

# **Management of Human Service Programs**

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**Second Edition**

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**Judith A. Lewis  
Michael D. Lewis  
Federico Souflée, Jr.**

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# Management of Human Service Programs

**Judith A. Lewis**

Governors State University

**Michael D. Lewis**

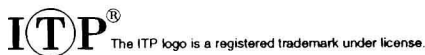
Governors State University

## Federico Souflée, Jr.

The University of Texas at Arlington



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# Preface

The survival of human service programs depends on how well they are managed. This second edition of *Management of Human Service Programs* recognizes that not only must human service professionals be prepared to accept increased responsibility for management and supervision in human service organizations, they must also be prepared to execute those responsibilities efficiently and effectively.

The book provides an overview of the managerial functions that make human services work. It has been designed primarily for use by people who see themselves as professionals in service delivery and as amateurs, even if enlightened amateurs, in management. Most human service programs are managed by professional helpers rather than by experts in the field of management. Even those human service providers who avoid moving into full-time supervisory positions find that they must perform a variety of administrative functions and that they must understand how human service systems are planned, organized, and evaluated.

Because of an increased recognition that services must be effectively run, most human service training programs now offer courses that introduce students to the field of management. This text is appropriate for such a course, whether students are expected to work in community agencies, in educational institutions, in health care organizations, in mental health centers, or in any of a number of other settings that fall under the definition of human services.

Readers are introduced to theory and practice in relation to the functions that form the basis of human service management. Each chapter is followed by discussion questions, suggested activities, and case examples providing a number of realistic situations that allow readers to examine the kinds of challenges and conflicts that human service workers face every day. The questions following the case descriptions do not have "right" answers but serve to guide explorations of the subtle issues involved.

These cases, as well as the examples included within the body of the text, have all been based on ideas and suggestions provided by more than 50 practicing human service managers. The settings and people de-

scribed, however, are fictitious. The problems and events depicted are illustrative of real issues, but they are hypothetical.

We have tried to balance theory and practice throughout the book and to include illustrations that apply to a number of human service settings. We hope readers will gain an awareness of management and its applications and will be able to add to the effectiveness of their own organizations.

### **New to This Edition**

Prerevision reviewers suggested some reordering of chapters and expansion of topics. Chapter 2, "Planning for Agency Effectiveness," now includes coverage of the board of directors. Chapter 4, "Developing Human Resources," presents expanded coverage of working with volunteers. Chapter 5, "Budgeting to Meet Program Goals," now includes information about dealing with budget cuts, audits, appropriations, and allocations. And the concluding chapter, "Meeting the Challenge of Organizational Achievement," looks at organizational culture in depth and includes information on consultation.

### **Acknowledgments**

We would like to thank the following reviewers, who read our manuscript in its various stages and contributed their helpful comments: Elizabeth Falvey of the University of New Hampshire, Olita Harris of San Diego State University, Robert Nevin of Indiana University–Purdue University at Indianapolis, and Raul H. Solis of the University of Texas–Pan American.

Many other people also contributed to the development of this book. Faculty and students were always willing to share resources and respond to new ideas. Practicing human service managers—too numerous to be named—also gave up valuable time to share their experiences and provide practical suggestions. Special thanks are extended to Mary Smith, Graduate School of Social Work, The University of Texas at Arlington, for her industrious, cooperative, swift, and extremely competent and accurate transcription of the revised edition. Finally, the editorial and production staff at Brooks/Cole have consistently shown vision and technical excellence. Working with them has been a pleasurable experience, from beginning to end.

*Judith A. Lewis  
Michael D. Lewis  
Federico Souflée, Jr.*

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# Facing the Challenge of Management

## CHAPTER OUTLINE

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### **The Need for Managerial Competency**

#### **Functions of Human Service Management**

Planning  
Organizing  
Developing Human Resources  
Budgeting  
Supervising  
Evaluating

#### **The Human Skills of Management**

Human Relations Skills  
Decision-Making Skills

#### **Transitional Issues**

#### **The Need for Managerial Excellence**

#### **Discussion Questions/Activities**

##### **CASE 1-1**

Deinstitutionalization

##### **CASE 1-2**

Meeting the Needs of Battered Women

#### **References**

The management of human service programs is a major concern not just for agency directors and supervisors but also for the people who deliver helping services. Human service professionals used to cringe when they heard the term *management*. For many, that word raised the specter of the “pencil-pushing bureaucrat,” surrounded by paper and cut off from the lifeblood of day-to-day work with clients. Unfortunately, this stereotype led many human service providers to avoid becoming competent in management for fear that they might somehow be turning their backs on their clients or losing their professional identification as helpers.

In fact, management can be defined rather simply as the process of (1) making a plan to achieve some end, (2) organizing the people and resources needed to carry out the plan, (3) encouraging the helping workers who will be asked to perform the component tasks, and then (4) evaluating the results. This process can be shared by managers and by people who currently and essentially identify themselves as human service professionals.

Today most people recognize that awareness of managerial functions is important in any human service organization. Many professionals find themselves in supervisory roles because such positions in human service agencies and institutions are normally filled by people with training in the helping professions. Even professionals who spend all their time in direct service delivery need to understand how their organizations work. As Demone and Harshbarger (1974) point out, “it is seldom that a human service professional, even a solo practitioner, can avoid administrative concerns” (p. 4).

## The Need for Managerial Competency ---

Everyday incidents tend to remind professional helpers that they must learn how to manage people, programs, and resources, if only to safeguard the humanistic, people-centered orientation that should permeate human services. Many human service workers are being forced to choose either to participate actively in the administration of their own programs or to leave leadership in the hands of others who may have little understanding of the helping process. Many are being forced to manage their programs or to lose them altogether.

The following incidents—all typical of the kinds of conflicts professional helpers face every day—speak for themselves.

As soon as he had earned his master’s degree, Keith Michaels decided to put all his time and energy into the creation of a center that would serve the youth

of his community. Now, in the fifth year of its existence, that center has grown from a storefront office where Keith saw a few walk-in clients into a major community center, complete with recreational facilities, a peer counseling project, an ongoing consultation program, a busy staff of individual and group counselors, and a major role in the local youth advocacy movement. Most of the clients, counselors, and community members involved with the center are convinced that the explanation for this growth lies in the fact that the staff has always been close to the community's young people and responsive to their needs. They feel that Keith, with the help of the energetic staff he has recruited, can realize a dream they all share, and they want his promise that he will stay with the center as director.

Keith is hesitant, for the agency no longer "runs itself" the way it used to. There is a need to departmentalize, to organize staff hiring and training, to lay out appropriate plans for further change. Keith is afraid to place the management of the center solely in the hands of a professional administrator because he fears that the community responsiveness that has been a hallmark of the program might be lost. He wants to continue to have an effect on the center's future, but he knows that he will have to learn how to plan, organize, and budget on a larger scale.

Shirley Lane has spent several years working in a community agency for developmentally disabled adults. Shirley has developed an approach for working with her clients that she has found highly effective. She knows that her approach might be helpful to others. In fact, it would provide a major innovation in the field if research showed it to be as effective as she thinks it is.

Because her approach is so promising, Shirley has consistently been encouraged to submit a proposal for federal funding. Finally, her proposed project has been funded; she will have the chance to implement a training and research project that can make a significant contribution to the field. She knows, however, that if the project is to be successful, she must develop effectiveness in project planning, in supervising the trainees who will help carry out the project, in maintaining the budget, and in evaluating the results of interventions. She can meet this challenge only if she can successfully carry out the required managerial functions.

As the harried director of a small community mental health project, Bill Harvey never has enough time. He spends half his time in direct service, working with individuals and groups, and this is an aspect of his job that he would not want to give up. He finds his work with clients to be a positive part of his workday; it is what keeps him going and makes all his efforts worthwhile.

Bill has a small staff of professional service providers, all of whom are highly competent. Perhaps it is because of their high level of competence that the number of clients they have to deal with has grown so large. There is now a waiting list for appointments, which conflicts with Bill's belief that counseling should be readily accessible for community members. Yet the agency's funding does not allow Bill enough financial resources to hire additional counselors. He has to make do with the present staff members, but they are all stretched too thin as professionals.

Bill has just been approached by a local citizens' organization whose members are interested in serving as unpaid volunteer counselors at the center. If they could participate in this way, Bill's time problems would be solved. He would finally have enough personnel available to provide the immediate service that he thinks counselees should have. With the pressure off, he could still devote some of his time to direct services instead of having to spend all his time dealing with pressing administrative problems and fund raising.

Bill has no doubt that these volunteers could do an effective job of serving clients if he provided training and supervision. It is his own skill in supervising and coordinating their efforts that he doubts. In fact, he recently turned down the opportunity to have doctoral-level psychology students complete internships at the center because he was not sure that he could handle their needs. Now, however, the situation is desperate. He needs the help of these volunteers, but he must be able to train, supervise, and coordinate them. If he performs his managerial functions more effectively, he can spend less time on them.

Lillian Star began her career as an elementary school teacher. She spent many years working with young children and found the work fantastically rewarding. Yet, when she received training as a counselor, she wanted the chance to experience that side of helping, too. She accepted a position as a high school counselor because her city did not employ school counselors at any other level.

That work, too, has been rewarding. But Lillian has always wished that she could combine the rewards of working with young children with the fulfillment of working as a counselor. She feels that elementary school is the place where effective counselors should be working, for only at that level might there be a chance to prevent the personal and educational problems her high school clients all seem to be facing.

Suddenly, Lillian has the opportunity of a lifetime. A new elementary school is being built in her area, and the potential principal—a longtime professional colleague—has asked her to join the staff as the district's first elementary school counselor. She will build her own program in the direction she thinks best and perhaps have the chance to consult with other schools in the development of additional programs.

Lillian has no doubt that this position would be a dream come true. She has always wanted to counsel at the elementary school level, and now she can create a truly innovative program based on the concept of prevention.

Still, she hesitates. She knows she can counsel the children effectively, but she does not know whether she can build a program where none existed before. She will need to learn how to plan effectively, how to provide leadership for teachers and parents, how to consult beneficially with other counselors, and how to evaluate her efforts. The only way she can have the opportunity to practice her child-counseling skills is to develop administrative skills at the same time.

David Williams is one of a group of human service workers conducting a preventive program under the auspices of a child and family service center. In recent years, the financial situation of the center has changed. The agency is being forced to cut back services in some areas to maintain adequate funding for other programs.

David and his colleagues have been called into the executive director's office and told that, as much as she appreciates their fine work, their program might be eliminated within the next year or two. The director recognizes that the preventive program is very popular in the community; calls have been coming in constantly from schools, churches, and recreational centers to request assistance from it. Although she knows that the program is doing something right, she does not know just what it is. She does not know how important it is in comparison with the functions being performed by workers providing direct, clinical services to troubled families.

David and his colleagues now have a real challenge before them. They know that they are helping the community; the informal feedback they have been receiving from young people, parents, and community agencies tells them that. They also know that right now they have no way of proving it, no way of showing that the prevention program is accomplishing something important. They have a short time in which to prove themselves, and they know that their only chance is to plan their program on the basis of goals that the administration agrees are important, to coordinate their efforts with those of other programs, and to develop an accurate evaluation method. If they are going to survive, they need to learn how to carry out these tasks. If they are going to survive, they need to be able to manage.

Keith Michaels, Shirley Lane, Bill Harvey, Lillian Star, and David Williams are all typical human service professionals. They are not interested in changing their professional identities or in moving up some administrative ladder. They are interested in improving and enhancing their human service delivery systems.