ADMINISTRATIVE METHODS AND PROCEDURES
EMPLOYED BY REHABILITATION FACILITY
ADMINISTRATORS IN ILLINOIS:
A DESCRIPTIVE STUDY

Dissertation for the Degree of Ph. D.
MICHIGAN STATE UNIVERSITY
JEAN McMARTIN ROMMES
1977

This is to certify that the

thesis entitled

ADMINISTRATIVE METHODS AND PROCEDURES EMPLOYED

BY REHABILITATION FACILITY ADMINISTRATORS

IN ILLINOIS: A DESCRIPTIVE STUDY

presented by

Jean McMartin Rommes

has been accepted towards fulfillment
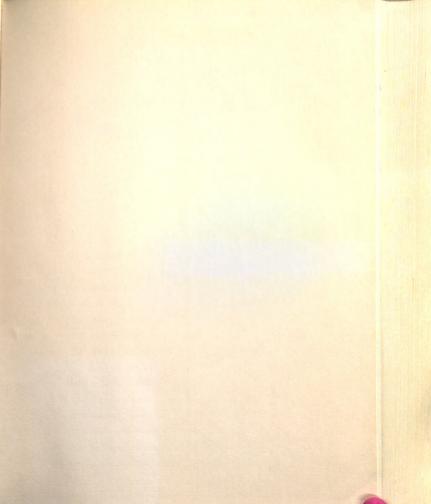of the requirements for

____Ph.D.____ degree in _Department of Admin-
istration and Higher
Education

Major professor

Date___July 21, 1977___

O-7639

ABSTRACT

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BY REHABILITATION FACILITY ADMINISTRATORS
IN ILLINOIS: A DESCRIPTIVE STUDY

By

Dale McMartin Jordan

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methods of personnel administration currently employed
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in dealing with seven personnel administrative problems
which were identified by the Rehabilitation Services
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(1) How to evaluate employee performance;

(2) How to set standards for employee performance;

(3) How to conduct effective on-the-job training;

(4) How to prepare employees for greater responsi-
bility;

(5) How to improve communication with employees;

(6) How to handle employee grievances; and

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Present methods of administration were compared to
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Present methods of administration were compared to
methods prescribed by three accrediting agencies: Illinois

Division of Vocational Rehabilitation, Commission on Accreditation of Rehabilitation Facilities, and Joint Commission on Accreditation of Hospitals.

The population consisted of the eighty-nine facilities in Illinois which were accredited and rated by the Illinois Division of Vocational Rehabilitation. A sample of sixteen facilities was chosen on the basis of the returns on a questionnaire sent to each facility. The questionnaire obtained information regarding each facility's size, number of staff, and so on. Returns on the questionnaire revealed that the three important variables were: size of facility, number of full-time staff performing professional activities, and relationship (if any) to a parent organization. A sample of sixteen facilities was chosen by establishing frequency tables which showed the relationship of each responding facility to each of the three variables.

Each of the sixteen sample facilities was visited, and the administrator of the facility was interviewed. The interview format which was used was based on the standards pertaining to each of the personnel administration problems found in the standards guides of the accrediting agencies. Each interview was taped.

The researcher and two judges listened to the tapes and recorded answers to each question. The methods

of administration employed were listed and the numbers of
administrators employing each method were compiled. The
judges participated in collating and categorizing the
data. The data were reported in lists showing the
responses to each question, the numbers of adminis-
trators who were judged to respond in the same way, and
the percentage of the sample the number represented.

The major findings of the study were discussed
under the seven headings which described the administra-
tive problems. The findings included the following: job
descriptions plus verbal cues were used to set standards
for employee performance; the employee was involved in
setting standards in less than half the facilities; and
a majority of job descriptions were specific; employees
were evaluated regularly; evaluations were used to provide
feedback regarding performance; educational leave was
supported financially; there were no developmental plans
for staff training; few administrators trained staff for
upward mobility; communication posed problems for large
facilities; all facilities had a grievance procedure;
and staff members were not included in long-range plan-
ning. Specific problems within each of the administra-
tive areas were also identified, and solutions were
suggested.

ADMINISTRATIVE METHODS AND PROCEDURES EMPLOYED

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Jean McMartin Rommes

A DISSERTATION

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

Department of Administration and Higher Education

1977

ACKNOWLEDGMENTS

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CHAPTER I

THE PROBLEM

Statement of the Problem

Rehabilitation facility administration is a rela-
tively new field. Formal training programs were first
established in the United States in the mid-1960s, and
many are less than a decade old.[1] Many administrators in
rehabilitation facilities have not been trained in person-
nel administration or in rehabilitation. The literature
reveals that personnel administration methods presently
employed in rehabilitation facilities are of concern to
facility administrators, formal training program personnel,
and accrediting agency personnel.

In March, 1975, the Rehabilitation Services Admin-
istration Region V office distributed the Management Needs
Survey to rehabilitation facility administrators within
the region. The Survey was designed to identify specific
areas in which facility administrators felt they or their

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[1]Isadore Salkind, "The Training of Workshop
Directors," in Administrative Techniques of Rehabilitation
Facility Operations, ed. John G. Cull and Richard E. Hardy
(Springfield, Ill.: Charles C. Thomas, Publishers, 1974),
p. 49.

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staffs needed additional training. A number of issues
identified were personnel administration issues. The
Survey simply identified problem issues; it did not pro-
vide for responses regarding aspects of each issue which
were most troublesome, nor did it identify what the spe-
cific training needs were. In order to identify the
problem aspects of each problem area, it will be necessary
to identify through interviews with administrators the
methods presently being employed.

Development of Rehabilitation
Facilities

The need for rehabilitation services for the
handicapped citizen is ancient; the principles and dyna-
mics of rehabilitation services are quite new. Sheltered
workshops existed as early as 1889,[2] but they tended to
serve the needs of a specific category of handicapped
citizen, such as the blind or crippled child or adult.
Gradually, workshops began to serve the general category
of handicapped person, regardless of the handicapping
condition, age, or sex. Generally, these facilities
were simply places where the handicapped could work and
earn a modest amount of money. For the most part, they
were shops which provided goods and services, the

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[2]Albert F. Wesson, "The Apparatus of Rehabilita-
tion: An Organizational Analysis," in Society and Rehabil-
itation, ed. Marvin B. Sussman (New York: American Socio-
logical Association, 1965), p. 148.

production of which nonhandicapped workers considered too boring or repetitious. A more recent trend in sheltered workshops is not only to provide the handicapped citizen a place to work, but also a place where he can be trained to join the competitive work force.

This trend has necessitated many changes in the staffing patterns of sheltered workshops, or as they are now called: rehabilitation facilities. Staff members in the sheltered workshop were primarily concerned with production of the goods and services provided by the work-shop, and in many cases, sheltered workers were subject to sweatshop conditions. In rehabilitation facilities, staff members are concerned about production, but they are also concerned about the learning that is taking place. Less time may be spent in production so that workers can learn skills of daily living, independent living, and the personal skills that are required in competitive employment.

Standards for Rehabilitation
Facilities

These changes in the function of the rehabili-tation facility or the sheltered workshop have created a concern among rehabilitation facility staff regarding their personnel administration policies, relating both to the professional staff and the workers. Standards specifying the workers' rights and privileges have been

in existence for several decades, but standards regarding
the professional staffs' rights and privileges as workers
are considerably more recent. The concept seemed to be
that while the sheltered worker might not know his rights
were being violated or that his interests might not be
protected, the professional staff, being "normal," could
protect their interests. Concern for the policies used
in personnel administration for professional staff became
prevalent only in the last decade, when concern for such
matters became widespread throughout business, government,
and industry.

Training of Facility Administrators

As in business, government, and industry, persons
performing personnel administration tasks were not always
trained in this area. In many cases, particularly in
small rehabilitation facilities, the persons performing
personnel administration tasks were also responsible for
production, so that the skills necessary to perform both,
while not mutually exclusive, were often difficult to
find in one person. Rehabilitation facility adminis-
trators found themselves caught between the humanistic
concerns for the welfare of their staff members and the
realistic concerns regarding production. Salkind expanded
upon this dilemma and described the problem very clearly.[3]

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[3]Salkind, "The Training of Workshop Directors,"
pp. 15-43.

Rehabilitation facility administrators have been caught in a familiar dilemma: do they hire the businessman or the humanist? For many administrators the answer was to hire the person who was capable of being both a businessman and a good personnel administrator.

Training programs for rehabilitation facility administrators are quite new in the United States. The earliest were established in 1964 through grants from the Rehabilitation Services Administration and according to Salkind, there were nine existing programs graduating approximately fifty per year in 1974.[4] Personnel administration in many facilities is being performed by people who are not trained in personnel administration, or in many cases, even in rehabilitation. Thus, personnel administration methods presently employed in rehabilitation facilities have become of concern to the staffs of formal training programs, as well as to a number of organizations directly concerned with the management of rehabilitation facilities.

Accrediting Organizations

There are a number of accrediting organizations; some of them extremely important to facilities because the facilities depend on them as direct funding sources. Others are important because accreditation by the

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[4]Ibid., p. 49.

organizations mean additional funds from local, state,
and federal sources. With the new emphasis on therapy
and training, these additional funds become very impor-
tant if the facility is to survive the current infla-
tionary period.

One of the most important accrediting programs
for rehabilitation facilities is the Commission on
Accreditation of Rehabilitation Facilities (CARF). CARF
was under the auspices of the Joint Commission on Accredi-
tation of Hospitals and became an independent organization
in 1971.[5] It was originally an outgrowth of the Associ-
ation of Rehabilitation Facilities and the National
Association of Sheltered Workshops and Homebound Pro-
grams, both of which had published individual sets of
standards in 1965. The criteria CARF published in 1973
provided rehabilitation facilities with a uniform set of
standards, a compilation and combination of the standards
of the above associations.

Another accreditation program which often affects
rehabilitation facilities is that of the state associ-
ations which are charged with purchasing services for the
handicapped citizen through the auspices of the

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[5]William H. Henderson, "Standards for Rehabili-
tation Facilities and Workshops," in Administrative Tech-
niques of Rehabilitation Facility Operations, ed. John
G. Cull and Richard E. Hardy (Springfield, Ill.: Charles
C. Thomas, Publisher, 1974), p. 107.

Rehabilitation Services Administration. In 1970, at a
meeting of the Council of State Administrators of State
Rehabilitation Agencies, the members agreed that facili-
ties from which services are to be purchased must be
accredited by their respective state agencies.[6] Standards
guides were established by the states and most were put
into effect by 1968.

A third set of Standards applicable to some
rehabilitation facilities was established in 1973 when
the Joint Commission on Accreditation of Hospitals pub-
lished the Standards of Community Agencies Servicing
Persons with Mental Retardation or Other Developmental
Disabilities. The accreditation program is currently
a voluntary one; however, Social Security and Medicare
benefits are paid on the basis of accreditation by the
Joint Commission, providing considerable impetus for
facilities to become accredited. In some states,
accreditation by the Joint Commission will become man-
datory if the facility is to receive funds through the
state Department of Mental Health. All of the accrediting
agencies discussed above require certain standards to be
maintained in the personnel administration area. Stan-
dards for hiring, dismissal, training, performance evalu-
ation, and grievance procedures are among those covered
by each agency. Personnel administration and the methods

[6]Ibid., p. 106.

used by practitioners in facilities are obviously of
concern to the agencies which accredit facilities.

<div align="center">Region V Survey</div>

Accrediting agencies are not alone in their con-
cern. In March of 1975, the Center for Continuing Edu-
cation for Rehabilitation Services Administration Region V,
located in Minneapolis, Minnesota, distributed the Manage-
ment Needs Survey which was designed to identify the
training needs of rehabilitation facility administrators
and their staffs.[7] Four hundred seventy-five question-
naires were distributed to rated facilities within the
Region V area. (Rated facilities were those accredited
by the state Vocational Rehabilitation Agency.) The
Region V area included the states of Illinois, Minnesota,
Wisconsin, Indiana, and Michigan. Twenty-eight percent
(136 facilities) of those contacted returned usable
questionnaires. The data were reported by arranging
the statements describing training needs in order of
percentage of facility administrators who indicated they
or their staffs needed help in that particular adminis-
trative or programmatic area. The first twenty statements
included seven which dealt specifically with personnel

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[7]Rehabilitation Services Administration, Region V,
Management Needs Survey, Minneapolis, 1975. (Mimeographed.)

administration problems. The seven problem areas spe-
cified in the questionnaire were:

(1) How to evaluate employee performance;

(2) How to set performance standards for employees;

(3) How to conduct effective on-the-job training;

(4) How to prepare employees for greater responsi-
    bility;

(5) How to improve communication with employees;

(6) How to handle employee grievances; and

(7) How to determine staffing needs.

At least 70 percent of the facility administrators
who responded indicated they or their staffs needed help
in all seven of the problem areas. The Region V survey
simply identified the seven problem areas; it did not
attempt to discover what aspects were most troublesome
or what the specific training needs were. For example,
the Survey revealed that evaluating employee performance
was a concern for over 90 percent of the respondents,
but failed to identify what aspects of the problem pre-
sented difficulties. Problems in evaluating employee
performance could involve many things: perhaps employees
do not have specific job descriptions and thus do not
know their specific job responsibilities; perhaps
employees are not evaluated regularly but haphazardly,
making employee evaluation difficult; perhaps the per-
sonnel doing the evaluations are uncomfortable carrying

out this responsibility and do it poorly; perhaps the
job expectations are phrased in such a way that it is
difficult to be objective about employee performance; or
perhaps the facility has no policy for action when an
employee receives a poor evaluation. All of the problems
listed above are related to evaluation of employee per-
formance, but involve quite different aspects of the task.
The same is true of any of the other six problem areas:
difficulties could be found in many aspects of the problem
area, and to produce a solution requires defining those
aspects which prove troublesome.

To define the troublesome aspects will require
that the present methods of personnel administration be
identified. Comparing the present methods of personnel
administration with the methods prescribed by the three
accrediting agencies would provide specific delineation
of troublesome aspects of each problem area.

Purpose of the Study

The purpose of this research is to identify the
present methods of personnel administration employed by
facility administrators in Illinois in dealing with the
seven personnel administration problem areas identified
by the Region V <u>Management Needs Survey</u>, and to determine
the specific problems facility administrators are exper-
iencing in each of the areas. Present methods of per-
sonnel administration will be compared with the methods

prescribed by the three accrediting agencies and specific problem aspects of each area will be identified by interviewing administrators of rehabilitation facilities. Accrediting agency standards will be used for comparison purposes only; there is no attempt to establish whether or not the facility meets the standards. Procedures specified in the standards will be used as examples of methods of personnel administration which, in turn, will provide a basis for discussion to determine specific problems or issues within the problem areas.

Identification of specific aspects of each problem area will have implications for the formal training programs available for rehabilitation facility administrators. Since the purpose of the Region V Survey was to identify training needs, the present research will doubtless be of value in designing the short-term training programs which were their goal. There will be implications for in-service training programs as well. In addition, it is quite possible that this research will show the need for new and different standards of personnel administration for rehabilitation facilities, thus contributing to the agencies which accredit rehabilitation facilities.

Limitations and Scope of the Study

The study will be limited in the following aspects:

1. It will be limited to the state of Illinois and to those eighty-nine facilities within the state which are rated by the Illinois Division of Vocational Rehabilitation as Level I, II, III, or IV.

2. The administrative area of the study will be limited to personnel administration only and to those seven areas of personnel administration identified by the Region V Survey. The seven areas are:

   (1) How to evaluate employee performance;

   (2) How to set performance standards for employees;

   (3) How to conduct effective on-the-job training;

   (4) How to prepare employees for greater responsibility;

   (5) How to improve communication with employees;

   (6) How to handle employee grievances; and

   (7) How to determine staffing needs.

3. Personnel standards which deal with employees who perform professional services as defined by

the facility will be included, not those standards which apply to client-employees within a facility.

4. The generalizability of the results will be limited by the representativeness of the sample.

Definition of Terms

For purposes of the study, the following definitions are necessary:

Agency.--For purposes of this research, the term "agency" will refer to the three accrediting agencies, to distinguish between the accrediting agencies and "facilities" as they will be defined.

CARF.--The Commission on Accreditation of Rehabilitation Facilities, publishers of the Standards Manual of Rehabilitation Facilities.

IDVR.--The Illinois Division of Vocational Rehabilitation. IDVR has established levels of performance to which a facility may aspire. The four levels have different standards which apply to each: moving from very basic standards for Level I to very sophisticated standards for Level IV. The level of the facility determines the amount paid per client, per week, to the facility. The levels are: I, II, III, and IV.

Joint Commission.--The Joint Commission of Accreditation of Hospitals, publishers of Standards for

Community Agencies Serving Persons with Mental Retardation
and Other Developmental Disabilities.

Region V.--The Rehabilitation Services Adminis-
tration is divided into geographic regions. Region V
includes the states of Illinois, Indiana, Wisconsin,
Minnesota, and Michigan.

Region V Survey.--The Management Needs Survey dis-
tributed by the Center for Continuing Education for
Rehabilitation Services Administration, which identified
the training needs of rehabilitation facility adminis-
trators and their staffs, and upon which the present
study is based.

Rehabilitation Facility.--"A distinct entity,
either separate or within a larger institution which pro-
vides goal-oriented, comprehensive, and coordinated ser-
vices to individuals designed to minimize the handicapping
effects of physical, mental, social and vocational dis-
advantages and to effect a realization of the individual's
potential."[8]

Overview of the Study

In Chapter II, the literature related to the
study will be reviewed. Material from business

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[8]Standards Manual for Rehabilitation Facilities
(Chicago, Ill.: Commission on Accreditation of Rehabili-
tation Facilities, 1973), p. 16.

administration will be included, as well as literature in the field of rehabilitation administration. In Chapter III, the methodology employed in the study will be discussed and will include the method of selecting facilities and the interviews conducted in the facilities. Chapter IV will be devoted to a discussion of the findings of the research. In Chapter V, a summary of the study will be presented and conclusions drawn. Recommendations for future research will be made and the implications of the study will be discussed.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

It should be noted at the outset that little research has been done in identifying the methods of personnel administration used in rehabilitation facilities by staff who perform professional functions and duties. Thus, much of the material that has a bearing on the present study was found in other fields; most notably, in business. Literature appropriate to the study in business is reviewed and discussed first, and then research in the specific area of rehabilitation is reviewed and discussed.

To put the discussion in perspective, a definition of personnel administration was necessary. Many were available and could have been cited; in the judgment of researcher, one of the most universal was that of Sikula: ". . . personnel administration is the implementation of human resources (manpower) by and within an enterprise."[1]

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[1]Andrew F. Sikula, _Personnel Administration and Human Resources Management_ (New York: John Wiley and Sons, Inc., 1976), p. 6.

He elaborated further by indicating that ". . . personnel administration concerns the human resource areas of human resource planning; staffing and appraisal; training and development; compensations--collective bargaining; and personnel research."[2] These areas were identified as the functions of personnel administration and implied that they had to operate smoothly and efficiently in order for the organization to produce whatever it was created to produce. Problems in any one of these areas created barriers to efficient production.

Efficient production was related to another concept in the field of personnel administration: motivation. Motivation of workers was considered to be a major part of the personnel administration function and was a factor which deserved discussion. Theories of motivation formed the basis for many theories of organizations and of organizational behavior. Levinson provided an excellent summary of the prevailing theories of motivation.[3] He indicated that they could be conceptualized in two very different manners.

One set of theories, derived primarily from Skinner, assumed that man was motivated by things outside himself; that his environment determined what he would do

[2]Ibid., p. 7.

[3]Harry Levinson, The Great Jackass Fallacy (Boston: Harvard University, 1973), pp. 17-30.

in any given situation. These theories were primarily concerned with forces and factors which shape a person's behavior, rather than with an individual's feelings, perceptions, and ideas. The theories led to research dealing with the control of behavior and implied that someone else, or something external to the individual, could control behavior. In the area of work motivation, questions were usually asked about how can the employee be motivated, reflecting again, the idea of external control. This implied that by doing something to the individual or his environment, the desired behavior could be made to occur.

The other set of theories stemmed from the work of Freud and assumed that motivation was shaped by feelings, wishes, attitudes, and thoughts. These theories assumed that motivation was caused by biologically based givens and focused on the development of internal capacities, primarily emotional and cognitive, giving rise to feelings and perceptions. Research stemming from these theories was generally concerned with understanding behavior, rather than with attempts to shape it. The focus was on helping the person become more comfortable with his thoughts and feelings. Managerial practice based on these theories generally sought to understand the person's motivations and tried to create an environment in which these internal motivations could flower and produce to meet the needs of the organization.

Managerial practice, while it was assumed to be
based on one of the two described sets of theories,
appeared to be controlled by the individual manager,
rather than by the organization. In most organizations,
there were prescribed ways of performing managerial tasks,
but the literature confirmed that most managers brought
their own personality into the ways they dealt with
subordinates. The literature in this area revealed no
organization which mandated that personnel administrators
follow the precepts of one or the other of the two methods
of conceptualizing motivation. Nevertheless, the ways
that managers tended to view motivation and the ways they
chose to motivate their employees determined a part of
the organizational climate.

Organizational Climate

The organizational climate was considered a
major aspect of personnel administration and was impor-
tant in studying organizations. In general, it was
assumed that a "good" organizational climate was indica-
tive of high productivity and high employee morale.
This was not borne out by the research. Patrick found
that there were inconsistent relationships between
morale, climate, and productivity.[4] The main reason

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[4]John F. Patrick, "Organizational Climate and the
Creative Individual," Public Personnel Review 32 (1970):
31-35.

for his findings was that no standard method for measuring morale, climate, or productivity had been established. Each company he studied had established methods for measuring each within the organization, but these methods varied greatly from organization to organization, and different variables were considered more or less important, making standardization impossible.

The major difficulty of relating organizational climate to high productivity was a conceptual confusion of equating the "climate" with the variables which comprised it.[5] Nontangibles formed the base of the organizational climate, rather than a physical piece of evidence that could be weighed, measured, and quantified. Even job satisfaction and employee happiness were not always related positively to high productivity. Miljus found that unhappy workers responsible to autocratic managers were often the most productive and efficient workers.[6] Thus, it became obvious that a clear relationship between the organizational climate and the organization's productivity was not possible, given the present state of the art.

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[5]Frederick L. Falater, "The Study of Organizational Environment," _Personnel Journal_ 49 (1970): 200-05.

[6]Robert C. Miljus, "Effective Leadership and Motivation of Human Resources," _Personnel Journal_ 49 (1970): 36-40.

In spite of the difficulties in measuring organizational climate, Sikula suggested that to attempt to measure the climate was necessary.[7] A number of variables from various sources were suggested for inclusion when one attempted to measure the climate, but the most important, according to Sikula, were managerial philosophy and leadership style.[8]

> Managerial philosophy describes an executive's internal system of interpreting knowledge, facts and events according to his inherently based assumptions about and conceptualization of reality, validity and value. Leadership style refers to a specific mode, fashion, and distinctive manner of administrative performance and conduct.[9]

Essentially the distinction drawn here was that managerial philosophy referred to the administrator's theories about what motivated people, and his leadership style referred to the administrative practices he employed.

Managerial Philosophy

One of the best known theorists in the area of managerial philosophy was the late Douglas McGregor who developed the concepts of Theory X and Theory Y.[10] Theory X described a management which assumed that

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[7]Sikula, Personnel Administration, p. 131.

[8]Ibid., pp. 129-30.   [9]Ibid., p. 129.

[10]Douglas McGregor, The Human Side of Enterprise (New York: McGraw-Hill Book Co., 1960).

people were essentially lazy and that if work was to be performed, it was necessary to coerce or manipulate the worker. Theory X was directly related to the environmental concept of motivation discussed earlier. Opposing Theory X, McGregor offered Theory Y, which assumed that expenditure of effort in work was as natural as expenditure of effort in play or nonwork activity, and that man naturally wanted to work and produce. Theory Y was more related to the concept of motivation which focused on the inner needs of the individual. McGregor assumed that most organizations operated on the Theory X concept and advocated that they turn instead to Theory Y, which he felt was certain to improve production, working conditions, and employee relations. He envisioned the possibility of integrating the individual and organizational goals, thus eliminating the idea of friction between the two, and emphasized interpersonal relationships and flexibility of organizational structure.

While Theory X focused primarily on fitting man to the organization, Theory Y was more concerned with fitting the organization to man. Theory Y proponents tended to see the basic problem as a conflict between the psychological needs of individuals and the formal requirements of organizations. Argyris built a complete system around the notion of the basic incompatibility

of the individual and the organization.[11] According to
him, the incompatibility tended to result in frustration
which could be inferred from "pathological behaviors"
and "defense mechanisms" exhibited by many individuals
employed in organizations. The organization was seen as
a mechanism that inhibited the fulfillment of individual
needs, particularly the needs for a sense of personal
value, self-esteem, and independence. In a later work,[12]
Argyris attempted to integrate individual and organi-
zational needs, using sensitivity training as the medium
for building understanding between managers and subordi-
nates. The purpose of the training was to obtain open-
ness, cooperation, and commitment between and among
managers and subordinates and to create a climate within
the organization where both organizational and individual
needs could be met.

Another approach, emphasizing job enrichment, was
that of Frederick Herzberg.[13] He conceived of "satis-
fiers," which were motivating, and "dissatisfiers," which

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[11]Chris Argyris, _Interpersonal Competence and
Organizational Effectiveness_ (Homewood, Ill.: Irwin-
Dorsey Press, 1962).

[12]Chris Argyris, _Integrating the Individual and
the Organization_ (New York: John Wiley and Sons, 1964).

[13]Frederick Herzberg, _Work and the Nature of Man_
(Cleveland: World Publishing Co., 1966).

counteracted motivation. Satisfiers included recognition, achievement, responsibility, personal growth, advancement, and most important, the work itself. Dissatisfiers, on the other hand, included supervision; working conditions; interpersonal relationships with supervisors, peers, and subordinates; salary and status. Herzberg encouraged management to enrich the jobs of subordinates and to increase the number of satisfiers for individuals, while recognizing that the dissatisfiers for each individual were still at work. If work was given meaning by expanding the responsibility and recognition that an individual received, these satisfiers would outweigh the dissatisfiers which were present for every individual.

Another attempt to analyze managerial philosophies was developed by Blake and Mouton.[14] Their managerial grid was a device which was used to help managers analyze their administrative or managerial philosophies more accurately. The grid was simply a two-dimensional diagram with the horizontal axis labeled "concern for production" and the vertical axis labeled "concern for people." The primary purpose of this device was to provide managers with insight into their own behavior and how their behavior affected others in the organization. The grid, coupled with self-administered exercises and teaching

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[14]Robert R. Blake and Jane S. Mouton, <u>The Management Grid</u> (Houston: Gulf Press, 1964).

tools derived from sensitivity training, enabled managers
and administrators to identify conflicts within the
organization and provided the basis for dealing with
the problems. The management grid was an especially
good tool because it pointed out that concern for people
and concern for production were not necessarily mutually
exclusive concepts; that most managers and administrators
were concerned to a greater or lesser degree with both.

Leadership Style

Leadership styles were also under research
scrutiny. These studies were particularly important
to this paper because leadership style referred directly
to the heart of the project: how administrators per-
formed certain administrative tasks. One of the most
popular and most publicized methods of studying leader-
ship was developed by Rensis Likert.[15] Likert devised a
classification of leadership styles referred to as
exploitive-authoritative, benevolent-authoritative,
consultative, and participative. In his work with this
system, managers were asked to respond to specific
questions regarding the organization's administrative
practices in areas such as communications, motivation,
decisions, goals, leadership, and control. The answers
individuals gave to such questions as "Where are decisions

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[15]Rensis Likert, New Patterns of Management (New
York: McGraw-Hill, 1961).

made?" corresponded to one of the four classifications. Usually the participants were asked to answer each set of questions twice; once as a description of actual and existing methods, and again as a model of how the ideal organization ought to operate. For most organizations, composite profiles indicated that the organization was operating between the benevolent-authoritative and consultative classification, while the ideal organization was conceptualized as operating between the consultative and participative classifications. Likert concluded on the basis of his research that the participative group leadership style was the best approach. Sikula[16] points out that while many authorities were not certain as to the practicality of the participative method of leadership, they were nevertheless willing to conclude that Likert's four classification system was an excellent tool for use in analyzing organizations.

Keith Davis had also attempted to integrate much of the current management literature into a classification that, like Likert's, consisted of four levels.[17] He saw the four classifications of leadership styles as depending on a number of managerial variables: managerial

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[16]Sikula, _Personnel Management_, p. 133.

[17]Keith Davis, _Human Behavior at Work: Human Relations and Organizational Behavior_ (New York: McGraw-Hill, 1972).

orientation, employee orientation, employee psychological results, employee needs, performance, and morale. According to how these variables were perceived, the organization or individuals within it could be seen as autocratic, custodial, supportive, or collegial. As with Likert's theory, Davis' method of looking at organizations was based primarily on Maslow's theory of self-actualization and was designed to help organizations make it possible for individuals to reach the goal of self-actualization. In both methods of looking at organizations, the most satisfactory method of leadership was seen to be a participatory one: Likert's participative method or Davis' collegial method.

A number of studies indicated that participation in management decisions did increase productivity (Bavelas,[18] and Katz, Maccoby, and Morse[19]). However, the work of Patchen[20] and Rubenowitz[21] indicated that

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[18]A. Bavelas, "Acceptance of Change Through Participation in Group Decisions," _Human Relations_, June, 1947, pp. 173-80.

[19]D. Katz, N. Maccoby, and N. Morse, _Productivity, Supervision and Morale in an Office Situation_ (University of Michigan: Institute for Social Research, 1950).

[20]M. Patchen, "Participation in Decision Making and Motivation," _Personnel Administration_, November-December, 1964, pp. 35-41.

[21]S. Rubenowitz, "Job Oriented and Person Oriented Leadership," _Personnel Psychology_ 15 (1962): 76-84.

high productivity could be achieved in a nonparticipatory atmosphere if other conditions existed, such as enthusiasm for the goals, clear requirements, and a supportive approach by management. This conflicting evidence would lead one to believe that participation in management decisions has little or nothing to do with productivity; that some other variable determines productivity. Ordiorne maintained that people, particularly middle class people, preferred to work in a situation where their opinions were sought.[22] He further believed that with middle class people especially, management should seek out opinions and ideas and agree on both goals and results to be achieved, but should leave the specific methods of achieving the goals agreed upon to subordinates, insofar as the subordinates had the capability of realizing those goals.

Ordiorne had conceptualized this idea further to the point where it was used as a prescription by many administrators. Management by objectives had become popular in many fields, apparently because it helped in establishing accountability. The method, very simply, demanded that the administrator and subordinate sit down together, decide what the goals of the subordinate will

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[22]George S. Ordiorne, _Personnel Administration by Objectives_ (Homewood, Ill.: Richard D. Irwin, Inc., 1971).

be, and establish time-related objectives to meet the goals. The system ideally established regular communication between the superior and the subordinate regarding progress toward the goals, and placed the responsibility for meeting the goals directly upon the subordinate. There was little leeway for equivocation regarding job responsibilities; all aspects of the subordinate's responsibilities were represented in the agreement drawn up between the two. At regular intervals the superior and the subordinate met to discuss progress and to change or modify either goals or objectives. Barriers to the goals were discussed, as well as methods of removing them. The subordinate's performance in this system was clearly specified and could make evaluation of employee performance quite objective. This system incorporated many of the aspects of participative administration advocated by Likert and Davis, but still allowed for production concerns. It also gave the administrator a guide for behavior in very specific terms, while Likert and Davis provided no such guide.

The theories discussed thus far were by no means all inclusive. While there were others which might be considered to have bearing on the research presented, those discussed were representative of personnel administration theories in business. Two sets of theories of motivation were discussed and were shown to be related

to the discussions of organizational climate, managerial philosophy, and leadership style which followed. Attempts to measure the organizational climate were presented, and the difficulties encountered in the various efforts were discussed. McGregor's concepts of Theory X and Theory Y were discussed in the area of managerial philosophy. Argyris' system of integrating individual and organizational needs, Herzberg's concepts of "satisfiers" and "dissatisfiers," and Blake and Mouton's managerial grid were also discussed. Likert's and Davis' classifications of leadership style were considered. Participation in management decisions was discussed, and Ordiorne's system of management by objectives was presented.

Administration in Rehabilitation Facilities

Discussions of management in rehabilitation facilities have generally taken one of two forms: a description of management of rehabilitation facilities based on environmental constraints; or a model based on the personal experience of one of the well-known administrators in the field or based on research in the field of business. In both types of discussion, emphasis was placed on the fact that rehabilitation facilities had special problems not encountered in the ordinary world of business. The problems were usually identified as: (1) rehabilitation facilities generally had two purposes

instead of one: the rehabilitation of individuals,
which was difficult to measure in objective, quantifiable
terms, and the production of goods, which was easy to
identify in objective, measureable terms; and (2) rehabil-
itation as a process emphasized the individual as the
important aspect of the work, which made a personnel
administration emphasis on procedure and uniformity of
performance difficult for practitioners to accept. Given
these two biases as generally accepted by most, if not
all, administrators and researchers in the field,
attention can be paid to the two different aspects of
research in rehabilitation.

Environmental Constraint Models

As noted above, the first form of discussion was
a description of rehabilitation organizations based on
sociological constraints. One of the best examples of
this is the research of John R. Kimberly. He studied the
changes in dominant values and levels of technological
development, conceptualized as environmental constraints,
and related them to differences in orientation and
structure in a sample of rehabilitation facilities.[23]
His thesis was that while workshops all engage in the

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[23]John R. Kimberly, "Environmental Constraints
and Organizational Structure: A Comparative Analysis of
Rehabilitation Organizations," Administrative Science
Quarterly, March, 1975, pp. 1-9.

dual activities of rehabilitation of handicapped citizens
and production of goods and services, there was a dif-
ference in emphasis depending on the date of establishment
of the individual organization. He hypothesized that
workshops established prior to and during World War II
would be more likely to be production oriented, and those
founded after World War II would be more likely to be
rehabilitation oriented. He surveyed 123 sheltered work-
shops located in New York, New Jersey, and Pennsylvania
and found that date of establishment was directly related
to the orientation of the workshop and to the amount of
operating income generated by production activities. He
indicated that those workshops founded after World War II
often had a much higher percentage of income from grants
and foundation monies than those founded prior to and
during World War II. His findings were directly related
to the emphasis on rehabilitating the returning veteran,
and to an increase in awareness of social responsibility
on a national scale as evidenced by the amount of
available government monies to organizations such as
the Rehabilitation Services Administration.

Kimberly's findings lent support to theories
about the relationship between social structure and
organizational structure and suggested the utility of
a general theoretical perspective which viewed organi-
zational structure as the product of a variety of

interacting constraints, both external and internal.
He speculated that because it was difficult for organi-
zations to depend on federal funding as an on-going
source of income, organizations tended to attempt to
reduce this environmental uncertainty by increasing the
amount of direct control the organization had over cer-
tain segments of the environment. One way in which
organizations attempted to do this was by increasing
their visibility to those who controlled the funding
source. One of the difficulties he pointed out in his
conclusion was that often organizations were unable to
develop alternative sources of funding, and consequently,
the mortality rate of rehabilitation facilities tended
to be very high.

Another proponent of this view was Albert F.
Wesson. He traced the advent of various social service
programs directly to the prevailing philosophies of
workshops and rehabilitation facilities.[24] In his view,
rehabilitation facilities and the populations served
were in direct proportion to the widening social phil-
osophy of the country as a whole, and maintained that,
in time, rehabilitation itself became a social movement.
He, too, related the maintenance of services and the

[24]Albert F. Wesson, "The Apparatus of Rehabili-
tation: An Organizational Analysis," in Sociology and
Rehabilitation, ed. Marvin B. Sussman (New York: American
Sociological Society, 1965), pp. 148-78.

modes of operation to differences in sources of funding, and maintained that those with a greater proportion of operating income stemming from federal and state funding sources were more likely to be rehabilitation oriented than those which depended on production as a basic source of income.

Financial and economic concerns were considered to be the most determining factors in the type of organizational structure the rehabilitation facility might adopt. While Kimberly and Wesson approached the problem from a sociological point of view, Isadore Salkind discussed the problem as it related directly to the day-to-day operation of the workshop and how it affected the administration of the rehabilitation facility.[25] Salkind maintained that despite the differing varieties of rehabilitation facilities (differing in the types of handicaps served and differing in philosophy and assumptions), there was a common denominator: "Paid work is the main activity of the workshop."[26] He identified the dual responsibility of the workshop: the rehabilitation of individuals and the production of goods and services and related this dual responsibility directly

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[25]Isadore Salkind, "Economic Problems of Workshops," in Rehabilitation in Community Mental Health, ed. Richard Lamb and Associates (San Francisco: Jossey-Bass, Inc., 1971), pp. 71-91.

[26]Ibid., p. 74.

to the administration of the facility, and showed how
these two responsibilities sometimes conflict with one
another. He cited as an example the problem universal
in rehabilitation facilities: several clients were
ready for placement, but the facility had a production
deadline which could not be met without the work of
those clients. The dual purposes of the facility were
diametrically opposed to one another, and the adminis-
trator was in the difficult position of having to make
a decision which would affect the operation of the
entire facility. He cited many such problems: the
work force of the facility being dependent upon the
facility's case-finding and thus much less predictable
than the ordinary business work force; the difficulty
a board of directors may have in defining policy because
of the dual nature of the rehabilitation process; the
difficulty of maintaining a steady flow of work in the
facility; and the problems engendered by trying to main-
tain work that will aid in the rehabilitation process
while still turning a profit or at least meeting the
cost of the program. Salkind moved directly from these
problems to one which was directly related to this study,
though it was not intended to be a part of the study:
the shortage of trained personnel to operate rehabili-
tation facilities. He maintained, as do most authors
addressing the problem, that facility administrators had
to be trained both in small business administration and

rehabilitation, and must be able to make the dual responsibilities of the facility complement one another instead of being diametrically opposed to one another.

Prescription Models

Another method of discussing rehabilitation facility management and administration was what the researcher termed the "prescription" method, in which the author prescribed a method or model of administrative practice based on personal experience or on a theory usually drawn from business. Those reviewed here were based on personal experience with some ideas drawn from the theories of management and leadership discussed earlier in this chapter. One aspect appeared to be clear. The discussions of administration reviewed here concentrate heavily on the participation of employees in the administrative process, adding credence to Ordiorne's theories that employees wanted to be included in decision-making.

One discussion, while it was not directed toward rehabilitation facilities but toward mental health services, was important here because it emphasized the fact that the product of mental health services (and of rehabilitation facilities) was not one which can be quantified objectively and the quality of the product

was very difficult to appraise.[27] Whittington discussed

the problems engendered by the fact that because people

were the product, and because in dealing with people,

counselors and other professionals were guided by the

conventions of confidentiality, accountability was often

difficult to assign and even more difficult to assess.

Another aspect of the difficulties in administering a

mental health facility (or a rehabilitation facility)

centered around the fact, mentioned earlier, that

because emphasis was placed on the development of the

individual in the therapeutic process, it was difficult

to impose organizational constraints and policies on

professionals within the organization. Nevertheless,

Whittington attempted to identify what makes a successful

mental health administrator by providing prescriptions

for a number of administrative tasks. He pointed out

that while the successful administrator had usually

won his spurs as a practitioner, he had to begin to

think as an administrator once he assumed an adminis-

trative position. Whittington emphasized communication

and clarification of roles and responsibilities. The

successful administrator, whether he operated out of a

participatory model or an authoritarian model, had to

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[27]H. G. Whittington, "People Make Programs: Per-
sonnel Management," in Administration of Mental Health
Services, ed. Saul Feldman (Springfield, Ill.: Charles
C. Thomas, Publishers, 1973), pp. 56-85.

communicate what was happening in the organization to

his subordinates and had to make a distinct effort

through extensive job descriptions, development of per-

formance objectives and the like, to clarify roles and

responsibilities not only to individuals, but to the

entire organization. Because of the independence that

mental health professionals often felt was inherent in

the nature of the work, Whittington also indicated that

mental health administrators ought to encourage staff to

make decisions wherever possible without reverting to

or checking with a higher authority. The corollary to

making decisions at whatever level, that of accounta-

bility, was not discussed. Whittington also discussed

evaluation of employee performance as a valuable tool

for rewarding effective performance and for punishing

undesirable behavior. He related evaluation of personnel

to retaining of individuals and indicated that adminis-

trators were often afraid of negative reaction among

personnel if someone was discharged, and thus did not

often take the necessary steps in this area. Throughout

his discussion, Whittington emphasized the importance

of communicating to staff members the personal values

of the administrator and advocated the establishment of

a professional camaraderie characterized by the use of

first names, openness to comments and criticism, and

staff participation in determining responsibility and

authority as the most effective method of achieving this goal. The interesting aspect of his recommendations was that being able to use the above prescription of administrative methods assumed that the administrator valued these things personally and that they were, indeed, his values. This would not always be the case, and instead of being a prescription for successful administration, was a description of the personality and value system of the successful administrator.

Marcus and Mundel, in a humorous article, expanded on some of the difficulties in administration identified by Whittington. Their contention was that there was a basic conflict between the ethics and values developed by formal mental health training and those needed for effective administrative functioning. They described the results of this conflict in diagnostic terms as the "Wishy-Washy Syndrome" in administrators and the "Prima Donna Complex" in practitioners.[28] The "Wishy-Washy Syndrome" was characterized by a denial of the fact that one was an employer and therefore a boss, and was directly related to the training one received as a therapist in which one learned that it was never good to have power over others. The "Prima Donna

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[28]Sander J. Marcus and Harvey P. Mundel, "The Wishy-Washy Syndrome and the Prima Donna Complex: Implications for Graduate Training," The Ontario Psychologist 8 (1976): 50-54.

Complex," on the other hand, consisted of a denial of

the fact that one was an employee, and therefore had a

boss, and was again directly related to the fact that

in one's training, one was taught that one only had to

answer to the founder of the school of therapy one prac-

ticed.[29] The implications for administrators who came

from the ranks of practitioners was that they had to

resolve the conflict described above and help their

subordinates resolve their conflicts before any kind

of successful administration was possible.

A more specific prescription for the successful

administration of rehabilitation facilities was given by

Olmstead.[30] He viewed the organization as a system,

composed of many subsystems, and believed that the

organization should be viewed as a whole in order for

the administrator to have a complete view of it. Thus,

he saw the administrator's major role as that of inte-

grator of the many subsystems that made up the total

organization. He provided a prescription of management

techniques which effectively integrated the system.

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[29]Ibid., pp. 50-51.

[30]Joseph A. Olmstead, "Organizational Factors in
the Performance of Social Welfare and Rehabilitation
Workers," in Working Papers No. 1 (Washington, D.C.:
National Study of Social Welfare and Rehabilitation
Workers, Work and Organizational Contexts, Department
of Health, Education, and Welfare, Social and Rehabili-
tation Services, May 1971), pp. 89-130.

Several important aspects of the prescription were:

formulating ground rules for working, developing, and

maintaining an effective communication system, promoting

high levels of motivation in employees and setting

standards of performance.

Olmstead was a firm believer in written policies

and procedures as the method of formulating ground rules

for working. Each individual had to know what the organi-

zation was supposed to accomplish, how his individual

duties related to the organization's objectives, and what

constituted the ground rules for performing his activities.

Written job descriptions, as specific as possible, were

one way to communicate the ground rules. Specific inter-

action with employees on a day-to-day basis was another

method offered. Organizational charts which delineated

specific areas of responsibility was another.

In developing an effective communication system,

Olmstead was committed to a formal method of organization.

He saw formal communication being established through

organizational charts and chains of authority. Regular

meetings with department heads were emphasized, as well

as regular meetings of departments, with minutes of

meetings available to all. Deviations from the accepted

methods of communication and from the formal lines of

communication could not be tolerated because they led

to loss of ideas and concepts. By controlling and

regulating relationships, an administrator could stabilize the communication system.

Motivation was defined by Olmstead as the willingness of individuals within the organization to cooperate and contribute their efforts to the work of the organization. His prescription for administrators faltered at this point, and he offered no direct methods for maintaining high motivation among employees. Rather he discussed the fact that almost everything in an organization had an effect upon motivation, and therefore every decision and action by an administrator was to be considered in light of its possible effects upon motivation of individuals.

In discussing setting standards of performance for employees, Olmstead again relied on specific job descriptions and setting performance objectives as the basis for evaluating employees. He specified that administrators were to make it clear to employees exactly what the expectations were and then evaluate performance solely on the basis of those expectations. Olmstead recognized that setting explicit standards would be difficult in some organizations and for some specific jobs, but specified that standards were to be established and were to be a matter of record within the organization.

A final prescription for administrators was given by Sanders.[31] He offered specific standards of administrative practice in all seven of the areas of administration on which this research was concentrated: setting standards of performance and evaluating performance of employees, conducting in-service training for employees, preparing employees for greater responsibility, establishing and maintaining communications, establishing a grievance procedure, and determining staffing needs.

In setting standards of job performance, Sanders relied heavily on the job description and on the orientation of the new employee to his job. He, too, was a firm believer that no area of responsibility should be left hazy in the mind of the employee and that the proper method to use to ensure absolute understanding was a specific job description and thorough discussion of the items contained in it. He provided examples of good and bad job descriptions and some tips on how to write them for the greatest understanding. Again, in evaluating employee performance, Sanders was quite specific about the use of the job description as a base for evaluating

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[31]Bert C. Sanders, "Personnel Administration in Rehabilitation Facilities," in Administrative Techniques of Rehabilitation Facility Operations, ed. John G. Cull and Richard E. Hardy (Springfield, Ill.: Charles C. Thomas, Publishers, 1974), pp. 15-43.

performance. He provided several examples of evaluation forms and specified evaluation at intervals of thirty, sixty, and ninety days for probationary employees and then annually thereafter.

In-service training was important to Sanders. He advocated a regular program of in-service training within the facility using both in-house expertise and outside consultants. In-service training was to be done at least once a month and was to concentrate on helping the individual employee learn his own particular job and on learning related jobs within the organization. Understanding the philosophy and operation of the organization was another important aspect of in-service training. As finances permit, in-service training was to be expanded to include attendance at workshops, conferences, and short-term training programs outside the facility.

Sanders stated emphatically that it should be policy and practice to promote from within but maintained that the promotion had to be earned. In his discussion of in-service training, it was clear that he believed, while he did not specifically state, that one of the purposes of in-service training was to prepare individuals for greater responsibility. Each individual was to be given the opportunity to apply for each position available and was to be provided with feedback

regarding the decision, including suggestions on how to
better prepare for the next opportunity.

While the issue of establishing and maintaining
communications linkups was not specifically addressed,
it was implied throughout Sander's discussion of admin-
istrative practices and procedures. The implications
were that communication should be as direct and as
immediate as possible. Employees had to know what was
going on in order to relate their jobs to the total
organization. Indeed, communication was the essence
of Sander's position on administrative practices and
procedures.

Sanders was specific on the issue of grievance
procedures and provided four steps to be followed. The
point he stressed was communication, both spoken and
written. The employee and the supervisor were to discuss
the problem face to face within twenty-four hours of
the incident. If the issue was not resolved at that
point, all further communication was to be in writing.
Sanders specified that the grievance must go right up
the line and specified time limits and methods of com-
munication to be used at each level. It was interesting
to note that there was no mention of board involvement
in this area, though Sanders discussed board involvement
in a number of other areas.

Planning for facility expansion was considered important by Sanders. He advocated employee involvement in planning and specified that a facility have a one-year, a three-year, and a five-year plan, which included projections of staffing needs and program expansion. Employee participation in planning was to be by committee appointment and was to be encouraged on both a formal and informal basis. One of the things he cautioned against was discouraging employees from contributing new ideas for programming by indicating lack of financial support for new programs. He felt that employees should be encouraged to write programs and that these should be filed and periodically reviewed to determine their feasibility in the near future because of changes in funding. Staffing needs were important in planning, and Sanders indicated an administrator should be constantly aware of the need for more staff or for helping existing staff acquire new skills to meet new needs.

In this section, two methods of describing administrative practice in rehabilitation facilities were reviewed. The studies done by Kimberly, Wesson, and Salkind were discussed as examples of the environmental constraint method of studying rehabilitation facility administration. Another method was termed the "prescription" method by the researcher, and the works of Whittington, Marcus and Mundel, and Olmstead

and Sanders were discussed as examples of this method of studying rehabilitation facility administration.

Accreditation Requirements

The three accrediting agencies introduced in Chapter I also prescribed methods of administrative practice for rehabilitation facility administrators. Examination of the three revealed a prescription which was very specific.[32] Each of the three accrediting agencies specified standards regarding each of the seven personnel administration areas identified by the Region V Survey.

The issue of evaluation of employee performance was addressed very specifically. Job descriptions were required by each and were to include all qualifications required, the position the person reported to, the duties involved, and the positions supervised. They were to be reviewed regularly, and the employee was to be a part of the review. All employees were to be appointed for a probationary period, and it was suggested that the employee be evaluated more than once during the probationary period. All employees were to be evaluated regularly, and the result was to be discussed with the employee and entered in the employee's personnel file.

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[32]The three sets of standards are those specified by IDVR, the Joint Commissions, and CARF, and are found in the standards manuals of each organization identified in Chapter I.

Job descriptions were suggested as a base for setting standards for employee performance. Use of personnel policies and performance descriptions was also suggested. Standards were to be specific, written, and the employee was to be involved in setting the standards. The point was that standards for employee performance were important enough to warrant considerable time on the part of the administrator and the employee to ensure that they were mutually agreed upon.

In-service training was an important area judging by the length of the standards. Facilities were required to have a specific plan for in-service training, and it was recommended that staff have input in establishing a plan. The plan was to reflect programmatic standards, include opportunities for educational leave, provide orientation for new employees, help employees reach desired standards of performance, provide opportunities for lateral or upward movement, specify regular meeting times, and include attendance at workshops and conferences. One of the important aspects of in-service training was an assessment component. The in-service training program was to provide some mechanism for assessing the needs of employees so that these could be reflected in the plan.

Closely related to in-service training was the problem of preparing employees for greater responsibility.

The standards specified that there should be a plan for training and viewed the entire area as extremely important. Plans to help employees prepare for upward or lateral mobility were to be included in the in-service training program. Staff were to have ready access to professional reference material. "Grooming" employees for responsibility at higher levels was suggested, as well as providing employees with incentives for continuing their education. Present staff were to be encouraged to apply for positions that became available.

Communications with employees was addressed primarily as a formal issue. Meetings were specified, notes were to be taken and made available to all staff members. Formal communications were acknowledged to take place, but there was little or no mention of how to deal with the informal communication that would occur in every organization. Nor were there any suggestions or mandates on how to establish a good communication system with employees. In another sense, however, communication was the essence of all the standards mentioned up to this point. Communication was specified in all the areas, especially in those areas dealing with evaluation of employee performance and in setting standards for employee performance.

In the area of grievance procedures and determining staffing needs, the standards provided only that

plans be written and reviewed regularly. They were to be
available to all employees and employees were to be
aware of what was contained in each plan. It was spe-
cified that staff were to have some input in the writing
of each plan and that the staff were to be involved in
the regular review.

Summary

In this chapter, literature relating to the
research project was reviewed. Research and literature
in business was reviewed to provide a basis for the
later discussion of literature in the field of rehabili-
tation. Basic theories of organizations, administration,
and leadership in the field of business were reviewed
and summarized. Specifically, theories of organizational
climate, managerial philosophy, and leadership style were
discussed and their relationship to methods of adminis-
tration were clarified. Finally, literature in the field
of rehabilitation was discussed, and two types of
literature were explored: that which dealt with
rehabilitation organizations in terms of the environ-
mental constraints placed on them and the literature
which described how rehabilitation facilities should be
administered by prescribing specific methods of adminis-
tration. Finally, the accrediting agencies' standards
for administration in rehabilitation facilities were
reviewed and discussed.

The literature which was discussed in this chapter advocated the participatory method of administration. This focus was also reflected in the standards of the accrediting agencies. Staff participation in many of the planning phases of administration was stressed in each of the accrediting agency manuals.

CHAPTER III

METHODOLOGY

The purpose of this study was to identify the

methods of personnel administration presently employed

by rehabilitation facility administrators in dealing with

the seven personnel administration problem areas identi-

fied by the Region V Management Needs Survey performed

by the Rehabilitation Services Administration in 1975,

and to identify specific problems within each of the

problem areas. The Management Needs Survey identified

training needs perceived by rehabilitation facility

administrators, but within that broad category, did not

specify what methods of administration were presently

being used nor did it identify what aspects of each

broad area presented problems for administrators.

The Population and Sample

The population was composed of all the rehabili-

tation facilities in the state of Illinois which were

accredited and rated by the Illinois Division of

Vocational Rehabilitation (IDVR), as of September 1, 1976.

A complete listing of these facilities was obtained from
the Macomb, Illinois branch of IDVR. There were a total
of eighty-nine facilities, varying in size of client
population, size of staff, and in their relationship
(if any) to a parent organization. A group of forty-
eight facilities was selected from among the eighty-nine
facilities on the basis of information received from
their responses to a questionnaire which was sent to
them. The sample of sixteen facilities is described in
a subsequent section.

Instrumentation

A questionnaire was sent to the administrator of
each of the eighty-nine facilities which comprised the
population. (A copy of the questionnaire is included in
Appendix A, along with a copy of the letter which accom-
panied it.) At the time the questionnaire was sent, each
facility was assigned a number to ensure anonymity for
the facility. The questionnaire asked for information
regarding the size of the client population served and
if the facility specialized in any particular type of
handicap. The number of employees who carried on pro-
fessional activities was queried, and the number of
employees who were full and part time. Information
was also sought regarding whether or not the facility
had a parent organization and if they shared a governing
board with the parent organization. The facility

administrators were asked to indicate whether their
facilities were private, nonprofit; private, for profit;
or governmental, and if they would permit the researcher
to visit the facility to interview the staff who performed
administrative tasks. The results of the questionnaire
were used in selecting the sample to be studied.

The questionnaire was developed by the researcher
in consultation with Dr. Walter F. Johnson. The variables
chosen were: size of facility; number of staff performing
professional activities on a full-time basis; specialty
in serving a particular handicap; having a parent organi-
zation and sharing a governing board with the parent;
being private, nonprofit, private, for profit, or govern-
mental; and if they would permit the researcher to inter-
view staff members; were agreed upon as those which would
provide the researcher with data on which to choose a
representative sample from the population.

The questionnaire was mailed on November 1, 1976,
to all eighty-nine IDVR rated facilities in Illinois
with a cover letter detailing the project and asking
for cooperation. (A sample of the letter and question-
naire is included in Appendix A.) On January 6, 1977,
a follow-up letter and another copy of the questionnaire
were mailed to those who had not yet returned the
questionnaire. (A copy of the follow-up letter is also

included in Appendix A.) A deadline date of March 1,
1977, was established, beyond which returns would not
be considered.

Returns on the Questionnaire

As of March 1, 1977, a total of sixty-one ques-
tionnaires had been returned. This return constituted
a 70 percent response for the total population of eighty-
nine facilities. Of the sixty-one which were returned,
forty-eight (78 percent of those returned) administrators
indicated that the researcher could interview staff mem-
bers if the facility were chosen, seven (11 percent of
those returned) indicated they did not wish to partici-
pate, three (5 percent of those returned) were undecided
regarding participation in the study, and three (5 percent
of those returned) were no longer functioning as rehabil-
itation facilities. Questionnaires (ten) returned after
March 1, 1977, were not included for consideration. A
review of these late responses indicated that the sample
which had been selected would not have been materially
different had they been included.

Selecting the Sample

The forty-eight questionnaires which were
returned by facility administrators and which indicated
that the researcher could interview staff were used as
the base for selecting the sample. There appeared to

be no identifiable variable which determined why the
facility administrator agreed to a visit. The question-
naires from those facilities whose administrators refused
a visit or were uncertain regarding a visit showed that
those facilities were representative as to size of
facility, number of staff, relationship to a parent
organization, and so on.

A review of the returned questionnaires showed
the important variables to be the number of clients
served, the number of full-time staff carrying on pro-
fessional activities, whether or not the facility had
a parent organization and whether or not the facility
shared a board with the parent organization. Only one
facility specialized in one particular handicap; the
remaining served a variety of handicaps. Only six
facilities had part-time professional staff, only four
used professional staff on an outside contract basis,
and only three used volunteers in a professional
capacity. All but one facility was private, nonprofit,
and all but eight facilities offered the programs indi-
cated.

It was thus possible to choose sixteen facilities
from the forty-eight which indicated the researcher
could interview staff on the basis of three variables:
number of clients served, number of staff carrying on
professional activities and the relationship (if any)

to a parent organization. Since these variables were shown to be the ones on which the facilities differed, it was important to be certain that the sample adequately represented each variable. Frequency tables were established for each variable, showing how many of the forty-eight facilities represented the gradations in each variable. Percentages were then computed showing what percentage of the forty-eight each gradation represented. Based on these percentages, it was then possible to choose the facilities to be included in the sample. Tables 1, 2, and 3 indicate how this was done.

TABLE 1

SIZE OF FACILITY

Size	Number of Facilities	% of 48	Estimated Sample Size if N = 16	
0-50	11	22.91	3.66	(4)
51-100	13	27.08	4.3	(4)
101-150	9	18.75	3.0	(3)
151-200	7	14.58	2.33	(2)
201 or more	8	18.75	3.0	(3)

NOTE: Estimated sample size refers to the number of facilities which would have to meet the size requirements assuming that sixteen facilities would be visited.
Size refers to the size of the client population served.
The numbers in parentheses to the right of the estimated sample size represent the nearest whole number.

TABLE 2

NUMBER OF STAFF

Number of Staff	Number of Facilities	% of 48	Estimated Sample Size Assuming N = 16	
0-5	2	4.16	.66	(1)
6-10	15	31.25	5.0	(5)
11-20	15	31.25	5.0	(5)
21-30	8	16.66	2.6	(2)
31-40	5	10.41	1.66	(2)
41 or more	3	6.25	1.0	(1)

NOTE: Number of staff refers to the number of full-time staff performing professional activities.

Estimated sample size refers to the number of facilities which would have to meet the number of staff requirements assuming that sixteen facilities would be visited.

The number in parentheses to the right of the estimated sample size represents the nearest whole number.

TABLE 3

RELATIONSHIP TO PARENT ORGANIZATION

Parent Organization	Number of Facilities	% of 48	Estimated Sample Size if N = 16	
Have parent, share	20	41.66	6.66	(7)
Have parent, do not share	11	22.91	3.66	(4)
No parent	17	34.41	5.50	(5)

NOTE: Parent organization refers to the relationship (if any) to the parent organization.

Estimated sample size refers to the number of facilities which would have to meet the parent organization requirements, assuming that sixteen facilities would be visited.

The number in parentheses to the right of the estimated sample size represents the nearest whole number.

The questionnaires from the forty-eight facility administrators who indicated they would participate were sorted according to number of clients served (designated "size" in Table 1). Of the forty-eight facilities, eleven served between 0 and 50 clients, thirteen served between 51 and 100 clients, and so on, as can be seen in the table. A sample of sixteen, or one-third of the forty-eight facilities which agreed to participate, was postulated. Percentages were then computed to determine what percentage of the sample of sixteen would represent the size requirements. For example, by reviewing Table 1, it can be seen that eleven facilities of the forty-eight had a client population of fifty or fewer clients. These eleven facilities comprised 22.91 percent of the forty-eight facilities. Thus, 22.91 percent of the sixteen sample facilities, or 3.66 facilities, had to meet this particular size requirement for the sample to be representative of the forty-eight. The same procedure was followed to determine the number of staff requirements and to determine the parent organization relationship requirements. It was determined that the sixteen facilities chosen for the sample had to be representative in number of clients served (size), number of staff carrying on professional activities on a full-time basis (number of staff), and in relationship (if any) to a

parent organization (have parent, share; have parent, do not share; no parent).

Tables 4, 5, and 6 reveal the facilities (designated by code number to assure anonymity) which were chosen and which of the requirements each met. For example, by examining the three tables, it can be seen that facility 41 served between 101 and 150 clients, had between 21 and 30 full-time staff carrying on professional activities, and had no parent organization.

TABLE 4

FACILITIES MEETING SIZE REQUIREMENTS

Size	Facilities (by code) Which Meet the Requirements	Number
0-50	99, 77, 69, 61	4
51-100	126, 96, 68, 39	4
101-150	41, 31, 70	3
151-200	87, 122	2
201 or more	103, 101, 97	3
		16

NOTE: This table shows the code numbers (assigned by the researcher to assure anonymity for the facilities) of those facilities which meet the size requirements designated by the far left column. The far right column shows the number of facilities which must meet the size requirements assuming that N = 16. These figures were determined in Table 1.

TABLE 5

FACILITIES MEETING NUMBER OF STAFF REQUIREMENTS

Number of Staff	Facilities (by code) Which Meet the Requirements	Number
0-5	61	1
6-10	99, 77, 69, 39	4
11-20	126, 96, 68, 70	4
21-30	41, 31, 87	3
31-40	122, 97	2
41 or more	103, 101	2
		16

NOTE: This table shows the code numbers (assigned by the researcher to assure anonymity for the facilities) of those facilities which meet the number of staff requirements designated by the far left column. The far right column shows the number of facilities which meet those number of staff requirements assuming that N = 16. A comparison between Table 5 and Table 2 will show the discrepancies which are fully explained in the text.

TABLE 6

FACILITIES MEETING RELATIONSHIP TO PARENT
ORGANIZATION REQUIREMENTS

Parent Organization	Facilities (by code) Which Meet the Requirements	Number
Have parent, share	99, 61, 126, 68 31, 70, 122, 69	8
Have parent, do not share	96, 103, 101	3
No parent	77, 39, 41, 87, 97	5
		16

NOTE: This table shows the code numbers (assigned by the researcher to assure anonymity for the facilities) of those facilities which meet the parent organization requirements designated by the far left column. The far right column shows the number of facilities which meet the parent organization requirements assuming that N = 16. A comparison between Table 6 and Table 3 will show the discrepancies which are fully explained in the text.

Tables 7, 8, and 9 reveal the number of facilities which should have been chosen according to the percentages explained previously and the number of facilities which were actually selected. There were discrepancies between the number of facilities which should have been selected and the number actually selected. The discrepancies occurred because it was discovered that once one set of criteria had been met, it was difficult to match the other two. In several cases, it came to a point where a facility of 201 or more clients had to have a staff numbering between eleven and twenty and have no parent organization, and so on. A perfect match was simply not possible in all cases. Because of these discrepancies, a t-test for related measures was performed for the two variables where a perfect match was not possible: number of staff and relationship (if any) to a parent organization. The t-test for related measures was performed to assure that the differences based on the percentages and the number of facilities selected did not affect the representativeness of the sample. There was no significance even at the .50 level for either of the variables.

TABLE 7

NUMBER OF FACILITIES CHOSEN MEETING SIZE REQUIREMENTS
BASED ON PERCENTAGE OF POPULATION

Size	Number Based on %	Number Chosen
1-50	4	4
51-100	4	4
101-150	3	3
151-200	2	2
102 or more	3	3

NOTE: This table shows the number of facilities in each size range which should be chosen assuming N = 16 and the number which were actually chosen in those size ranges.

TABLE 8

NUMBER OF FACILITIES CHOSEN MEETING NUMBER OF STAFF
REQUIREMENTS BASED ON PERCENTAGE OF POPULATION

Number of Staff	Number Based on %	Number Chosen
0-5	1	1
6-10	5	4
11-20	5	4
21-30	2	3
31-40	2	2
41 or more	1	2

NOTE: This table shows the number of facilities which should be chosen according to the number of full-time staff who perform professional activities assuming N = 16, and the number which were actually chosen. A t-test for related measures showed no significance at the .50 level. Therefore, the differences between the number based on % and the number chosen did not affect the representativeness of the sample.

TABLE 9

NUMBER OF FACILITIES CHOSEN MEETING RELATIONSHIP TO PARENT
ORGANIZATION BASED ON PERCENTAGE OF POPULATION

Parent Organization	Number Based on %	Number Chosen
Have parent, share	7	8
Have parent, don't share	4	3
No parent	5	5

NOTE: This table shows the number of facilities which should be chosen on the basis of their relationship to a parent organization assuming N = 16, and the number actually chosen in these categories. A t-test for related measures showed no significance at the .50 level. Therefore, the differences between the number based on % and the number chosen did not affect the representativeness of the sample.

Table 10 shows each facility (designated by code number) which was selected, the number of clients actually served, the number of full-time staff who performed professional activities, and the relationship (if any) to a parent organization.

The sixteen facilities were selected on the basis of number of clients served (size), the number of staff performing professional activities (number of staff), and relationship (if any) to a parent organization. The facilities which were selected were shown to be representative of the forty-eight which indicated that the researcher could visit. It was also shown that the thirteen facilities whose administrators did not choose

TABLE 10

FACILITIES CHOSEN: SIZE, NUMBER OF STAFF, AND
RELATIONSHIP TO PARENT ORGANIZATION

Facility Code	Size	Staff	Have Parent, Share	Have Parent, Don't Share	No Parent
31	120	23	x		
39	61	7			x
41	150	22			x
61	50	5	x		
68	55	12	x		
69	40	9	x		
70	130	14	x		
77	50	7			x
87	180	25			x
96	90	13		x	
97	230	38			x
99	50	10	x		
101	400	54		x	
103	500	100		x	
122	198	37	x		
126	80	14	x		

NOTE: This table shows, by facility code number, the actual number of clients served (size), the number of staff carrying on professional activities (staff), and the relationship, if any, to a parent organization, for each of the facilities chosen to be a part of the sample.

to participate did not differ in any of the variables from those whose administrators did choose to participate, indicating that the sample is representative of the population. Once the facilities were selected, arrangements were made to visit each of the sixteen facilities and to interview staff members who had supervisory responsibility.

Interviews

The basis for the interview, as stated in Chapter I, was the three standards guides published by the three accrediting agencies: Commission on Accreditation of Rehabilitation Facilities (CARF), publishers of Standards Manual for Rehabilitation Facilities; Joint Commission on Accreditation of Hospitals, publishers of Standards for Community Agencies Serving Persons with Mental Retardation and Other Developmental Disabilities; and Illinois Division of Vocational Rehabilitation, publishers of A Criteria for the Classification of Programs and Services in Rehabilitation Facilities. Each standards guide was reviewed and all standards pertaining to each of the seven personnel administration issues were listed. The standards listed were then incorporated into the structured interview format by listing each standard as a question in the appropriate area and including all the qualifiers the standards listed. (A copy of the interview format

is included in Appendix B, as well as a complete listing
of standards used to formulate it.)

Telephone calls were made to each facility admin-
istrator and arrangements were made to visit the facility.
Follow-up letters were mailed after the call, confirming
the appointment date and time. A copy of the original
letter explaining the project and a copy of the interview
format were included. It was left to the facility admin-
istrator's discretion whether or not to include other
staff in the interviews. In seven of the visits, the
researcher talked only with the administrator; in nine
of the interviews, the researcher talked with other mem-
bers of the staff as well. In only one of the visits
was there a suggestion that talking with other staff
would not be appropriate; in all other visits the
researcher did not talk with other staff because of
problems in scheduling.

Two trial runs of the interview were performed
prior to interviewing the first of the facility adminis-
trators. In both cases, the trials were done in facili-
ties with which the researcher was familiar. The trials
were performed so that any problems in the interview
format could be identified and corrected prior to con-
ducting the interviews with the sixteen sample facility
administrators. The trial interviews were not included
in the study.

Taping the interview was discussed with each administrator on the phone and was reiterated in the follow-up letter. There was no objection to this procedure by any of the administrators. The interview took place in the office of the administrator or in the offices of other staff members who also had supervisory responsibility. There was only one occasion when there was a group interview; the remaining interviews were conducted one-on-one.

The interview format provided structure only; it was not held to absolutely. It provided a starting point for discussion of each of the topics and the discussion was allowed to flow unobstructed as long as the general topic was being discussed and the questions were being answered. Several deviations were followed after the first three interviews. The researcher found that it was much easier to conduct the interview if the formal organizational structure of the facility was known. One of the first things that was requested during the interview was an organizational chart. This made the relationships between and among staff members easy to understand and showed which staff members had administrative responsibility. The chart also provided for each in communication in that both the researcher and the administrator were able to use the same job titles in describing the procedures used in a number of

administrative areas. Second, it became clear that it was easier to discuss the first two areas, evaluating employee performance and setting standards for employee performance, in reverse order. If one started with evaluation of employee performance, one was soon discussing setting standards for employee performance. Reversing the order of the two areas simply made more sense. Third, the issue of in-service or on-the-job training and preparing employees for greater responsibility were seen by most of the interviewees as being closely related and were often discussed as two aspects of the same issue. These deviations did not mean major departures from the procedure originally established; rather they seemed to enhance the discussion which took place.

The interviews generally took between two and three hours, depending somewhat on the director's schedule, but primarily depending on how much discussion was generated by the topics. It became very clear that if administration was not a primary concern of the director, very little discussion could be generated beyond "This is what we do . . ." Each interview was taped, using sixty or ninety-minute cassettes and a portable cassette recorder. After each interview, the

researcher made quick notes of impressions, important points, and particular aspects of each interview which were noteworthy.

Analyzing the Data

After each interview, the researcher listened to the tapes with a copy of the interview format as a guide. As answers to the questions on the interview format were given, they were transcribed on the appropriate page of the interview format. Two judges were asked to partici- pate in the study at this point. Mr. James H. Starnes, Director of the McDonough County Rehabilitation Center in Macomb, Illinois, and Mr. Ben C. White, Executive Director of the Community Mental Health Center of McDonough and Fulton Counties, also in Macomb, Illinois, were each supplied with tapes of the first four inter- views and asked to listen to the tapes and write the administrator's answers to the questions on the interview format. They were instructed to write the answers ver- batim and to include all qualifying statements regarding the question or issue. The researcher collected the copies of the interview formats which were used by the judges, and a meeting of the researcher and the two judges was held. Answers were compared and the judges determined that their answers and those of the researcher were the same and instructed the researcher to proceed with this phase of the study independently.

The researcher then listened to the remainder of the tapes and recorded the answers. The data were then collated according to the specific questions asked and the answers given. The judges were again asked to assist in this procedure. In some cases, the answers were simple "yes" or "no" answers, easily identifiable and easily categorized. In other cases, the answers were quite different and categories were difficult to determine. The judges were asked to determine how answers were to be categorized. The answers which went beyond a simple "yes" or "no" were submitted to the judges for final approval on the categorization. In some cases, the answers given by the interviewees could not be categorized, so each different answer was listed separately. Due to this fact, some of the tables show many answers to the same question. The data were then put into table form, and the percentage that each answer represented of the total sample was computed.

The data have been presented in Chapter IV. Tables have been presented and discussed in the text of the chapter. Obvious trends have been noted and relationships between the three variables (size, number of staff, and relationship [if any] to a parent organization) and the responses to the questions have been discussed.

CHAPTER IV

ANALYSIS OF RESULTS

The purpose of this study was to identify the
methods of personnel administration presently used by
rehabilitation facility administrators in dealing with
the seven personnel administration areas identified by
the Region V Survey and to identify specific problems
within each area. Each of the areas has been dealt with
separately, and the methods used in each have been
described as they were described by the facility admin-
istrators during the interviews held between the
researcher and the administrators. Trends in methods
of administration employed by administrators have been
noted. The data have been presented in Appendix C.
It was felt that the text could be easily read if the
data were presented in this fashion. Each question
asked of the administrators has been numbered and has
been referred to by number in the text. All questions
presented in Appendix C have been discussed in the text
of this chapter.

Concern 1:   How To Set Standards for
Employee Performance

Six administrators (37.5%) (Question 1) indicated
that they used job descriptions as well as verbal cues
from supervisors to set standards for employees. Two
(12.5%) indicated that they used the job description
only, and two (12.5%) indicated that the program set
the standards. The last two were very emphatic about
this point, indicating they could see no other way to
set standards for employee performance: either tasks
were performed or they were not. Both the facilities
had thirty-eight staff members and served approximately
two hundred clients. Neither of the facilities relied
heavily on financial support from federal or state fund-
ing agencies. Two administrators (12.5%) used "setting
objectives" as a technique; one setting weekly objectives
and the other setting yearly objectives. Only one (6.25%)
administrator indicated that there was no attempt to set
standards for staff performance and indicated that the
work was so variable that setting specific standards of
performance was almost impossible. It was clear that
methods of setting standards varied from facility to
facility and that there was no method that a majority of
administrators employed.

In seven (43.75%) of the facilities, the super-
visor and the employee jointly set the standards by
which the employee operated (Question 2). In four (25%)

of the cases the supervisor set the standards for the employee. In thirteen of the facilities, the supervisor was involved in setting the standards for the employees, a clear majority of 81.25 percent.

Ten of the sixteen administrators (62.5%) (Question 3) indicated that they felt their standards were specific as to qualifications, supervisors, duties, and positions supervised. Five (31.25%) indicated that they were not specific, but only two said that they felt this presented them with problems.

In eight (50%) of the facilities (Question 4), standards were written, while in five (31.25%) the job descriptions were written, but the verbal cues given to the staff were not. There were three (18.75%) administrators who indicated that the standards were entirely verbal.

Nine (56.25%) of the administrators (Question 5) informed their staff members of the standards while five (31.25%) indicated that the employee was both informed and a party to setting standards. Three of the five indicated that they saw no other way to set standards; if the employee was not a part of the process, there would be no personal investment in the standards of performance that were established. Two (12.5%) indicated this was left entirely up to the supervisor, but that usually the employee was both informed and a party to setting standards.

When asked to identify the problems they had
with setting standards for employee performance, adminis-
trators tended to perceive more than one problem area.
Four (25%) (Question 6) indicated that their employees
were young and inexperienced and that this made setting
standards difficult. Their four facilities all served
fewer than one hundred clients and had ten or fewer staff
members. They were also fairly new facilities, having
been established within the last three years, and the
administrators reported that they had had a fairly high
turnover in staff. The administrators felt that setting
standards would become easier as the staff gained exper-
ience and became more involved in their jobs. Four (25%)
indicated that attitudinal standards (attitudes about
rehabilitation, clients, supervisors, and work in
general) were hard to convey to new staff members. Four
(25%) indicated that staff members tended to resist set-
ting objectives, either written or oral, although two
of them reported success in convincing the staff that
this was necessary. Four (25%) indicated that it was
difficult for them to set objective standards of quality
of performance for their staffs, and they found it very
difficult to document this kind of a problem. Two
(12.5%) said their job descriptions tended to be vague,
and this made setting standards difficult; and two
(12.5%) said that supervisory personnel found it

difficult to be objective and honest in setting standards for employees. One (6.25%) felt that setting standards tended to kill creativity, and one (6.25%) found no problems in this area (this was the administrator who did not set standards).

One administrator stated that he felt that specifying the percentage of time an employee spent in each area helped in setting standards or at least in setting priorities for staff members. One saw the entire process as a constant dialogue between the staff member and the supervisor and indicated that it improved communication with employees. In one facility, several of the staff were directly responsible to people outside the facility and this made setting standards of performance a joint effort between the supervisor in the facility and the supervisor outside the facility.

A few trends were evident in this section, as can be seen in the text. More administrators used job descriptions and verbal cues from supervisors to set standards than any other method, but there was no clear majority employing any method or combination of methods. The supervisor was involved in setting standards in thirteen of the facilities, but the employee was only involved in setting standards for himself in seven. Standards tended to be specific as to qualifications, supervisor, duties, and positions supervised. Standards

tended to be written, and employees were informed of
the standards in all facilities which set standards for
employee performance.

Concern 2: How To Evaluate
Employee Performance

In fourteen (87.5%) of the facilities, employees
were hired for a probationary period of time (Question 7).
Eight administrators (50%) reported a probationary period
of three months for all employees, five (31.25%) reported
a period of six months for all employees, and one (6.25%)
varied the probationary period depending on the level of
the position. Only two (12.5%) of the administrators
indicated that there was no formal probationary period
for new employees. All fourteen administrators of
facilities which had probationary periods indicated that
an employee could be released at any time during the
probationary period.

Nine (56.25%) of the administrators indicated
that employees received feedback only as problems arose
on the job (Question 8). This included the two facili-
ties whose administrators indicated that they did not
have formal probationary periods for employees. Three
(18.75%) of the administrators indicated that the
probationary employees received no feedback, while four
(25%) indicated that periodic feedback was given to pro-
bationary employees. The time frame ranged from once

each week of the probationary period to a minimum of
two times during a three-month probationary period. The
very regular feedback sessions (once a week and once
every two weeks) had come about on both facilities
because of recent specific problems the administrators
had had with new employees. After review of the problem,
administrators decided to hold regular review sessions
with all new employees to establish communication channels
and to alleviate problems before they became problems
which could have led to the employee's release. The nine
who indicated that feedback was given only as problems
arose had not had difficulties with probationary employees
and felt that feedback was necessary only when there were
problems. The three who indicated that no feedback was
given indicated that there had not been a need for feed-
back to this point. One indicated that he thought it
was because his facility was well funded, enjoyed a good
reputation in the state, and thus could attract high
quality applicants who would not need a lot of feedback
during a probationary period.

Five (31.25%) of the facility administrators
indicated that they would and had in the past considered
extending the probationary period for employees if it
appeared that the employee could learn to do the job
satisfactorily (Question 9). Eleven of the adminis-
trators (68.75%) felt that they would rather release

the employee rather than extend the probationary period. The eleven included two who indicated that there was no probationary period. The five who indicated they would extend the probationary period felt that they could work as well with a known individual and would rather try to iron out difficulties than take a chance on a new employee.

Thirteen administrators (81.25%) reported that employees were evaluated regularly (Question 10). Twelve (75%) evaluated on a yearly basis, either on the anniversary date of the employee or at the end of the fiscal year. One (6.25%) administrator evaluated every six months. One (6.25%) indicated that an informal evaluation was done and indicated that this formed an on-going dialogue with employees regarding their work. Two (12.5%) administrators indicated that employees were evaluated only as necessary; "necessary" in both cases meant that there were problems with an employee. These both indicated that they saw no point in a formal piece of paper being prepared on employees every year and felt that it served the needs of the administrator rather than the needs of the employee or clients. The administrator who evaluated employees every six months was establishing a new procedure where employees would be evaluated twice a year and in which the evaluation would be directly tied to salary increases. He was involved

with a facility of fewer than fifty clients and fewer
than ten full-time staff and felt that this could be
done until the facility grew to the point where the
system was no longer workable.

In twelve (75%) of the facilities, the evalu-
ations were reviewed with the employee, and in one (6.25%)
they were not (Question 11). All twelve of the adminis-
trators who reviewed evaluations with employees felt that
this was an excellent way to improve communications with
employees and felt that it was important in giving feed-
back. Five indicated specifically that they felt this
was a good way to ascertain both client and staff needs
and a good time to let an employee know what new programs
might be necessary in the future. It was also a good
time to suggest further training for employees and to
negotiate for salary increases.

In fifteen (93.75%) facilities the evaluations
were placed in the employee's personnel record
(Question 12). Only one administrator said that no
evaluations were done, and, therefore, nothing was
placed in the employee's file. All fifteen indicated
that it was part of the facility's policy to have a
personnel file on all employees and that the evaluations
were a necessary part of the record-keeping system.

One problem which appeared to be widespread
among facilities was that employees in supervisory

positions did not like to evaluate and sometimes tend
to evaluate poorly. Six (37.5%) administrators indicated
this was a problem for them (Question 13). All six
were from facilities of more than one hundred clients
and had staffs numbering from fifteen to thirty-eight.
This appeared to be a problem for administrators of large
facilities. The five (31.25%) administrators who indi-
cated that they had no problems in this area were from
facilities of fewer than seventy-five clients and had
staffs of twelve or less. In all but one case, the
administrator was the only person evaluating employees,
while in the one case, the administrator and one other
staff member did the evaluations. In this case, the two
had been working together closely for some time and gen-
erally agreed with one another. Three (18.75%) adminis-
trators indicated that nothing seemed to happen when
someone received a poor evaluation, and all were in the
same group which indicated that they had difficulty with
staff who were supposed to evaluate employees. These
two problems seemed to go hand in hand. Two of the
administrators (12.5%) who had difficulty with staff
members evaluating others said that the evaluations
were not always objective and that this caused them
problems. Another (6.25%) indicated that supervisors
were not always aware of the consequences of evaluations
and that particularly when someone got an inflated

evaluation, both the employee and the program suffered. Several staff members of one facility indicated that there was resentment when the Director evaluated employees with input from one or two key staff people. They felt strongly that either the Director ought to evaluate by himself or that the two key staff people ought to evaluate publicly. One (6.25%) administrator indicated that supervisors tended to give uniform evaluations to all employees performing the same job; that there was no attempt made to differentiate between a good job, a mediocre job, and a poor job.

It appears clear that in facilities where only the Director evaluated there were few problems. This appeared to happen only in facilities of fewer than seventy-five clients and with a staff numbering fewer than ten members. In larger facilities, where more than one staff member evaluated, there were a variety of problems, with the most prevalent problem appearing to be supervisors' lack of experience and/or training in performing this administrative task. A number of administrators lamented the fact that while the employees who were in supervisory positions were highly trained in their areas of expertise, they had not been trained in any administrative duties that would be a part of a high level position.

Thirteen of the administrators (81.25%) (Question 14) indicated that evaluations were used for feedback to the employee, to set goals for the future, for salary negotiations, or for some combination of the three. Three (18.75%) indicated that they were not specifically used except as a tool to deal with immediate problems with individual staff members.

There was no form used by a majority of administrators in evaluating staff (Question 15). Four (25%) used a check-list form, three (18.75%) a number rating system, two (12.5%) a number rating system with point totals, two (12.5%) used a written narrative with no specific form, and so on, as can be seen in Appendix C. Only one administrator (6.25%) indicated that he was unsatisfied with the form that was used and said he was looking for another form. Two had recently revised their form and were satisfied with the revisions; one had adopted a check-list form and one had devised a number rating system. It was clear that the check-list form or number rating system was preferred over a more complicated form involving a narrative portion or a point total form.

Seven administrators (43.75%) were satisfied with the way evaluations were being used, while six (37.5%) indicated that they wished to tie evaluations to setting goals and objectives for the following year

and for salary negotiations or merit raises (Question 17).
It was clear that a majority of administrators felt that
for evaluations to be useful to them, they had to be
allied with these two areas. Four administrators felt
that it would be impossible to do this in the near future,
however, because the financial situation was such that
few if any salary increases beyond a cost of living could
be given.

All sixteen (100%) facility administrators indi-
cated that they had job descriptions (Question 18) and
thirteen (81.25%) said that their job descriptions were
reviewed (Question 19). Seven (43.75%) reviewed the job
descriptions yearly, five (31.25%) reviewed them as
needed, and one (6.25%) every six months (Question 20).
The six-month job description review was in conjunction
with the evaluation each six months. Eight (50%) admin-
istrators indicated that the employee was involved in
the review to some extent, while two (12.5%) adminis-
trators reviewed the descriptions themselves or had the
immediate supervisors do the review (Question 21). In
two facilities (12.5%) the review was performed by the
main office of the organization, and in one facility
(6.25%) the review was done by a committee.

Again, it was clear that job descriptions were
universal and that a review at some time was practiced
by a majority of facilities, with the employee being

involved in the review at some point in the process.
All eight administrators who indicated that the employee
was involved in the review said that they felt it was
extremely important for the employee to be involved
because he was most familiar with the requirements of the
job and could be most helpful in pointing out areas which
were neglected. It was also helpful in making the
employee feel more a part of the organization and that
he had some control over his own job.

Concern 3: How To Conduct On-the-Job Training

All sixteen (100%) of the facility administrators
indicated that they conducted training with staff members
(Question 22). Thirteen (81.25%) of these tied the
training in with a formalized program of in-service
training, while three (18.75%) had no planned program
for training. All indicated that on-the-job training
was important because, with only one exception, all had
hired staff with little or no experience in rehabili-
tation. They attributed the lack of training to the
fact that there were few professional preparation pro-
grams for specialists in rehabilitation, that people
who did have degrees in rehabilitation were difficult
to find, and once found, often could command higher
salaries than facilities could afford to pay.

Eight (50%) administrators reported that one of the important purposes of on-the-job training was to familiarize all staff with the total operation of the center, and eight (50%) indicated that training usually reflected the needs of staff as they were indicated (Question 23). Five (31.25%) said that training usually reflected the needs that management staff perceived of those staff who reported to them. Only one (6.25%) indicated that one of the purposes was to establish a feeling of accountability and responsibility among staff members. Thirteen (81.25%) of the administrators indicated that training according to needs either expressed by staff members themselves or expressed for staff by supervisors was the underlying base for on-the-job or in-service training sessions. This appeared to be the most important function of in-service training or on-the-job training.

In seven facilities (43.75%) all staff had the opportunity to contribute ideas to the established program and were directly involved in the development of the program (Question 24). In all other facilities (nine: 56.25%) training was assigned to various staff members as a part of their job duties. In all facilities suggestions from staff to whomever was in charge were encouraged. In the larger facilities (150 or more clients), in-service training was more likely to be

conducted by department heads for their own staffs,
while in smaller facilities, all staff were more likely
to be involved in developing a training program.

In fifteen (93.75%) of the facilities, training
reflected programmatic standards (Question 25). Only one
facility administrator (6.25%) indicated that the pro-
gram did not, and this was not fully explained. Two
administrators (12.5%) had separate programs for manage-
ment and nonmanagement staff, but these did reflect pro-
grammatic standards. These two administrators were the
same administrators who had selected management staff
to develop the in-service training program for the total
staff. In both cases, they were responsible for training
programs for their own staffs as well as planning for the
total facility staff. All fifteen administrators who
followed programmatic standards for their training pro-
grams said this was the only way the facility could keep
abreast of new developments in the field and felt that
it was an excellent way to improve the existing programs.

Ten (62.5%) facilities provided opportunities
for educational leave for staff members (Question 26).
Four (25%) of these provided leave to take courses at
local colleges and universities only. This generally
meant that staff were provided time away from the
facility during working hours with no penalty. Four
(25%) facilities provided time away from the facility

during working hours to take courses at local colleges
and time away from the facility to participate in short
training courses (less than a month). Two facilities
(12.5%) provided leave time for attendance at short
training courses only; these two facilities had no
access to local colleges or universities offering
appropriate courses. Six (37.5%) facilities provided
no opportunity for educational leave. Each indicated
that if someone wanted to pursue a training course, they
were encouraged, but no time off with pay could be given.
All six indicated that they felt such a provision in
their personnel policies would enhance the programs
they could offer to clients but cited financial problems
as the main reason for not offering such an option to
staff.

Of the ten facilities whose policies provided
educational leave for staff, five provided at least
partial funding for courses, books, and other expenses
(Question 27). Two (12.5%) paid 100 percent of the cost
of tuition and expenses, two (12.5%) provided 50 percent
of the cost, and one (6.25%) provided 25 percent of the
cost. Five (31.25%) provided leave time only, and the
cost of attending was left to the staff member. Four of
the administrators whose policies permitted leave time
indicated that if someone wanted to attend one short
course, it could usually be reimbursed as attendance

at a conference and was not considered in the same category as educational leave. All six administrators who indicated no educational leave time was available said they were exploring the possibility of changing the policy, and all indicated that lack of funds was the major problem. The ten facilities which provided some financial support to educational leave were representative of the total sample; they were of all sizes, all numbers of staff, and had varying relationships to a parent organization. They were not totally confined to one geographic location within the state.

Ten (62.5%) facility administrators indicated that they provided programs for employees who were not performing up to desired standards. Four (25%) indicated that they did this only in certain areas and when the total group of staff could benefit from it. The ten who said they did provide such programs indicated that they did programs both at their own facilities and, where it was applicable, sent the employees to short training courses, conferences, or workshops. Two (12.5%) indicated that they did not provide this for employees; one because the union made it difficult and allowed employees to object to extra training time and one because he felt there was no one in the facility who needed the training. All facility administrators said that if a person really was not performing up to desired standards, there would

be some attempt at training made; but if this did not
help, the employee would be released.

Only three administrators (18.75%) said that
they trained specifically for lateral or upward mobility,
and all three qualified their answers: two said that
they trained only when the interest and qualifications
were present without further training, and one indicated
that they trained only at the management level
(Question 29). Six indicated that the employee could
benefit from the on-the-job or in-service training that
was offered but that this was not the purpose of the
training. All indicated that the employee could learn
some things about other jobs at his own level or at a
higher level that would certainly enhance any attempt at
lateral or upward mobility but that usually to make such
a move would require considerable visible initiative on
the part of the employee. Only four (25%) indicated
that they made no effort to encourage employees to learn
about other jobs in the organization through the in-
service or on-the-job training programs.

Fourteen (87.5%) administrators indicated that
assessing the training needs of staff was a part of the
training program provided for staff (Question 30). All
administrators indicated that this was done both by ask-
ing staff what they felt were their own training needs

and comparing the facility's program both to other pro-
grams and to the standards imposed by various accredit-
ing agencies.

Only three (18.75%) facility administrators said
that they did not have regular meeting times for training
(Question 31). These were the same three administrators
who indicated there was no regular plan for training.
The times for training and intervals between training
sessions varied greatly, as can be seen in the responses.
One (6.25%) facility had established a training program
for one group of staff which concentrated on their par-
ticular job and offered the program yearly to all staff
in that job. Six (37.5%) of the facilities had programs
monthly. Three (18.85%) of the facilities had provisions
for a regular meeting and an additional meeting quarterly
or yearly. Two of these were part of a larger organi-
zation and the quarterly meetings were provided by a
central office. One was a single facility which shut
down for one week during the year and provided staff
with an intensive period of training. This week was
also used to provide staff with time to travel to other
facilities, to set objectives for the following year,
and to generally "get their house in order." It was
clear that a large majority of administrators set
regular times for meetings for training programs,

but there was no clear pattern to the times provided or the intervals between meetings.

All sixteen (100%) administrators indicated that they provided staff with time off to attend conferences and workshops, and all reimbursed staff to a certain extent, as can be seen in Question 33. All administrators indicated that they felt this was important, particularly those who were not able to allow staff leave time for educational purposes. These six administrators indicated that this was the only opportunity their staffs had to learn new techniques or to be exposed to other professionals in their field, and they actively encouraged staff to attend conferences and workshops appropriate to their jobs. All facility administrators indicated they would like to have more money for this purpose, and several indicated that their budget was quite inadequate so they had to be very careful in allowing staff to go to more than a few select programs. Two administrators were actively involved in sponsoring conferences and workshops and felt this involvement was extremely important. The facilities generated some revenue from these programs which could be put back into sending facility staff to other conferences. Both these facilities were large (more than 150 clients) with over thirty staff members. They were also both in the Chicago area and the administrators had established

ties with several colleges in the area and had access to faculty and staff who could help in sponsoring conferences and workshops.

Ten (62.5%) administrators indicated that their biggest problems with on-the-job and in-service training were financial, and one indicated that while there were no problems at the present time he foresaw problems in the future (Question 34). One of the administrators who felt that the budget was adequate but not luxurious in this area indicated that one of the reasons it was so good was that he had succeeded in procuring a training grant for part of the training program for staff and suggested that this was a resource that he felt had been overlooked by many administrators. Four (25%) administrators indicated that a big problem for them was that staff tended not to take training seriously and that this bothered them. They also indicated that the staff members tended to be marginal employees who did just enough to avoid being released and were not contributing at maximum to the organization. They wondered how to deal with the problem and indicated that these staff had a great impact on the morale of the organization.

It was clear in this section that in-service or on-the-job training was important in rehabilitation facilities. Thirteen of sixteen facilities had specific programs and training times set aside for this purpose.

Attendance at conferences and workshops encouraged and financially supported by a majority of workshops. Educational leave was encouraged financially by ten facilities and encouraged by the others but given no financial support. The purpose of training varied from facility to facility, but a majority of administrators felt that the purpose was to acquaint all staff with the way the total organization functioned and to meet the training needs of staff as they were expressed. All agreed that educational leave and attendance at conferences and workshops was an appropriate part of the training program and should be encouraged. The one negative impression that the researcher had when discussing in-service or on-the-job training with all administrators was that it was essentially a "crisis centered" program for most facilities; that there was no established procedure that the facility would follow for training if the staff did not express a need for particular kinds of training.

No administrator indicated that orientation of new employees was a part of the in-service or on-the-job training program. In five of the larger facilities (over 150 clients), orientation was conducted centrally by a personnel manager who also did the hiring on the recommendation of the supervisor. Orientation times varied according to the position, but, generally, it was a period of three or four days for lower level staff and up to a month for professional, managerial staff.

In all other facilities, orientation of new employees was generally left up to the individual supervisor and was conducted as needed. No administrator indicated that there was a specific plan for orientation of new employees, but five indicated that they felt that some of their problems with staff could be alleviated if there was a definite plan.

In three large facilities (over two hundred clients), in-service or on-the-job training was conducted on two different levels: managerial and nonmanagerial. In these three facilities, the managerial training tended to take place away from the facility. In the two facilities which were part of a larger organization, in-service training was conducted both centrally and locally, with some programs for management staff and others for non-management staff. These two facilities had the most time allowed by any facility for in-service training: one met all day once a month and one day once a quarter while the other met for two hours every two weeks and one day a quarter.

Concern 4: How To Prepare Employees for Greater Responsibility

Only two administrators (12.5%) indicated that there was a specific plan for preparing employees for greater responsibility, but only one indicated that it was one of the purposes of the in-service or on-the-job

training program (Question 35). Thirteen (81.25%) said
that they had no plan for this kind of preparation, but
twelve of those said that they did train if the oppor-
tunity arose and if the staff involved had all the qual-
ifications for the position. One administrator (6.25%)
indicated that he regularly prepared people for greater
and greater responsibility by delegating more responsi-
bility when he felt that the employee could handle it.
One administrator said that he had no plan for this and
did not want one because of difficulties encountered in
the past. He had recently gone through an expansion
period and had had problems with staff who felt they
were qualified for positions beyond their capacities.

All sixteen administrators (100%) indicated that
their staffs had access to some professional research
material, but all indicated that they were sure that
much of the material was never read by staff (Question 36).
Only one administrator (6.25%) provided staff with oppor-
tunities for research on the facility's time, and two
(12.5%) indicated that research was performed in their
central office. Thirteen (81.25%) said that there would
be no objection to anyone performing research in the
facility but that it would have to be done on his own
time (Question 37). Three (18.75%) administrators
expressed concern because they felt that only one or

two staff really had the qualifications to perform

research and said they would want to supervise the

research if it involved clients.

Only two administrators (12.5%) said that they

were prepared to train staff for new or newly vacant

positions (Question 38). One indicated that this was

a part of the in-service training program and that he

believed in cross-training as much as possible to ensure

the continuity of the program regardless of the personnel.

One, as indicated above, regularly gave staff greater

responsibility as they demonstrated an ability to handle

it. Six (37.5%) administrators said they would train

staff only if the opportunity arose and only if the

staff member had the proper qualifications for the

position. Six (37.5%) indicated they would train if

the staff member had all the qualifications for the

position when it became available. None of them indi-

cated they would be willing to allow staff members the

opportunity to pursue a degree full time, and all

pointed out that while they did allow staff the oppor-

tunity to take courses at local colleges, there was no

provision for extended (up to a year) leave for edu-

cational purposes. One (6.25%) indicated that he would

train someone for a new position only when he had to;

this was the administrator who had recently gone through

a difficult expansion period. One (6.25%) indicated

that the union made training difficult by discouraging
individuals from receiving such training.

All sixteen (100%) administrators said they would
rather hire from within the organization than go outside
it if the choice were possible (Question 39). Seven
(43.75%) indicated that they did not always have qual-
ified people, and they were not able to expand their
facilities fast enough to keep the people who were qual-
ified for positions. Three (18.75%) indicated that they
were convinced that hiring from within was essential to
good staff morale, and three (18.75%) indicated that they
looked for people who could take more responsibility
and delegated it regularly. Two (12.5%) said they liked
to hire at the work supervisor level (the lowest profes-
sional level in most facilities) and promote from there,
and one (6.25%) indicated that jobs available in the
facility had to be advertised within the facility for
seven days before they could be advertised elsewhere.

All sixteen (100%) administrators had had diffi-
culty with staff being interested in positions for which
they were not qualified (Question 40). Twelve (75.0%)
had had some problems with staff not being interested in
upward mobility even when they were qualified because
they did not want the extra responsibility they saw with
higher level jobs, and some refused positions because
they saw them as being more administrative and with less

opportunity for direct service to clients. Four (25%) indicated that one of their biggest problems was inade- quate financial support for any training programs, par- ticularly for sending staff members somewhere for extended periods of training. One (6.25%) said that the union tended to exert pressure on staff to stay in union positions, and one (6.25%) said that he would like to train people for different positions but wanted to avoid what he called "the vulture syndrome": becoming prepared to take another position and then just waiting for someone in that position to leave.

Responses in this area were contradictory. When asked if they trained staff members for new or newly created positions, only two administrators indicated that they did. Twelve indicated that they would only under certain circumstances. When asked if they would hire from within their organization to fill positions, all sixteen said they would rather do that than look outside the facility. It would appear that facility administrators made it difficult for themselves by not training people specifically for lateral or upward mobility and, indeed, did not really encourage staff to become interested in new positions by providing training for those who might have potential. Doing so would take time and planning, but it was clear that

the administrators would like the opportunity to hire from within if at all possible.

Concern 5: How To Improve Communications with Staff Members

Twelve (75%) administrators indicated that the relationships between and among staff members was essentially informal, with two (12.5%) indicating that while relationships were informal, people generally had to go through channels to get answers to questions, and one (6.25%) indicating that with certain key staff relationships were informal but that other staff had to go through channels (Question 41). In nine facilities (56.25%), if a staff member wanted something, he could go directly to the person who controlled it. Three administrators (18.75%) said that their relationships tended to be formal, and one indicated that the formality occurred because of the relationship with the union. Of these three, two facilities were large (over 150 clients) and had more than thirty-five staff members. All three administrators felt that the formal relationships were due partly to the size of the facility and partly due to the way that staff viewed management. All three indicated that they were unhappy with the formality of the facility but were unwilling to attempt to disrupt their method of operating. The two administrators from the large facilities both felt that one of the ways to

change the relationships would be to change the official method of requisitioning money and materials, but both said that to change would have a detrimental effect on the smooth operation. Both felt that in order to maintain some type of control those relationships had to be somewhat formal. The third facility was the same size (over 150 clients) but had fewer staff members (twenty-five). The staff, however, was spread throughout several buildings, and the administrator felt that the geographic spread tended to formalize relationships because staff did not have a chance to get to know one another.

Twelve administrators (75%) said that information tended to get filtered from either supervisors or the Director to the staff; generally through a formalized route (Question 42). All twelve said that they simply did not have the time to talk with each staff member personally to inform him of what was happening. All indicated that there were individuals on their staffs with whom they regularly communicated, and they relied on these key people (usually people in supervisory positions) to filter the information on down. One administrator (6.25%) had employed a staff member specifically for this purpose: a major part of the individual's job was to communicate with staff on all levels and to report to the director. The director felt that the system worked quite well because staff were not

afraid to speak to this employee while they were often afraid to speak with him. Only one administrator (6.25%) said that information generally did not get filtered from one staff member to another and said that this was primarily because he informed people on a need-to-know basis.

Thirteen administrators (81.25%) said that they met with at least parts of their staffs on a weekly basis (Question 43). The two who indicated that they met with department heads only and the one who met with management staff only were from large facilities (more than two hundred clients) and had large staffs (more than thirty-five individuals). They felt that they could not communicate with that number of people efficiently and that smaller meetings were important. Two of these were the administrators who indicated that communications tended to be formal. Ten administrators (62.5%) met with all staff on a weekly basis and felt that these meetings were extremely important for information purposes. They did not all indicate that communication could be improved through these meetings. Three administrators (18.75%) said that they did not meet with staff on any regular basis because there was no need. All three were in small facilities (fewer than fifty clients) and had staffs of seven or fewer. They all indicated that they met informally in the morning over coffee before the

clients arrived or after the clients left and that most communication occurred during that time.

Nine administrators (56.25%) felt that their open door policy was the best way to encourage communication with staff (Question 44). Seven (43.75%) made a distinct effort to go where the staff were and to chat informally with them as the opportunity arose. Several had indicated in previous sections that they employed other methods of establishing communication with staff such as conducting the orientation with staff members and by discussing evaluations with staff. It is interesting to note that these methods were not mentioned when the specific questions were asked.

Six administrators (37.5%) indicated that their greatest problem in communication was that staff members would not talk in meetings (Question 45). They felt that staff members tended to be afraid of the administrator and did not communicate their concerns. Another prevalent problem was in making staff understand priorities (particularly financial ones) and the constraints placed on a nonprofit organization. Six administrators (37.5%) felt that this was a problem. Three (18.75%) felt that their reliance on a key group of staff probably impeded communication but felt that they simply did not have the time or the energy to attempt to open communication channels with all staff. Three (18.75%) said that

management's carpeted and air-conditioned offices
probably had something to do with the way communication
flowed; that these luxuries created barriers and a
sense of injustice. Several felt that communications
were impeded because the Director often had to be in
many different places and simply was not accessible
to staff. One (6.25%) felt that people did not know
what was going on simply because they did not listen
even when information was communicated to them, and one
(6.25%) said that in his large organization the grapevine
worked almost too well; staff on the floor knew things
before management did. One (6.25%) said that the formal
relationships impeded communication, and only one (6.25%)
commented that some employees tended to be suspicious of
management.

In this section, the administrators were attempt-
ing to describe the atmosphere of their facilities and
the things that tended to characterize their communi-
cations flow. Most of them had difficulty describing the
flow, and four indicated that they had thought about
communications often, recognized the difficulties, but
had not been able to establish procedures and routines
that solved the communication problems they were exper-
iencing. No administrator felt that the problem had
reached proportions that affected the kind of service

the facility could provide its clients. All felt that
probably communications could be improved in some way.

Concern 6: How To Handle
Employee Grievances

Fourteen administrators (87.5%) said that they
had a grievance procedure which applied to all staff
members (Question 46). One (6.25%) indicated that the
procedure applied to union staff but not to management
staff. Only one (6.25%) indicated that there was no
grievance procedure at present but did say that the
facility was in the process of writing one. In all
facilities, including the facility that was in the
process of writing a procedure, the steps in the pro-
cedure were essentially the same: the employee with a
grievance began with the supervisor and, if given no
satisfaction at that level, worked his way up through
the channels specified on the organization chart. The
last resort in all but one case was a hearing by the
governing board or a committee of the governing board.
The one case which was different was one involving a
union where the last resort was an arbitration hearing
which included management and union representatives.
The differences between the procedures described tended
to be the point at which the grievance and the reply
had to be in writing and the time limits allowed between
steps in the procedure. All administrators indicated

that they felt grievances needed to be handled promptly, and all felt that their procedures were designed with this in mind. In some larger facilities, the procedure tended to be at maximum two steps longer than in smaller facilities because of the number of steps in the organization chart. Several of the larger facilities had cut out intermediate steps because using them tended to make the procedure too long.

Ten administrators (62.5%) indicated that the procedure was reviewed as often as review was necessary (Question 47). Five (31.25%) said that it had not been reviewed in the past but expressed certainty that if the need arose, it would be reviewed. In two facilities (12.5%) staff had input into the review, but all administrators in facilities that had provisions for a review indicated that if a review was conducted it generally occurred because some staff had concerns about the procedure. All administrators felt that if staff did have concerns about the procedure, their concerns would be heard by the appropriate review body. One administrator indicated that the procedure his facility used was currently under review because some staff had voiced concerns about the fairness of the policy. Only one procedure (the one involving a union) included a formal representative for the grieving party, but five administrators indicated that they felt if the grieving party

wanted a representative that would be acceptable. Nine
indicated that the question had never been raised, and
they were not certain how this would be received.

Seven administrators (43.75%) said that the
majority of their problems centered around employees who
tried to circumvent established grievance procedures
(Question 48). The most common reason administrators
gave for this was that employees were generally afraid
to confront a supervisor with a grievance and tended to
try to go up the chain of command beyond the person who
was presenting them with the problem. The second most
prevalent problem was that employees do not read the
procedures that are given to them (six administrators
or 37.5% felt that this was a problem). In all facilities
which had a grievance procedure, the procedure was
available in written form either in handout form or in
an employee handbook. In all cases, the procedure was
given to the employee at the time of hiring. The
employee was instructed to read the procedures in all
cases. None of the administrators said they specifically
discussed the grievance procedure with a new employee
at the time of hiring nor did they discuss all other
policies and procedures at that time. None of the
administrators indicated that discussion of these poli-
cies was a part of the orientation for new employees.
Employees were instructed to read the policies and

become familiar with them in all cases and were encour-
aged to discuss anything that was unclear with the direct
supervisor. Nevertheless, six administrators felt that
the reason employees tended to abuse the system was
because they did not read the procedures and, therefore,
were not aware that the procedure existed or that they
were abusing it.

It appeared clear in this section that facilities
did have procedures that were appropriate for dealing
with employee grievances. The problems in dealing with
employee grievances appeared to be twofold: (1) employees
tried to circumvent procedures, either knowingly or
unknowingly; and (2) employees were not always aware
of the proper procedure. Several suggestions were made
by administrators for dealing with the problems. One
suggested that the procedure be discussed with the
employee at the time of hiring, but he also said that
this would be a negative aspect in an essentially posi-
tive situation. Another suggested that the procedures
be discussed with each employee by the immediate super-
visor after the employee had several days to read the
procedure. Still another suggested that going over the
procedure be a regular topic of discussion in the orien-
tation procedure. Others rejected this suggestion
because there was no real orientation procedure; orien-
tation was left up to the immediate supervisor. It was

clear that the information regarding grievance procedures had to be disseminated in such a way that there were no misunderstandings about it.

Concern 7: How To Determine
Staffing Needs

Nine administrators (56.25%) reported that they had a long-range plan which included projections of staffing needs (Question 49). Six (37.5%) had long-range plans which did not specifically include projections of staffing needs. Two of the administrators (12.5%) reported that staffing additions depended on availability of money and funding, so they were not included in the plan. One (6.25%) said that his current long-range plan was geared to improvement of existing programs, not to expansion, and therefore did not include projections of staffing needs. Three (18.75%) said that their long-range plans did not include projections of staffing needs. Only one administrator (6.25%) said there was no long-range plan for his facility at the time of the visit.

Only seven administrators (43.75%) said that there was any staff involvement in long-range planning (Question 50). Nine (56.25%) indicated that there was no staff involvement. Eleven (68.75%) said that their planning was based on funding availability only, while two (12.5%) indicated that it was based both on client

needs and availability of funds (Question 51). One
(6.25%) indicated that the needs of present clients
dictated the nature of the plan, and one (6.25%) indi-
cated that it was a combination of funding availability,
client needs, and program needs. Only one administrator
(6.25%) said that there was no plan.

Ten (62.5%) administrators reported that one of
their biggest problems in planning was a lack of a good
needs assessment (Question 52). They felt that they
could certainly plan more realistically if they had a
better idea of the needs of the community they served.
Ten (62.5%) said that another major problem was the
uncertainty of fund availability. All ten indicated
that they found it almost futile to plan one, three,
and five years ahead when they were even sure that the
facility would still exist. Another administrator (6.25%)
said that uncertainty of funding was the reason he
refused to plan in the first place; he felt it was futile
to go through the motions. Another (6.25%), however,
felt that that attitude readily led to defeat; was a
self-fulfilling prophecy; and his philosophy was to "plan
based on what you know you will need to provide the
necessary services, and then go out and find the money."
This administrator was a firm believer in "If you do not
do it yourself, surely no one else is going to do it for
you." Still another (6.25%) indicated that he planned

on the basis of what he saw as needs and the services
he felt were necessary, but sometimes he was not always
able to fulfill the plan because of lack of funding for
various projects.

It appeared clear that lack of funding availa-
bility and lack of a complete needs assessment were the
biggest problems in planning, including planning for
staffing needs. Most administrators appeared to feel
that planning was almost futile because of the problems
of funding. Because of this attitude planning for the
future was not as important to administrators as it
might be.

Summary

In this chapter, the results of the research have
been reported. The major findings were summarized in the
order in which the concerns were presented.

In the area of setting standards for employee
performance, a few clear trends were evident. More
administrators used the job description plus verbal cues
from the supervisor to set standards for employee per-
formance than used any other method. There was no clear
majority which used any method or combination of methods.
The supervisor was involved in setting standards in a
majority of facilities, but the employee was involved
in setting standards for himself in half of those.
Standards spelled out in job descriptions did tend to

be specific, and job descriptions were written in all facilities. The verbal cues given by supervisors were not written. In all facilities, employees were given a job description, and in all but one facility, they were informed of the minimum standards of performance but not always of what would constitute excellent or superior performance.

In the area of evaluating employee performance, several trends were clear. Job descriptions were used as a universal tool to set the minimum standards for employee performance. In a majority of facilities, employees were hired for a probationary period and could be released during that period with little or no difficulty. In a majority of facilities the employees were evaluated regularly and the evaluation was reviewed with the employee and entered in the personnel file. All facilities which evaluated regularly had a form which was used, but no single type of form was used by a majority of administrators. A majority of administrators indicated that evaluations were used to provide the employee with some feedback regarding performance. The major problems in this area appeared to be the lack of training on the part of supervisory staff in doing evaluations of their subordinates and in tying the evaluations with goals and objectives for the following year, as well as to salary negotiations. A majority

of the administrators felt that evaluations would become more important if the evaluation were connected directly to salaries and if the facility regularly had the funds to reward excellence of performance.

On-the-job training was done in all facilities with a majority of facilities having a specific plan for training, including training times set aside for that purpose. Attendance at conferences and workshops was supported financially by a majority of facilities, as was educational leave. The purpose of training in a majority of facilities was to acquaint all staff with the way the total organization functioned and to meet the expressed needs of staff for further training. It appeared to the researcher that in-house training was generally "crisis oriented" rather than planned for in a developmental way. No facility indicated that one of the purposes of the training was orientation of new employees. Orientation of new employees was either done in a separate program or left to the individual supervisor. In facilities which were a part of a larger organization, training tended to be planned for on two levels: the total organization level and the individual facility level. In larger facilities of over two hundred clients, training tended to be done on two levels: managerial and nonmanagerial.

In the area of preparing employees for greater
responsibility, responses tended to be somewhat contra-
dictory. Only two administrators responded that they
actually trained staff for new positions, while a
majority indicated that they would do so only under
certain circumstances but offered a number of qualifying
statements. When asked if they would rather hire from
within, all administrators said they would but listed
a host of problems associated with that kind of decision.
Only one administrator indicated clearly that he did
cross training with staff members to assure the con-
tinuity of programs regardless of personnel. It was
clear that in a majority of facilities preparing
employees for greater responsibility was haphazard at
best, and certainly followed no clear plan of identifying
staff members with potential and no clear plan for
training them once they were identified.

In the area of improving communications with
staff members, responses were again mixed. The only
clear trend that was evident was that in small facili-
ties with many opportunities for one-to-one communi-
cations, communication did not seem to be a problem.
In larger facilities, organizational channels appeared
to impede the flow of communication, but this was not
the case in all larger organizations. The question of
communication and how to improve it often was interpreted

as an attempt to improve the atmosphere of the organization, and here administrators felt that they had to weigh the needs of individuals against the smooth running of the organization. In the final analysis, most indicated that they would choose to keep their present method of organization.

All facilities either had a grievance procedure or were in the process of writing one. The procedures tended to be essentially the same: the grieving employee began with his immediate supervisor and then, if no satisfaction was achieved at that level, worked up the organization ladder to a board or board committee hearing. The only facility whose procedures deviated from the procedure just described was one with a union involvement. In this facility, the procedure deviated only in that there were provisions for union involvement at some of the levels. There appear to be two major problems in this area: (1) employees tended to circumvent proper channels either through ignorance or because they did not want to confront the source of the problem, and (2) employees tended not to know procedures because they did not read the procedures.

Two major problems were seen in the area of planning for staffing needs. One was the lack of an organized needs assessment on the part of a majority of facilities, and the other was that administrators

tended to consider planning futile when funding sources were extremely variable. A majority of administrators indicated that there was no direct staff involvement in planning for the future, and a majority indicated that their planning was based solely on the availability of funding.

CHAPTER V

SUMMARY AND CONCLUSIONS

Summary of the Study

The purpose of this research was to identify the methods of personnel administration presently employed by rehabilitation facility administrators in Illinois in dealing with the seven personnel administration problems identified by the Region V Survey and to identify specific administrative problems within the problem areas. Present methods of administration were compared to methods described by the three accrediting agencies: Illinois Division of Vocational Rehabilitation, Commission on Accreditation of Rehabilitation Facilities, and Joint Commission on Accreditation of Hospitals. These accrediting agency standards were used as examples only; there was no attempt to establish whether or not the facilities met the standards. The procedures described in the standards were used as examples of personnel administration methods which provided a basis for discussion of the seven personnel administration problem areas:

(1) How to evaluate employee performance;

(2) How to set performance standards for employees;

(3) How to conduct effective on-the-job training;

(4) How to prepare employees for greater responsi-
bility;

(5) How to improve communication with employees;

(6) How to handle employee grievances; and

(7) How to determine staffing needs.

The population consisted of the eighty-nine
facilities in Illinois which were accredited and rated
by the Illinois Division of Vocational Rehabilitation.
A sample of sixteen facilities was chosen on the basis
of returns on a questionnaire sent to each facility.
The questionnaire obtained information about each respond-
ing facility's size, number of full-time staff who per-
formed professional duties, particular handicaps served,
the facility's tax status (private, nonprofit; private,
for profit; or governmental), the programs offered by
the facility, the relationship (if any) to a parent
organization, and whether or not the researcher could
visit the facility to interview staff members. As of
March 1, 1977, a total of sixty-one questionnaires had
been returned, and the sixteen sample facilities were
chosen from the forty-eight facilities whose adminis-
trators indicated that the researcher could interview
staff members.

Returns on the questionnaire revealed that the three important variables were: size of the facility (number of clients served), the number of full-time staff performing professional duties, and the facility's relationship (if any) to a parent organization. The sixteen sample facilities were chosen by establishing a frequency table showing the size, number of staff, and the relationship (if any) to a parent organization of each of the forty-eight facilities whose administrators indicated that it would be possible to visit the facility and to interview staff members and by computing percentages which were representative of the forty-eight according to the three variables. Sixteen facilities were chosen according to the percentage figures. The thirteen facilities whose administrators chose not to participate did not differ in any of the variables from those facilities whose administrators did choose to participate, so the sample was representative of the sixty-one facilities which responded.

When the sample facilities had been chosen, arrangements were made to visit each facility to interview the administrator and staff members who had supervisory responsibility. The interview format was based on the standards pertaining to each of the personnel administration problems found in the standards guides of the accrediting agencies. The interview format was

sent to each facility administrator prior to the visit,
as well as a copy of the letter which detailed the study.

Once the study was in progress, the order of
discussion of two of the areas of study was changed:
setting standards of employee performance was discussed
before discussing evaluation of employee performance.
It was found that it was difficult to discuss evaluation
of employee performance without first establishing the
method of setting standards for employee performance.
Reversing the order of the two made more sense. An
organizational chart was also requested prior to
beginning the interview. Discussing the organizational
chart with the administrator alleviated the problem
of unfamiliar job titles and functions and insured that
the administrator and the researcher were discussing the
same issues.

The interviews were held in the office of the
administrator or the offices of the staff members who
had supervisory responsibility. There was only one
interview which was conducted in a group setting; the
rest were conducted individually, first with the admin-
istrator and then with members of his staff. The inter-
views generally took between two and three hours. They
were recorded using a cassette tape deck and sixty- or
ninety-minute tapes. Notes were taken after each session
regarding impressions, important points, and aspects of
each interview which were noteworthy.

After the interview, the researcher listened to the tapes with a copy of the interview format. The methods of administration employed were written as the administrator described them, including any qualifying statements about the issue. Two judges were asked to record answers from the first four interviews. Their answers were compared to the researcher's and they were judged to be identical. The researcher was instructed to continue independently. After the interviews were completed, the methods of administration employed were listed and the numbers of administrators employing each method were compiled. The two judges were asked to participate in collating and categorizing the data. All answers beyond simple "yes" and "no" answers were submitted to them for final approval on categorization. The data were reported in lists showing the responses to each question, the numbers of administrators who were judged to respond in the same way, and the percentage of the sample that the number represented. Obvious trends were noted and relationships to any of the three variables on which the sample was chosen were demonstrated.

Major Findings

The major findings of the research were discussed under the seven headings which described the administrative problems as they were identified by the Region V Survey.

Concern 1: How To Set Standards
for Employee Performance

A majority of administrators used job descriptions
plus verbal cues from supervisors to set standards for
employee performance. The supervisor was involved in
setting standards for employees in a majority of facili-
ties, but the employee was involved in setting standards
in less than half the facilities. Job descriptions had
been established in writing in all facilities, and a
majority of administrators reported that job descriptions
were specific. Verbal cues given by supervisors were not
written. In a majority of facilities, employees were
informed of standards but were not a party to setting
standards. Four specific problems were identified in
this section: (1) employees tended to be young and
inexperienced; (2) attitudinal standards were difficult
to convey to staff members; (3) staff tended to resist
setting objectives; and (4) standards of quality were
difficult to objectify. Facility administrators who
indicated that employees were young and inexperienced
were in small facilities which had been established
within the last three years.

Concern 2: How To Evaluate
Employee Performance

Job descriptions were used as a universal tool
in setting the minimum standards for employee performance.
In a majority of facilities, employees were hired for a

probationary period and were provided feedback regarding their performance only as problems arose during the probationary period. A majority of administrators evaluated employees regularly, reviewed the evaluation with the employee, and entered the evaluation in the employee's personnel file. All facilities employed a form for evaluation, but no one form was employed by a majority of facility administrators. A majority of administrators reported that evaluations were used to provide feedback to the employee regarding his performance. Two major problems were identified in this section: (1) many supervisors did not like to evaluate and performed the task poorly; and (2) evaluations were not connected to setting goals for the following year or to salary negotiations. In small facilities where only the administrator evaluated, there appeared to be few, if any, problems. In larger facilities, with more than one person evaluating, the most prevalent problem was the supervisor's lack of experience in handling this administrative task.

Concern 3: How To Conduct Effective On-the-Job Training

A majority of facility administrators reported that there were specific plans for training and that the plan included specific times for training. A majority of facility administrators reported that it was policy to support attendance at conferences and

workshops as well as educational leave. The purpose of training in a majority of facilities was to acquaint all staff with the way the total organization functioned and to meet the expressed needs of staff for further training. In a majority of facilities, orientation of new staff tended to be accomplished through separate programs or left to the individual supervisor. In a majority of facilities, staff had the opportunity to contribute to the development of the training program. Two major problems were identified in this section: (1) staff tended not to take training seriously; and (2) there was lack of financial support for the training program. In larger facilities, training was likely to be done by department heads for their own staffs; in smaller facilities, the staff was trained as one group. Facilities close to colleges and universities were more likely to provide educational leave time; facilities not near colleges or universities were less likely to provide educational leave time. Facilities located near large metropolitan centers provided the most leave time and the most financial support for educational leave. In large facilities, training was generally done on two levels: management and nonmanagement. In facilities which were a part of a larger organization, training tended to be done both at the single facility level and

at the total organization level. Larger organizations
tended to allow more time for training than did smaller
ones.

Concern 4: How To Prepare Employees for Greater Responsibility

Only two administrators responded affirmatively
when asked if they trained staff for upward mobility,
but all indicated that they would rather hire from within
their organizations when new or newly vacant positions
were available. These responses appeared to be contra-
dictory: if administrators preferred to hire from
within their own organizations, surely it would be to
their benefit to train subordinates for upward mobility.
Three problems were identified in this area: (1) staff
who were interested in positions were not always qual-
ified for them; (2) many staff were not interested in
lateral or upward mobility; and (3) there was inadequate
financial support for training programs.

Concern 5: How To Improve Communications with Staff

In small facilities, communications did not
appear to be a problem, and opportunities for communi-
cation among staff members were readily available. In
larger facilities, administrators reported that organi-
zational channels appeared to impede communications.
In a majority of facilities, information tended to

filter through supervisory staff. A majority of admin-
istrators held weekly staff meetings with all staff; in
three large facilities, meetings were held with manage-
ment staff or with department heads only. A majority of
administrators relied on the "open door" method of
encouraging communication from staff members. Five
major problems were identified in this area: (1) staff
were uncomfortable when talking in meetings; (2) making
staff understand priorities was difficult; (3) an informal
group of staff tended to run things; (4) carpeted and
air-conditioned offices for administrators created
barriers; and (5) the administrator was often inacces-
sible because of many commitments.

Concern 6: How To Handle Employee Grievances

All facilities had a grievance procedure or were
in the process of writing one. The steps in the procedure
were essentially the same in all facilities: the employee
began with the immediate supervisor and worked his way up
the organizational channels. The one exception was the
facility where the procedure allowed for union involve-
ment. In all facilities except the one in which the
procedure was currently being written, employees were
given copies of the procedure and expected to know it.
Two major problems were identified in this section:
(1) employees tended to circumvent the procedures; and
(2) employees did not read the procedures.

Concern 7: How To Determine
Staffing Needs

A majority of facilities had long-range plans
which included planning for staffing needs. In a
majority of facilities, the staff were not involved in
long-range planning. A majority of facilities based
their long-range plans on funding availability only.
Two major problems were identified in this section:
(1) lack of adequate needs assessments made planning
difficult; and (2) uncertainty of funding sources made
planning difficult.

Discussion and Implications

One: Participation in the
Administrative Process

Participation in decision making was one of the
points that was stressed in the review of the literature.
Likert and Davis' methods of classifying leadership style
were discussed as was Ordiorne's concept of management by
objectives. All three were based on the assumption that
individuals in organizations preferred to be included in
the administrative process. All of the authors whose
works on administration in rehabilitation were reviewed
stressed participation by employees in the administra-
tive process. As indicated in the findings, the results
of the study revealed that in a number of significant
areas, rehabilitation facility administrators did not
encourage participation by employees. It should also be

noted that the emphasis in the literature, both the literature in business administration and the literature in rehabilitation administration was on participation by employees in the administrative process, yet this study revealed that rehabilitation facility administrators in Illinois did not encourage participation by staff members in the areas identified in the findings.

One of the implications which could be drawn from the study was that facility administrators were not aware of the research regarding participation in the administrative process and were not practicing participative management because they have not discovered it. Another implication might be that administrators were aware of the research but chose not to practice the methods which were suggested. For example, one administrator indicated that he did not believe in allowing employees to participate in the administrative process because they were not ultimately responsible for whatever action was taken, while the administrator was. He felt strongly that if he was responsible, he should make the decision regarding any action taken. It was possible that more administrators felt as he did but did not take the opportunity to say so.

Two: Job Descriptions

Olmstead specified that one of the keys to good administration was a clear foundation of the ground rules

and indicated that well-written job descriptions often satisfied this condition. Sanders concurred in his discussion of job descriptions. All the facility administrators indicated that job descriptions were written, but one-fourth indicated that the job descriptions were not specific as to qualifications necessary for the position, the supervisor of the position, the duties of the position, and the positions supervised. The administrators did not indicate that the job descriptions were discussed thoroughly with each employee and that employees were not always included in a review of the job description. Specific job descriptions and a thorough discussion of them were not administrative tools that all rehabilitation facility administrators employed.

One implication was that facility administrators had not taken the time to write specific job descriptions. Another might be that positions in rehabilitation facilities changed often and the responsibilities and duties of the positions changed as well. For example, one administrator pointed out that in the last three years, the Illinois Division of Vocational Rehabilitation had made several major changes in their standards regarding the qualifications and responsibilities of various staff members.

Three: Evaluation of Employees

Whittington indicated that administrators were often afraid of negative reaction among staff members if disciplinary action was taken against an employee but indicated that evaluation was a valuable tool for rewarding effective performance and punishing undesirable behavior. His contention that administrators were often afraid of negative reaction by staff members was not confirmed by this study, but the study did reveal that one of the problems administrators saw in the area of evaluation was that staff members did not like to evaluate other staff and generally tended to perform the task poorly. The administrators felt that the reason for this was that the staff members had not been trained to perform this task and did not indicate that fear of negative reaction was a reason for performing the task poorly.

One implication, as Whittington suggested, was that evaluators might indeed be afraid of negative reaction among evaluees. Another implication might be, as the administrators indicated, that employees have not been taught how to adequately perform this task. If this was the case, in-service training could provide a remedy for the problem.

Four: In-service Training

Sanders indicated that it was important for administrators to have specific plans for in-service

training. This research demonstrated that while facility administrators indicated that there were plans for this activity, the plans tended to be haphazard and "crisis-oriented." No facility administrator indicated that there was a plan which was designed to systematically increase staff competency. What was described were the activities which had occurred in the past, and none of these descriptions indicated that in-service training was systematically and carefully planned.

One of the implications was that administrators did not have the time to develop a detailed plan for training, yet this task was assigned to other staff members in only a few facilities. In-service training appeared to lack focus and specificity and, in this context, appeared to be of little importance to facility administrators. While this contention might not apply equally to all facilities, it was clear from the findings that this was an area which required attention from administrators. The focus in facilities in the recent past has been on development of clients; it would appear that staff members deserved similar attention in the area of in-service training.

Five: Preparing Employees for Greater Responsibility

Closely related to the issue of in-service training was the issue of preparing employees for

greater responsibility and upward mobility. Sanders indicated that it should be the policy of the facility to promote from within the facility and indicated that preparation of employees should be one of the primary focal points of in-service training. This study revealed that most administrators, while they indicated that they preferred to promote from within their own organizations, did not attempt to train individuals for greater responsibility. The administrators reported inconsistent behavior in this area. One administrator indicated that he had recently experienced difficulties with staff who wanted higher level positions but who were not qualified for them. No other administrators indicated that they had had such experiences, so it appeared unlikely that this could have been the reason for other administrators' behavior.

Again, one implication was that administrators lacked the time required to train staff for greater responsibility, yet this task was assigned to others in few facilities. Since most of the administrators indicated that they wished to promote from within the facilities, training staff members should be a more important administrative function.

Six: Environmental Constraints

Kimberly, Wesson, and Salkind all reported on the environmental constraints placed on rehabilitation

facilities and related the constraints experienced by facilities to the philosophy of the facility or to the behavior the administrator exhibited in various situations. One of the points made was that funding source availability was an environmental constraint and often dictated action by administrators. This research confirmed that notion. Well over half the administrators indicated that they experienced problems with funding and that lack of funding often dictated their actions. This was particularly noticeable in the area of planning. All but one facility administrator indicated that their facilities depended upon state and federal funds and that uncertainty regarding the dispersal of funds affected the way they planned. One administrator went so far as to say he would not plan because he felt there was no reason to waste time and effort when he could not be sure that there would be money to make the changes he wished to effect.

Planning appeared to be unimportant to some administrators, yet this was not the case. Administrators were willing to plan if the funding sources could be relied upon to produce the monies required. The implication was that the reliability of the funding sources should be improved. Perhaps facility administrators should consider changing this aspect of their environment as Kimberly suggested.

Seven: Communication

Not all the literature concentrated specifically

on the issue of communication, but all implied that good

communication was important in being a successful admin-

istrator. Whittington and Olmstead discussed the issue

explicitly and indicated that good communication was the

key to being a successful administrator. Both stressed

methods of good formal and informal communication. All

administrators interviewed indicated some problems in

the area of communication but found it difficult to

specify their problems. One problem which was clear

to the researcher was that administrators were very

busy and often did not have time to communicate infor-

mally with their staffs. Much of the emphasis was thus

placed on formal communication. The esprit that Whit-

tington and others emphasized was not established by

using formal methods of communication. Administrators

tended to find it difficult to establish good communi-

cation linkages because of their other responsibilities.

Those who were particularly concerned about communication

tended to represent large facilities and indicated that

they hesitated to upset the formal structure that had

been established by attempting to establish new com-

munications systems. This appeared to be a good example

of what Argyris was referring to when he discussed the

basic incompatibility of the organization and the

individual and what he was trying to correct in his attempt to integrate individual and organizational needs.

Eight: Time

Many of the discrepancies between the methods prescribed in the literature and in the standards guides and those employed by administrators appeared to be caused by lack of time on the part of the administrator. Lack of time was described as a problem by administrators when discussing many of the administrative areas included in the study. One implication was that administrators did not know how to delegate authority. Small facilities could easily be administered by one person. As they expanded, however, facilities became less manageable for one individual. Administrators of large facilities indicated they delegated authority by creating depart-ments. Administrators from facilities of seventy-five to two hundred clients and of ten to thirty staff members were the ones who reported difficulties with lack of time. Perhaps a more accurate implication was that while facilities were in the process of growing, the administrators found it difficult to delegate authority because they were testing staff members to determine their capacities for administration.

Speculations

A number of administrative problems identified
and discussed in the previous section might be of con-
cern to formal training programs for facility adminis-
trators. While there were only a few institutions offer-
ing the BA and MA degrees in 1974, according to Salkind,
these programs did produce potential employees for
facilities; and some graduates of these institutions
were employed in the facilities whose administrators
were interviewed. One implication of several of the
problems identified by administrators was that employees,
including those who had been trained at the MA level by
institutions offering programs in rehabilitation facility
administration had not been trained in appropriate
administrative methodologies or techniques. They did
not know how to evaluate other employees, they did not
know how to establish effective in-service training
plans, they did not know how to establish effective
communications with subordinates, and so on. The
problems identified here could perhaps be resolved by
changes in the training of facility administrators.

One of the major concerns of the accrediting
agencies, as specified in their standards manuals, was
that of accountability, particularly in dealing with
clients. All facility administrators indicated that
they were preparing the paper work necessary to establish

the facility's accountability in dealings with clients.
Only one administrator indicated that he was attempting
to provide the same sort of accountability in dealings
with staff members but did not specify a method of doing
so. Two administrators were using a modified management
by objectives approach, which they felt did help estab-
lish accountability among staff members. Perhaps the
accrediting agencies could establish standards for
dealing with employees similar to those for dealing
with clients; standards which might force accountability
throughout a facility.

Many of the administrative problems identified
here could be of concern to the national organizations
to which many facility administrators belong. It would
be appropriate for the organizations to include sessions
in their national meetings which would focus on the
problems of establishing and improving communications
with staff members, methods of evaluating subordinates,
effective in-service training programs, and the like.
The focus in the national organizations has been on
service to clients; perhaps it would be appropriate
to turn attention to administrative problems in future
meetings.

Implications for Future Research

One of the problems identified in this study was
the lack of employee participation in the administrative

process. The literature reviewed clearly indicated that participation was considered important by experts in both business administration and rehabilitation adminis- tration. Research could be done using Likert or Davis' system of classifying leadership style to determine if rehabilitation facility administrators tended to function toward the autocratic end of the scale, as this research suggests. Such research could suggest changes in admin- istrative behavior and could demonstrate the necessity for changing administrative practice.

Another method of approaching the problem of apparent autocratic leadership might be to use Blake and Mouton's managerial grid as a research device to determine how facility administrators viewed themselves as administrators and to determine where their concerns actually were: concern for people or concern for pro- duction. Use of this device might show administrators how their actions directly affect their employees and could suggest changes in behavior.

Another concern expressed by administrators was lack of time for a number of important administrative functions. A research project designed to help adminis- trators determine where they spent the majority of their time might also help them in budgeting their time more appropriately. It might also indicate the need for additional staff or for reallocation of duties among existing staff members.

One of the problems identified was that staff members who had administrative responsibility were often not trained in administrative methods, including those staff members who had received formal training in rehabilitation facility administration. This finding indicated that there might be conflicts between what trainers in institutions and facility administrators perceived as the important aspects of facility administration. A research project designed to compare the perceptions of trainers and administrators of the important aspects of facility administration would identify any conflicts which might exist and might suggest changes in training programs which would eliminate the conflicts. Elimination of any conflicts could lead to more effective administration in rehabilitation facilities.

APPENDICES

APPENDIX A

LETTERS AND QUESTIONNAIRE TO

ADMINISTRATORS

APPENDIX A

LETTERS AND QUESTIONNAIRE TO

ADMINISTRATORS

13 Lakeview Drive
Bushnell, Illinois 61422
October 28, 1976

Dear Colleague:

I am presently employed at the McDonough County Rehabili-
tation Center where I have held the position of Rehabili-
tation Coordinator for the past year and a half. I have
become most interested in the administration of rehabili-
tation facilities during this period. I am also a Ph.D.
candidate at Michigan State University and have decided
to conduct a research project for my dissertation which
is relevant to our rehabilitation work in Illinois. I
would like to explain the nature of my project to you and
hope you will be able to help me.

In March of 1975, the Center for Continuing Education for
Rehabilitation Services Administration Region V sent out
a survey which was designed to identify the training needs
of facility administrators and their staffs. The survey
succeeded in identifying a number of areas where respon-
dents felt they could benefit from training. Among these
were seven personnel administration issues:
1. how to evaluate employee performance;
2. how to set performance standards;
3. how to conduct effective on-the-job training;
4. how to prepare employees for greater responsibility;
5. how to improve communication with employees;
6. how to handle employee grievances; and
7. how to determine staffing needs.
The Region V Survey did not identify specific problem
areas within the issues, nor did they specify a training
program which would help alleviate the problems.

The purpose of my research is threefold: to identify
present methods of personnel administration utilized by
facility administrators in Illinois; to identify problem
areas in those methods with the help of the facility
administrators; and to suggest a training program which
will focus on the problem areas, or at least provide the
basis for a training program.

In order to accomplish this, I would like to visit
selected rehabilitation facilities in Illinois and inter-
view the staff who have responsibilities in each of the
seven personnel administration areas. No facility will
be referred to by name, nor will individuals be identi-
fied, though facilities will be described demographically.
To insure accuracy in reporting the data, the interviews
will be taped and notes will be taken. The interviews
will be structured around questions deemed important but
will allow for discussion of the issues and for qualifying
statements.

The interviews will take approximately four hours, or a
morning or an afternoon, and will be arranged at the con-
venience of the facility administrator and staff.

The facilities which will be visited will be chosen on
the basis of the enclosed questionnaire. I would appre-
ciate your cooperation in filling the questionnaire out
and returning it to me. Thank you!

                              Sincerely,

                              Jean M. Rommes
                              Rehabilitation Coordinator
                              McDonough County Rehabili-
                                 tation Center

QUESTIONNAIRE

How many clients does your facility serve?_____

Does your facility specialize in any particular handicap?

_____yes _____no   If yes, please specify_____

How many employees in your facility carry on professional services (specify number of employees in following categories):

_____professional

_____paraprofessional

_____volunteer

_____contract

How many are: _____full-time

                 _____part-time

Do you have a parent organization?   _____yes _____no

Do you share a governing board with your parent organization?

_____yes _____no

Is your organization: _____private nonprofit

                         _____private for profit

                         _____governmental

What programs do you offer in your facility?   (please check the appropriate ones)

_____work activities

_____work adjustment

_____work evaluation

_____counseling

_____placement

_____sheltered work

_____remedial academics

If your facility is selected, will you allow the researcher to visit your facility and interview you and members of your staff?

_____yes   _____no

13 Lakeview Drive
Bushnell, Illinois   61422
January 6, 1977

Dear Colleague:

Several weeks ago you received a letter from me detailing
my proposed dissertation topic. I asked you to fill out
a short questionnaire so I could choose a number of
rehabilitation facilities for personal visits. I have
not heard from you and assume that the questionnaire
has been misplaced during the holiday excitement. I have
enclosed another questionnaire and a stamped envelope.
I hope you will fill it out and return it to me quickly
since it is important that I be able to choose a repre-
sentative sample as soon as possible. I would not want
to exclude your facility from consideration, but I will
have to unless I hear from you by March 1, 1977.

I hope to hear from you soon. Thank you!

Sincerely,

Jean M. Rommes
Rehabilitation Coordinator
McDonough County Rehabili-
   tation Center

JMR:lw
Encl.

APPENDIX B

STRUCTURED INTERVIEW FORMAT

APPENDIX B

STRUCTURED INTERVIEW FORMAT

Introductions, brief explanation of the project, and pur-
pose of the interview.

Demographic data regarding staff members to be interviewed:

    degrees held
    areas in which they were earned
    how long they've worked for the organization
    what other positions they've held in rehabilitation
      facilities
    what other positions they've held in fields other than
      rehabilitation

Evaluation of employee performance:
Do you have job descriptions?
Do they indicate all:
    qualifications
    supervisors
    duties
    positions supervised
Are they reviewed?
Who does the review?
How often?
Are employees appointed for a probationary period?
How long is it?
What happens if the employee does not complete the pro-
bationary period successfully?
Are employees evaluated regularly?
Who does it?
Is it reviewed with the employee?
Is it entered in the employee's record?
What problems do you have in evaluating employee per-
formance?
Possible problem areas:
    uniform evaluations
    no evaluations are done
    no way to objectify evaluations
    personnel are uncomfortable doing it and do it poorly
    nothing is done when an employee receives a poor one

Setting standards for employee performance:
How do you set standards for employee performance?
   use job descriptions?
   set objectives?
   use personnel policies?
   use performance descriptions?
Who is involved in setting standards?
Are standards specific?
Are they written?
Is employee informed or party to setting standards?
What problems do you have in setting standards?

Possible problem areas:
   job descriptions tend to be vague
   objectives are established but not performed
   objectives are hard to quantify
   performance descriptions or objectives are ignored
   it is difficult to specify performance evaluation
     techniques
   it is hard for supervisors to be objective and honest

Conducting on-the-job training:
Do you have an on-the-job or in-service training plan?
Who is involved in developing it?
Does it:
   reflect programmatic standards?
   include opportunities for educational leave?
   provide orientation for new employees?
   provide induction training for new employees?
   provide programs for employees who have not reached
     desired standards?
   provide opportunities for training for lateral or
     upward movement?
   assess training needs for staff?
   specify regular meeting times?
   include attendance at workshops, conferences?
Do you have problems with on-the-job training?
Possible problem areas:
   not enough financial support for the program
   staff don't take advantage of opportunities to attend
     programs
   staff don't take training sessions seriously
   programs tend to be dull and boring

Preparing employees for greater responsibility:
Do you have a specific plan for this?
Do you include this in your in-service training program?
Does staff have ready access to professional reference
   material?
Do staff have opportunities for research?
Do you train possible candidates for different jobs?
Are present staff encouraged to apply for new positions?
Do you have problems with preparing employees for greater
   responsibility?
Possible problem areas:
   staff aren't interested in upward mobility
   staff who are interested aren't qualified
   inadequate financial support for training programs
   administrator prefers to hire outside the organization

Improving communications with employees:
Do you hold regular staff meetings?
How often?
With all staff?
With department heads?
Do you keep minutes of meetings?
Are they available for all staff?
Are your staff relationships formal or informal?
Do you have problems with staff communications?

Possible problem areas:
   staff don't attend staff meetings
   staff tend not to take staff meetings seriously
   staff don't read reports of meetings they don't
      attend
   staff relationships are too formal
   staff relationships are too informal

Handling employee grievances:
Do you have a grievance procedure?
Is it written?
Is it used?
Is it reviewed regularly?
Who does the review?
Is it published and easily available to employees?
Do you have problems with employee grievances?
Possible problem areas:
   employees are not informed of procedures
   employees do take procedures seriously
   employees don't follow procedures
   employees tend to circumvent procedures

Determining staffing needs:
Do you have a long-range staffing plan?
Does it include:
    projections of staffing needs?
    definite points at which new staff must be added?
    regular offerings of new programs?
    provision for staff involvement in revising the plan?
Do you have problems with determining staffing needs?
Possible problem areas:
    uncertain financial situation makes planning hard
    problems in determining service needs impedes planning
    little staff participation in long-range planning
    uncertainty about federal and state programs and funds

Standards on Which the Interviews Were Based

Concern: How to evaluate employee performance

CARF: 4.2 Standards of qualifications for all staff shall be established and maintained. Job descriptions shall be established for all personnel. Each job description shall set forth the qualifications, reporting supervisor, position(s) supervised, and duties and shall be dated and periodically reviewed for continuing appropriateness. (p. 43)

DVR: Job descriptions shall be established for all positions within the facility. (p. 3) ·

Joint Commissions:

7.4.2.7 All employees are appointed for a limited probationary period in order to determine if they are capable of fulfilling the specific requirements of their jobs. (p. 112)

7.4.2.8 Each employee is evaluated at least annually after the initial trial period. (p. 112)

7.4.2.8.1 The evaluation is reviewed with the employee. (p. 112)

7.4.2.8.2 The evaluation is recorded in the employee's personnel record. (p. 112)

Concern: How to set employee performance standards

CARF: 4.2 See standard 4.2 above

4.3 Current personnel policies and practices

shall be established, maintained, and readily

available in written form. (p. 43)

DVR: Vitas for all professional staff members and job

descriptions are required. (p. 3)

Joint Commissions:

7.2.3   The governing body establishes a job description

for the position of chief executive officer,

including appropriate qualifications of edu-

cation experience, personal factors, and skills.

(p. 107)

7.2.12.1   Regardless of the means by which the agency

makes professional services available to its

clients, there is evidence that members of

professional disciplines work together in

cooperative, coordinated, interdisciplinary

fashion to achieve the objectives of the

agency. (p. 110)

7.4.2.2   There are written job descriptions for all

positions. (p. 111)

7.4.3   The agency develops with each consultant, pro-

fessional and paraprofessional staff member

a performance description of his assigned

duties. The performance description includes,

but is not necessarily limited to: (p. 113)

7.4.3.1   The staff member's accountability for accom-

plishing mutually determined objectives; (p. 113)

7.4.3.3   The development of outcome measures to

evaluate the staff member's performance;

(p. 113)

7.4.3.4   Specified performance evaluation techniques;

(p. 113)

7.4.3.5   A signed performance description agreement

between the agency and the staff member.

(p. 113)

Concern: How to conduct effective on-the-job training

CARF: 4.4.1 Each facility shall conduct an in-service

training program for all staff. (p. 44)

4.4.2 Staff shall have ready access to profes-

sional material relevant to the service and

to rehabilitation in general. (p. 44)

DVR: Facilities shall have an in-service training plan.

(p. 3)

Joint Commissions:

7.2.10   The agency has a written plan for improving

the quality of staff and services that reflects

the staff's programmatic responsibilities in

establishing and maintaining standards for

services to clients. (p. 109)

7.4.2.10.7 The plan shall include opportunities for con-

tinuing educational experiences, including

educational leave. (p. 113)

7.4.6   A staff development program is provided that includes:

7.4.6.1   Orientation for all new employees to acquaint them with the philosophy, organization, program, practices and goals of the agency;

7.4.6.2   Induction training for each new employee, so that his skills in working with the clients are increased;

7.4.6.3   In-service training for employees who have not achieved the desired level of competence and opportunities for continuous in-service training to update and improve the skills and competencies of all staff;

7.4.6.4   Supervisory and management training for all employees in, or candidates for, supervisory positions;

7.4.6.5   Training programs designed to facilitate an increase in personal effectiveness, as well as lateral or upward movement;

7.4.6.6   Emphasis on interdisciplinary training programs;

7.4.6.7   Studies to assess the needs of staff;

7.4.6.8   Participation of appropriate staff in staff development programs;

7.4.7   Provisions are made for all staff members to improve their competencies, through means as:

7.4.7.1   Attending staff meetings;

7.4.7.2   Attending seminars, conferences, workshops

and institutes. (p. 114)

Concern: How to prepare employees for greater responsi-

bility

CARF: 4.4 The facility shall encourage and support pro-

fessional growth and development related to

the attainment of facility goals and objec-

tives through:

4.4.1   In-service training programs

4.4.2   Ready access to professional reference

material relevant to the service and rehabili-

tation in general

4.4.3   Provision of opportunities for professional

education

4.4.4   Provision for opportunities for research

DVR: Facilities shall have an in-service training plan.

Facilities shall have written personnel policies.

(p. 3)

Joint Commissions:

7.2.2.1.2 The agency provides orientation and training

for new members. (p. 107)

7.4.2.10.1 A merit system or its equivalent is regular

policy. (p. 112)

7.4.6.5 through 7.4.6.8   (see previous section)

7.4.7 through 7.4.7.2   (see previous section)

Concern: How to improve communication with employees

CARF: 4.4.1   The conduct of regular staff meetings. (p. 44)

DVR: Regular meetings shall be held to discuss client

progress.   Regular staff meetings shall be held.

(p. 5)

Joint Commission:

7.2.11.1   Staff meetings are held regularly.   (p. 109)

7.2.11.4   Minutes and reports of staff meetings and of

standing committees' and ad hoc committees'

meetings, including reports of recommendations

and their implementation, are kept and tiled.

7.2.11.5   Summaries of the minutes and reports of staff

and committee meetings are distributed to

participants and to appropriate staff members.

(p. 110)

Concern: How to handle employee grievances

CARF: 4.3   Current personnel policies shall be estab-

lished, maintained and readily available in

written form.

4.3.1   Personnel policies shall be a matter of

official record, and be made available to

all staff in employee handbook or other

suitable means.   (p. 43)

4.3.2   Personnel policies shall cover the basic
           relationships between the employer and
           employees, the responsibilities and obligations
           of each, and the general working arrangements.

4.3.3   Personnel policies shall be reviewed regularly.
           (p. 44)

DVR: Written grievance procedures are available.   (p. 4)

Joint Commissions:

7.4.2.10.3 An effective grievance procedure is in force.
           (p. 109)

Concern: How to determine staffing needs

CARF: CARF requires that a number of different staff pro-
       fessionals be available either on a full- or part-
       time staff basis or on a consultant-affiliation
       basis. (4.5.1; 4.5.2; 4.5.3; pp. 44-45)

DVR: DVR requires that new staff members be added to
       the facility for the facility to meet requirements
       for higher levels of accreditation. (pp. 8, 9,
       10, 11, 12, 13)

Joint Commissions:

7.4.5   Staff is sufficient so that the agency is not
           dependent upon the use of the clients or
           volunteers for productive services. (p. 114)

APPENDIX C

COMPILATION OF ADMINISTRATORS' RESPONSES

TO STRUCTURED INTERVIEW

APPENDIX C

COMPILATION OF ADMINISTRATORS' RESPONSES

TO STRUCTURED INTERVIEW

CONCERN: HOW TO SET STANDARDS FOR EMPLOYEE PERFORMANCE

1. Question: How do you set standards for employee performance?

Answer	Number	Percent
a. Use job descriptions plus verbal cues from supervisor	6	37.5
b. Use job descriptions only	2	12.5
c. Program sets the standards	2	12.5
d. Sets weekly objectives	1	6.25
e. Sets yearly objectives	1	6.25
f. Uses evaluation form	1	6.25
g. Uses job description for first year, then yearly evaluation to set standards for the next year	1	6.25
h. Verbal cues from supervisor	1	6.25
i. Does not set standards	1	6.25

2. Question: Who is involved in setting standards?

Answer	Number	Percent
a. Supervisor and employee	7	43.75
b. Supervisor only	4	25.0
c. Supervisor plus core of staff with experience	2	12.5
d. Depends on employee	2	12.5
e. No one sets standards	1	6.25

3. Question: Are standards specific as to qualifications, supervisor, duties and positions supervised?

Answer	Number	Percent
a. Yes	10	62.5
b. No	5	31.25
c. Depends on individual supervisor	1	6.25

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4. Question: Are standards written?

Answer	Number	Percent
a. Yes	8	50.0
b. Job descriptions are, but verbal cues are not	5	31.25
c. No	3	18.75

5. Question: Is employee informed or party to setting standards?

Answer	Number	Percent
a. Informed only	9	56.25
b. Absolutely both	5	31.25
c. Usually both, depending on supervisor	2	12.5

6. Question: What problems do you have in setting standards?

Answer	Number	Percent
a. Employees are young and inexperienced; this makes setting standards very difficult	4	25.0
b. Attitudinal standards are difficult to convey to new staff	4	25.0
c. Staff tend to resist setting objectives, either verbal or written	4	25.0
d. Standards of quality are hard to objectify	4	25.0
e. Job descriptions tend to be vague	2	12.5
f. Supervisors find it hard to be objective and honest with employees	2	12.5
g. Setting specific standards tends to kill creativity	1	6.25
h. No problems in this area	1	6.25

CONCERN: HOW TO EVALUATE EMPLOYEE PERFORMANCE

7. Question: Are employees hired for a probationary
              period?

Answer	Number	Percent
a. Yes, three months	8	50.0
b. Yes, six months	5	31.25
c. No	2	12.5
d. Yes, six or three months depending on position	1	6.25

8. Question: When does the individual receive feedback
              during the probationary period?

Answer	Number	Percent
a. Feedback only as problems arise	9	56.25
b. No feedback	3	18.75
c. Periodic evaluations with probationary staff	2	12.5
d. Two-week reviews for the first three months	1	6.25
e. Weekly meetings with probationary staff	1	6.25

9. Question: Do you have provisions for extending the
              probationary period if necessary?

Answer	Number	Percent
a. No, if they have not worked out in the probationary period, they are released	11	68.75
b. Yes, if it appears they can learn the job satisfactorily	5	31.25

10. Question: Are employees evaluated regularly?

Answer	Number	Percent
a. Yes, yearly	12	75.0
b. No, only as necessary	2	12.5
c. Informal evaluation only	1	6.25
d. Yes, every six months	1	6.25

11. Question: Are the evaluations reviewed with the
                employee?

Answer	Number	Percent
a. Yes, in a joint meeting with the supervisor for discussion	10	62.5
b. Yes, employee signs it after reading it	2	12.5
c. No	1	6.25
d. Note: Three facilities (in previous question) do no formal evaluation.		

12. Question: Are the evaluations placed in the
                employee's personnel record?

Answer	Number	Percent
a. Yes	13	81.25
b. Yes, of informal evaluations only	2	12.5
c. No, no evaluations are done	1	6.25

13. Question: What problems do you have in evaluating
                employee performance?

Answer	Number	Percent
a. Supervisors do not like to do it and do it poorly	6	37.5
b. We have no problems with evaluations	5	31.25
c. Nothing happens when someone gets a bad one	3	18.75
d. Evaluations are not objective	2	12.5
e. No evaluations done	1	6.25
f. Supervisors are not always aware of the consequences of evaluations (pay raises, probation, etc.)	1	6.25
g. Director does evaluations with input from two key staff: this causes resentment	1	6.25
h. Supervisors tend to give uniform evaluations	1	6.25

14. Question: How are evaluations used?

Answer	Number	Percent
a. Only for feedback at time of evaluation	5	31.25
b. To set goals for the future	4	25.0
c. Not used	3	18.75
d. For immediate feedback and salary negotiations	2	12.5
e. For salary raises and setting goals	2	12.5

15. Question: What kind of a form is used for evaluation?

Answer	Number	Percent
a. Check-list form	4	25.0
b. Number rating system	3	18.75
c. No evaluations	3	18.75
d. Number rating system with point totals	2	12.5
e. No form, written narrative	2	12.5
f. Behavioral form	1	6.25
g. Check list with narrative	1	6.25

16. Question: Are you satisfied with the form you use?

Answer	Number	Percent
a. Yes	10	62.5
b. No form, no evaluation	3	18.75
c. Yes, recently changed to it	2	12.5
d. No	1	6.25

17. Question: Are you satisfied with the way the evaluations are used?

Answer	Number	Percent
a. Yes	7	43.75
b. Would like to see evaluations tied to both objectives for the future and to salary negotiations	6	37.5
c. No evaluations	3	18.75

18. Question: Do you have job descriptions?

Answer	Number	Percent
a. Yes	16	100

19. Question: Are job descriptions reviewed?

Answer	Number	Percent
a. Yes	13	81.25
b. No	3	18.75

20. Question: How often are they reviewed?

Answer	Number	Percent
a. Yearly	7	43.75
b. As needed	5	31.25
c. Not Reviewed	3	18.75
d. Every six months	1	6.25

21. Question: Who does the review?

Answer	Number	Percent
a. Supervisor and employee	6	37.5
b. No review	3	18.75
c. Supervisor or director	2	12.5
d. Staff write their own, with approval from supervisor	2	12.5
e. Main office does the review	2	12.5
f. A committee	1	6.25

CONCERN: HOW TO CONDUCT ON-THE-JOB TRAINING

22. Question: Do you train on the job?

Answer	Number	Percent
a. Yes, using our in-service training program plan	13	81.25
b. Yes, but we have no planned program	3	18.75

23. Question: Is there a theoretical base on which you build your on-the-job or in-service training?

Answer	Number	Percent
a. To familiarize the staff with the total working of the center	8	50.0
b. Training usually reflects the spoken needs of staff as they express their needs	8	50.0
c. Training reflects needs of management staff and their perceptions of staff who report to them	5	31.25
d. To establish a feeling of responsibility and accountability	1	6.25

24. Question: Who develops your on-the-job or in-service training program?

Answer	Number	Percent
a. All staff have in-put	7	43.75
b. Individual staff are assigned programs according to their areas of expertise	2	12.5
c. Program staff only	2	12.5
d. Management staff only	2	12.5
e. One selected staff member	1	6.25
f. A committee of staff	1	6.25
g. The Research and Development staff	1	6.25

25. Question: Does the training reflect programmatic standards?

Answer	Number	Percent
a. Yes	13	81.25
b. No	1	6.25
c. There are separate training programs for management and nonmanagement staff members	2	12.5

26. Question: Does your training program provide oppor-
tunities for educational leave?

Answer	Number	Percent
a. No	6	37.5
b. Yes, to take courses during working hours at local colleges	4	25.0
c. Yes, to take courses during working hours at local colleges and for short (less than a month) training courses	4	25.0
d. Yes, for short (less than a month) training courses away from the center	2	12.5

27. Question: Do you provide financial support for edu-
cation leave?

Answer	Number	Percent
a. No	6	37.5
b. Yes, four hours off per week with pay to take courses at local colleges	3	18.75
c. Yes, pay 100% of tuition and expenses	2	12.5
d. Yes, 50% of cost reimbursed, plus time off with pay	2	12.5
e. Yes, 25% of cost reimbursed, plus time off with pay	1	6.25
f. Yes, paid leave time to attend classes	1	6.25
g. Yes, staff can take compensatory time to attend classes	1	6.25

28. Question: Do you provide programs for employees who
are not producing at desired standards?

Answer	Number	Percent
a. Yes	10	62.5
b. Only in certain areas and when all staff can benefit	4	25.0
c. No, the union allows employees to object to this	1	6.25
d. No, we have no one who needs it	1	6.25

29. Question: Do you train for lateral or upward movement?

Answer	Number	Percent
a. Not really, only if employee takes advantage of the program that way	6	37.5
b. No	4	25.0
c. Yes	3	18.75
d. Yes, but only when interest and qualifications are present	2	12.5
e. Yes, but only at the management level	1	6.25

30. Question: Do you assess the training needs of staff as a part of your training program?

Answer	Number	Percent
a. Yes	13	81.25
b. No	2	12.5
c. Yes, but only for management staff	1	6.25

31. Question: Do you have regular meeting times for the training program?

Answer	Number	Percent
a. Yes, monthly meetings	6	37.5
b. No, meet only as the need arises	3	18.75
c. Yes, both monthly and quarterly	1	6.25
d. Yes, weekly for specified period of time for some staff	1	6.25
e. Yes, weekly	1	6.25
f. Yes, monthly, and we close down for one week every year	1	6.25
g. Yes, monthly or weekly as department head determines	1	6.25
h. Yes, every two weeks and once quarterly	1	6.25
i. Yes, every two weeks	1	6.25

32. Question: Do you provide for attendance at conferences in your training program?

Answer	Number	Percent
a. Yes	16	100

33. Question: Do you reimburse staff for attendance at
conferences and workshops?

Answer	Number	Percent
a. Yes, at 50-75% of expenses	9	56.25
b. Yes, at 75-85% of expenses	5	31.25
c. Yes, at 85-100% of expenses	2	12.5

34. Question: What problems do you find in your on-the-
job or in-service training program?

Answer	Number	Percent
a. Lack of financial support for program	10	62.5
b. Staff do not take training seriously	4	25.0
c. No problems	3	18.75
d. Financial support will be a problem in the future	1	6.25
e. Staff give programs that tend to be dull and boring	1	6.25
f. Union tends to discourage in-service training programs	1	6.25
g. There are problems in identifying areas for training	1	6.25

CONCERN: HOW TO PREPARE EMPLOYEES FOR GREATER RESPONSI-
BILITY

35. Question: Do you have a specific plan for preparing
employees for greater responsibility?

Answer	Number	Percent
a. No	13	81.25
b. No, and I do not want one!	1	6.25
c. Yes, this is one of the purposes of our in-service training program	1	6.25
d. Yes, by regularly delegating additional responsibility to staff as they demonstrate capability	1	6.25

36. Question: Do staff have access to professional
reference material?

Answer	Number	Percent
a. Yes	13	81.25
b. Yes, but not enough	2	12.5
c. Yes, in their area only	1	6.25

37. Question: Does the staff have an opportunity for
research?

Answer	Number	Percent
a. Not really. It would have to be conducted on their own time.	13	81.25
b. Research is done in our central office	2	12.5
c. Yes	1	6.25

38. Question: Do you train staff for new or newly vacant
positions?

Answer	Number	Percent
a. Only if the opportunity arises	6	37.5
b. Only if the staff have all qualifications for position	6	37.5
c. When we have to	1	6.25
d. No, union discourages this	1	6.25
e. Yes, we do lots of cross-training	1	6.25
f. Yes	1	6.25

39. Question: If given the choice, would you rather hire from within your organization or go outside it?

Answer	Number	Percent
a. Yes, but we do not always have qualified people, and do not expand fast enough to keep the over-qualified staff we do have	7	43.75
b. Yes, promoting from within is essential for good staff morale	3	18.75
c. Yes, we are always looking for enterprising staff and give more responsibility as soon as they can handle it	3	18.75
d. Yes, we like to hire at the work supervisor level and promote from there	2	12.5
e. Yes, jobs must be advertised within the facility for seven days before going outside the facility	1	6.25

40. Question: What problems do you have in preparing employees for greater responsibility?

Answer	Number	Percent
a. Staff who are interested are not always qualified	16	100
b. Many staff are not interested in upward mobility	12	75.0
c. There is inadequate support (financial) for training programs	4	25.0
d. Union tends to exert pressure to stay in union position	1	6.25
e. Would like to hire from within, but want to avoid the "vulture" syndrome	1	6.25

CONCERN: HOW TO IMPROVE COMMUNICATIONS WITH STAFF MEMBERS

41.   Question: Are staff relationships formal or informal?

Answer	Number	Percent
a. Informal	9	56.25
b. Formal	3	18.75
c. Informal, but through channels	2	12.5
d. Formal, imposed by union	1	6.25
e. Informal with key staff, others must go through channels	1	6.25

42.   Question: How does information get filtered from one
                  staff member to another?

Answer	Number	Percent
a. Through supervisory staff	7	43.75
b. Directly from Director to all staff	4	25.0
c. Through informal leaders	3	18.75
d. Through Ass't. Director	1	6.25
e. Lots of times it does not	1	6.25

43.   Question: Do you hold regular staff meetings?

Answer	Number	Percent
a. Yes, with all staff, weekly	10	62.5
b. No	3	18.75
c. Yes, with department heads only, weekly	2	12.5
d. Yes, with rehabilitation staff only, weekly	1	6.25

44.   Question: How do you try to establish good communi-
                  cations with staff members?

Answer	Number	Percent
a. I try to keep an open door	9	56.25
b. I make a point to tell people things when I see them	3	18.75
c. I make a point of getting out onto the floor regularly	2	12.5
d. I try to meet regularly with all staff	2	12.5

45. Question: Do you have problems with communication?

Answer	Number	Percent
a. Staff are uncomfortable talking in meetings	6	37.5
b. I have problems making staff members understand priorities and why things happen the way they do	6	37.5
c. No problems in this area	3	18.75
d. An informal group of people tend to run things	3	18.75
e. Carpeted and air-conditioned offices tend to create barriers	3	18.75
f. The Director is often inaccessible because of many commitments	3	18.75
g. People do not know what is going on even when there are meetings	1	6.25
h. The grapevine works almost too well	1	6.25
i. Relationships are too formal	1	6.25
j. Employees are suspicious of management	1	6.25

CONCERN: HOW TO HANDLE EMPLOYEE GRIEVANCES

46. Question: Do you have a grievance procedure?

Answer	Number	Percent
a. Yes	14	87.5
b. Yes, for union employees, not for management	1	6.25
c. No, but we'll have one soon	1	6.25

47. Question: Is the procedure reviewed?

Answer	Number	Percent
a. Yes, by a board committee as necessary	7	43.75
b. No	5	31.25
c. Yes, by union and management yearly	1	6.25
d. Yes, all staff have input yearly	1	6.25
e. Yes, by board and Director	1	6.25

48. Question: Do you have problems with grievance procedures?

Answer	Number	Percent
a. Employees circumvent procedures	7	43.75
b. Employees do not read procedures	6	37.5
c. Employees are not sure the procedure is fair	1	6.25
d. There are no grievance procedures for management	1	6.25
e. No problems	1	6.25

CONCERN: HOW TO DETERMINE STAFFING NEEDS

49. Question: Do you have a long-range staffing plan?

Answer	Number	Percent
a. Yes	8	50.0
b. Plan does not include staffing needs	3	18.75
c. Not really, staffing additions depend on grant and money availability	2	12.5
d. Yes, the plan is currently being written	1	6.25
e. No	1	6.25
f. No, planning is geared to improvement of existing programs, not to expansion	1	6.25

50. Question: Is the staff involved in establishing the plan?

Answer	Number	Percent
a. No	9	56.25
b. Some	3	18.75
c. Only at management level	3	18.75
d. Yes	1	6.25

51. Question: What is your planning based on?

Answer	Number	Percent
a. Funding availability only	11	68.75
b. Funding and client needs	2	12.5
c. Needs of present clients	1	6.25
d. Funding availability, client needs, and program needs	1	6.25
e. No plan	1	6.25

52. Question: What problems do you have in planning for staffing needs?

Answer	Number	Percent
a. We have no needs assessment	10	62.5
b. Uncertainty of funds	10	62.5
c. We have problems, but we always plan and attempt to get what we need	1	6.25
d. We try to plan, but cannot always stick to it because of funding	1	6.25
e. Lack of funding is biggest problem	1	6.25
f. Refuse to plan because you never know what your resources will be	1	6.25

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