San Jose State University
SJSU ScholarWorks

Master's Theses | Master's Theses and Graduate Research

1978

Theoretical implications in choosing an administrative coordinator of clinical services in a family service agency

Mary Jane Myatt
San Jose State University

Follow this and additional works at: https://scholarworks.sjsu.edu/etd_theses

Recommended Citation

Myatt, Mary Jane, "Theoretical implications in choosing an administrative coordinator of clinical services in a family service agency" (1978). *Master's Theses*. 5380.
DOI: https://doi.org/10.31979/etd.q76p-8bcv
https://scholarworks.sjsu.edu/etd_theses/5380

This Thesis is brought to you for free and open access by the Master's Theses and Graduate Research at SJSU ScholarWorks. It has been accepted for inclusion in Master's Theses by an authorized administrator of SJSU ScholarWorks. For more information, please contact scholarworks@sjsu.edu.

THEORETICAL IMPLICATIONS IN CHOOSING AN ADMINISTRATIVE COORDINATOR OF CLINICAL SERVICES IN A FAMILY SERVICE AGENCY

A Thesis

Presented to

The Faculty of the Graduate School of Social Work

San Jose State University

In Partial Fulfillment

of the Requirements for the Degree

Master of Social Work

by

Mary Jane Myatt

May, 1978

APPROVED FOR THE GRADUATE SCHOOL OF SOCIAL WORK

Dean Loeffler

Rodolfo Arévalo

Chester F. Villalba

5/12/78

APPROVED FOR THE UNIVERSITY GRADUATE COMMITTEE

Kathryn S. Butler

ACKNOWLEDGEMENTS

I wish to acknowledge Chet Villalba and Jane Lacour for their inspiration and consistent help. To Phil and Mary La Mori a special debt is owed, especially to Mary for many hours spent typing. To Chuck Kidwell, a thanks, and to Guillermo Cuadra appreciation for encouragement and support. Foremost, I acknowledgement Mom and my family for the strength to accomplish this goal.

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	iii
Chapter	
1. INTRODUCTION	1
AN ABSTRACT OF THIS STUDY	1
2. PROBLEM FORMULATION	3
THEORETICAL FRAMEWORK	4
Definition of terms	6
ADMINISTRATIVE THEORY RELATED TO PROBLEM	7
Economic Man	7
Social Man	9
Self-Actualizing Man	10
Psychological Man	11
HARRY LEVINSON'S THEORY OF ADMINISTRATION	14
Biographical information	14
Assumptions and propositions	15
Theory of personality	16
Levinson's theory applied to work environment	19
Summary	27
RESEARCH RELATED TO PSYCHOLOGICAL INTERPRETATION OF ORGANIZATIONS	29
Summary	38
FAMILY SERVICE AGENCIES AS PART OF SOCIAL SERVICES	39
HISTORY OF THE FAMILY SERVICE ASSOCIATION OF MID-PENINSULA	42

Chapter Page

DESCRIPTION OF FAMILY SERVICE ASSOCIATION OF MID-PENINSULA..... 44

EVOLUTION OF ADMINISTRATIVE COORDINATOR OF CLINICAL SERVICES POSITION..... 48

3. THE PROBLEM STATEMENT..... 50

4. METHODOLOGY..... 51

DATA COLLECTION AND SAMPLE SELECTION..... 52

Research Interview..... 52

Participant Observation..... 54

ORGANIZATION OF DATA..... 55

LIMITATIONS..... 56

5. DATA ANALYSIS AND FINDINGS..... 57

DESCRIPTION OF THE DATA..... 58

ANALYSIS OF DATA..... 70

ORGANIZATIONS ARE A RECAPITULATION OF THE FAMILY..... 71

The executive acts in a parental role..... 71

Employee relationships parallel those of siblings..... 71

Scapegoating occurs with employees in the same way and for same purposes as it does in families..... 72

ORGANIZATIONS HAVE EGO IDEALS: THE VALUES AND STANDARDS OF THE EXECUTIVE BECOME THE EGO IDEAL OF THE ORGANIZATION..... 72

ATTITUDE TOWARD AUTHORITY AND POWER CONCEIVED EARLY IN CHILDHOOD ARE CARRIED INTO WORK SITUATION..... 73

SUMMARY OF FINDINGS..... 73

6. CONCLUSIONS..... 76

BIBLIOGRAPHY..... 78

Chapter Page

APPENDIXES 82

A FAMILY SERVICE ASSOCIATION OF MID-PENINSULA ORGANIZATIONAL CHART 83

B ADMINISTRATIVE POLICIES AND PROCEDURES JOB DESCRIPTION: ADMINISTRATIVE COORDINATOR OF CLINICAL SERVICES 84

C INTERVIEW SCHEDULE 87

D RECORDED NOTES AND OBSERVATIONS DURING AGENCY ACTIVITIES 88

Chapter 1

INTRODUCTION

AN ABSTRACT OF THIS STUDY

This research investigation analyzes reactions and attitudes of employees of a family service agency in relation to the creation and implementation of a clinical services coordinator position. The analysis is made in the light of Harry Levinson's theory of administration, which is based in psychoanalytic thought and suggests that organizations are a recapitulation of families.

The study was conducted by two methods: structured interviews of a selected sample of employees, and recorded notes and observations of agency activities.

The response of interviewees indicated support for the position as a means to increase the agency's efficiency. Also indicated was resistance to a position with new authority, fear of abuse of power, and anger about the process of implementing the position. Generally, the notes and observations of agency activities agreed with these findings.

Analysis of the data in the light of a framework of Levinson's concepts explores some of these concepts, but did not find support for two of them.

It was concluded that administrators of social services organizations should exercise caution in introducing new positions, especially new positions with a high degree of authority, in ongoing organizations. It was also concluded that such administrators should employ open competitive methods to implement new positions. It was concluded, too, that Levinson's theory of administration, as well as other modern theories of administration, may be valuable to social services administrators in understanding and operating agencies.

Chapter 2

PROBLEM FORMULATION

Organizations involve human beings in a complex system of interrelating behavior. Administrative theory, dating back to the Middle Ages, has endeavored to capture organizational behavior in a comprehensive explanation of its dynamics. As scientists unfolded the nature of man, they came to understand man in organizations. Slowly the ideas evolved from man being purely economical in nature, to man being unique with a dynamic personality in relation to others and the environment. The purpose of this research is to continue the advancement of administrative theory in understanding man and organizations.

The following research investigation will examine an administrative theory presented by Harry Levinson which he believes is the beginning of a new era of administrative thought. His views, based in psychoanalytic thought, reflect an organization as a recapitulation of a family. His discussion includes ideas on motivation, conflict, leadership, authority, and other subjects which strongly influence the nature of organizations.

An administrative incident occuring at a family service agency was chosen as the subject for this investigation. The reactions and behaviors of employees involved in the creation of and implementation of an Administrative Coordinator of Clinical Services position

provide data which can be interpreted in light of Levinson's theory. This situation was chosen, also, on the basis that it is a common dilemma experienced by administrators in many organizations; that is, problems related to organization change. The Family Service Agency of the Mid-Peninsula was chosen as the location for investigation because 1) it was the placement for the researcher's second year internship providing direct access to information, and 2) the agency is typical of other family service agencies in particular, and human service agencies in general, in relation to structure and goals. Research results and implications can, therefore, be generalized to their activities.

This chapter will be organized into eight sections. The first proposes a theoretical framework including assumptions, disclaimers, and definitions of terms. The second section traces the history of administrative theory to the present, followed in the third section by a complete analysis of Levinson's theory. The fourth section presents a review of literature supporting Levinson's psychoanalytical interpretation of organizations. Sections five through eight describe the location of the study and the process involved in the development of and implementation of the Administrative Coordinator of Clinical Services position.

THEORETICAL FRAMEWORK

If man's basic experience of life begins early in childhood, then his methods of adaptation to the environment are a continuation and growth of those processes. By understanding the dynamics of man, that is, the framework from which all thoughts

and behaviors are elicited, it is possible to interpret man in relation to man, and man in relation to his environment. If these assumptions are accepted as valid, and if motivation is based on man's effort of adaptation to the environment, then it can be said that early processes of adaptation learned in the familial situation are an integral part in man's attempt at adaptation in the work environment.

In this study, it is assumed that employees of a family service agency, when viewing the creation of and position of the Administrative Coordinator of Clinical Services, experience similar problems and dilemmas to those found in family dynamics. One implication of this is that administrators with a better understanding of the psychological dynamics of their agencies are better able to deal with human problems of organizational conflicts.

This study is not an attempt to develop an original theory of administration; it is an effort to validate Levinson's theory as a part in the advancement of administrative theory in general.

Definition of terms

1. dynamics: forces operating within any field.[1]

2. organization: any group of individuals acting concertedly to satisfy some consistent objectives, goals, or needs.[2]

3. personality: the characteristic way in which a person behaves; the ingrained pattern of behavior that each person evolves, both consciously and unconsciously, as his style of life, or way of being in adapting to his environment.[3]

4. psychoanalysis: a psychologic theory of the psychology of human development and behavior, a method or research, a system of psychotherapy, originally developed by Sigmund Freud. Psychoanalytic treatment seeks to eliminate or diminish the undesirable effects of unconscious conflicts by making the patient aware of their existence, origins, and inappropriate expression in current emotions and behavior.[4]

5. psychology: an academic discipline, a profession, and a science dealing with the study of mental processes and behavior in man and animals.[5]

6. theory: the general principles drawn from any body of facts.

---

[1]Guralnik, David, B., Ed., Webster's New World Dictionary, 2nd Ed., (Cleveland: The World Publishing Company, 1970).

[2]Swingle, Paul, Management of Power, (New York: John Wiley & Sons, 1976), p. 7.

[3]American Psychiatric Association, A Psychiatric Glossary, (New York: Basic Books, 1975).

[4]Ibid.

[5]Ibid.

[6]Guralnik.

ADMINISTRATIVE THEORY RELATED TO THE PROBLEM

Administrative theory, like other products of the American culture, has been evolved from what Harry Levinson classes the "ethos", which he defines as assumptions about motivation, the modal role of work and the structure of organizations combined with dominant economic theories of an era, and supporting writers of theory.[7] This review of administrative theory follows the evolutionary path of administrative thought.

Economic man

Early administrative theory is characterized by economic man. Underlying assumptions are that work is distasteful to him and that he is motivated by money or other outside environmental forces. He is driven by the fear of hunger and search for profits.[8] Man is not creative, self-directed, or self-controlled;[9] but, if material rewards are closely related to work efforts, he will respond with maximum performance.[10] Man is predictable, repairable, replaceable, and was often regarded as such by those higher in the work environment.

---

[7]Levinson, Harry, The Great Jackass Fallacy, (Boston: Division of Research-Graduate School of Business Administration, Harvard University, 1973), p. 22.

[8]Etzioni, Amatai, Modern Organization, (New Jersey: Prentice-Hall, Inc., 1964), p. 21.

[9]"Leadership Attitudes Among Public Health Officials," Journal of Public Health, (December, 1966).

[10]Etzioni, p. 21.

Max Weber described the "ideal" type of administrative organization, characterized by division of labor, rules and procedures, formal hierarchy, formal relationships, and promotion by seniority.[11] These have become the basic tenents of organizational structure originating within the era of economic man (or more commonly referred to as the "Classical Era") which influence bureaucracies today.

In 1910, Frederick Taylor heralded the "scientific approach" which proposed to substitute exact scientific investigation and knowledge for old individual judgement or opinion.[12] The organization became a pyramid of super- and subordinates, with orders filtering from above. Conflict was regarded as dysfunctional and could be controlled by monetary rewards. Gulick and Urwick espoused "division of labor", assuming that the more a particular job could be broken down into its simplest components, the more specialized and consequently the more skilled a worker could become in carrying out his task.[13] Concepts such as time and motion studies, organization and method, supervision, and management

---

[11] Gibson, James, "Organization Theory and the Nature of Man," Fundamentals of Management, (Texas: Business Publications, Inc., 1971), p. 23.

[12] Warham, J., Introduction to Social Workers, (New York: The Humanities Press, 1967), p. 14.

[13] Etzioni, p. 23.

by control are carried over from the era of economic man. Other writers of the era were Henry Fayol, James C. Mooney, and A.C. Reiley, each concerned with various principles of management, example, unity of command, remuneration, discipline, and espirit de corps.[14]

Social man

The second stage of administrative theory is that of social man. It assumes that man is socially oriented and directed; he wants to feel useful, important, and recognized as an individual.[15] There is no ineradicable conflict between his individual needs and those of the organization. Through democratic managment, organizations could meet the social needs of the worker, and by making him happy, make him productive.[16] Conflict is dysfunctional and be controlled by human relations techniques.

These concepts grew as a direct antithesis of the previous era and were developed mainly by the work of Elton Mayo. As a result of the Hawthorne studies in the 1930's, he saw interpersonal relationships as primary and work as secondary. It was thought that, by making the work group a pleasant and attractive place to relate to co-workers, compatible relationships would develop

---

[14]Fayol, H., "General Principles of Management," Organizational Theory, (Great Britain: Cox & Wyman LTD, 1976), p. 123.

[15]"Leadership Attitudes Among Public Health Officials," Journal of Public Health, (December, 1966), 55-60.

[16]Ibid., p. 58.

and people would enjoy working.

With no direct criticism of the hierarchical structure, rank and division were maintained and continued to filter from top management. Improving the work environment, and thus facilitating a more open situation for people to interface was a way of enhancing motivation and production. Primary motivation remained external and was usually in monetary form.

Writers of this era were Robert Merton, Philip Selznik, and Alvin Gouldner, all of whom warned of problems associated with treating men as machines. Kurt Lewin and Peter Drucker experimented with aggression, authority, and structure, both concluding that a need existed for man to be treated humanely and not as a machine.

Self-actualizing man

The third stage grew as a synthesis of the Economic and the Social Man (or of Classical and Human Relations' theory). The basic premise is that man's needs are inconsistent with organizational needs. The late Abraham Maslow's hierarchy of need heavily influenced this stage. These needs are in ascending order: physiological, safety, needs for belonging amd love, self-esteem, and self-actualization.[17] Man's behavior is viewed as motivated by the hierarchy of his needs. Once

---

[17]Levinson, Harry, The Great Jackass Fallacy, p. 19

the more basic needs are satisfied, he turns to the ultimate source of satisfaction--self-actualization.[18] Man needs to be free and autonomous, independent and creative in order to achieve self-actuatlization; and, by the very nature of organizations, this is not possible because of rules, orders, and goal-setting by others. Conflict, therefore, is inevitable and can be beneficial to the organization if harnessed and used effectively.

Theorists of this era went beyond factories or corporations to include in their studies schools, hospitals, prisons, and social agencies. They saw organizations functioning throughout society and applied experiments which could be compared among all institutions and systems.

The organizational system of this era views man as an independent unit in a large, complex social system in which many units interact.[19] The various parts (example: informal groups, formal work groups, management, employees, and environmental influences) are linked together by organizational process including structured roles, communication channels, and decision-making.[20] The two main groups in this system are management and workers, and it is here where the greatest conflict begins.

---

[18]Gibson, p. 31.

[19]Etzioni, p. 41.

[20]Gibson, p. 31.

Chris Argyris states that a worker has several options when his values and needs are in conflict with the organization. He can leave, work harder and advance, adapt through use of defense mechanisms, or adapt by lowering or changing his standards.[12] Argyris states further that bureaucracies are stultifying, with which Peter Blau and Douglas McGregor agree. They seek an integration of the individual and the organization through openness, cooperation, interpersonal relationships, and flexibility of organizational structure.[22] Blake and Mouton developed a "managerial grid", a two-dimensional template on which executives can scale themselves according to degree of concern for people. This is intended to provide managers with insight into their own behavior and emphasizes human relationships. Stuart Atkin and Allan Katcher developed the "LIFO" test, an instrument to measure strength of management and where management skills needs to be improved. David Hersey and Kenneth Blanchard developed the Leader Effectiveness and Adaptability Description (LEAD), an instrument interpreting leadership style into task and relationship behavior. These two dimensions have been variously labelled, including such terminology as autocratic/democratic, employee-oriented/production-oriented, and Theory X/Theory Y.[23] Herzberg conceives

---

[21] Gibson, p. 31.

[22] Blau, Peter, Approaches to Study of Social Structure, (New York: The Free Press, 1975), p. 265; McGregor, D., The Human Side of Enterprise, (New York: McGraw Hill, 1960), p. 150.

[23] Pfeiffer, William and Jon Jones, "Leader Effectiveness and Adaptability Description (LEAD)," 1976 Annual Handbook for Group Facilitators, (La Jolla, California: University Associates, Inc., 1976), p. 92.

of "satisfiers" and "dissatisfiers". Satisfiers are recognition, achievement, satisfaction--motivators. Dissatisfiers are company policies, work conditions, supervision--counteract motivation. These "hygienic" factors can contaminate the psychological environment. Management must, therefore, provide meaningful work by expanding recognition and intrinsic satisfaction. Paul G. Swingle, similar to Herzberg, states that plush offices, good parking, and high salaries do not in themselves increase motivational levels of managers. Motivating factors are job enrichment (that is, providing a challenging job), increasing responsibility and sphere of influence, and recognition of achievement.[25]

The era of self-actualizing man suggests man's participation in decision-making, supportive management, and man's responsible involvement in work itself and in decisions about how it is to be done.[26]

Psychological man

The fourth major stage, now in its elementary beginnings, is that of psychological man. This concept is based on a comprehensive theory of personality stemming largely from psycho-

---

[24]Herzberg, Frederick, "The Motivation-Hygiene Theory," Organization Theory, (Great Britain: Cox & Wyman LTD, 1976), p. 326.

[25]Swingle, Paul G., The Management of Power, (New Jersey: Lawrence Erlbaum Associates, 1976), p. 139.

[26]Levinson, Harry, The Great Jackass Fallacy, p. 19.

analytic concepts. Harry Levinson, the main advocate of this era, states that most efforts in previous theories were based on award-punishment psychology. A person's needs were seen as broad categories of generalized needs, such as achievement and self-actualization, with little differentiation among differerent people and different circumstances.[27] These older theories saw man as having limited motivational dimensions. Frequently, they forced nativistic conceptions onto organizations that were based on environmental assumptions.[28]

Levinson, supported by others such as Abraham Zaleznik and Elliott Jacques, views motivation in relation to achieving the ego ideal and adapting to the environment. Work and the organization are seen as mediums through which this adaptation can be achieved. The next section discusses Levinson's theory and gives the framework of the new era of administrative

HARRY LEVINSON'S THEORY OF ADMINISTRATION

Biographical information

Harry Levinson, a clinical psychologist, began his career in corporate psychology with a survey of mental health in industry from January 1, 1954 to June 30, 1955. He organized and for 14 years, headed the Division of Industrial Mental Health at the Meninger Foundation in Topeka, Kansas. The survey was a two

---

[27]Levinson, Harry, The Great Jackass Fallacy, p. 27.

[28]Ibid., p. 29.

year case study of the symptoms and problems of the individual at work in the Kansas Power and Light Company. This led to the first steps in conceptualizing the relationship of work and the work organization to mental health. It became evident that the way an organization was managed had considerable import for the mental health of the people who worked in it. Logically, then, an important mode of preventing emotional distress was to understand organizational malfunctioning, and the symptoms that resulted, and to evolve ways of ameliorating both simultaneously.

At that time, Levinson and Meninger set up training seminars for executives in the psychological undercurrents of organizational life. For the next two decades, the Levinson seminars, as they became known, drew executives from all over the world. Levinson provided a psychological framework from which an executive could translate actual case problems from theory to real application. Currently, Levinson is an acting consultant with a group of thirteen associates--practicing psycho-therapists across the country who are familiar with his ideas. He is also director of the Levinson Institute. His psychological theory of administration follows.

Assumptions and propositions

Levinson assumes that man is a psychological being. He is seen as a complex, unfolding, maturing organism who passes through physiological and psychological stages of development, as an open system interacting with his environment.[29] Man

---

[29]Levinson, Harry, The Great Jackass Fallacy, (Boston: Division of Research, Graduate School of Business, 1973), p. 27.

evolves an ego ideal toward which he strives and a complex set of mechanisms and defenses for coping with the basic drives of sexuality and aggression.[30] Man's personality is dynamic. It evolves from a changing physical matrix, is shaped by experiences, and seeks to maintain equilibrium. Man is guided by feelings rather than rational thinking. He is motivated by a need for adaptation to his environment.

In relation to administrative theory, Levinson proposes that man brings attitudes, expectations and modes of behavior to his work which evolve from his life experiences, and that he also brings continuing efforts to maintain his personality equilibrium to his work.[31]

Theory of personality

Firmly based in psychoanalytic concepts, Levinson indicates that the human personality is made up of the id, ego, and superego. He explains the id as the "unconscious"--the unactualized core of man which struggles for expression which contains two psyic drives[32]--sex and aggression. The sexual drive is seen as constructive and is expressed through growth, love, expansion, of personality, and integration with the environment. The aggressive

---

[30] Ibid.

[31] Levinson, Harry, Exceptional Executive, (Massachusetts: Harvard University Press, 1968), p. 16.

[32] Ibid., p. 15.

drive is seen as destructive and is expressed through hate, constriction of the personality, and alienation of the individual from the environment. The id's function is to fuse the drives so that the sexual or constructive drive dominates.

The ego is described as the executive part of the personality, serving to control, guide, and direct pressures from the id. It is expressed through the ability to concentrate, judge, form concepts, recall and learn. It is in touch with the outside world, seeking to master it so that the ego can survive.

The superego is, in effect, the conscious. It governs the personality through acquisition of rules, evolution of values, aspiration to an ego ideal, and self-judgement. The ego ideal formulated by the superego is considered to be the self-image at future best. It is constructed from instruction and expectations of parents and others in authority, self-aspirations developed from recognized personal abilites, and identification with important figures in the environment. When a person achieves self-fulfillment or self-actualization, it is sometimes referred to as attaining the ego ideal, even though this ideal is in reality unattainable.

Integration of these three personality components involves the superego acting upon the ego by approval, warning, or arousing guilt feelings as the latter seeks to express one

of the id impulses.[33] The ego must satisfy the demands of the superego, as well as, deal with reality as it channels the forces of the id. Reality pressures the ego variously, but it also provides opportunities to deal with these pressures. An individual, for example, must deal with environmental forces such as sex or violence on television which arouse aggressive or sexual impulses. Environmental experiences arousing id impulses must be consolidated and organized by the ego into a consistent pattern in keeping with the ego ideal.

Levinson explains man's feelings as an interaction of the three personality components, together with interaction with the environment. He states that the forces of love and hate, the conscience, the desire to master self and environment and the environment all impel man's behavior, rather than rational thinking as was believed by earlier personality theoriests. Man tries to maintain equilibrium by balancing all of these forces all of the time.[34] Maintaining such a psychological equilibrium is what mental health actually is.[35]

Psychological man experiences three major developmental conflicts. The first is a conflict between twin drives (sex and aggression) and repressed memories. This conflict is alleviated by a term which Levinson has coined for his theory, ministration

---

[33]Levinson, Harry, Exceptional Executive, p. 14.

[34]Levinson, Harry, Executive Stress, (Evanston: Harper & Row, 1970), p. 17.

[35]Ibid.

--care and support from others. The second conflict struggles between wishes to remain dependent and the desire to become independent, which is influenced by "maturation"--the process of growth and development. The third conflict results from efforts to establish an identity and the fear of losing it. This conflict is alleviated through "mastery"--control of the person's fate,[36] or more simply, power. These conflicts mark man's psychological growth. Each must be relieved in order to provide stable ground for dealing with the next conflict. The needs for ministration, maturation, and mastery, which are never fully met, are according to Levinson, sources of unconscious motivation.

Levinson's theory applied to work environment

Levinson applies the concept of psychological man to the work environment and interprets organizations accordingly. The meaning of work, according to Levinson, is as a medium in which an adult adapts to the world. It is also a medium for mastering self. It is a way in which man can be in control of himself, and of part of the surrounding world. Work has a social meaning also, since people tend to recapitulate early family experiences in subsequent activities.[37] (The work group, in

---

[36]Levinson, Harry, The Great Jackass Fallacy, p. 29.
[37]Levinson, Exceptional Executive, p. 25.

fact, is often spoken of as a "family".) Work has thus become an important social device for alleviating the three major psychological conflicts--unconscious pressures, dependency, and identify.

An organization is also seen by Levinson as a medium through which a person adapts to his world. It provides structure through which aggression may be expressed and affection may be obtained through promotion, demotion, reward, assignment, and other methods of control.[38] The organization and its leadership have an important bearing on a person's feelings about himself as an adult--whether he fulfills the aspiration of his ego ideal, whether he is held in esteem, or whether he judges himself to be a failure.[39]

Levinson believes organizations have ego ideals similar to those of individuals. Individuals in a cohesive organization tend to identify with the leader's ego ideal.[40] In a larger organization, its ideal becomes the collective aspirations of its employees. If an individual in an organization differs from its goals and ideals, anxiety and conflict may result and possibly be followed by resignation or transfer. This occurs similarly in a family: if a member disagrees with rules or family values, the member becomes uncomfortable, is unable to sustain close family relationships, and often leaves.

---

[38] Levinson, Exceptional Executive, p. 25.
[39] Ibid., p. 11.
[40] Levinson, Executive Stress, p. 195.

A family's personality is largely due to attitudes expressed by the parents, the family's structure and its children. Its ego ideal manifests a style and personality unique to it. In an organization, the administrator has implicit goals, values, and standards for the organization just as parents have for their family. The tone is set by top executives but also derives from the organizational structure and people drawn to it.

Levinson refers to the paternalism manifested in feudal times. If the lord or king took care of his servants, loyalty was expected to result. The same expectation occurs in families and organizations. Some parents try to buy their children's loyalty and respect with gifts. In organizations, administrators use fringe benefits for the same purpose. According to Levinson, this is not a true source of motivation. Fringe benefits are not designed to respond to needs for maturation, ministration, or mastery. The use of them in this way fosters, instead, dependency, anger, or both.

Levinson believes that leadership is the result of experiences with people who have wielded power over a person when he was small and powerless. Attitudes toward authority and power are thus brought to the work situation as a result of early childhood experiences within the family structure. If the organization is a recapitulation of the family structure, then the leader is considered psychologically to be in the parental role. The leader thus encounters unconscious expectations that he or she will behave in the way a parent behaves

in the culture. The leader must, therefore, understand and act upon these expectations in order to insure perpetuation of the organization.[41]

The employee, in a psychological sense, becomes a child in the organizational family.[42] If an organization does not give him peer or parental support, he will feel out of place--orphaned.[43] Levinson suggests four criteria of being a good parent that he sees as analogous to being a good executive. The "good father" wants the child to be independent, flexible and "to roll with the punches", to be happier than the parent, and to have high moral standards. Similarly, the "good boss" wants employees to stand on their own, to operate flexibly and cope with whatever changes the organization's environment brings. He wants them to enjoy their work as well as a mutual sense of values which will give the organization enduring qualities.[44]

Ultimately, Levinson believes it will be possible to fit people into organizations (and vice versa) by differentiating the psychological components of job requirements or varying organizational structure to match individual employees' personality configurations. In so doing, the executive will build a strong organizational "family" meeting both its needs

---

[41] Goleman, Daniel, "Oedipus in the Board Room," Psychology Today, 2, No. 7, (December, 1977), p. 46.

[42] Ibid.

[43] Ibid.

[44] Ibid., p. 47.

and those of the "family members". Levinson defines the "exceptional executive" as one whose leadership is the product of a creative fusion between aggression and affection which summons forth the highest human talents.[45]

As indicated above, attitudes toward power are conceived in early childhood experiences. Levinson extends this concept into the psychology of power and its use in the preservation of self and identity. He sees power as a means of mastery and, therefore, it is used to adapt to the environment. It is a source of protection or defense. It can be used constructively to organize and maintain an environment or destructively to selfishly wield those around into a safe and protecting sphere. Power exercised through authority is feared, just as a parent was feared when family discipline was enforced solely on the basis of the parent's superior strength. In organizations, fear of authority and its possible abuse by the authority figure, exists and will continue to be a reality when power is used as a means of control, or when it is abused as a means of mastery to protect an executive's self from a stressful environment.

Conflict and stress occur in organizations just as they do in families. The problem is sometimes unloaded downward from the top executive to middle management, or laterally from parent to parent. If no department or

---

[45]Levinson, Exceptional Executive, p. 254.

individual can be blamed for the troubles, then a scapegoat emerges.[46] The same dynamics occur in the family: parents, entangled in conflict resulting in arguments, disrupt the family homeostasis. A child member attempts to resolve the conflict by acting out and diverting the parents' attention. The child becomes the scapegoat, carrying the load of maintaining peace in the family. In stressful situations, an executive might call in a consultant, or "streetfighter", to shape up the organization in the same way that overindulgent parents, angry with their children, hire tough babysitters or send them to rigid relatives for strict discipline. Levinson also speaks of "creative" conflict; that is, allowing unresolved problems to be discussed openly. Individuals with conflicting viewpoints are encouraged to voice opinions or assumptions and creatively come to a solution.

A further phenomenum with a family orientation occuring in organizations, is sibling rivalry. Levinson observes that this can be seen between employees as it can between children. Employees compete for awards, promotions, acknowledgment, as children compete for gifts, attention, and love. When two organizations merge, it is analogous to a second marriage. The new executive often becomes a parent with own and step-children.

---

[46]Scapegoating, according to Levinson, is when a person, instead of directing anger to problem solving, displaces it onto wife, children, subordinates, store clerks, waiters, and other people who cannot defend themselves against that person (Levinson, Executive Stress, p. 14).

Transference often occurs between the employee and the leader; that is, the employee transfers past maternal or paternal attitudes onto the leader, or vice versa, that is, sibling attitudes onto employees. This phenomena occurs in the organization, just as it does with individuals. People transfer human qualities onto an organization and relate to it as if it were human ("it's my marriage away from home", or "that's my baby"). They generalize from their feelings about people in the organization who are important to them and to the organization as a whole.[47]

Levinson proposes a procedure called "organizational diagnosis", modeled on mental or physical diagnoses made by psychiatrists and physicians. The procedure includes genetic data identifying information and historical data; description and analysis of the current organization as a whole; interpretive data (current organizational functioning; attitudes and relationships); and conclusions and analysis. Such an examination provides a base of information from which to make a logical diagnosis of the organization's problems. It is performed by a team of consultants trained to extrapolate the necessary information through observation, interpretation

---

[47]Transference, viewed by Levinson, means that a person unconsciously brings past attitudes, impulses, wishes, and expectations, particularly those related to powerful parental figures into present situations (Levinson, Exceptional Executive, p. 33).

of files, asking questions, and becoming involved with activities. Levinson believes that the way an organization is managed has considerable effect on its employees' mental health. An important mode of preventing organizational and employee distress therefore, is to understand organizational malfunctioning and the symptoms that result through organizational diagnosis. It is possible then to evolve ways of ameliorating both simultaneously.

Levinson contends that most contemporary theories of motivation fall short because they are not adequately based in a comprehensive theory of personality. Thus, they fail to take into account the need for differentiating organizational structures to meet psychological needs. Historically, motivational theories have two bases. The first, developed by Locke through Skinner, is environmentally based; that is, motivation stemming from outside forces. These theories include the "carrot-stick" philosophy which assumes that people are motivated by rewards and punishments. Levinson calls this the "Great Jackass Fallacy".

The second basis, arising from Kant, Piaget, and Freud, is internally based i.e., motivation stemming from forces within an individual. These motivational theorists view man as a physiologically and psychologically unfolding being who

---

[48]Levinson, Exceptional Executive, p. 33.

develops from a given biological base.[49] They focus on development and refinement of man's internal capacities, primarily emotional and cognitive, which give rise to fantasies, wishes and attitudes.

The first group of theorists are concerned with control. They ask, "How can employees be motivated?" implying that a person can be made (controlled) to do what is expected of him. The other theorists are concerned with understanding the individual. They seek to free people to behave in keeping with their wishes, or to open a wider range of alternatives from which they may choose alternative courses. Levinson accepts the second theoretical basis for motivation. He believes that managerial practice should attempte to understand an employee's expectations and to create conditions in which the work situation meets both the employee's and the organization's needs. In his view, motivation is embedded in a person's efforts to adapt to the environment and meet his basic psychological needs. His theories on motivation closely parallel the evolution of administrative theory in relation to motivation which was described in the earlier section.

Summary

Levinson's theory of administration postulates psychological man, who is motivated by a need to adapt to the environment, and in whom intrapsychic processes form the bases of his personality and govern his behavior. Early childhood experiences create values and expectations that are carried

---

[49] *Ibid.*

through his life and into his work environment. The meaning of work and work organizations to him is a medium through which he can grow and develop psychologically and which provide him with opportunity to deal with his intrapsychic forces in order to aspire to his ego ideal. Attitudes toward power and authority are conceived in childhood through relationships with parents and other authority figures. Power and authority are seen as dynamic tools which can be used constructively to build a work environment, or abused by executives and employees to wield their environment in support of themselves.

Based on this postulation, the theory indicates that organizations should take responsibility to understand and meet employee expectations and psychic needs through differential job requirements and organizational structural adjustments.

The dynamics of power influence all levels of organizational relationships. In terms of a "corporate family", executives are seen as playing a similar role to that of parents with the employee in the role of a child. An organizational merger is like remarriage. It casts the executive's new employees in the role of step-children. When an organization experiences major conflict, Levinson suggests consultation to develop an organizational diagnosis, just as a physician or psychiatrist makes a physical or psychological diagnosis.

Levinson does not propose his theory as an answer to all problems relating to administration, but he suggests that executives need a deeper understanding of the nature of human problems that they face in organizational life.

RESEARCH RELATED TO PSYCHOLOGICAL INTERPRETATION OF ORGANIZATIONS

The idea of understanding organizations through a psychological or even a psychoanalytical perspective is not held by Levinson alone. In the past several years, theorists have begun looking at phenomena occuring with organizations as a reflection of internal functioning of individuals who comprise organizations. Authors are presenting themselves not only as authorities on organization, bureaucracies, or administration, but also as authorities in the fields of psychology, clinical psychology, psychotherapy, and psychoanalysis.

Elliot Jacques, a social scientist and psychoanalyst, combines his studies of organizations and human behavior in A General Theory of Bureaucracy.[50] How social institutions and human nature affect each other is examined with reference to bureaucracies. In Jacques' view, psychological values of an individual have their counterpart in the structure and design of social institutions. He believes that people require for social interaction: awareness of self and others; ability to communicate verbally and with gestures of facial expressions; comprehension of others and capacity for social and economic exchange

---

[50] Jacques, Elliott, General Theory of Bureaucracy, (New York: Halstead Press, 1976), p. 140.

relationships. Some organizational structures allow for these characteristics to be generalized within their systems; they facilitate normal relationships between individuals and make it easy for them to link into the larger network of the institution. Jacques calls such institutions "requisite" or "socially connecting"; requisite in the sense of being called for by the nature of things, including man's nature, and socially connecting in the sense of linking man to his society.[51]

Like Levinson, Jacques views work as a means whereby a person knows himself and his existence through his shared perception of his intentional effect upon others.[52] He presents the "C-W-P equilbrium" where C=work capacity, W=level of work, and P=level of payment. The C-W-P equilibrium implies internal consistency between self-identity (C), public identity (W), and economic status (P) as a feature of social status. When there is congruency between the three, self-esteem and self-identity flourish; if a discrepancy occurs, conflict and stress result. Thus, work is seen as a source of identity, a medium through which man relates himself to his environment.

Abraham Zaleznik, a faculty member of the Harvard Graduate School of Business Administration, specializes in the study of human behavior in organizations. His ideas are rooted in clinical

---

[51] Ibid.

[52] Ibid., p. 140.

and theoretical concepts of psychoanalysis developed by Sigmund Freud. In applying these human behavior in organizations, Zaleznik uses the dynamic forces and developmental trends of the individual as the frame of reference. He believes the family is the prototype of all organizations and is a person's primitive reference in his or her later work experiences. In Human Dilemmas of Leadership,[53] Zaleznik discusses dilemmas basic to organization as a result of unresolved conflict in the developmental years. Attitudes toward authority are developed which influence authority-subordinate relationships. During adolescent years (13-20 years old), an individual is torn between pulling away to freedom, or pushing back to regain intimacy and dependency with mother. When this conflict is not resolved, low initiative, poor performance and indecisiveness result.[54] The unresolved oedipal conflict creates a similar impact within organizations.[55] A subordinate becomes overanxious, is unable to exert initiative or perform, and remains indecisive. When resolved, the person develops a capacity to learn and to assume responsible positions.

---

[53]Zaleznik, Abraham, Human Dilemmas of Leadership, (New York: Harper & Row, Publishers, 1966), p. 76.

[54]Ibid.

[55]Young male desires mother and is jealous of father, treats him as a rival. He projects anxiety onto the father and fears retaliation. Conflict is resolved by identifying with father and delaying infantile wishes (Zaleznik, Human Dilemmas of Leadership, p. 51).

Zaleznik touches on equality and rivalry. He roots the need for equality in early years when parental attention is displaced from sibling to new sibling or other family members. If the child cannot have total attention, then he or she fights for equality among all siblings so that no one receives more than an equal proportion of attention.

In Power and the Corporate Mind, Zaleznik examines corporate leadership and how personality dynamics influence use of power.[56] Throughout he refers to a psychoanalytic interpretation of behavior, emphasizing the need for teaching this new form of psychological intelligence so that new levels of self-awareness can deepen understandings of politics, education, history, sociology, and religion. His two themes, corporate behavior as a form of political expression, and the psychology of power in preservation of self and identity, merge in his concern for engagement of the superior and the subordinate in struggles over dependency and control and in search for self-esteem. Zaleznik introduces the "psycho-political" approach to executive action. That is, he relates the structure of the organization and the personality of the executive as two variables in executive action.

Organizational life, which consists of the superordinate or executive, the subordinate or employee, and the environment, in his opinion, is an interaction of conscious and unconscious motives

---

[56]Zaleznik, Abraham, Power and the Corporate Mind, (Boston: Houghton Mifflin Co., 1975).

stemming from developmental experiences. An understanding of personality based on psychoanalytic concepts reveals the dynamics of organizations and corporate life.

William F. Whyte, in Man & Organizations,[57] discusses problems found in human relations in industry. He states that man is a human being--even in industry, and that training people in skills of interpersonal relations would increase human understanding within organizations. Whyte adds, however, that if solution of human relations problems is attempted simply through manipulation of direct face-to-face relationships, then major improvements are beyond reach.[58] He suggests that man should deal with environmental forces that influence the system and work to change the pattern of interaction among men.[59] Mere manipulation of interfacing through formal or informal structures is not sufficient to deal with organizational problems. The content of that interfacing must be dealt with in order to improve patterns of communication.

Harold Searles, in an article entitled "The Effort of Driving the Other Person Crazy", suggests that initiation of any kind of interpersonal interaction which tends to foster emotional conflict in the other person--which tends to activate various areas of his personality in opposition to one another tends to drive the other

---

[57]Whyte, W.F., Man & Organizations, (New York: Richard D. Irwin, Inc., 1959).

[58]Ibid., p. 32

[59]Ibid.

person crazy. Levinson cites this article of Searles as a means of understanding some behavior of people in organizations.

Murray Bowen, M.D., developed "Systems Theory", an approach to family psychotherapy involving family members as units interacting in a system. He is also the founder of the Annual Georgetown Symposium, a reunion of professionals who participated in the Georgetown Family Training Program since its origin in 1959. Papers presented at these symposiums reflect experiences in clinical settings involving the "systems" approach.[60]

In a paper presented by Vincent Kelly and Margaret Hollister, entitled "The Application of Family Principles in Community Mental Health", it was suggested that there is an amalgam of the family concept and the community mental health movement.[61] The original concept of community mental health was that of collecting scattered social services under one roof with a new title and promising a "full range" of service and "continuity" of care.[62] At that time, such an amalgamation led to internecine conflict and deterioration of services, rather than to increased usage. Insights into this deterioration, in the judgement of Kelly and Hollister, could be achieved through an understanding of family dynamics. An example of the overadequate-inadequate relationship operating between some husbands and wives (one responsible for everything and doing all; the other doing nothing) was applied to mental health centers.

---

[60]Vincent, K., and M. Hollister, "The Application of Family Principles in Community Mental Health," Systems Therapy, (Washington, D.C.: Groome Child Guidance Center, 1972).

[61]Ibid., p. 117.

[62]Ibid., p. 118.

Physician-psychiatrists were seen to occupy the overadequate position, embodied in the contention that they possess the only treatment for problems of living, and other services were seen as inadequate in treating such problems.

These authors also compared the mental health center with the extended family,

> If we can utilize the multidisciplined and coordinated services of a center operating with, and within the community, we have available a unique kind of extended family, one able to provide support and know-how to meet problems of daily living while at the same time educating the nuclear-age family in more independent and responsible functioning in the future.[63]

This "family" becomes not only a specific treatment technique to use in a community center, but also a useful model for structuring and restructuring centers for the most productive use.

Michael E. Kerr, as presented in "Application of Family Systems Theory to a Work System", found that two integral concepts, anxiety and the triangle of human relations, were useful in understanding a problem experienced in a hospital setting.[64] He noted that by breaking conflictual triangles at his new job, he was able to resolve long standing employee problems. Kerr believed that the

---

[63] Ibid., p. 120.

[64] Kerr, M. D., "Application of Family Systems Theory to a Work System," Georgetown Family Symposium, (Washington, D. C.: Georgetown University Family Center, 1977), p. 290.

applicability of the concept of triangles to a work system is evident. He added that it is relatively east to work out triangles in a non-family system, once the person has worked out any triangles in his own family.[66]

Melanie Klein, a psychoanalyst and member of the British Psychoanalyst Society, discusses character development in an article "Our Adult World and Its Roots in Infancy".[67] It is her contention that early in life an infant projects his internal work and introjects the external world. The interaction of introjection and projection continues through life relating the individual to his environment. At this time, attitudes toward significant authority figures are developed, such as attitudes toward the mother and father. Relations to early figures keep reappearing and problems that remain unresolved in early childhood are revived in modified form.[68] The attitude toward a superior or subordinate repeats the relationship to a younger sibling or a parent.[69] Conflict experienced later in life is a result of unresolved love-have conflicts in childhood

---

[65]Ibid., p. 120.

[66]Triangles refer to three units is a system, generally two individuals in conflict pull a third in use as a scapegoat.

[67]Klein, Melanie, "Our Adult World and Its Roots," Human Relations, 12, (1959), 291-303.

[68]Ibid., p. 291

[69]Ibid., p. 299.

and often results in an individual unable to take criticism. For example, if a leader (and that may also apply to any group member) suspects that he is an object of hate, all antisocial attitudes are increased by this feeling.[70] She suggests, therefore, that relations between the leader and the employees are a result of early experiences in resolving love-hate conflicts introjected through objects in the environment.

The work of Wilfred Bion, as presented by Margaret Rioch, discusses groups.[71] He postulates that there are two kinds of groups in every group. The first kind is the "work group", which has as its purpose the attainment of the task. Members' interests are analogous to the interests and goals of the group. The second kind are called "basic assumption groups", which consist of dependency, flight-fight, and pairing groups. The aim of dependency groups is to attain security and protection through one individual--the leader.[72] The fight-flight groups seek to preserve themselves which can be done only by fighting with someone or something, or running from someone or something. Pairing groups assume purposes of reproduction of thoughts and ideas through the work of only two group members.[73]

---

[70] Ibid., p. 302.

[71] Rioch, Margaret, "The Work of Wilfred Bion on Groups," Psychiatry, 33, (1970).

[72] Ibid., p. 58.

[73] Ibid.

Bion suggests that the "work group" functions as the conscious ego which is supported and invaded by the irrational and unconscious aspects of the personality, or the "basic assumptions groups". Applied to organizations, groups within must recognize these two aspects and emphasize the proper use of the basic assumption groups by the work group, such as mobilizing the fight-flight tendency as motive force for battle and for organized withdrawal.[74]

Summary

Organizational and psychological theorists have begun to merge their thoughts on man's personality in relation to organizations.

Levinson's ideas on attitudes toward leadership as a result of early childhood experiences are strongly supported by Klein, Jacques, and Zaleznik. Bion's work with groups suggests various roles for the leader perceived by group members.

Jacques is in agreement with Levinson in regard to work and organizations being a medium through which individuals relate to their environment. Jacques also supports Levinson with the belief that psychological values of an individual have a counterpart in the structure and design of institutions.

Kelly & Hollister, Kerr, and Zaleznik support Levinson in his assumption that organizations have similar dynamics to those found in a family; and that this phenomenum is a result of early childhood patterns being a referent for individuals in later work experiences.

---

[74] Ibid., p. 62.

All authors mentioned in this review carry the general theme, as does Levinson, that there are important underlying psychological phenomena occuring in an organization which influence relations between all members and have an important bearing on the total functioning of that organization.

FAMILY SERVICE AGENCIES AS PART OF SOCIAL SERVICES

The term "social work" refers to activities performed by social workers, usually according to professional standards.[75] The term "social services" denotes the full range of activities of voluntary and governmental agencies that seek to prevent, alleviate, or contribute to the solution of recognized social problems, or to improve the well-being of individuals, groups or communities.[76]

Social work as an occupation is rooted in early times; social work as a profession in the United States is largely a product of the 20th Century. In the Middle Ages, when people existed as serfs on landholdings of lords, the land owners were responsible for providing some form of basic necessities to those who existed within their domain. In actuality, the feudal lord became the first administrator of welfare to a recognized group of individuals.[77] Concern by government for needy people did not occur until the Poor Relief

---

[75] Lurie, Harry, ed., Encyclopedia of Social Work, (New York: National Association of Social Workers, 1965).

[76] Ibid.

[77] Clegg, Reed, An Introduction to Public Welfare, (Illinois: Charles C. Thomas, 1966), p. 9.

Act of 1601, more commonly known as the Elizabethan Poor Law.[78] The colonists brought to America the English tradition in caring for people. Organized private charity in the United States was almost nonexistent in the 18th century, except for some concern for blind, handicapped, and deaf persons as well as for dependent minor children.[79]

In 1929, America was "riding high" on optimism which was a reflection of prosperity and pleasant lifestyles for many, but not all of its citizens. Then the great depression occurred which devastated American life at the time. In 1932, President Franklin D. Roosevelt heralded an era of hope with a surge of new federal programs designed, albeit hastily, to alleviate suffering. The Social Security Act, passed by Congress in 1935, became the foundation of the present public welfare system in the United States.[80]

Back in the early 1900's, however, government cared only for a designated few, leaving private and philanthropic groups to organize relief for the poor. Some persons unquestionably exploited these poorly administered public and private resources.[81] Families in need, however, usually encountered the greatest difficulty in obtaining sufficient assistance. A movement developed in which societies merged into a federation, the National Association of Societies for Organizing Charities, with 62 chartered members.[82]

---

[78] Encyclopedia of Social Work, p. 9.

[79] Ibid., p. 20.

[80] Clegg, p. 11.

[81] Ibid.

[82] Encyclopedia of Social Work, p. 317.

This federation was the forerunner of the present Family Service Association of America, and in 1946, that became its name.

Family service agencies have had an integral part in the development of social services generally. They seek to reach the population on all levels and to assist in enhancing individuals' lives. Family service agencies focus on the family unit in the belief that the family is the key system in society and is often neglected when comprehensive needs are considered. FSA agencies have trained clinicians to deal with problems occurring within the family unit.

Family service agencies today, however, do not confine their activities to family therapy. They offer a wide variety of services which reach people of all ages, from early childhood to senior citizens. Employees of FSA agencies are community organizers, researchers, clinicians, and administrators. They touch all types of social services, therefore, and since they are generally private, non-profit organizations, they offer viable alternatives to massive bureaucratic, government operations.

HISTORY OF THE FAMILY SERVICE ASSOCIATION OF MID-PENINSULA

The Family Service Association of the Mid-Peninsula is a non-profit organization accredited by the Family Service Association of America (FSAA). It is a member agency of United Way of Santa Clara County. It began in 1949, when there was a growing concern by citizens about social problems facing families and individuals in what seemed to be the serene and traditional city of Palo Alto. In the spring of 1949, the Youth Coordinating Council held a city-wide workshop to consider needs of Palo Alto youth. The discussion

focussed on family problems and the need for a family service agency. At this meeting, a recommendation was made:

> It was moved and seconded, and carried that this meeting go on record as asking the Coordinating Council to request funds of the Community Youth Fund to establish a Family Service Agency in Palo Alto.[83]

Funds were made available by the Community Youth Board. After consultation from FSAA in establishing policies and program guidelines, a Board of Trustees of 25 community members was formed. The Family Service Association of Mid-Peninsula, a non-profit organization, opened its office on February 15, 1950. Its purposes, as defined and incorporated in its by-laws were and continue to be:

> To assist individuals and families in developing the capacity and opportunity to lead satisfactory and socially useful lives,
>
> To offer a skilled and personal social casework service to individuals and families in need of such service,
>
> To provide consultation service to other groups of individuals in the community,
>
> To cooperate in or with the work of charitable persons, societies, associations and government agencies for the assistance of individuals in connection with any of the other purposes of this corporation,
>
> To promote enlightened community thought and action leading to the improvement of conditions affecting individuals and family life,
>
> To promote education for social work and to participate in training of personnel.[84]

---

[83] Villalba, Chet, "History of Family Service Association of Mid-Peninsula," (Paper prepared for use by Family Service Association of Mid-Peninsula, Palo Alto, CA, March, 1978). (Mimeographed.)

[84] Ibid.

Initially, services were made available only to those living in the Palo Alto community. Services are now expanded to include Los Altos, Los Altos Hills, the Stanford community, south San Mateo County, communities of Woodside, Atherton, Portola Valley, Menlo Park, East Palo Alto, and East Menlo Park.

The agency is currently funded through program service fees (34%), United Way allocations (38%), auxilliaries (24%), contributions (2%), and foundations (2%).

DESCRIPTION OF FAMILY SERVICE ASSOCIATION OF MID-PENINSULA

The Family Service Association of the Mid-Peninsula has twenty-two paid employees and nine student interns. This staff is comprised of an executive director, nine full-time social work therapists, two full-time social work therapists funded through the Comprehensive Employment Training Act (CETA), and five clerical persons. In addition, there are five part-time therapists employed under individual contracts who are paid a standard rate, or receive a percentage of the fees paid by their clients. They receive no fringe benefits, but are included in social work activities.

Approximately two hundred volunteers provide help to the agency through four auxilliaries, which raise money to contribute to the agency's support by operating an antique store, a restaurant, a children's clothing store, or planning and conducting the Debutante Ball.

Based on the agency's 1977 closed cases, the majority of clients seen were experiencing marital or divorce adjustment problems. The agency served mainly Anglo population who paid fees at the lower range of the schedule. Nearly twice as many females were seen as males, predominantly young adults.

The agency has a variety of programs and services available to meet community needs. The Program and Services Committee of the Board of Trustees lists the following areas of service: counseling for adults, couples, men, women, adolescents, and families; preventive services, volunteer program for older adults, consultation to schools, information and referral, and the parental stress hotline.

The Board of Trustees represents many community sectors ranging from medical, legal, religious, education, and industry sectors, to homemakers. The sexes are evenly represented, but the distribution of Trustees on an ethnic basis does not represent the community adequately. It does, however, reflect the agency's client population.

The Board of Trustees employs the director, who in turn, is responsible for selecting and terminating employees. Agency staff members are employed on the basis of qualifications and demonstrated competence for the position in question.[85]

---

[85]"Administrative Policies and Procedures," Procedure #23, (Family Service Association of the Mid-Peninsula, Palo Alto, CA, May, 1978). (Mimeographed.)

Committee work is a major part of Board activity. The Executive, Financial, Personnel, Program, Nominating, and Membership Committees are supplemented with adhoc committees when need arises. Board meetings, held monthly with high rates of attendance, are attended by employees who are also working members of its committees. Thus, extensive collaboration develops between the Board and the staff.

The Board's Personnel Committee is significant to the study because of its responsibility to recommend personnel standards and policies for adoption by Board of Trustees. It was instrumental, therefore, in the creation of the proposed position of Administrative Coordinator of Clinical Administrator.

As with most organizations, there is a formal and informal organizational structure. (See Appendix A for the Agency's formal organizational chart.) Implementation of the Administrative Coordinator of Clinical Services brought modification of the formal organization by transferring supervision of receptionists from the executive director to the coordinator. This modification also provided for professional employees to consult with the coordinator, thus putting a formal step between the director and professional staff. The coordinator was not given authority, however, to supervise or evaluate professional staff members' job performances.

Within the agency's informal structure, there appears to be no central authority or power figure among employees. Clinical employees are comparatively isolated and each is

involved in his own programs and clients. Power is associated with seniority, level of remuneration, and demonstrated skill.[86] Informal channels of communication are slight as there is minimal contact among therapy staff inside or outside of the agency operations. Most exchanges occur in the coffee lounge, at lunch, or in informal conversations in offices. Information, however, is often spread through the agency via its student interns.

Status among clerical staff is based on importance of work, seniority, and competency.[87] Channels of communication begin with the business manager or administrative secretary and extend to the full-time receptionists. There is little informal communication between clinical and clerical employees, which the coordinator is expected to bridge.

EVOLUTION OF ADMINISTRATIVE COORDINATOR OF CLINICAL SERVICES

The position of the Administrative Coofdinator of Clinical Services was first conceived by the executive director.

---

[86]Statement based on author's observations.

[87]Statement based on author's observations.

in mid-1975 when, following his arrival in 1974, it became clear that his position was overwhelmed by administrative tasks. He discussed his need and desire for the new position with employees but the proposal was rejected. This appears to have been due to fear of a second authority figure, loss of direct access to the executive director, and skepticism regarding expansion.[83] The director's response was to distribute administrative tasks among the therapists. Over a two year period, the therapists found such responsibilities to be tedious and not in keeping with their professional interests. The executive director tired of this sytem, too, finding it time-consuming to coordinate fragmented activities throughout the agency. Gradually, employees began to support the director's idea of an administrative position second in line of authority to his position.

The decision to create the coordinator position was announced informally to the entire agency personnel by the director at the end of October, 1977. Anyone interested in applying for the job, when approved, was encouraged to do so. At this time, the director shared his interest in a particular employee to fill the position. Later, there was a formal process of selection which involved additional applicants for the position. The Board's Personnel Committee was notified early in January, 1978 of the executive's and professional staff agreement about the need for the new position. The Committee's discussion

---

[83]Statement based on author's observations.

centered around explicit job responsibilities and salary. The clinical staff representative was actively involved in the discussion reflecting his and other employees' concern about job title, position in the formal organizational structure, and degree to which direct access to the director would be impeded. The Committee recommended the new position in mid-January 1978, and it was formally accepted by the Board of Trustees shortly thereafter. Official announcement to agency personnel of the person selected to fill the position was made in late January 1978.

It was designated in the Family Service Agency of the Mid-Peninsula Policies and Procedures that the Administrative Coordinator of Clinical Services would work with and be accountable to the Executive Director of the Association. The Administrative Coordinator's primary overall function is to facilitate the enhancement of the Associations' clinical program.[84] He also works with the Executive Director and the clinical staff in identifying the changing needs of Association Clientele and of broader community needs.[85]

The positions' duties include supervision of receptionists, intake coordination, outside consultation, community liaison, clinical services, coordination of extra-hire and contract staff, peer consultation, work with the Board of Trustees, and involvement

---

[84]"Administrative Policies and Procedures."

[85]*Ibid.*

in developing plans for the management information system. (See Appendix B for the job description described in the Agency's Personnel Policies and Procedures.)

Chapter 3

THE PROBLEM STATEMENT

The precise research question to be answered by this study is:

In the light of Harry Levinson's theory of administration, how do employees of the Family Service Association of the Mid-Peninsula view the creation of the position of Administrative Coordinator of Clinical Services?

Sub - Q1 Are there implications in the findings for administration of human services?

Chapter 4

METHODOLOGY

The research method chosen for this study is an exploratory case study. Tripodi, Fellin, and Meyer state that exploratory studies have a major purpose of developing ideas and hypothesis through relatively systematic procedures.[1] According to Isaac and Michael, the purpose of a case study is to examine intensively the background, current status, and environmental interactions of a given social unit: an individual, group, institution, or community.[2] This exploratory case study focused on a unit of people--part of the employees of the Family Service Agency of Mid-Peninsula--to study their attitudes, environmental interactions, and current status regarding the creation and the position of Administrative Coordinator of Clinical Services. The investigation included staff members' background information, their current agency status, and intra- and interpersonal feelings associated with the development of the coordinator position.

---

[1]Tripodi, Toni, Phillip Fellin, and Irwin Meyer, The Assessment of Social Research, (Illinois: F.E. Peacock Publishers, Inc., 1969), p. 47.

[2]Isaac, S. and W.B. Michael, Handbook in Research Evaluation, (San Diego: Ed ITS Publishers, 1976), p. 20.

DATA COLLECTION AND SAMPLE SELECTION

Research Interview

A variety of data collection procedures may be employed in the relatively intensive study of a small number of behavioral units. Methods include interviewing, participant observation, and content analysis.[3] Two methods were used in this study. The first method selected was the research interview. According to Isaac and Michael, an interview permits greater depth and probing to obtain more complete data and makes it possible to establish and maintain rapport with the respondent.[4] It also provides a means of checking and assuring the effectiveness of communication between the respondent and interviewer.[5] A semi-structured interview schedule[6] was developed with a set of core questions used as a base for the researcher to branch off and explore in-depth feelings and attitudes associated with the new coordinator's position. The questions were open-ended which provided respondents the freedom to express themselves in their own way. Accurate

---

[3]Tripodi, p. 49.

[4]Isaac and Michael, p. 20.

[5]Ibid.

[6]Semi-structured interviews consist of a core of structured questions from which the interviewer branches his or her questions. Accurate information is desired with additional opportunity to probe deeper into attitudes and relationships. (Adopted from Borg, W.R., Educational Research, New York: David McKay Company, 1963), 221-233.

and complete information was obtained with additional opportunity to probe for underlying factors or relationships too complex or elusive to encompass in more straight forward questions.[7] The interview schedule was tested on one direct service student intern and two direct service CETA (Comprehensive Employment Training Act) employees, both at masters level in social work. The focus of the interviews involved inter- and intrapersonal feelings and reactions to the development of the Administrative Coordinator of Clinical Services position.

Each interview was taped and transcribed by the researcher to insure confidentiality and anonymity of respondents. No individual other than the researcher had access to the tapes and no names were attached to written results. A brief introduction to the interview offered by the researcher included purpose of the interview, a brief overview of the thesis, and the method of insuring confidentiality. Scheduled one-half hour appointments were made with each participant. The interviews took place in an agency office. A four week time was allowed to complete the interviews. Any greater length of time would have created a maturational bias[8], resulting from respondents' reactions being

---

[7]Tripodi, p. 96.

[8]There are eight classes of extraneous variables which, if not controlled in the design, may produce effects becoming confounded with the effect of the experimental variable. One such variable is maturation described as processes within the subjects operating as a function of the passage of time (Isaac and Michael, p. 31).

in different phases of adjustment to the coordinator position. The interviews were initiated following the final approval of the position by the Board of Trustees.

The individuals selected for the sample were those regarded as regular clinical staff, administrative staff (the receptionists, executive secretary, and business manager are regarded as "administrative" staff at this agency), and the executive director. This criteria was established by the director of the agency and the researcher on the basis of total involvement and familiarity with the change in administrative structure. There were eight regular clinical employees interviewed -- two receptionists, the business manager, executive secretary, and the executive director, totalling 13 interviews out of the total population of thirty staff members.

Participant-Observation

The second method of data collection used was participant-observation. According to Tripodi, Fellin, and Meyer, in this type of investigation, the researcher lives in the community and observes people in a variety of social situations.[9] For this study, observations were made of the already designated participants in various settings: Board meetings, staff meetings, in-service education sequences, supervision session, and causal interfacing during the work day. Observations, inferences, verbal comments, and staff interactions relating to the creation of and position

---

[9]Tripodi, p. 47.

of the Coordinator were recorded through written notes and tapes. Permission for recording direct quotes were obtained from the respondents. Again, confidentiality was assured by attaching no names to notes and inferences.

ORGANIZATION OF DATA

Organization of data collected was according to content analysis, that is, a procedure providing a set of rules for casting narrative data into manageable categories amenable to quantitative descriptions.[10] Interviews were transcribed and organized according to questions in order to insure confidentiality. Responses were tabulated and grouped according to subject content within each question.

Notes and observations were organized and tabulated according to three key concepts extracted from Levinson's theory.

Responses and recorded observations were then analyzed in light of these three concepts to determine how they appear in light of Levinson's theory of administration.

---

[10]Tripodi, p. 48.

LIMITATION

Because of this study's narrow focus on thirteen subjects, its external validity is decreased; that is, in relation to generalizations to populations from which the unit came. It does, however, provide further validation of research attempted in this area of administrative thought.

Interpretation of research is vulnerable to subjective biases. To the extent that selective judgements rule certain data in or out, or assign high or low value to their significance or place them in one context rather than another, subjective interpretation is influencing the outcome.[11] In this case, inferences and interpretations were based totally on the researcher's opinions and judgements.

---

[11]Tripodi, p. 53.

Chapter 5

DATA ANALYSIS AND FINDINGS

The attitudes and reactions displayed by professional employees of the FSA agency to the creation of and implementation of the Administrative Coordinator of Clinical Services position are reported and analyzed in this chapter.

Interview responses are organized in the order of the questions of the interview guide. A brief summary of responses is provided for each questions, followed by sample quotations taken from the transcribed notes of interviews. Notes and observations made during participation in agency activities (Appendix D) are organized according to three key concepts derived from Levinson's theory of administration.

The three Levinson concepts also provide the analytical framework against which all responses and observations are measured to determine how these findings appear in the light of Levinson's theory of administration.

DESCRIPTION OF THE DATA

1. What do you think about the position of Coordinator of Clinical Services? Was its creation a good idea? Do you think it will work?

Thirteen respondents indicated a positive attitude toward the position. There were, however, some reservations in relation to the positions' authority and seniority by other employees. Fifteen responses are indicated rather than thirteen, due to more than one response by some respondents during the interview.

Five indicated resistance to authority:

"will be difficulty if he tries to be boss; - threatening if he supervises and is part of my evaluation; - afraid of a dictator; - sometimes comes across as a bully; - I'll be nice if he's nice."

Four referred to personality characteristics and values brought to position by coordinator:

"good idea, he's not a 9 to 5'er or afraid to work; - make it if he handles staff abuse; - is a generalist bringing objectivity and skill to bridge gaps."

Five indicated that idea was good and that it would work:

"position would bridge gaps between agency components; - good to have someone to complain to and give suggestions to; - previous attempt to develop position, but staff thought it was not needed, now it's obvious that is needed."

One indicated resentment regarding seniority:

"doesn't have as much expertise as I do - I have more seniority creating much resentment."

One referred to personality of agency:

"agency is nice and everyone is honest."

2. How will this job affect the organization?

Responses indicated physical and emotional effects on the professional staff. To most staff members, the additional position meant increased efficiency, and better interpersonal relationships, but to some, expansion was stressful because of a more formal organizational structure.

Four answered that it would increase the efficiency and organization of the agency:

"front desk more organized; - organization will be more efficient; - will be better from administrative standpoint."

Two feared loss of direct access to the director:

"director will be less accessible affecting some more than others; - I don't want a new boss."

Two responded to the physical change of the organization:

"position will formalize that we are bigger; - complicate everyone's life - like a telephone - goes through too many people."

Two saw a possible improvement in interpersonal relationships:

"might clear up relationship situations that carry into work situations; - hostility and

resentment of person being overloaded and tired or having personal problems - may straighten things out."

One referred to authority:

"afraid and threatened of authoritarian things, like rules and regulations."

One referred to jealousy:

"there is envy due to seniority, creates jealousy and resentment."

One spoke of the tone of agency:

"if it works, the director won't feel so fragmented. When he is sick, it affects the whole agency; that is, the director sets the tone."

3. How will this job affect you?

There was resistance to allowing the job to affect them personally, or in their work responsibilities. Particular resistance was expressed against new authority replacing the old. Some people, however, welcomed assistance in their work. Seventeen responses are indicated due to four respondents who made additional comments.

Six responded that it would not affect them or their programs directly:

"won't have anything to do with my program; - won't affect me or my situation; - am totally responsible to the director."

Six indicated resistance to losing direct access to the director:

"if I need to see the director, I'll see him; - was a colleague before, will now have new authority over me, but won't get in my way."

Three welcomed assistance in their work:

"will use coordinator to talk about things that could be done differently and will get feedback; - could be good sounding board to get things done."

One indicated position being catalyst for improved work:

"will use position as model, and increase personal organization."

One indicated fear of personality conflict:

"if he supervises too closely and is difficult to get along with, there will be trouble."

4. What do you think about the selection process?

Most respondents disliked the selection process in which the director chose an individual for the job before the job was announced to staff. Two employees knew nothing about the position being offered.

Nine did not agree with the selection process, feeling that it was a "set-up":

"was crumy; - didn't like the process; - everyone was told as an afterthought, could have applied but too resentful; - was a put-up job, I'm not interested in the job, but if I had been - I'd be angry and would say a lot; - was blatently set-up."

Two said they knew nothing about it:

"I knew nothing about the process; - didn't know about it."

Two agreed with the process:

"Was fine."

5. When it was announced, were you interested in applying for the position? If yes, why? If no, why?

Almost two-thirds of the respondents indicated no interest in the job due to disinterest in detailed, administrative tasks. The remainder either did not qualify, or conditions outside their work setting prohibited them from applying.

Eight responded that they were not interested:

"no, was a put-up job, not interested in detail, more people oriented; - would have applied last year, but tried administrative tasks and didn't like it; - director hard to work for at times, I don't have same work ideals as he does."

Two thought they did not qualify:

"I don't have the credentials."

One referred to motivation:

"if I needed the money, might have applied, prefer fewer headaches."

One had previous interest, but external situation changed.

One replied "yes", but withdrew due to lack of interest in detailed administrative tasks.

6. How do you think (coordinator's name) will handle the job?

All respondents indicated confidence in the new coordinator, although four attached reservations. One feared abuse of power.

Six indicated confidence in new coordinator:

"very well; - he'll try; - has structured, detailed personality; - should do well."

Six indicated confidence, but with reservations:

"will be dedicated, responsible, thorough, but may get lost in detail; - very competent, believe him when he says he has people's autonomy and self-interest at heart - but there's something I can't quite put a finger on; - he'll try, need not to back off, but fight."

One response indicated fear of power:

"if he gets too much power, he could give us hell."

7. Are you comfortable with (coordinator's name) in the position?

Almost all respondents were comfortable with the coordinator, but five had reservations which were not clearly defined.

Seven responded positively with no reservations:

"Yes, so far; - quite; - yes, uhuh."

Five responded positively with some reservations:

"relatively comfortable with some reservations; - yes, I am. He and I will probably disagree, but I can fight him and disagree with him - he does not have clinical authority and I do not want him to have that authority; - suspicious, but might be my projection."

One feared power abuse:

"no, not yet, danger of throwing power around."

8. How do you think others in the agency feel about (coordinator's name)'s appointment as coordinator?

Almost all respondents perceived apprehension and reservations from others. Only one indicated that the others reflected no concern.

Eleven indicated perceived apprehension by others:

"Some feel fine, others are mixed; - there are some real fears regarding rigidity and degree of structure, but by talking, some of these fears have been ameliorated; - is upset for some-others a wait and see attitude; - worried, apprehensive; - they say he has a great deal to do and is trying to do too much; - actually so damned many hippocrites, hard to say."

One preferred to let others talk for themselves.

One indicated: "fine".

9. What was it like for you here at FSA as staff in the previous administration? What has it been like for you in the past four years? What will it be like for you with this new position?

There was general consensus that the atmosphere of the agency had been controlled and hostile during the previous administration. Responses to the next part of the question indicated relief during the present administration which permits employees' personal growth. Responses to the last part of the question indicated positive feelings about the new situation with some indication that coordinator might become a scapegoat for the director. There are multiple responses to each question due to respondents' elaboration.

Five employees who experienced the first administration responded:

"was difficult for me and everyone else because of difficult director. Was authoritarian, giving away no authority. Place was a battlefield; - interpersonal hassles resulted in my burn-out; - when first came, it was cozy, but isolated and didn't know each other - tone in agency was everybody did their own thing and kept most everything bottled up...if got into row with director - we always lost and we knew we would lose. If people couldn't handle it, they would get out - and a lot got out, some stayed and got sick - really sick; - something deadly about the job, everyone got cancer; says something about the system; - the director then and the one now are both demanding and perfectionists, just different styles."

Same five that answered first part of question indicated relief in second administration (part two of question):

"new director wonderful, is my reason for staying, increased my salary. Is fair and honest; - director opposites with 'oh, dear' instead of 'god damn you'; - see difference in leadership style between administrative and social-work oriented; - relief with new director, after being in punishing atmosphere, was awesome to be encouraged with new things; - before protected from overexposure, now feel like there is almost too much freedom; - have experienced more confidence and growth in clinical areas; - felt tremendous resistance at first between staff and director, mostly resistance to change, and

if you didn't like it you got out and some did...much more open now; - was relief with new director because previous situation was very suspicious and angry feelings. Given no voice in choice; - has been marvelous for me now, have expanded in confidence, exert authority...due to relationship with director; - has been getting more control and more freedom - I like a balance of both; - at first with all new programs, felt scattered, partly was growing pains - learn to live with not knowing what everyone else does."

Four respondents associated with agency only in present administration indicated a positive experience:

"Clinically, more experienced, professional, and confident; - feel comfortable and accepted by staff."

One indicated dealing with interpersonal conflicts:

"things get very sticky, hostilities go back and forth, doesn't make it a very pleasant place to be."

Thirteen indicated positive feelings about change in administration (part three of question):

"less tense with coordinator, will take weight off; - won't change things too much, will give director time for new things, that is what an agency must do to stay abreast; - more organized without loss of freedom; - many things should be said and coordinator will listen."

Five respondents referred to coordinator as being a "scapegoat":

"hard to be 'Mr. Good Guy', that's why he is putting coordinator there; - people can dump on coordinator now; - when things get bad, always a scapegoat, don't know if things will be any different."

Two additional references made to loss of direct access to director:

"contract staff may have hard time accepting coordinator, used to going directly to director; - have developed a good relationship with the director, don't think new position will be an interference."

10. How do you feel about the questions you answered?

Thirteen responded that they felt "O.K." or fine about the questions. One mentioned that they were very non-threatening. Another felt they were fun, "enjoy questions that help me think on my own." One stated "very emotional."

The responses, in general, view the creation of and position of the Administrative Coordinator of Clinical Services as beneficial to the agency's efficiency and organization. Reservations were expressed about the position's effect on the power structure, on personal autonomy, and on interpersonal relationships.

Repondents indicated fear of a new authority figure and his abuse of power. There was resistance to losing direct access to the director, resistance to a younger, less experienced collegue assuming an administrative position, and resistance to the new position affecting the respondents pereonally or on the job.

The selection process was generally resented as a "set-up deal". Most respondents, however, were not interested in applying for the position as they saw themselves as "people-oriented" rather than "task-oriented".

There was general agreement by those who were employed by the agency during the previous administration, that there was a hostile and controlled environment. The present administration is seen as more open and free, permitting employees' professional growth. In relation to the new administrative position, responses indicated that it would increase efficiency, improve communication, and provide a source of feedback for ideas and suggestions. It was viewed, however, as creating a possible scapegoat for the director and for employees.

The description of data, thus far, has summarized how employees viewed the coordinator position. The next section analyzes the data "in light of Levinson's theory of administration.

ANALYSIS OF DATA

Three key concepts have been extracted from Levinson's theory for use as a framework for this analysis. They are 1) organizations are a recapitulation of the family.[1] This concept includes the ideas that an executive acts in the parental role;[2] that employee relationships parallel those of siblings;[3] and that "scapegoating" occurs in organizations in the same way and for the same purposes as it does in families.[4] 2) Organizations have ego ideals.[5] The values and standards of the executive become the ego ideal of the organization. 3) Attitudes about authority and power conceived in early childhood, are carried into work situations.[6]

Notes and observations made by the researcher during agency activities are organized and recorded according to these three concepts. (See Appendix D.)

The three Levinson concepts are used as an analytical framework to examine the data described above and to review the recorded notes of observations. (See Appendix D.) The analysis follows.

---

[1]Levinson, Harry, Exceptional Executive, (Massachusetts: Harvard University Press, 1968), p. 26.

[2]Goleman, Daniel, "Oedipus in the Board Room," Psychology Today, 2, No. 7, (December, 1977), p. 46.

[3]Levinson, Harry, Executive Stress, (Evanston: Harper & Row, 1970), p. 25.

[4]Ibid., p. 27.

[5]Goleman, p. 44.

[6]Ibid., p. 46.

ORGANIZATIONS ARE A RECAPITULATION OF THE FAMILY

The executive acts in a parental role

There was strong indication that respondents believed they would lose direct access to the director, because the coordinator position would intervene. Ten references were made to this fear expressed as loss of personal attention and support. Two respondents attributed their own professional growth and competence to their close relationship with the director.

Five staff members are recorded as reflecting depressions and emptiness experienced after the agency's students left each spring, which they called "separation anxiety" experienced in a family when a child leaves home. A recorded comment by the director suggested similar feelings.

A recorded comment by an employee reflected frustration with his own personal work habits and need for relaxation which were viewed as conflicting with his belief that he should model his behavior after that of the director, who was always busy.

Employee relationships parallel those of siblings

Four respondents experienced jealousy and resentment toward the individual selected for the position. They perceived him as less experienced with the least seniority on staff. No recorded observations reflect this concept.

Scapegoating occurs with employees in the same way and for the same purposes as it does in families

Respondents made several comments about the possibility of the coordinator becomeing a scapegoat for employees, as well as, the director.

Five recorded observations reflect dissatisfaction with structured staff meetings which was attributed to the coordinator's influence.

ORGANIZATIONS HAVE EGO IDEALS:
THE VALUES AND STANDARDS OF THE EXECUTIVE
BECOME THE EGO IDEAL OF THE ORGANIZATION

Six references were made by respondents to the agency's personality or the "tone set by the director".

Five respondents indicated a change in the work environment from past to present administration. The last director was controlling, and the atmosphere was isolated and hostile. The present director established an "open atmosphere, encouraging employees to try new things.".

Three respondents indicated conflict with the work ideal set by the director. Nine responses indicated resentment toward the selection process. There was consensus by respondents that the process was a "set-up" which was incongurent with the "honest and open" environment experienced normally.

Recorded observations suggest that values held by the previous administrator, taken on as values of the organization, were in conflict with staff's personal values and created stress for many.

Another observation indicates a double message received by employees in the previous administration which emphasized the difference between the agency's helping function and the hostile and controlling attitude toward staff.

ATTITUDE TOWARD AUTHORITY AND POWER CONCEIVED IN EARLY CHILDHOOD ARE CARRIED INTO WORK SITUATIONS

Eleven respondents indicated fear of a new authority figure and possible misuse of power.

The recorded observations reflect individual employees' concern with relinquishing authority to the coordinator.

One respondent commented on feelings of competence when delegated authority.

SUMMARY OF FINDINGS

When the data from the interviews and information from the recorded notes and observations are reviewed together in the light of the three key Levinson concepts, the picture which emerges of how employees of the Family Service Association of the Mid-Peninsula view the creation and implementation of the coordinator position has characteristics suggesting congruence with Levinson's theory of administration.

There is evidence in the data analysis that the executive certainly sometimes is viewed as a parental figure and that he has so viewed himself on at least one occasion.

The interview data indicate respondents' resentment of the selection of a less experienced person with less agency seniority to be the coordinator. When this is considered, together with the respondents' almost unanimous belief that the selection process was a "set-up", it is logical to connect the respondents' relationships to those of siblings--in this instance, resentment of favors to a younger child.

There is no clear or consistent evidence in the data analysis that the coordinator has as yet become the agency scapegoat but there is indication that respondents and others view this as a future possibility.

There is considerable evidence in the data analysis that the agency's ego ideal is directly influenced by the executive's values and standards. This is expressed in the contrast of respondents' perceptions of the previous and the present agency administrations as well as the respondents' almost unanimous disapproval of the coordinator selection process because it conflicted with the director's standard of openness.

Analysis of the data does not fully support the concept that attitudes about authority and power, conceived in early childhood, are carried into work organizations. While most respondents expressed fear of a new authority figure in the agency (the coordinator), and of possible misuse of power,

there is no supporting evidence that these attitudes were conceived in the respondents' early childhood. Conjectures about the origin of these attitudes is fruitless without additional data.

Chapter 6

CONCLUSIONS

The question of how the employees of the Family Service Association of the Mid-Peninsula view the creation and implemenation of the coordinator position is answered in the findings displayed in the previous chapter under the description of data. Generally, it was found that respondents viewed the creation of the coordinator position with approval but were critical of the method of its implementation.

An attempt to interpret the responses of interviewees in the light of Levinson's theory of administration was only partially successful. When these responses and recorded observations were viewed against a framework of Levinson's theoretical concepts, these data did not fully support all of the framework's concepts. Those relating to scapegoats in organizations and to the origins of attitudes toward authority and power were not supported to any marked extent by the data of this study.

The findings of this study have implications for administrators of social services organizations. When such an administrator contemplates introducing a new position or positions into an ongoing organization, he can expect disturbances of employee interrelationships. The disturbance may be relatively minor, if the power and authority designated for the position is itself relatively minor. When the degree of power and authority ascribed to the new position is high,

however, the resulting disturbance in relationships can also be high. This study suggests that administrators of social services organizations, especially in expanding organizations, need to be fully aware of the extent and depth of disturbance that can occur in introducing new positions.

There is a clear implication in this study that administrators of social services organizations should implement new high level positions in a manner that encourages open and participative competition and which supports employees' trust in the administrator's fairness and objectivity.

There is not a clear implication for administrators of social services organizations that Levinson's theory of administration is one which should be adopted to the exclusion of all other administrative theories. Despite its appeal because of its psychoanalytic base, administrators of social services organizations should apply its concepts tentatively and experimentally.

Modern theories of administration, of which Levinson's theory is one, and the traditional values of social work, which espouse respect for people including respect for their individual differences are, in fact, harmonious. Social services administrators will find much in these theories that is useful in understanding and operating their agencies.

BIBLIOGRAPHY

1. Books

American Psychiatric Association. A Psychiatric Glossary. New York: Basic Books, 1975.

Ballou, Stephen V. A Model for Thesis Research Papers. Palo Alto: Houghton Mifflin Company, 1970.

Bartlett, A.C. and T.C. Kayser. Changing Organizational Behavior. New York: Appleton-Century-Crofts, Meredith Corporation, 1976.

Blau, Peter. Approaches to Study of Social Structure. New York: The Free Press, 1975.

Campbell, William G. and Stephen V. Ballou. Form and Style. 4th ed. Palo Alto: Houghton Mifflin, 1974.

Clegg, Reed K. The Administrator in Public Welfare. Illinois: Charles C. Thomas Publisher, 1966.

Demone H. and B. Harshbarger. A Handbook of Human Service Organizations. New York: Behavioral Publications, 1974.

Donnelly, et. al. Fundamentals of Management. Texas: Business Publications, Inc., 1971.

Etzioni, Amatai. Modern Organizations. New Jersey: Prentice-Hall, Inc., 1964.

Fayol, Henry. "General Principles of Management," Organizational Theory. Great Britain: Cox & Wyman Ltd., 1976.

Gibson, James. "Organizational Theory and Nature of Man," Fundamentals of Management. Texas: Business Publications, Inc., 1971.

Guralnik, David B. ed. Webster's New World Dictionary. 2nd ed. Cleveland: The World Publishing Company, 1970.

Isaac, S. and William Michaels. Handbook in Research Evaluation. San Diego: Ed ITS Publishers, 1976.

Jacques, Elliott. A General Theory of Bureaucracy. New York: Halstead Press, 1976.

Kahn, Robert and others. Organizational Stress. New York: John Wiley & Sons, Inc., 1964.

Kerr, M.D. "Application of Family Systems Theory to a Work System," Georgetown Family Symposium. Washington, D.C.: Georgetown University Family Symposium, 1977.

Lawrence, P.R. and J.W. Lorsch. Organization and Environment. Boston: Division of Research, Graduate School of Business, 1977.

Levinson, Harry. The Exceptional Executive. Massachusetts: Harvard University Press, 1968.

_____. Executive Stress. Evanston: Harper & Row, 1970.

_____. The Great Jackass Fallacy. Boston: Division of Research, Graduate School of Business Administration, 1973.

_____. Organizational Diagnosis. Boston: Harvard University Press, 1968.

Lofquist, Loyde H. and R.V. Davis. Adjustment to Work. New York: Appleton-Century-Crofts, Meredith Corporation, 1969

Lurie, Harry. ed. Encyclopedia of Social Work. New York: National Association of Social Workers, 1965.

Luthman, Shirley G. and Martin Kurschenbaum. The Dynamic Family. Palo Alto: Science and Behavior Books, 1974.

McGregor, David. The Human Side of Enterprise. New York: McGraw Hill, 1960.

Pfeiffer, William and Jon Jones. "Leader Effectiveness and Adaptability Description (LEAD)," 1976 Handbook for Group Facilitators. La Jolla, California: University Associates, Inc., 1976, 89-99.

Richan, Willard. ed. Human Services and Social Work Responsibility. New York: National Association of Social Workers, 1968.

Searles, Harold. "On Driving the Other Person Crazy," Collected Papers on Schizophrenia and Related Subjects. London: The Hogarth Press and the Institute of Psychoanalysis, 1964.

Standard Edition of the Complete Psychological Works of Sigmund Freud. 7. London: Hogarth Press, 1958.

Tripodi, Tony, Phillip Fellin, and Irwin Meyer. The Assessment of Social Research. Illinois: F.E. Peacock Publishers, Inc., 1969.

Vincent, K. and Mary Hollister. "The Application of Family Principles in Community Mental Health," Systems Therapy: Selected Papers. Washington, D.C.: Groome Child Guidance Center, 1972.

Warham, James. Introduction to Social Workers. New York: The Humanities Press, 1967.

Whyte, W. F. Man & Organizations. New York: Richard D. Irwin, Inc., 1959.

Zaleznik, Abraham. Human Dilemmas of Leadership. Boston: Houghton Mifflin Co., 1966.

_____. Power and the Corporate Mind. Boston: Houghton Mifflin Co., 1975.

Zitto, George V. Methodology and Meanings. Washington: Praeger Publishers, 1975.

2. Journals

Goleman, Daniel. "Oedipus in the Board Room," Psychology Today, 2, No. 7, (December, 1977), 45-126.

Klein, Melanie. "Our Adult World and Its Roots in Infancy," Human Relations, 12, (1959), 291-303.

"Leadership Attitudes Among Public Health Officials," Journal of Public Health, (December, 1966), 55-60.

Rioch, Margaret. "The Work of Wilfred Bion on Groups," Psychiatry, 33, (1970), 56-60.

3. Unpublished Sources & Others

"Administrative Policies & Procedures." Family Service Association of Mid-Peninsula, Palo Alto, California, 1978. (Mimeographed.)

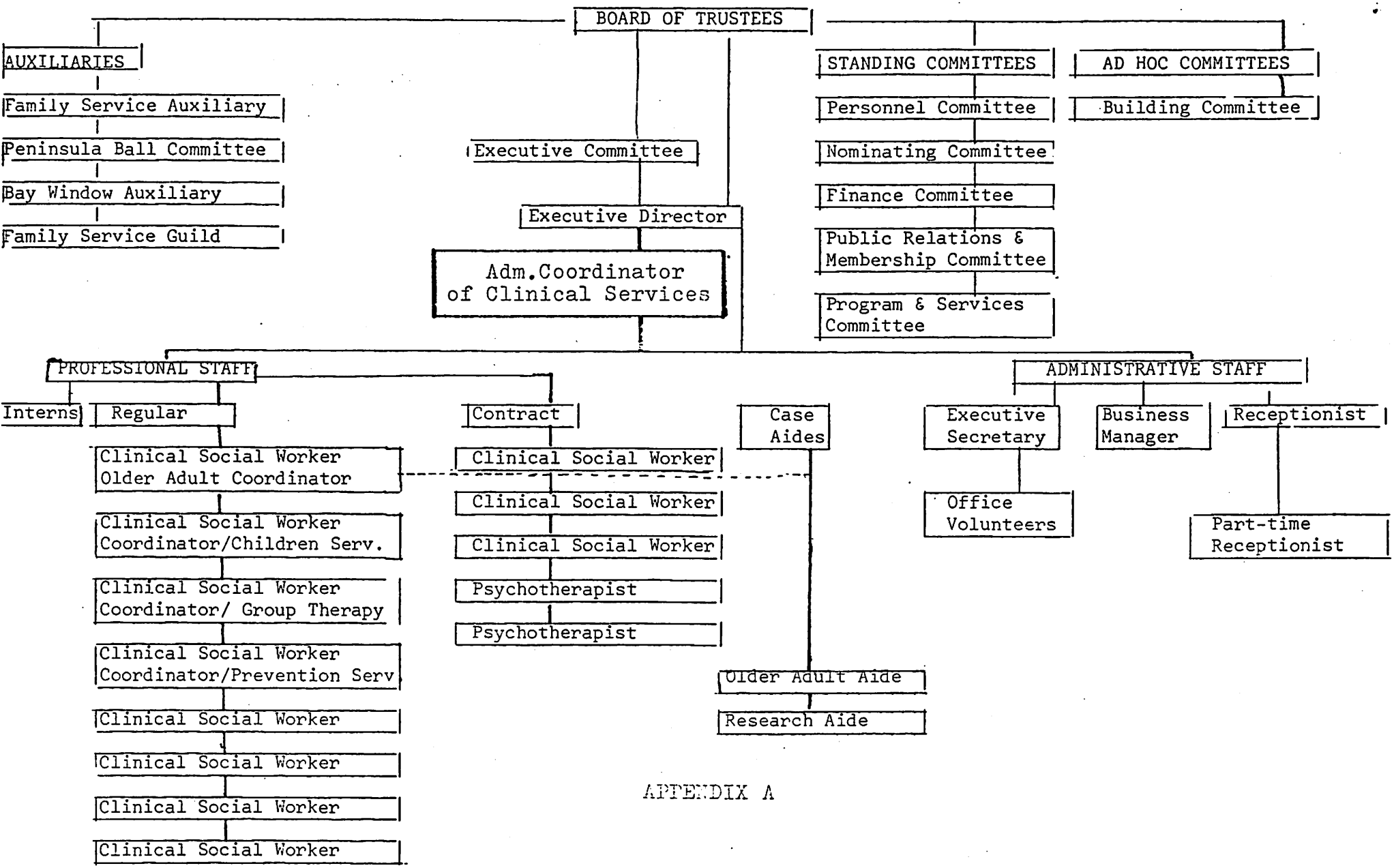
"Principles of Personnel Policies & Practices for FSAA Member Agencies." New York: FSAA, 1974. (Mimeographed.)

Series of presentations on "Burn-Out" given by Randy Rhinegarten, M.D., to employees of Family Service Association of Mid-Peninsula, Palo Alto, California, January, 1978 (Tapes on file at FSA of Mid-Peninsula).

Villalba, Chet. "Family Service Association of Mid-Peninsula Self-Study & Reaffiliation Study." Paper presented to Family Service Association of America. New York, New York, 1975.(Mimiographed.)

_____. "History of FSA of Mid-Peninsula." Paper written for use by Family Service Association of the Mid-Peninsula, Palo Alto, California, March, 1978. (Mimeographed.)

APPENDIXES


BOARD OF TRUSTEES
AUXILIARIES
Family Service Auxiliary
Peninsula Ball Committee
Bay Window Auxiliary
Family Service Guild
Executive Committee
Executive Director
Adm.Coordinator of Clinical Services
STANDING COMMITTEES
Personnel Committee
Nominating Committee
Finance Committee
Public Relations & Membership Committee
Program & Services Committee
AD HOC COMMITTEES
Building Committee
PROFESSIONAL STAFF
Interns
Regular
Clinical Social Worker Older Adult Coordinator
Clinical Social Worker Coordinator/Children Serv.
Clinical Social Worker Coordinator/ Group Therapy
Clinical Social Worker Coordinator/Prevention Serv
Clinical Social Worker
Clinical Social Worker
Clinical Social Worker
Clinical Social Worker
Contract
Clinical Social Worker
Clinical Social Worker
Clinical Social Worker
Psychotherapist
Psychotherapist
Case Aides
Older Adult Aide
Research Aide
ADMINISTRATIVE STAFF
Executive Secretary
Office Volunteers
Business Manager
Receptionist
Part-time Receptionist

APPENDIX A

APPENDIX B

ADMINISTRATIVE POLICIES AND PROCEDURES

JOB DESCRIPTION: POSITION OF ADMINISTRATIVE COORDINATOR OF CLINICAL SERVICES

EFFECTIVE: February 1, 1978
REVISED:

The Administrative Coordinator of Clinical Services works with, and is accountable to, the Executive Director of the Association. The Administrative Coordinator's primary overall function is to facilitate the enhancement of the Association's clinical program.

The Coordinator assists the clinical staff in developing and enhancing diagnostic and treatment skills, with the goal of providing highest quality intervention and treatment to clientele of the Association. The Coordinator assists the clinical staff in identifying staff development needs and in ameliorating these needs. The Coordinator assumes specific assignments geared toward aiding the clinical staff in carrying out their functions.

The position assumes a broad base of knowledge of clinical practice and requires that the Coordinator remain open to and informed of significant treatment modalities, including innovative treatment interventions and techniques. Administrative skills are required in the areas of personnel practices, accountability and agency operation.

The Coordinator also participates with the Executive Director and the clinical staff in identifying the changing needs of Association clientele and of broader community needs. Special tasks or responsibilities assigned the Coordinator during a given time period are negotiated with the Executive Director.

Supervision of Receptionists

The Administrative Coordinator provides ongoing supervision of Association receptionists, who, in turn, are responsible for handling all inquiry and intake requests of the Association. The Coordinator assumes primary responsibility for the smooth operation of this component, facilitating the development of appropriate skills in effectively communicating with and assisting current or potential Association clientele. Assisting in the development of an appropriate agency support system for receptionists may be subsumed under this supervisory function.

Intake Coordination

The Coordinator assumes responsibility for ongoing assessment and planning relative to overall case management within the Association. This entails an ongoing analysis of intakes, flow of cases, specific case assignments, etc. The Coordinator develops methods and procedures with which to manage problems arising from increased community demands for service and arranges for contingency staff (i.e., extra-hire and contract staff)to handle the increased demand as necessary, with the goal of preventing a waiting list for Association services at all times.

Outside Consultation

The Coordinator works with the professional staff in analyzing and identifying outside consultation needs in order to enhance clinical practices. The Coordinator arranges for consultation, within the budget restraints, for staff development and effective case management.

The Coordinator participates in the identification of individual staff development and training needs, assisting the individual staff member in arranging for special professional training which will contribute to the staff member's body of knowledge and professional competence.

Community Liaison

The Coordinator works with the Executive Director and the staff in establishing Agency links to the broader community and other social services systems in the community. Specific liaison assignments between the Association and other agencies are negotiated and a work plan developed annually. The Coordinator participates with staff in identifying those agencies where specific coordination of services with the Association is needed in order to enhance services for specific target populations within the community.

Clinical Services

The Administrative Coordinator of Clinical Services works with other staff members in coordinating positions, such as the Coordinator of Groups, the Coordinator of Children Services, the Coordinator of Older Adult Services, etc. for the purpose of furthering program development and the enhancement of current services and clinical practice. The Clinical Coordinator assists staff in planning and implementing services as needed.

Coordination of Extra-Hire and Contract Staff

The Coordinator keeps abreast of the need for additional extra-hire and contract staff and arranges with the Executive Director for additions as needed. The Coordinator works with the extra-hire and contract staff in arranging supervision and consultation as needed and facilitates appropriate assignments within that component. The Coordinator serves generally as the administrative link between extra-hire and contract staff and the Executive Director.

Peer Consultation

The Coordinator works with the clinical staff in developing an effective model of peer consultation and peer review.

Additional Responsibilities

The Coordinator participates with, and assists, the Executive Director in amassing of statistics related to Association services and in the ongoing statistical analysis of same. The Coordinator serves as the administrative link to the clinical staff in such areas as cancellation and failure rates, and accounts receivable problems, etc. The Coordinator participates with the Executive Director in the ongoing assessment and management of special issues affecting agency practice such as insurance coverage, record keeping, fee structure, and personnel policies and practices.

The Coordinator works in collaboration with the staff in developing and enhancing interaction with the Board of Trustees, including, especially participation on the Program and Services Committee.

The Coordinator assists the clinical staff in identifying issues of concern, both within and without the Association, and attempts to facilitate amelioration of these concerns. In identifying concerns related to the profession of social work, the Coordinator seeks to facilitate staff representation and participation within the broader profession.

APPENDIX C

Interview Schedule

This is a study around administrative theory and how certain situations are viewed and dealt with in regard to that theory. The information obtained from these interviews will be analyzed in view of four theories of administration with particular emphasis on Levinson's psychological theory of administration.

All responses are strictly confidential. They will be taped and I will transcribe them. No information will flow to anyone connected with the agency. Your responses will be analyzed in summary form and no names or other means of identifying you will be included in the study report.

---

1. What do you think about the position of "Coordinator of Clinical Services? Was its creation a good idea? Do you think it will work?

2. How will this job affect the organization?

3. How will this job affect you?

4. What do you think about the selection process?

5. When it was announced, were you interested in applying for the position? If yes, why? If no, why?

6. How do you think _____ will handle the job?

7. Are you comfortable with _____ in the position?

8. How do you think others in the agency feel about _____'s appointment as Coordinator?

9. What was it like for you here at FSA as staff in the previous administration? What has it been like for you in the past four years? What will it be like for you with this new position?

10. How do you feel about the questions you have answered?

Appendix D

NOTED OBSERVATIONS RECORDED DURING AGENCY ACTIVITIES

The following notes and observations were recorded during Board meetings, staff meetings, inservice sequences, supervision sessions, and casual interfacing during work day. They are organized according to three concepts extracted from Harry Levinson's theory of administration.

"Organizations are a recapitulation of the family"

Executive acts in the parental role:

> Five staff members indicated "depression", "emptiness", and difficulty regarding students coming and going, similar to "separation anxiety" when a child leaves home: "Whew, the kids are away at summer camp".
>
> Employee felt guilty about source of relaxation: "in conflict with father-role model"
>
> "Relationships to administrator who is rigid, structured, reflect a 'parent-child' relationship. That is, you may be sensitive to those times the leader invoked principles or guiding values or rules within agency; or it might be that it is not sensitivity, but the fact that the leader is absurd in leading by rules and not connection and processes going on." "How does a leader become rigid?" Due to personality or due to Gestalt of position. Is necessary to have outside forces, example, and

outside clinical practice to keep identification of 'father' at a distance. If cannot control that attachment to agency, will become rigid and structured. Is symbiotic process."

Scapegoating occurs in organizations in the same way and for the same purposes as it does in families:

Two instances of students blaming coordinator for a feeling of unnecessary structure in staff meetings: "have felt structured since _____ took job; I don't like that."

Employee relationships parallel those of siblings:

No particular instances noted outside of interviews.

"Organizations have ego ideals: Values and standards of the executive become the ego of the organization"

"How much room do we have for criticism or feeding into pathological stance of having to be nice to one another?"

"Double messages in family, just like agency; that is, you hear one thing and see another. It was hard in the previous administration because you thought the organization was dedicated to helping others, and that it was not really helping or supporting the people that were working in the structure." Two staff members supported this statement.

"Must decide where individual values fit into organizational values."

"What we do, because this isn't a science and we don't have all the answers, depends on our values of people, values of life, and where you fit in on how your values relate to agency values. And if we are in an agency where we feel those values are dishonored, how are we supposed to keep plodding on?" There was a consensus by staff members that similar feelings are experienced.

"Attitude about power and authority conceived in early childhood are carried into work situations"

Notes taken during Personnel Committee's discussion regarding job description of coordinator position:

"Do not want him to assume clinical authority, that is evaluation and peer consultation. Clinically he is equal. He does have authority to make things happen."

Board member disagree with amount of authority delegated to position: "He has to have power or the position is ineffective." This statement was supported by two additional committee members.

Director's response to delegating responsibility for certain program responsibilities: "Don't like the idea of not being involved with all agency activities, not willing to give up certain responsibilities."