respondents in these categories. For example, looking at Table XXV, under personnel management, a large percent of the respondents listed personnel management skills as essential. However, looking at Table XVIII, the same respondents stated that they spent 25% or less of their time in the area of personnel management. In addition, in Table XXV, under financial management, a large percentage of the rural county respondents stated

that it was essential to their positions. This is in contrast to the small amount of time they said they spent in the area of financial management in Table XVI. One more personal attribute, analytical ability, was felt to be essential by 25 of the respondents (88%). Furthermore, 25 managers (88%), listed the management skills of planning and development, as essential to their present positions.

CHAPTER VII

SUMMARY STATEMENT OF ESSENTIAL ITEMS AND STTRIBUTES

Looking at the entire study, a number of items stand out as being significant. First, in terms of specific education and training, it appears that most urban and rural managers within Oregon have had training in the areas of communication skills, change agent skills and management by objectives. They have also had training in a number of general knowledge areas, including problem solving techniques, planning theory and techniques and organizational theory.

Looking at the generalist-specialist question for both managers and staff, there appears to be some difference between the urban and in the rural counties, interviewees tend to see managers and staff as generalists.

In the area of time expenditure, there exists a distinctive difference between urban and rural counties. For example, Multnomah County managers spend twice as much time in the area of program management as do the rural county managers in Malheur and Jackson County. The rural managers tend to see internal management as secondary to external management because they spend the majority of their time interacting with external forces.

A number of items emerged as being essential to the respondents present positions. The highest ranked items were the following: observational skills, drive and energy, a commitment to human values, analytical ability, and planning and development skills.

The Ideal Manager

On the basis of this analysis, using only the frequency of responses, managers in Oregon tend to see the ideal manager as one who:

- 1) Is an output oriented leader with drive and energy.
- 2) Has observational skills and is analytical and level-headed.
- 3) Has a committment to human values and personal growth.
- 4) Is knowledgeable in the area of planning and development and evaluation.
- 5) Is competent in the area of program management and operation.
- 6) Is knowledgeable about the political process and has the skills to influence that process.
- 7) Is competent in communicating with both small and large groups.
- 8) Has an understanding of how organizations work and knows how to develop resources for programs.
- 9) Is competent in dealing with crises.
- 10) Has broad and varied experiences.

CHAPTER VIII

IMPLICATIONS FOR EDUCATION OF POTENTIAL MANAGERS

The finding of this study represent the views of managers in three separate counties within the state of Oregon. These findings could be helpful for schools attempting to train social workers, as well as others, for management positions in social service agencies. For those schools who wish to train graduates for management positions, three areas need to be examined carefully; the curriculum, field placement or internship, and a continuing education program.

Curriculum

There appears to be general consensus within the management literature that formal training in management has not succeeded, and many even be harmful to students. For example, Charles Handy in "Exploding the Management-Education Myth,"³ states that for students time is not a costly commodity, and a student is rewarded for intellectual achievement no matter how long it takes. On the other hand, managers of programs are rewarded for being able to see an opportunity and act upon it immediately.

Stanley Livingston in the "Myth of the Well-Education Manager,"⁴ feels that there is no significant relationship between achievement in school and success in management. He points out that formal education overdevelops analytical ability and underdevelops the ability to take action. He suggests placing more emphasis on problem solving skills.

³ Handy, Charles. "Exploding the Management-Education Myth, "European Business, Number 29, (Spring, 1971), 79-86.

⁴ Livingston, Stanley. "Myth of the Well-Educated Manager," Harvard Business Review, (January-February, 1971), 78-89.

However, he also feels that these skills can only be developed on the job, and not in the class room.

Social Work literature contains relatively few articles dealing with management education for social workers. One article by B. M. Beck, titles "Knowledge and Skills in Administration of an Anti-Poverty Progra,"⁵ emphasized the teaching of traditional social work skills, plus the techniques of social reform. He believes that social work education can prepare potential administrators by concentrating on "self-discipline, having a value committment, and knowledge of the social welfare apparatus...and concentrating on erasing an attitude of professionalism."

There appears to be no general agreement on what can and what should be taught to potential managers. However, upon reviewing the list of items which make up an ideal manager, a number of items surface as being within the realm of curriculum. For example, observational skills and group process skills could be learned and used in an academic setting. Also planning skills, including development and evaluation, could be a part of the curriculum.

In view of the fact that all of the respondents felt that observational skills were essential to their positions, schools should therefore at least define and teach these skills. The ability to observe, listen, and hear-to pick up on non-verbal expression and discovering and dealing with "hidden agendas," are skills which could be taught in a classroom.

These observational skills also work in conjunction with program management skills. For example, students should be able to identify problems, define issues and develop specific goals. They should furthermore operationalize these goals into program activities, using real life situations. Moreover, they should learn to plan and conduct group meetings, and plan agendas and program content. An emphasis on a commitment to human values and personal growth could also be incorporated into the curriculum.

In addition, analytic skills could be developed in a classroom. Students could be presented with situations or problems to solve. They could learn to specify tasks which needed to be performed, who who perform them and to select certain procedures and resources. Ideally, students could bring in problems and issues being dealt with in their field placements in order to foster maximum participation in both settings, and to establish a communication network. Students should furthermore be encouraged to take courses in other divisions of the school as a means of learning specific skills not taught in their division. Therefore, an alliance should be made between the School of Social Work, and other departmental divisions.

Field Placement

An examination of curriculum is not relevant without emphasizing the importance of field placement for training students to assume management responsibilities. This is consistent with Livingstone's idea mentioned earlier, that there exists no significant relationship between achievement in school and success in management. Field placement should enable a student to engage in the assistance of the actual management of an agency or a program within an agency. It is in this capacity that students demonstrate, through involvement with individuals inside and outside of the agency, that they have, or are acquiring, the necessary knowledge and skills to achieve an acceptable level of professional practice.

Within this study, a number of open ended questions regarding field-placement, were asked of the respondents (See Appendix A, page 2). Thus, the information gathered indicated that most respondents felt that students should have experience in both single and multi-focus agencies, with the qualification that it depends upon the agency whether or not it is a valuable experience. A majority of the respondents additionally felt that an interdisciplinary setting would be a good learning experience, but once again this would depend upon the agency.

A further analysis of the responses indicates that a large percentage of respondents emphasized coordinating the field placement experience with curriculum in the school. Ideally, they felt that field experience should relate to classroom experience. This could possibly be facilitated by increasing the communication between field supervisors and academic teachers. Furthermore, almost all interviewees emphasized that schools must become more active and involved in the community, rather than isolating themselves in an academic setting.

Continuing Education

The schools increased involvement in the community would furthermore have implications for continuing education. For example, a number of respondents had learned specific skills by means of continuing education classes or in-service training, both of which they felt were valuable. In addition, problem solving techniques, interviewing techniques, and management by objectives had been taught to almost all of the respondents in either continuing education classes or in service training. Continuing education courses become even more important for managers when it is realized that most managers were not specifically trained for managerial roles but were converted from an earlier specialization role. As this conversion becomes more frequent, so does the demand for management training.

All of the managers were asked if when they were in college they were aware that they would someday be in a management position. Out of the total of 29 respondents, almost one-half (13) said, no and one-fourth (8), said yes. The remaining eight did not answer the question. This further supports the idea that most managers were converted from an earlier specialization role, and once again emphasized the need for further training in the area of management. It is possible that prospective training programs would be better received and supported by managers if some of their colleagues were involved in the planning. Although there are generalized skills and techniques, specialists turned managers might be more effective if they had a better understanding of the broader aspects of social science and social policy, as well as greater skill in the art of management.*

*Multnomah County has a general management training program for all management staff. The State of Oregon has management training programs provided through the Executive Department, Department of Human Resources and through divisions such as Mental Health.

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APPENDIX A
PERFORMANCE IN MANAGEMENT

IDENTIFYING DATA	EXPERIENCE	CARD I SPECIFIC ED. OR TRAINING	CARD II RELATIVE IMPORTANCE (RANK)
Interviewee# _____ Interviewer # _____ Job Classification _____ Manager _____ Staff _____ Race & Sex _____ M/W _____ M/NW _____ F/W _____ F/NW _____ Governing Body _____ State _____ Mult/Port. _____ Malhuer/Ont. _____ Jacksn./Med.7 _____ Ashland _____ Service Area _____ State _____ Local _____ Problem Focus _____ Multi _____ Single _____	Employment _____ 10) Mo. in present position _____ 12) Yrs. in human svc. field _____ 14) Yrs. in planning or mngmt. _____ 16) Yrs. since undergrad. degree _____ 18) Undergrad. degree Soc.Svc/SS _____ Other Bach. _____ 19) Yrs. since last grad. degree _____ 21) Last grad. degree MSW _____ Other master _____ Doctoral _____ 22) Awareness in colleg of future mngmt. Yes _____ No _____	23) Comm. Dev. _____ 24) Lab. Nego. _____ 25) Legis. Proc. _____ 26) Sys. Theory _____ 27) Organ'l. The. _____ 28) Task Grp. Dyn. _____ 29) Mngmt. The. _____ 30) Data Sys. _____ 31) Prof. Writng. _____ 32) Pub. Present. _____ 33) Intrvng. Techn. _____ 34) Pblm. Anlys. _____ 35) Pblm.Slvng. Tech. _____ 36) Pln. The./Tech _____ 37) Progm. Mngmt. _____ 38) Progm. Eval. _____ 39) Fin. Mngmt. _____ 40) Persnl. Mngmt. _____ 41) Mngmt. by Obj. _____ 42) Office Adm. _____ 43) Other _____	Manager: 44) Persnl. traits and characteristics. _____ 45) Broad based knowledge of humn. svc. fld. _____ 46) In depth knowledge re. specific human svc. field _____ 47) Broad based knowledge of mngmt. _____ 48) In depth knowledge of specific management area _____ Admin. Staff: 49) Personal traits and characteristics. _____ 50) Broad based knowledge of h.s. field _____ 51) In depth knowledge re. specific h. s. field _____ 52) Broad based knowledge of mngmt. _____ 53) In depth knowlege of specific mngt. area _____

CARD III

TIME EXPENDITURE			
EXTERNAL FORCES	PROGRAM MANAGEMENT	FINANCIAL MANAGEMENT	PERSONNEL MANAGEMENT
Total % of time spent interacting with external forces _____	56) Total % of time spent on program management. _____	58) Total % of time spent on financial management. _____	60) Total % of time spent on personnel management. _____
Rank relative to time spent in categorie: — Legislation — Adm. Bodies — Comm. groups & Organ. — Labor & Civil svc. negot.	Rank relative to time spent in categorie: 66) — Progm. Plan/Dev. 67) — Progm. Adm. 68) — Progm. Eval.	Rank relative to time spent in categorie: 69) — Fin. Plan. 70) — Rev. Dev. 71) — Fin. Adm. 72) — Fin. Eval.	Rank relative to time spent in categorie: 73) Persnl. Allocatn. task. assign. & needs asses. 74) — Recrut. selec. 75) — Personnel Dev/Eval. 76) — Affirm. Action

Interviewee # _____

IMPORTANCE TO PRESENT POSITION

- 1 = Essential
 2 = Useful but not essential
 3 = Neither essential nor useful

CARD IV EXPERIENCE	CARD V COMMUNICATION SKILLS	CARD VI CHG. AGENT SKILLS
broad _____ Direct Service _____ Plan/eval. _____ Mngmt. _____ Business _____ Other (spec.) _____	21) Interviewing _____ 22) Report writing _____ 23) Proposal & grants _____ 24) Public presentation _____ 25) Observational _____ 26) Task Group meeting _____ 27) Other (spec.) _____	38) C. O. _____ 39) Org. Dev. _____ 40) Pol. Action _____ 41) Resource Dev. _____ 42) Other (spec.) _____
PERSONAL ATTRIBUTES	GEN. KNOWLEDGE	MANAGEMENT SKILLS
Leadership _____ Analytical _____ Interpersonal _____ Output _____ Innovative _____ Commitment to H. Va. _____ Drive _____ Level headed _____ Phys. Appearance _____ Personal Growth _____ Other (spec.) _____	28) System theory _____ 29) Organ. theory _____ 30) Mngmt. theory _____ 31) Hum. Growth _____ 32) Sm. Group theory _____ 33) Legis. Process _____ 34) Legal Process _____ 35) Political process _____ 36) Soc. Policy theory _____ 37) Other (spec.) _____	43) Prog. oper. _____ 44) Planning/Dev. _____ 45) Evaluation _____ 46) Financial _____ 47) Personnel _____ 48) Office Adm. _____ 49) Crisis Mngmt. _____ 50) Data use _____ 51) Other (spec.) _____

FIELD WORK FOR MSW STUDENTS
 IN MANAGEMENT

ended questions

What recommendations do you have regarding field placements for MSW students who wish to go into management?

Probes regarding structure and experiences.

Would you be interested in having a student or students placed with you?

Probes regarding number and criteria.

Do you have any further recommendations for the school?